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DEPARTMENT OF EXTERNAL AFFAIRS
OTTAWA, CANADA

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DEPARTMENT OF EXTERNAL AFFAIRS
OTTAWA, CANADA

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FOREWORD

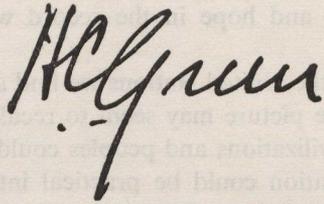
The activities of the United Nations and the Specialized Agencies during 1958 and the part played in them by Canada are reviewed in the following pages. I hope that the reader will find, as I do, much reason for encouragement and hope in the record which is presented here.

In the United Nations we find a mirror of our times. There are occasions when the picture may seem to recall the primitive morality of a previous age when civilizations and peoples could afford to work out their problems alone, and isolation could be practical international politics. Yet it would be mistaken to allow such an impression to blur the achievements of the Organization or to overshadow its purpose of bringing into being the single world society which the growing interdependence of nations in our modern age demands.

The United Nations cannot do more nor move more quickly than its members will permit. Nevertheless, the record of recent years has shown that the United Nations has effective means of its own for drawing its membership into greater co-operative effort. It can organize significant moral pressure by providing the means for the creation and expression of international opinion. By requiring the governments of the world to consult together at regular and frequent intervals, it provides both the opportunity and the necessary facilities for fruitful negotiation. Its procedures are available to any member state which may feel its security threatened by the actions of another state. Through the process of its debates, it can assist in defining problems which are at issue and in making clear the respective positions and interests of the parties concerned. Whenever its resources are utilized to deal with dangerous problems, the United Nations provides the whole of its membership with opportunities to encourage and contribute to the search for peaceful solutions.

The United Nations is already operating over wide areas of human activity. Demands arise on all sides for expansion of its functions, and it is increasing in many ways the scope and effectiveness of its efforts. This was particularly so during 1958 with regard to activities both of the United Nations and of the Specialized Agencies in the economic, social and cultural fields, and in the encouragement of respect for human rights. This work, while not directly related to grave political and security problems, must be in the long run a significant factor in the improvement of the conditions which give rise to international conflict.

In all of this diverse and widespread activity there remains for us the opportunity as well as the obligation to contribute as best we can towards increasing the effectiveness of the United Nations as an instrument of human progress and towards strengthening the complex structure of international co-operation which it is in the process of creating.



Secretary of State
for External Affairs

Ottawa, July 6, 1959.

LIST OF ABBREVIATIONS

ACC	— Administrative Committee on Co-ordination
CCIF	— International Telephone Consultative Committee
CCIR	— International Radio Consultative Committee
CCIT	— International Telegraph Consultative Committee
CCITT	— International Telegraph and Telephone Consultative Committee
ECAFE	— Economic Commission for Asia and the Far East
ECA	— Economic Commission for Africa
ECE	— Economic Commission for Europe
ECLA	— Economic Commission for Latin America
ECOSOC	— Economic and Social Council
ETAP	— Expanded Programme for Technical Assistance
FAO	— Food and Agriculture Organization
GATT	— General Agreement on Tariffs and Trade
IAEA	— International Atomic Energy Agency
IBRD	— International Bank for Reconstruction and Development
ICAO	— International Civil Aviation Organization
IFC	— International Finance Corporation
ILO	— International Labour Organization
IMCO	— Inter-Governmental Maritime Consultative Organization
IMF	— International Monetary Fund
ITO	— International Trade Organization
ITU	— International Telecommunication Union
OEEC	— Organization for European Economic Co-operation
OTC	— Organization for Trade Co-operation
UNCIP	— United Nations Commission for India and Pakistan
UNCURK	— United Nations Commission for the Unification and Rehabilitation of Korea
UNEF	United Nations Emergency Force
UNESCO	— United Nations Educational, Scientific and Cultural Organization
UNHCR	— United Nations High Commissioner for Refugees
UNICEF	— United Nations Children's Fund
UNKRA	— United Nations Korean Reconstruction Agency
UNOGIL	— United Nations Observation Group in Lebanon
UNREF	— United Nations Refugee Fund
UNRWA	— United Nations Relief and Works Agency for Palestine Refugees in the Near East
UNTAA	— United Nations Technical Assistance Administration
UNTAB	— United Nations Technical Assistance Board
NUTAC	— United Nations Technical Assistance Committee
UNTSO	— United Nations Truce Supervision Organization
UPU	— Universal Postal Union
WHO	— World Health Organization
WMO	— World Meteorological Organization

EDITORIAL NOTE

The present volume, the twelfth in the Canada and the United Nations series, reports on the thirteenth session of the United Nations General Assembly, held from September 16 to December 14, 1958, and on other activities of the United Nations and Specialized Agencies during the calendar year 1958. The agenda of the thirteenth session will be found in Appendix I.

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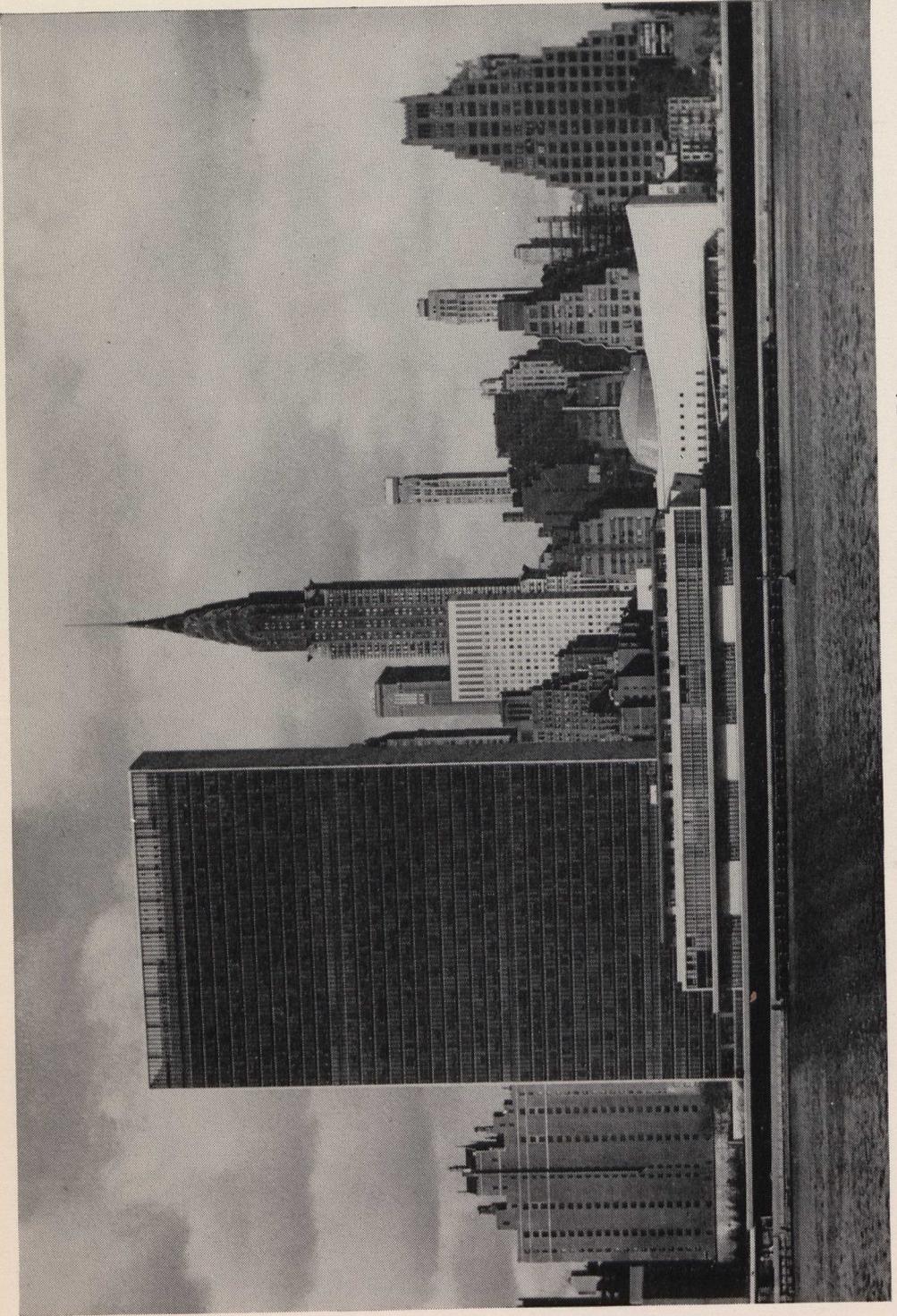
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View of the United Nations buildings across the East River.

I

GENERAL SURVEY

In the course of the year under review the activities of the United Nations continued to demonstrate the essential role which this Organization is capable of playing as an instrument for international co-operation. There remain limits to the effectiveness and authority of the United Nations, arising out of the sovereign equality of its member states and from prevailing antagonisms and tensions which affect international relations within as well as outside of the United Nations. It remains unrealistic to expect that at this stage the membership of the United Nations will accord to the Organization such responsibility and authority that the United Nations could, within the foreseeable future, achieve constructive and final solutions to all the problems which now threaten international peace and security. Nevertheless, by requiring its members to consult together at regular intervals, by providing the opportunity and the facilities for fruitful negotiation, and by bringing to bear the overwhelming interest of its membership in the promotion of peace and well-being, the United Nations is making a continuing and effective contribution to the improvement of international relations and human welfare generally.

One of the chief accomplishments of the Organization during 1958 was the successful intervention of the Security Council in the political situation of the Middle East. In June the Council was called upon to consider the complaint of Lebanon concerning intervention in its internal affairs by the United Arab Republic. In accordance with a formal decision of the Council, an observation group (UNOGIL) was sent to Lebanon with a view to ensuring that there was no illegal infiltration of personnel or arms across the Lebanese borders. Canada, which as a member of the Security Council had put forward this plan, was called upon, with a number of other countries, to provide officers for the new United Nations body. The Canadian contribution eventually rose to 78 out of a total of 591 officers and men from 19 countries. UNOGIL wound up its activities some five months later having made a significant contribution towards tranquillity in the area throughout the critical events of the summer.

On July 14 the situation in the Middle East had been further disturbed by a sudden and violent revolution in Iraq, which led to the overthrow of the monarchy, the proclamation of a republic, and Iraq's withdrawal from the newly-formed Arab Union. In the following days, at the urgent request of the Governments of Lebanon and Jordan, the United States landed forces in Lebanon and the United Kingdom in Jordan, to assist the local governments to preserve their territorial integrity and political independence, pending United Nations action which would achieve this end.

An emergency special session of the General Assembly was summoned on August 8, 1958, to consider urgently these developments, in accordance with a resolution submitted to the Security Council by the United States. This session adopted unanimously a resolution presented by all the Arab members of the United Nations, which re-affirmed Arab League pledges of

mutual respect and non-interference, and requested the Secretary-General to make practical arrangements to help in upholding the Charter in relation to Lebanon and Jordan and thereby to facilitate United States and United Kingdom withdrawal. The resolution embodied, in slightly different form, most of the significant features of a resolution which Canada and six other countries had submitted earlier for the consideration of the Assembly, but which had not been voted on.

The trend in the area was thereafter towards improvement. On September 30, the Secretary-General was able to report to the thirteenth session of the General Assembly on the arrangements he had made for special United Nations representation in Jordan and elsewhere in the area in implementation of the August 21 resolution. On October 25 and November 2 respectively, the last United States and United Kingdom forces left Lebanon and Jordan.

On another matter concerning the Middle East the thirteenth session of the General Assembly decided, in accordance with a recommendation by General E. L. M. Burns of Canada, Commander of the force, to extend for a further year the operations of the United Nations Emergency Force, so that UNEF might continue its work of maintaining quiet and preventing frontier incidents on the Egyptian-Israeli armistice demarcation line. However, serious difficulties were met in the Assembly regarding the financing of the force.

On October 15 the Secretary-General tabled in the Assembly a useful report on the experience derived from the operation of UNEF and the implications of possible standby arrangements for United Nations action to meet further emergencies. In this document Mr. Hammarskjold invited the Assembly to endorse a set of basic principles and rules that could provide a framework for further operations where the United Nations might be called on to intervene with military personnel. However, there was opposition from the U.S.S.R. and some other countries, and the Secretary-General advised the Assembly on November 5 that the United Nations should not take any action at the present time; he recommended that it should wait until it faced a concrete situation when the political issues involved in a United Nations field operation would have to be resolved.

In consequence of the refusal of the U.S.S.R. at the end of 1957 to participate in negotiations in the United Nations Disarmament Commission or its Sub-Committee, negotiations which took place in 1958 on disarmament subjects resulted from direct arrangements between the governments principally involved, although the services and facilities of the United Nations in Geneva were used for the conferences. Technical talks during July and August, in which Canadian scientists participated, resulted in an agreed report on the technical acceptability of a system for the detection and identification of nuclear explosions. Political negotiations for the conclusion of a treaty on the discontinuance of nuclear weapons tests and the establishment of a control system opened on October 31, and after some encouraging progress, were still going on by the end of the year. A technical meeting of experts from ten countries, including Canada, convened on November 10 to explore the practical aspects of safeguards against surprise attacks but adjourned without achieving any agreement.

The discussion of disarmament questions at the thirteenth session of the General Assembly was lengthy and involved, occupying 27 meetings

next few years. These are the United Nations trust territories of the Cameroons under French and British administration, of Togoland under French administration, of Somaliland under Italian administration, and of Western Samoa under New Zealand administration. The Assembly decided to reconvene on February 20, 1959, to consider the political future of the two trust territories of the Cameroons. In the case of the trust territory of Togoland, the Assembly was able to agree on arrangements for the abrogation of the trusteeship agreement with France when Togoland becomes independent in 1960. The Assembly welcomed into United Nations membership the newly-independent state of Guinea. It was also informed of the approaching independence of Nigeria on October 1, 1960.

On the whole the events described in this general survey and in the following articles indicate that the United Nations' record of progress during 1958 was uneven. Although some of the Organization's efforts at conciliation in the field of peace and security were not successful, at least they encouraged, in several cases, the search for peaceful solutions in other contexts. Despite existing difficulties, the Assembly continued to be available as an accepted and useful forum for negotiations and settlement of disputes between nations. The significant progress made during the year on questions in the social and economic fields and on questions related to the movement of dependent peoples towards control of their own affairs constituted one of the most encouraging features of the international scene. This progress gives reason to hope that continuing and patient effort through the United Nations towards solving the more important political problems may also meet with success in future, provided a sufficient number of member nations are prepared to display in this field the necessary spirit of conciliation and co-operation.

II POLITICAL AND SECURITY

Disarmament

Because of Soviet refusal to participate in the work of the Disarmament Commission either in its original composition or as expanded by resolution 1150 (XII) of November 19, 1957, disarmament proceedings in 1958, apart from the General Assembly discussions and a Security Council debate on a related question, took place either outside the framework of the United Nations disarmament machinery entirely or with only an indirect and administrative connection.

The main series of exchanges have been: (a) correspondence from January to July between the Western powers and the Soviet Union concerning a possible summit conference, for the agenda of which both sides suggested certain disarmament questions; (b) technical discussions in Geneva in July and August to study ways of detecting violations of a possible agreement on the suspension of nuclear tests; (c) political discussions in Geneva, begun on October 31 and still continuing, among the United States, the United Kingdom and the Soviet Union, to negotiate an agreement for the discontinuance of nuclear weapons tests and the actual establishment of an international control system; (d) the conference of experts in Geneva during November and December to study possible measures which might be helpful in preventing surprise attack; and (e) the disarmament debates in the General Assembly.

Summit Conference Correspondence

A Soviet communication on December 10, 1957, proposed for a summit conference agenda: (a) a ban on the use of nuclear weapons; (b) the suspension of nuclear tests for a period of 2-3 years; (c) an "atom-free" zone in central Europe; (d) after the establishment of confidence: (i) a cut in armed forces; (ii) complete prohibition of nuclear weapons; (iii) withdrawal of foreign troops from the NATO and Warsaw Pact countries, and (iv) the establishment of a system of collective security. On March 31 the Soviet Union announced the unilateral cessation of nuclear tests and called upon the United States and United Kingdom to follow suit; if they failed to do so, the Soviet Union would consider itself free to resume tests. In a memo of May 6 the Soviet views on the agenda items were elaborated. In addition to the above topics, the memo dealt with the problems of outer space and safeguards against surprise attack.

In the summit conference correspondence the Western powers adhered essentially to the four-power proposals of August 29, 1957*. However, they showed readiness to deal with certain aspects of these proposals at the summit and to that extent departed from the concept of a "package". In a three-power memo to Moscow on May 28 concerning the summit agenda, the disarmament topics included were: (a) measures to control production of fissionable materials for weapons and to reduce existing military stocks of

*See *Canada and the United Nations*, 1957 p. 6

of the First Committee. Four resolutions were adopted. Canada joined with sixteen other countries in sponsoring a resolution dealing with a number of aspects of the disarmament problems. Two other resolutions expressed hopes of success for the prospective negotiations on nuclear tests and surprise attack, and were supported by Canada. The fourth resolution, deciding that for 1959 the Disarmament Commission should be composed of all the members of the United Nations, was adopted unanimously. The Assembly also decided to establish a Committee to study how outer space may be best utilized for peaceful purposes, but the Soviet Union disagreed with the composition of the Committee, and warned that it would not participate. A more encouraging achievement was the Assembly's unanimous decision to continue the useful work of the Scientific Committee on the Effects of Atomic Radiation.

The question of Hungary, Algeria and Cyprus were also considered by the thirteenth session. The Assembly again took no decision regarding the credentials of the Hungarian Representatives. It adopted a resolution denouncing the execution of Nagy and the Soviet policy of repression, and appointing Sir Leslie Munro of New Zealand to represent the United Nations for the purpose of reporting on significant developments relating to the implementation of the Assembly's resolutions on Hungary. On Algeria, a resolution presented by the Political Committee failed to receive in the Assembly the requisite two-thirds majority. As for Cyprus, the Assembly expressed confidence that the parties would continue their efforts in order to reach a peaceful solution in accordance with the Charter.

Probably the most significant accomplishments of the thirteenth session were in the economic and social fields. The debates demonstrated, in encouraging fashion, the desire of the greater part of the membership to achieve the extensive international collaboration and co-ordination of policies which present day circumstances require. Members which have lagged behind in the development of their economic and social potentialities continued to make clear their urgent desire to catch up, or at least to make rapid progress. For their part the more industrially developed members gave evidence of an increasing willingness to assist in this. A decision in which Canada took a particular interest was that approving arrangements for the Special Fund for economic development. The Fund, which was to begin operations in January 1959, will enable the United Nations to extend its activities to the border line between capital and technical assistance, and to participate in projects in fields such as resources surveys and housing. The Canadian Delegation contributed significantly to the discussions and pledged, subject to the approval of Parliament, a contribution of \$2 million for the first year of operation of the Special Fund, in addition to Canada's contribution of \$2 million to the United Nations Expanded Programme of Technical Assistance. Also of significance was the Assembly's decision to make provision for an international administrative service whose members will work for the national governments of countries needing trained administrators, until these countries are able to create an adequate civil service from among their own peoples.

The progressive development of dependent peoples towards self-government or independence continued to receive great attention and sympathy at the thirteenth session. The session was remarkable in that the administering authorities of five United Nations trust territories announced that these territories have now reached the stage in their political development where the granting of independence or self-government is foreseeable in the

such materials; (b) linked with and conditional upon (a), the suspension of nuclear tests; (c) the reduction and limitation of conventional arms and manpower; (d) measures to guard against surprise attack; and (e) the use of outer space for peaceful purposes.

Suspension of Nuclear Tests

In response to proposals by the President of the United States, the Soviet Union agreed on May 9 to participate in a technical study on the means of control for supervising a suspension of nuclear tests. At the same time the Soviet Union sought a commitment in advance to agree in principle to suspend tests, in the event that there was technical agreement on the possibility of control. On July 1 experts from Canada, France, the United Kingdom and the United States met in Geneva at the Palais des Nations with experts from the Soviet Union, Czechoslovakia, Poland and Romania. By August 21 they had reached agreed conclusions on the applicability of various methods of detecting nuclear explosions: (a) acoustic and hydro-acoustic techniques; (b) the collection and analysis of radio-active debris; (c) the registration of seismic waves; and (d) the registration of radio signals. There were agreed conclusions regarding the technical equipment to be used at the control posts and on the requirement for on-site inspection in cases of unidentified events which could be suspected of being nuclear explosions. There was agreement also that the network of control posts should include 160-170 land-based posts and about 10 ships, and an agreement on their approximate location over the globe.

On August 22, the President of the United States welcomed the successful conclusion of the experts' talks. He stated the United States was ready to negotiate an agreement for the suspension of tests and the actual establishment of a control system, and offered to withhold testing for a year from the beginning of negotiations in order to facilitate those negotiations, if the Soviet Union would do likewise. He said the United States would be prepared to continue suspension on a year-by-year basis, subject to annual confirmation that the inspection system was working effectively, and that satisfactory progress was being made towards other measures of disarmament. He also proposed that negotiations begin on October 31. The United Kingdom issued a similar statement.

The Prime Minister of Canada welcomed the United States and United Kingdom statements and gave assurances of Canadian co-operation. He also indicated that at the proper time Canada expected to put forward detailed views with respect to the location of control posts and the administration of inspection teams within Canada.

The Soviet Union accepted October 31 for the start of negotiations. The first four weeks were devoted to attempts by the Soviet Union to secure agreement to cease nuclear tests before beginning the discussion of the control system. However, by December 19 when the session recessed, agreement had been reached on the first four articles of a draft treaty. These concerned: (1) the broad undertakings to prohibit and refrain from nuclear testing; (2) the establishment of a control organization; (3) definition of the four main elements of the control organization; and (4) the composition of the control commission.

Surprise Attack

On April 18 the Soviet Union lodged a complaint against the United States in the Security Council, demanding that urgent measures be

taken by the Council to put an end to United States military aircraft armed with nuclear weapons flying in the direction of the frontiers of the Soviet Union, and maintaining that the policies followed by the United States Strategic Air Command constituted a danger to world peace (see page 31).

The debate focused attention on the problem of surprise attack and the dangers of accidental war. Surprise attack had been on the "summit agenda" lists of both sides. On April 28 the United States again suggested that technical discussions be held. The Soviet Union dealt with the matter in communications dated May 9 and July 2. The latter suggested that appropriate expert representatives of both sides meet for a joint study of the practical aspects of the problem.

Subsequent correspondence led to agreement to meet in Geneva at the Palais des Nations beginning November 10, when experts from Canada, France, Italy, the United Kingdom and the United States met with experts from the Soviet Union, Czechoslovakia, Poland, Romania and Albania. The Conference held thirty meetings, the last of which was on December 18. Throughout the discussions the Soviet side attempted to secure the consideration of a number of political proposals relating to certain measures of disarmament which ostensibly were designed to reduce the danger of surprise attack. The Western side maintained that the conference was intended to examine measures of observation and inspection from the technical point of view.

The two sides failed to agree on an agenda for the conference. However, the Western side presented a series of explanatory documents illustrating their proposed plan of work: (a) a survey of the relevant technical aspects of possible instruments of surprise attack; (b) a survey of techniques which would be effective in the observation and inspection of the instruments of surprise; (c) an illustrative outline of possible systems for observation and inspection of long-range aircraft; (d) a similar outline concerning ballistic missiles; (e) a similar paper concerning ground forces; and (f) an explanatory statement regarding factors involved in planning an integrated observation and inspection system.

The proposals put forward by the other side included; (a) a draft recommendation for an undertaking not to carry out flights of aircraft with nuclear weapons over the territories of other states or over the open seas; (b) a proposal regarding the establishment of ground control posts, the taking of aerial photographs and the adoption of certain disarmament measures to reduce the danger of surprise attack (reduction by at least one-third of foreign armed forces in the European zone of control and the exclusion of nuclear rocket weapons from the two parts of Germany); and (c) a proposal regarding the tasks and functions of the ground control posts and aerial inspection.

As stated in the final report of the conference, the meetings were helpful in clarifying for each side the views of the other. When the meetings were suspended, the participants agreed in expressing the hope that discussions on the problem of preventing surprise attacks would be resumed as early as possible.

General Assembly

The disarmament debate revolved around four items on the agenda: (a) "The question of disarmament" (agenda item 64), an item submitted by the Secretary-General, with a memorandum expressing his concern over the

by-passing of the United Nations on this subject, although welcoming the approach through technical discussions; (b) and (c), items proposed by the Soviet Union on the discontinuance of atomic and hydrogen weapons tests and on the reduction of the military budgets of the Soviet Union, the United States, the United Kingdom and France by 10-15% and the use of part of the savings so effected for assistance to the under-developed countries (agenda items 70 and 72); and (d) appointment of members of the Disarmament Commission (agenda item 19).

The debate resulted in the adoption of four resolutions: (a) a resolution co-sponsored by 17 powers (including Canada) which set forth certain aspects of the Western position, adopted by a vote of 49 in favour, 9 against with 22 abstentions; (b) an Indian-Yougoslav resolution expressing hope for agreement in the talks on surprise attack, adopted by a vote of 75 in favour, none against with 2 abstentions; (c) a resolution submitted by Austria, Japan and Sweden expressing hope for agreement in the political discussions on the discontinuance of nuclear tests, adopted by a vote of 55 in favour, 9 against with 12 abstentions; (d) an Indian-Yugoslav resolution setting up on an *ad hoc* basis for 1959 a disarmament commission of all members of the United Nations, adopted by a vote of 75 in favour, none against with 3 abstentions.

Five other draft resolutions were discussed and met varying fates: (a) a Soviet proposal for the unconditional cessation of nuclear tests was withdrawn; (b) a Soviet proposal concerning the reduction of military budgets was defeated; (c) an Arab-Asian-African proposal concerning the cessation of nuclear tests was defeated; (d) an Irish proposal to curtail the spread of nuclear weapons was withdrawn after a partial vote; and (e) a Mexican proposal for meetings of the nuclear powers with the First Committee Chairman to consider negotiating procedures was withdrawn.

The discussion in the First Committee, which took place between October 8 and November 4, was strongly affected by the imminence of the political negotiations on nuclear tests and of the technical talks on surprise attack. These two problems tended to be uppermost in the minds of most delegations, but there was a reluctance in the General Assembly to adopt recommendations which might appear to prejudge the issues. Thus, despite the pre-occupation of many delegations with nuclear tests, the Soviet Union did not succeed in marshalling support outside the Soviet bloc for its proposal for the unconditional cessation of tests.

The Canadian Secretary of State for External Affairs expressed on October 20 his conviction of the inadvisability of passing a resolution on tests suspension with any support short of virtual unanimity. It was, he suggested, the Committee's duty to seek common ground in the aims expressed by each delegation, not to underline differences; there did appear to be agreement on the goal to be sought, namely, the discontinuance of nuclear tests. Mr. Smith continued by underlining the Western position that the indefinite continuation of test suspension should be conditional on progress towards general disarmament. Nuclear warfare is not an independent evil, he stated, and indeed the development and refinement of nuclear weapons had been themselves necessitated by the accumulation and threatening use of conventional armament by the Soviet Union and its allies, in the face of which the offer of the United States and the United Kingdom to suspend further testing under a separate and prior agreement was a courageous concession. But, while thus insisting on the importance of balanced disarmament, the Canadian Delegation recognized the need of proceeding by stages, and endorsed the suspension of nuclear tests as an initial measure.

Canada, he observed, did not make or possess nuclear weapons, and devoted its considerable atomic energy industry to peaceful uses. However, this country was linked defensively with powers who did possess nuclear weapons, and did not question their justification for so doing; the dilemma facing the nuclear powers should be recognized, and not treated as a miasma exorcisable by rhetoric. He joined the Foreign Minister of Ireland in emphasizing the danger involved in the indiscriminate release of nuclear weapons to countries not now possessing them, but rejected absolute prohibition of any such transfer. Mr. Smith concluded his remarks with a renewed plea for a practical approach to disarmament divorced from Utopian wishful-thinking, and expressed the satisfaction of the Canadian Government at the wide measure of basic agreement already evidenced in spite of obvious differences of approach to the goals of disarmament.

The Canadian Delegation's hope that the differences between draft resolutions tabled could be bridged in a compromise resolution was widely shared. The sponsors of the 17-power draft resolution* showed a willingness to revise their text. The Soviet Delegation, however, remained adamant in its insistence on an isolated, unqualified, and perpetual ban on nuclear tests, and hope for unanimous support for a resolution had to be abandoned. The Arab-Asian-African group, which had proposed immediate suspension of tests pending agreement on controls, abstained from voting on the 17-power proposal in recognition of the spirit of concession shown by the sponsors.

The final version of the resolution took into account the Secretary-General's emphasis in his memorandum on the importance of the Geneva talks in leading towards progressive openness of information concerning technologies and armaments. It urged the parties in Geneva to make every effort towards the suspension of nuclear tests under effective international control, and enjoined them not to make further nuclear tests while these negotiations were in progress. It urged agreement at the surprise attack conference and expressed determination that recent initiatives, including the technical approach, should continue with a view to a balanced and effective world-wide system of disarmament. On the United Nations role the resolution confined itself to an offer of the services of the Secretary-General to the Geneva conferences, and requested that the records of the First Committee discussions on disarmament be transmitted to the participants in the two Geneva conferences. Finally, it reiterated the proposition that in due course funds made available by disarmament might contribute to the improvement of living conditions throughout the world, especially in the less developed countries.

Effects of Atomic Radiation

In accordance with the provisions of General Assembly resolutions 913 (X) of December 3, 1955 the United Nations Scientific Committee on the Effects of Atomic Radiation* devoted its efforts during 1958 to producing a report (dated July 1) summarizing and evaluating the information it had collected concerning the effects of ionizing radiation on man and his environment. The Committee had earlier appointed working groups to draft sections of the report, which was largely prepared at the Committee's fourth session, January 27 to February 28, 1958, and given final approval at the

*Argentine, Australia, Belgium, Brazil, Canada, Denmark, Ecuador, Iran, Italy, Laos, the Netherlands, New Zealand, Norway, Pakistan, Thailand, the United Kingdom and the United States.

*The Committee is composed of representatives of: Argentina, Australia, Belgium, Brazil, Canada, Czechoslovakia, France, India, Japan, Mexico, Sweden, the U.S.S.R., the United Arab Republic, the United Kingdom and the United States.

fifth session, June 9-13. The report was based upon 213 reports received by the Committee from twenty-nine governments, five Specialized Agencies, the International Commission on Radiological Protection and the International Commission on Radiological Units and Measurements.

The Committee unanimously agreed upon its report with the exception of one passage in its conclusions. There was general agreement that all steps designed to minimize irradiation of human populations would act to the benefit of human health. However, the majority of the Committee considered that effective control of sources of radiation involved national and international decisions which lay outside the scope of its work. The Soviet Union, with the support of Czechoslovakia and the United Arab Republic, took the position that the data presented in the report enabled the Committee to draw the conclusion that there should be an immediate cessation of test explosions of nuclear weapons.

The thirteenth session of the General Assembly had the above report on its agenda. In addition, pursuant to resolution 1147 (XII) of November 14, 1957, it had for consideration a report from the Secretary-General on the question of strengthening and widening scientific activities in the field of the effects of atomic radiation (agenda item 25).

When the First Committee considered these matters between December 5 and 8 it had before it a draft resolution co-sponsored by Canada and eleven other members of the Scientific Committee* on which substantial agreement had been reached in advance with other members of the Assembly. In addition to commending the Scientific Committee for its valuable report, the draft resolution requested the Committee to continue its work and to report as appropriate, asked the Committee to consult with other agencies and organizations to ensure effective co-ordination, and called upon all concerned to assist the Committee by making available relevant reports and studies and by pursuing such investigations as might broaden world scientific knowledge in this sphere. This resolution was unanimously approved by the General Assembly on December 13.

Peaceful Use of Outer Space

The first proposals for ensuring that outer space would be used only for peaceful and scientific purposes were made by the United States in January 1957, during the debate on a series of disarmament measures before the General Assembly. The United States proposed that the testing of objects projected into outer space should be a matter for international participation, and should come under international inspection. When this concept was discussed in the Sub-Committee of the Disarmament Commission a few months later, the Soviet Union responded by proposing that there be international control over guided rockets, to ensure that all types suitable for use as atomic and hydrogen weapons should be used exclusively for peaceful purposes, provided such control could be instituted simultaneously with the elimination of atomic and hydrogen weapons from the armaments of states. The disarmament proposals presented to the Sub-Committee on August 29, 1957 by Canada, France, the United Kingdom and the United States included a provision that, under the terms of a disarmament agreement, a technical committee should be established to study the design of an inspection system which would make it possible

*Argentina, Australia, Belgium, France, India, Japan, Mexico, Sweden, the United Arab Republic, the United Kingdom and the United States.

The twenty powers proposed that the *ad hoc* committee be composed of the following eighteen states: Argentina, Australia, Belgium, Brazil, Canada, Czechoslovakia, France, India, Iran, Italy, Japan, Mexico, Poland, Sweden, the Soviet Union, the United Arab Republic, the United Kingdom and the United States. The Soviet Union proposed that the preparatory group should consist of Argentina, Czechoslovakia, France, India, Poland, Romania, the Soviet Union, the United Kingdom and the United States. Although agreement on the remaining aspects of the twenty-power draft resolution appeared to be attainable after its revision to include certain features of the Soviet draft, it was not possible to reach agreement on the question of membership. The twenty-power draft resolution, as revised, was then adopted by 54 votes to 9 with 18 abstentions on November 24.

Further efforts were made to find agreement on the question of membership of the *ad hoc* committee, but without success. The General Assembly then adopted the proposal transmitted by the First Committee by 53 votes to 9 with 19 abstentions on December 13. Shortly before the vote the Soviet Representative declared that the composition of the Committee would not ensure fruitful co-operation and that the Soviet Union would not participate in its work.

A United Nations Peace Force—Standby Arrangements

Repeated efforts since 1945 to establish a force capable of acting as the enforcement agency of United Nations decisions have failed. Similarly, attempts to develop even a modest para-military arm of the United Nations have been frustrated. The thirteenth session of the General Assembly witnessed a somewhat different approach to the problem of how to increase the effectiveness of the United Nations in maintaining or restoring international peace. For the first time proposals did not centre on the establishment of a force as such, or even on the earmarking of national units for service with a force. At this session emphasis was placed on the need for flexible planning to meet a variety of possible situations and on the importance of general agreement on certain basic principles which should govern the creation, composition, deployment and operation of whatever United Nations instrument might be created to deal with a specific situation (agenda item 65).

In the introduction to the Annual Report of the Secretary-General on the Work of the Organization, submitted to the United Nations in June 1957, Mr. Hammarskjöld wrote: "There is need for careful analysis and study of the United Nations Emergency Force (UNEF) experience in all its aspects in order to give the United Nations a sound foundation, should the Organization wish to build an agreed standby plan for a United Nations Peace that could be activated on short notice in future emergencies to serve in similar ways. Steps have been taken for such a study to be undertaken in the Secretariat". Through the following year this study proceeded and on October 9, 1958, the Secretary-General presented to the thirteenth session of the General Assembly a summary study which contained a condensed history of the various aspects of the operation of UNEF since its inception. Its concluding chapter, however, contained a summary of observations and principles which should, in the Secretary-General's view, be borne in mind by members of the United Nations when considering any plans for United Nations action to meet future emergencies.

The need for flexibility in the planning of standby arrangements was emphasized by the Canadian Representative (the Secretary of State for

External Affairs) at both the special emergency session of the General Assembly in August and at the thirteenth session in September. Attention was drawn to the necessity of considering not only UNEF experience but also that derived from such United Nations operations as the United Nations Truce Supervision Organization in Palestine, the United Nations Observation Group in Lebanon and the United Nations Military Observers Group in India and Pakistan. This need was recognized by the Secretary-General in his report of the study made of UNEF experience. In it he observed that "in considering general standby arrangements of the kind envisaged in this report, a course should be followed which would afford a considerable degree of flexibility in approaching the varying needs that may arise".

When the Secretary-General's Report was received by delegations to the thirteenth session, it was clear that many of them considered the implications of some of the recommendations were so far reaching that discussion of his report at that session would be undesirable. Some delegations were flatly opposed to a debate on the matter. In the circumstances, therefore, the Secretary-General, in introducing his Report to the Special Political Committee concluded: "The political issues involved have to be resolved if and when the United Nations face a concrete situation in which the members wish to decide on a field operation by the United Nations of the kind considered here. That would also be the best time for a consideration of the principles that should apply in a particular case. In these circumstances I feel no need for the General Assembly to take any action at the present time".

The General Assembly took note of the Secretary-General's report but made no observations on the section dealing with proposals for a standby force.

The Middle East

For the past decade, the Middle Eastern problem with which the United Nations has been chiefly concerned has been that of Arab-Israeli relations. In 1958, by contrast, the focus of international attention shifted for the first time to inter-Arab issues, as a result of the crisis which developed with respect to Lebanon, Jordan and Iraq during the middle of the year. New methods and new types of approach were devised by the United Nations to meet the situation, and by the end of 1958, in large measure as a result of the efforts of the Arab states themselves, the immediate inter-Arab problems had been solved. Certain tensions in the Arab world remained unresolved however, and no specific progress was made during the year towards a general Arab-Israeli settlement. United Nations efforts were nevertheless generally successful in preventing the various Arab-Israeli border incidents which occurred from developing into a dangerous cycle of increasing tension, such as that which preceded the 1956 crisis.

The Lebanese and Jordanian Complaints

The involvement of the United Nations in the major Middle East dispute of the year began on May 22, when the Government of Lebanon requested an urgent meeting of the Security Council to consider its complaint "in respect of a situation arising from the intervention of the United Arab Republic (U.A.R.) in the internal affairs of Lebanon, the continuance of which is likely to endanger the maintenance of international peace and security." It was stated that this intervention included the infiltration of armed

to assure that outer space would be used exclusively for peaceful and scientific purposes. A clause in similar terms was included in General Assembly resolution 1148 (XII) adopted on November 14, 1957.

The Prime Minister of Canada, in a speech on February 8, 1958, urged that an international space agency be set up to ensure that jurisdiction in the matter would be vested in the United Nations. The agency would have inspection and control powers to police all operations in outer space and would ensure its use for scientific and peaceful purposes only. The Prime Minister also proposed that a declaration be made that all nations should have equal rights in outer space.

On March 15, 1958, the Soviet Union requested the inscription on the agenda of the thirteenth session of the General Assembly of the item "The banning of the use of cosmic space for military purposes, the elimination of foreign bases on the territories of other countries and international co-operation in the study of cosmic space". The communication making the request included proposals for (a) a ban on the use of space for military purposes and pledges to launch rockets into space under an agreed international programme; (b) the elimination of foreign military bases; (c) the establishment of international control over the two above measures; and (d) the establishment of a United Nations agency for international co-operation in the study of cosmic space which could: (i) work out and supervise an international programme for launching rockets to study space; (ii) continue permanently the space research begun under the International Geophysical Year; (iii) provide a centre for the exchange of information; and (iv) co-ordinate and assist national programmes.

On September 2 the United States requested the inclusion in the agenda of the item "Programmes for international co-operation in the field of outer space". In an explanatory memorandum the United States took the position that peaceful use of outer space should be dealt with separately from its disarmament aspects and that a committee should be established to study specific steps which the General Assembly might take to promote international co-operation.

The First Committee devoted fifteen meetings between November 11 and 24 to the concurrent consideration of the United States and Soviet items (agenda item 60). Initially the Soviet Union submitted a draft resolution which in effect reproduced its proposals of March 15. With nineteen other delegations,¹ including the United States, Canada co-sponsored a draft resolution providing for the establishment of an *ad hoc* committee which would report to the fourteenth session on: (a) the activities and resources of the United Nations, its Specialized Agencies and other international bodies relating to the peaceful uses of outer space; (b) the area of international co-operation and programmes in the peaceful uses of outer space which could appropriately be undertaken under United Nations auspices; (c) the future United Nations organizational arrangements to facilitate international co-operation in this field; and (d) the nature of legal problems which may arise in the carrying out of programmes to explore outer space. In the course of the debate the Soviet Union revised its proposals to omit the clauses relating to disarmament and to provide that a preparatory group should draft a programme and rules for an international committee with functions similar to points (ii), (iii) and (iv) above in its proposal for an agency.

¹ Australia, Belgium, Bolivia, Denmark, France, Guatemala, Ireland, Italy, Japan, Nepal, the Netherlands, New Zealand, Sweden, Turkey, the Union of South Africa, the United Kingdom, the United States, Uruguay and Venezuela.

bands, the participation of U.A.R. nationals in acts of terrorism and rebellion against the established authorities, the supply of arms from Syria, and the waging of a violent radio and press campaign in the U.A.R. calling for the overthrow of the established authorities in Lebanon. The complaint was made some two weeks after the outbreak of widespread disorders in Lebanon, as a result of which a considerable proportion of Lebanese territory, including a district of the capital and many frontier areas, passed out of the control of the central government and into that of various opposition groups.

Consideration of the Lebanese complaint by the Security Council was temporarily deferred in order to give the Arab League an opportunity to settle the dispute at the special meeting held in Benghazi for the purpose. The League, however, found itself unable to reach agreement, and the Council therefore began substantive discussion of the matter on June 6, hearing first a detailed exposition of the complaint by the Representative of Lebanon, and then a statement by the U.A.R. Representative rejecting categorically Lebanon's assertion of U.A.R. interference in its affairs, and claiming that the Council was confronted with a purely internal Lebanese problem. Statements of concern by most members of the Council followed, and on June 10 the Representative of Sweden submitted a draft resolution of which the following was the main operative paragraph:

"The Security Council . . . decides to despatch urgently an observation group to proceed to Lebanon so as to ensure that there is no illegal infiltration of personnel or supply of arms or other *matériel* across the Lebanese borders".

This resolution, which was in some respects a compromise between differing opinions concerning the validity of the Lebanese complaint, won the immediate support of most members of the Council. The Canadian Representative said that it was axiomatic that the United Nations' response to appeals from the smaller countries should be particularly sympathetic, and expressed the hope that the action proposed in the Swedish draft resolution could be taken swiftly and efficiently and that it would help to avert the spreading disorder in Lebanon, which might have dangerous implications not only for that country but for the area as a whole. The resolution was adopted on June 11 by 10 votes in favour, and none against, with the Soviet Union abstaining.

The Secretary-General took immediate steps to establish the new United Nations body, known as the "United Nations Observation Group in Lebanon" (UNOGIL), which was to consist of three members (a former President of Ecuador, an Indian diplomat and the Norwegian Air Force commander) assisted by a staff of military observers and other personnel. The first observers reached Beirut within 24 hours of the passing of the resolution, and reconnaissance operations began on the morning of June 13. On June 17 the Canadian Government announced that it had agreed, in response to an urgent appeal from the Secretary-General, to supply ten observers from Canada for UNOGIL, and the build-up of the Group's observer strength from Canada and other countries proceeded rapidly. UNOGIL's first report, submitted on July 3, outlined its problems and methods of observation, reviewed the difficulties encountered in penetrating opposition-held territory, and indicated that it had not been possible to establish where the arms so far seen by the observers had been acquired, or whether any of the armed

men observed had infiltrated from outside*. The Lebanese Government, however, in written comments dated July 8 on the report, expressed the view that the information in the report substantiated the charge that the infiltration of armed men and smuggling of arms was a reality.

Early on the morning of July 14 came a sudden new development — a revolution in Baghdad which resulted in the swift overthrow of the Iraqi government and monarchy. The Lebanese crisis at once took on far wider proportions. Within a few hours the President of Lebanon directed to the United States “an urgent plea”, in President Eisenhower’s words, “that some United States forces be stationed in Lebanon to help maintain security and to evidence the concern of the United States for the integrity and independence of Lebanon”, and next day, July 15, United States marines began to land in Lebanon. The Security Council met on the morning of the landings, in response to an urgent request from the United States Representative, who informed the Council that United States troops had been despatched to Lebanon, as he said, “for the sole purpose of helping the Government of Lebanon, at its request, in its efforts to stabilize the situation brought on by the threats from outside, until such time as the United Nations can take the steps necessary to protect the independence and political integrity of Lebanon”. In the debate which followed on July 15 and 16, firm support was voiced for the position of the United States by the United Kingdom, France, and other members of the Council. The Canadian Representative said that, in the Canadian view, there was no reason why the United States action should not be considered as complementary to the mission which the United Nations had already inaugurated, and added that it was clear that the rights of states and the rights of persons were threatened by the violent disturbances shaking the area; if United States intervention, at the request of the duly established government of Lebanon, could check the disorders and enable the United Nations to help the Lebanese people to find political rather than military solutions to their troubles, it would, he believed, serve the purposes of the United Nations. Opposition to the United States move was expressed by the Soviet Union and also by the United Arab Republic. The Representative of Japan stated that his government had misgivings concerning the circumstances which made the landing of United States forces necessary, and the Swedish Representative expressed the opinion that the proper course might be to suspend UNOGIL’s activities, the conditions of which, he argued, had been substantially altered by the United States action.

On July 16 the Secretary-General communicated to the Security Council a report indicating that on the previous day UNOGIL had completed the task of obtaining full freedom of access to all sections of the Lebanese frontier, and plans for a considerable expansion of UNOGIL’s activities were also outlined.

Then on July 17 came news of the despatch of a force of United Kingdom troops to Jordan, in response to an urgent appeal by King Hussein for military assistance to forestall what he stated was an imminent attempt by the United Arab Republic to create internal disorder and overthrow his regime. On the same day, the Representative of the Jordanian Government submitted an urgent complaint to the Security Council regarding interference by the United Arab Republic in its domestic affairs. In a

*The texts of this and other United Nations documents on UNOGIL during the period June 16 to July 17 were reproduced as appendices in the *Minutes of Proceedings and Evidence* (No. 1) of the Standing Committee on External Affairs of the Canadian House of Commons (issue covering meetings of June 12, July 29 and July 30).

statement on the complaint the United Kingdom Representative on the Council made it clear that United Kingdom forces would remain only until the Security Council had itself taken the measures necessary to maintain peace and security in the area. The Canadian Representative made no statement, but the Prime Minister indicated in the House of Commons that afternoon that Canada appreciated the United Kingdom had no alternative but to act as it had done, and that Canada would support "any resolution which would meet those United Nations aspects which . . . have been an important element in the United Kingdom decision to intervene . . .".

Debate continued on July 18 in the Council but there was no agreement on any of the three draft resolutions which had been submitted to it: a United States draft resolution inviting UNOGIL to continue to develop its activities and calling for consultations with member states regarding additional United Nations measures for Lebanon, "including the contribution and use of contingents" — vetoed by the Soviet Union, with 9 votes in favour and 1 abstention (Sweden); a U.S.S.R. draft resolution calling upon the United States and United Kingdom to "cease armed intervention in the domestic affairs of the Arab states" and withdraw their troops immediately — rejected by 8 votes against to 1 in favour (the U.S.S.R.), with 2 abstentions (Japan and Sweden); and a Swedish draft resolution requesting the Secretary-General to suspend the activities of UNOGIL — rejected by 9 votes against to 2 in favour (Sweden and U.S.S.R.). On July 21 and 22, the Council held further discussions on a Japanese draft resolution requesting the Secretary-General to make immediate arrangements for Lebanon which would be additional to those envisaged by the June 11 Council resolution and which would "serve to ensure Lebanon's territorial integrity and independence so as to make possible the withdrawal of United States forces". Canada considered this compromise a positive and constructive approach in the circumstances, and the draft resolution also won support from all other members of the Council save the U.S.S.R. The Soviet Representative voted against it on the ground that the resolution did not specifically provide for the withdrawal of foreign forces.

Proposal for Heads of Government Meeting

Meanwhile, on July 19, Premier Khrushchev had proposed the convening of a conference of the heads of government of the U.S.S.R., the United States, the United Kingdom, France and India, with the participation of the United Nations Secretary-General, which should "work out concrete recommendations for the cessation of the military conflict in the Near and Middle East and submit them to the Security Council".* The Canadian Prime Minister said to the House of Commons on July 21 that "much of the language in which the Soviet invitation is couched is so provocative in tone that it tends to add yet another complicating factor at an already very serious moment in world affairs . . .". He added, however, "I still believe that no nation should or dare shut the door on any matter that offers the prospect of any solution or even a diminution of international tensions", and went on to say that "in view of the recent developments in the Middle East I believe that the problems of that region should be discussed at the highest level, and that such talks should be held as soon as possible because of the present perilous situation . . . Over the weekend I personally addressed

*The text of this and subsequent Soviet Communications on the proposed conference during the period July 19—August 5, as well as the texts of the replies of the United Kingdom, French and United States Governments and of the Secretary-General, may be found in documents S/4059, S/4062, S/4064, S/4067, S/4071, S/4074, S/4075, and S/4079.

urgent messages to the Prime Minister of the United Kingdom, to the Prime Minister of India and to President Eisenhower, suggesting that there be a positive and immediate response to the Khrushchev message". Such a response was in fact forthcoming. During the fortnight of negotiations which followed, Canada gave active encouragement to the efforts of the Western powers to ensure that the proposed conference would take place within a United Nations context, with suitable means of taking into account the views of the smaller powers, the procedure suggested being to have the private heads of government conference initiated by a full Security Council meeting. To this end, Canada formally associated itself on August 1 with a proposal made the same day by the United Kingdom Representative that a special Council meeting, to be attended by heads of government or other specially designated representatives, be held to discuss Middle East problems on August 12, if other members of the Council agreed; and the Canadian Prime Minister said he was ready to attend. He added, in a statement on July 31, "If Canada can make any contribution to the success of the proposed conference, and that includes the convening of the meeting of the security council at the summit, that contribution will be made willingly and with full confidence that it will have the approval of all those who are sincerely dedicated to the cause of peace." These plans were brought to naught, however, by Premier Khrushchev's call on August 5 for an emergency General Assembly meeting in place of the proposed conference. The Soviet leader argued that this original proposal for a five-power meeting had been obstructed by Western delay and nullified by the insistence that the conference be held within the Security Council, which, he said, was not in a position to solve the Middle East problem objectively.

Emergency Special Session of the General Assembly

The United States, and subsequently the Soviet Union, had already submitted draft resolutions to the Security Council for transferring the discussions to the General Assembly, but these had been left in abeyance since July 18. Now the Council speedily and unanimously passed, on August 7, a resolution for the summoning of an emergency special session of the Assembly, which met, as required, within twenty-four hours — i.e. on August 8. The Secretary-General himself set the keynote for the session on the opening day with what, in the Canadian view, was a helpful and able statement in which he drew the attention of the Assembly to the important truth that the key to the Middle East's problems lay largely in the hands of the states of the area — a fact that was substantially borne out by the developments of the session. President Eisenhower, in a major address to the Assembly on August 13, translated a number of the principles enunciated by the Secretary-General into positive proposals, and laid similar emphasis on the need to recognize the right of the people of the Arab nations to determine their own destinies. He also discussed measures which might be taken to assist the states of the area with respect to such issues as arms limitation and Arab economic development plans, and stated his belief that recent developments had demonstrated the need for a United Nations standby peace force.

The Soviet Union then submitted a resolution recommending the withdrawal of United States and United Kingdom forces from Lebanon and Jordan, instructing the Secretary-General to strengthen UNOGIL, and proposing the establishment of a similar observation group for Jordan, for the purpose of supervising the withdrawals. This resolution did not win the

necessary support, since most delegations realized that something more than the mere substitution of United Nations action for United States and United Kingdom action in Lebanon and Jordan was required, and that the Secretary-General should be given an opportunity to eliminate some of the underlying causes of tension. For this reason the Delegations of Canada and Norway, later joined as co-sponsors by Colombia, Denmark, Liberia, Panama and Paraguay, developed and presented to the Assembly a draft resolution which it was hoped would win the active co-operation of the Arab states as well as the complementary support — deemed equally necessary — of the great powers. The proposed resolution was intended to provide a reasonable solution to the problem of troop withdrawal and related issues, with the Secretary-General assigned a central role. Possible United Nations assistance regarding collective Arab economic development was also mentioned. The Secretary of State for External Affairs, in his address to the Assembly on the draft resolution, laid particular emphasis on the need for the nations concerned to exercise self-denial and restraint, and, after noting the right of the United States and United Kingdom Governments under international law to respond to the Lebanese and Jordanian appeals for help, described the special factors relevant to the evolving relations between the Arab states, and made it clear that United Nations efforts should be directed towards ensuring that any changes which took place occurred peacefully. He also expressed Canada's hope for a network of interlocking non-aggression pacts in the area, and stated that although the immediate situation with which the United Nations was faced might not require the kind of action for which a United Nations standby peace force might be designed, it might give renewed impetus to the creation of such a force.

No vote was taken on the Canadian-Norwegian draft resolution, since on August 21 all the Arab delegations, after a sudden reconciliation of opinion, presented a new draft resolution. In many particulars, it corresponded closely to the Canadian-Norwegian draft, but, using language drawn from the Charter of the League of Arab States (1945) and the principles adopted at the Asian-African Conference of 1955, at Bandung, it reaffirmed the obligations of the Arab states to "respect the systems of government established in the other member States", and called on all members of the United Nations to act "in accordance with the principles of mutual respect for each other's territorial integrity . . . (and) of strict non-interference in each other's internal affairs . . .". The draft resolution went on to request the Secretary-General

"to make forthwith . . . such practical arrangements as would adequately help in upholding the purposes and principles of the Charter in relation to Lebanon and Jordan in the present circumstances, and thereby facilitate the early withdrawal of the foreign troops from the two countries",

invited him to continue his studies . . . with a view to possible assistance regarding an Arab development institution" and asked him to report to the Assembly by September 30. The resolution (1237 (ES-III)) was adopted immediately and unanimously, and the Secretary of State for External Affairs summed up a widely held view in describing this outcome of the session as "eminently satisfactory".*

*A fuller account of the proceedings of the emergency special session may be found in *External Affairs*, September 1958 (pp. 207-215).

Lebanon and Jordan—Later developments

The Secretary-General at once left for the Middle East to consult with the governments of the area on the resolution, and in a report of September 29 to the ordinary session of the Assembly* outlined the "practical arrangements" which he proposed to make under the August 21 resolution as a result of his trip. These arrangements included the appointment of a "special representative" of the United Nations in Amman, with an appropriate staff, the possible establishment of supporting "liaison offices" in Beirut and Damascus, and a suggestion regarding the designation of a diplomatic representative at United Nations headquarters for contacts with other Arab governments. No special arrangements were considered necessary for Lebanon beyond the planned expansion of UNOGIL, the strength of which was subsequently increased to a total of 591 men from 19 countries, including 73 military observers from Canada. The Secretary-General's report also included memoranda from the United States and United Kingdom Governments regarding their intentions, in the light of the arrangements made, to begin the withdrawal of their forces in the near future, in agreement with the Lebanese and Jordanian Governments respectively. A few days later definite announcements were made regarding the withdrawals, which were completed without delay: the last United States forces left Lebanon on October 25, and the last United Kingdom forces left Jordan on November 2, after the United Nations had given assistance in facilitating an airlift over territory of the U.A.R.

UNOGIL, in its report of September 29, covering the period August 11 — September 20, had stated that if any infiltration was still taking place, its extent could be regarded as insignificant. Now, on November 17, the Group submitted a final report stating that its task might be regarded as completed, in view of the absence for some time of reports of infiltration or arms smuggling and the improvement in the Lebanese security situation. On the same day the Secretary-General circulated a letter from the Lebanese Foreign Minister requesting the deletion of the Lebanese complaint from the Security Council agenda, and the Council signified its agreement on November 25. The withdrawal of the main body of UNOGIL from Lebanon was completed by December 9.

The Sudanese Complaint

Another inter-Arab issue was aired in the Security Council early in 1958, when the Sudanese Government requested, on February 20, an urgent meeting of the Council to discuss "the grave situation existing on the Sudanese-Egyptian border, resulting from the massed concentration of Egyptian troops moving towards the Sudanese frontiers."

The complaint arose out of a boundary dispute between Egypt and the Sudan, which was brought to a head in February as a result of two impending developments, both of which had a bearing on the position of the parties in the boundary dispute: the plebiscite on Egyptian-Syrian union, scheduled for February 21, and the elections which were to be held in the Sudan on February 27. Notification by the Egyptian authorities in mid-February that they intended to send election committees and frontier guards into the disputed territories, in order to hold the plebiscite there, caused considerable concern in the Sudan. An Egyptian compromise proposal that neither the plebiscite nor the elections be held in the disputed areas proved unacceptable to the Sudanese authorities. Conversely, the Egyptian Govern-

*—Doc. A/3934/Rev. 1.

ment was unwilling to accept a Sudanese suggestion that only the Sudanese elections should be conducted in these areas, but without prejudice to the position of Egypt in the boundary dispute.

Shortly before the Council meeting on February 21, the Egyptian authorities, which had denied Sudanese charges concerning troop concentrations, made public their intention not to press for a settlement of the dispute until after the Sudanese elections and the formation of a new Sudanese Government. In the course of its meeting the Council invited the parties concerned to participate in the discussion. The Representative of the Sudan pointed out that the boundary question, and the Egyptian intention to hold a plebiscite in areas which had for fifty years been undisputed Sudanese territory, had only recently been raised by Egypt. The Sudanese Government could not take a decision on such important matters at short notice, especially in view of the impending Sudanese elections. His Government was willing to negotiate with Egypt on the question, but had requested that the discussion be deferred until after the elections. The Representative of Egypt regretted the hasty submission of the question to the Security Council. Although Egypt had well-founded rights to the disputed territories, it had preferred at all times to adopt an attitude of friendliness towards the Sudan. In that spirit his Government had decided to postpone discussion of the frontier question until after the Sudanese elections.

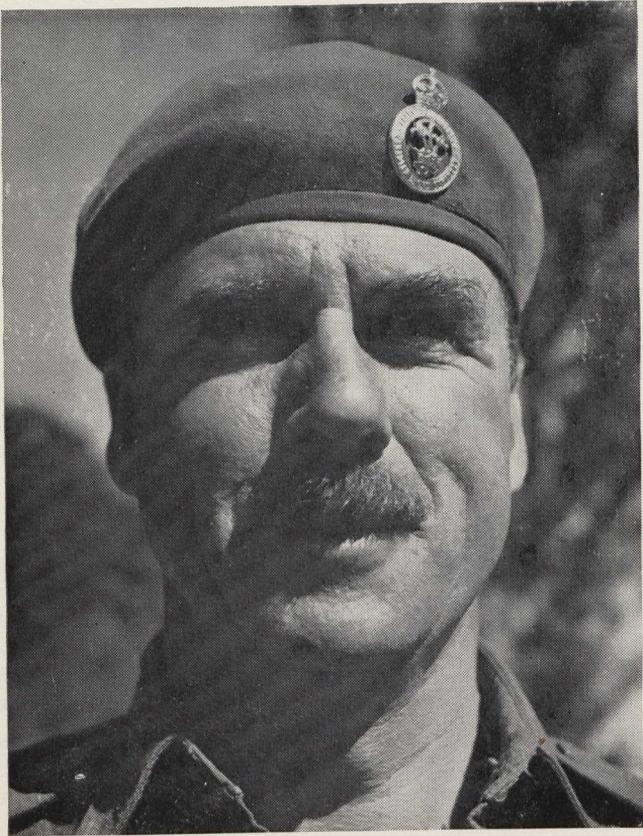
Since it appeared likely that Egypt and the Sudan would be able to find a solution through bilateral negotiations, the Council simply noted the statements made, declared itself still seized of the matter, and adjourned without a vote.

Arab-Israeli Relations

Fundamental Arab-Israeli issues were not considered during the year by the General Assembly except to a limited extent during the annual debate on assistance to Palestine Arab refugees (see Chapter III, page 46), but various other organs of the United Nations — in all of which Canada played a part — continued to exert their efforts to prevent conditions which might lead to a renewal of general hostilities.

Two questions concerning Arab-Israeli frontier problems were debated by the Security Council in 1958. The first of these concerned a Jordanian complaint, submitted in September, 1957, that Israel was violating provisions of the armistice agreement in the zone between the armistice demarcation lines in the area around Government House in Jerusalem. The Council had considered this complaint, as well as an Israeli complaint of Jordanian violations of the agreement, at meetings during the fall of 1957, and had received reports on the complaints from the United Nations Truce Supervision Organization (UNTSO): On January 22, 1958, the Security Council unanimously adopted a resolution which directed the Chief of Staff of the UNTSO "to regulate activities within the zone . . . bearing in mind ownership of property there" and to conduct a survey of property records; and recommended suspension of "activities in the zone such as those initiated by Israelis on 21 July 1957" pending completion of the survey and adoption of provisions for the regulation of activities in the zone.

Conditions on the Israeli-Syrian frontier were disturbed during much of the year, and on December 8 and 15 the Security Council debated an Israeli complaint concerning a particularly serious incident on December 3 in which artillery fire by both sides followed the wounding of an Israeli



Lt. Col. G. A. Flint

shepherd. The President of the Council summed up the discussion by expressing concern at the incident and urging respect for the authority of the United Nations and continuation of co-operation with the Chief of Staff of the UNTSO.

The Truce Supervision Organization, in which approximately 17 Canadian officers are serving, had to deal with a number of other incidents along the Israeli-Syrian and Israeli-Jordanian borders during the year. One of the most difficult issues concerned the demilitarized area on Mount Scopus at Jerusalem, an enclave entirely surrounded by Jordanian territory and divided, under a 1948 agreement, into two zones (the boundaries of which are disputed), guarded respectively by Jewish and Arab armed civilian police, with the United Nations having general responsibility for the area's security. On May 26 the Canadian Chairman of the Jordan-Israel Mixed Armistice Commission, Lieutenant-Colonel George Flint, was killed while attempting to rescue members of an Israeli patrol wounded during a clash on Mount Scopus, and four Israelis also lost their lives. Deep regret for this tragic incident was expressed by the United Nations Secretary-General, and the Canadian Prime Minister spoke in similar terms, describing Colonel Flint as a brave and conscientious Canadian officer whose death represented a grievous loss both to the United Nations and the Canadian army. UNTSO reports subsequently indicated that Colonel Flint was probably shot by a bullet from Jordanian-controlled territory, and also described the background of the incident; an expansion of Israeli patrolling activities had resulted in increased contacts and conflicts between Arabs and the Israeli police on Mount Scopus, and it was therefore recommended that in order to reduce tension pending full implementation of the 1948 agreement, the parties should observe "the *status quo* of 1954", whereby no one on either side was allowed to develop, work or move in disputed areas. Other aspects of the Mount Scopus problem, involving Israeli access to and United Nations inspection of the area, were the subject of protracted negotiations during the year, conducted with the governments of Israel and Jordan by specially designated representatives of the Secretary-General.

UNEF

One formerly troubled section of the Arab-Israeli frontiers, that between Israel and the Egyptian Region of the United Arab Republic, enjoyed a period of virtually unbroken quiet during the year, according to a report of the Secretary-General to the General Assembly. This was to a very large extent a result of the presence along the Egyptian side of the line, in partial fulfilment of General Assembly resolution 1125 (XI) of 2 February 1957, of the United Nations Emergency Force (UNEF)*. The basic strength of the force was maintained at approximately 5400 men from eight contributing countries, including 975 officers and other ranks from the Canadian Army and the R.C.A.F. According to the Secretary-General, the Force, under the continued command of Lieutenant-General E. L. M. Burns, is well organized and functions smoothly, and no major changes were introduced in its structure or its method of operation during the year.

During the thirteenth session of the General Assembly, as during the twelfth, the chief problem faced by the United Nations in connection with UNEF was that of finance. In his report of August 27, 1958 on the progress

*UNEF's establishment and development were described in the 1956-57 and 1957 volumes of this series, and also, in considerably greater detail, in the two papers entitled *The Crisis in the Middle East* (one covering the period October-December 1956 and the other the period January-March 1957), Queen's Printer, Ottawa.

of the Force, the United Nations Secretary-General drew attention to the failure of a number of member states to pay their assessed contributions for the 1957 and 1958 financial periods. He pointed out that, "unless substantial payments are received in the near future, the Organization may not be in a position to honour promptly or in full its obligations relating to the Force."

Difficulties relating to UNEF financing stem from two sources. The countries of the Soviet bloc refuse to take part in UNEF financing on the grounds that the General Assembly exceeded its powers in establishing the Force. In addition, a number of other countries, while recognizing the Assembly's right to create UNEF and the useful role carried out by the Force, take issue with the method of financing it through a general assessment on all United Nations members, in accordance with the scale of contributions to the regular United Nations budget. The position taken by the Canadian Government is that, since UNEF was set up to enable the United Nations to fulfil its obligations in regard to the maintenance of international peace and security, the Force is an expression of the collective will of the United Nations, and it is therefore the collective responsibility of all member states to cover the cost of maintaining the Force.

On November 14 the General Assembly took note of the Secretary-General's report and requested the Fifth Committee to recommend such action as might be necessary to finance the continuing operation of the Force. At its 699th meeting, the Fifth Committee recommended the adoption by the General Assembly of a resolution confirming its authorization to the Secretary-General to spend up to \$25 million for the operation of the Force during 1958, and authorizing him to expend up to \$19 million for its continuing operation in 1959. The draft resolution provided that these expenses, less any amounts pledged or contributed by member governments as special assistance prior to December 31, 1958, should be borne by United Nations members in accordance with the scale of assessments adopted by the General Assembly for the financial year 1959. It also requested the Secretary-General to seek the views of member states on the manner of financing the Force in the future, and to submit their replies and a report to the General Assembly at its fourteenth session. This resolution was adopted by the General Assembly on December 13, by a vote of 42 in favour, including Canada, 9 against, with 27 abstentions. The resolution, while allowing for full consideration, at the next session, of the views of member states concerning the method of financing UNEF, maintained the important principle of collective responsibility of United Nations members for the maintenance of the Force.

Algeria

Despite a number of new developments, hostilities in Algeria continued during 1958, and on July 16, twenty-four African and Asian states requested that the question of Algeria be discussed at the thirteenth session of the General Assembly. The problem had been discussed at the tenth and eleventh sessions, and at the twelfth session the General Assembly had unanimously approved a resolution which expressed "the wish that in a spirit of effective cooperation, *pourparlers* will be entered into and other appropriate means utilized, with a view to a solution, in conformity with the purposes and principles of the charter of the United Nations." In explanation of the request for renewed consideration of the problem, it was stated that hostilities in Algeria continued unabated and that there had been no concrete steps towards implementation of the resolution adopted at the twelfth session.

In the General Committee, the French Delegation opposed the inscription of this item on the grounds that the General Assembly was not empowered to deal with the Algerian problem, since it was entirely a domestic matter. Mr. Couve de Murville, the French Minister of Foreign Affairs, stated that the action taken by the United Nations up until then with regard to Algeria had been "not only ineffective but harmful." He pointed out that during the eleventh and twelfth sessions of the General Assembly the French Delegation had agreed to explain at considerable length the particulars of the Algerian problem and the manner in which the French Government intended to give this problem "a peaceful, democratic and just solution". The reopening of "a vain and harmful discussion" would be even more inopportune at a time when "the French Government has shown, in the clearest possible manner, its determination to devote all its efforts to the indispensable solution, and when it is making ready to translate this determination into acts". For this reason, he said, the French Delegation would not take part in any debate on Algeria.

The General Committee decided, without voting, to recommend inclusion of the item on Algeria, and after approval of this recommendation by the General Assembly, the item was assigned to the First Committee. (agenda item 63).

Events moved quickly during the next few weeks. On September 17, the rebel National Liberation Front proclaimed a "provisional government of the Algerian Republic". Towards the end of September 95 percent of the Algerian voters supported the new constitution of the Fifth Republic of France. In a press interview on October 10, Mr. Ferhat Abbas, leader of the "provisional government" was reported to have offered to negotiate with France, and on October 23, Premier Charles de Gaulle offered safe conduct guarantees to leaders of the Algerian revolt if they would come to Paris to negotiate an effective cease-fire. The National Liberation Front, however, rejected this offer on the grounds that Premier de Gaulle's offer was in effect a demand for unconditional surrender. The National Liberation Front also refused to recognize the validity of the elections held towards the end of November, in which sixty-seven Algerian Representatives to the French National Assembly were elected.

Debate on the Algerian item commenced in the First Committee of the General Assembly on December 8, with a statement by the Tunisian Representative Mr. Mongi Slim, who contended that the results of both the constitutional referendum and the elections did not reflect the true feelings of Algerians. He stated that the only conceivable method of ending the war in Algeria was by political negotiations between the two parties to find a political solution. He expressed the opinion of his delegation that it was "the duty of the United Nations to advise negotiations as the most peaceful method of putting an end to a bloody conflict."

Representatives of African and Asian nations argued generally that it was the duty of the United Nations not only to urge negotiations on the parties concerned but also to outline a solution which would be in harmony with the right of the Algerian people to independence. Other representatives contended that the United Nations was not entitled to define a final solution of the Algerian question because this was a matter of domestic jurisdiction to be decided in negotiations between the French Government and the Algerians. Therefore, the General Assembly should use its moral authority merely to make an appeal that a peaceful and just solution should be negotiated.

During the debate in the First Committee, a draft resolution was sponsored by seventeen Asian and African countries. After recalling previous United Nations action, the resolution recognized the right of the Algerian people to independence, expressed deep concern with the continuance of the war, considered that the present situation in Algeria constituted a threat to international peace and security, took note of the willingness of the provisional government of the Algerian Republic to enter into negotiations with the Government of France, and urged negotiations "between the two parties concerned with a view to reaching a solution in conformity with the Charter of the United Nations."

The Canadian Delegation voted against the 17-power resolution. In explaining the Delegation's position, the Canadian Representative stated that the Canadian Government had no self-interested motive, but only wanted to see "the free development of the people of Algeria along lines which will ensure their good fortune, liberty and happiness." He recognized the need for negotiations, but doubted whether a resolution of the First Committee laying down the objectives of negotiations would help this aim. He also pointed out that the resolution's reference to "the Provisional Government of the Algerian Republic" carried an implication of recognition, and the Canadian Government did not recognize the provisional government.

The draft resolution was adopted in the Committee by a roll-call vote of 32 in favour and 18 against, with 30 abstentions. When the draft resolution recommended by the First Committee was discussed in plenary session, it became evident that the resolution would not command the required two-thirds majority. The co-sponsors of the resolution, therefore, agreed to a proposal by the Representative of the Federation of Malaya that the passage taking note of "the willingness of the Provisional Government of the Algerian Republic to enter into negotiations with the Government of France", should be deleted, but even with this amendment the resolution failed to pass. The decision was close, however, for the resolution obtained only one vote less than the required two-thirds majority.

Complaints by Tunisia and France Concerning an Incident at Sakiët-Sidi-Yousseff

On February 8, 1958, French aircraft bombed the Tunisian frontier village of Sakiët-Sidi-Yousseff which, the French authorities alleged, was being used by Algerian rebels for raids into Algeria and attacks on French aircraft. The Tunisian Government, in protests against the bombing, recalled its Ambassador in Paris, forbade all movements by French troops in Tunisia, demanded the evacuation of French troops and on February 13, complained to the Security Council about this "act of aggression." On February 14, the Permanent Representative of France informed the President of the Security Council of the "situation resulting from the aid furnished by Tunisia to rebels enabling them to conduct operations from Tunisian territory directed against the integrity of French nationals." At the February 18 meeting of the Security Council the Representatives of Tunisia and France confirmed that their governments had accepted an offer by the United States and the United Kingdom to exercise their good offices in resolving the dispute. In the light of this development, the Security Council adjourned.

Negotiations carried on through the Anglo-American "good offices" mission continued during the next seven weeks. President Bourguiba agreed to exclude the Algerian problem from the scope of the talks, not to insist on

the immediate evacuation of the French naval base at Bizerta and to accept neutral supervision of the airfields occupied by French forces. Although the French Government at first agreed to accept these concessions, together with the evacuation of French garrisons from Tunisia, as a basis for the resumption of direct negotiations, on April 15 the National Assembly in Paris refused to give its consent. Prime Minister Felix Gaillard thereupon tendered his resignation. On June 2, the Security Council met once more to consider new complaints by both Tunisia and France. The former had informed the Secretary-General of "acts of armed aggression committed against it since May 1958 by the French military forces stationed in its territory and in Algeria." The Representative of France called attention to the complaint which had been brought by France against Tunisia on February 14, and to "the situation arising out of the disruption, by Tunisia, of the *modus vivendi* which had been established since February 1958 with regard to the stationing of French troops at certain points in Tunisian territory." The Representative of Tunisia asked the Council to direct the French troops stationed in Tunisia to respect the preventive security measures taken by the Government of Tunisia in February 1958, including in particular the prevention of any movement of French troops in Tunisia. The Tunisian Delegation also asked that measures be taken "aimed at making all French forces observe the prohibition, which was made on February 8, of any access of units of the French Navy to Tunisian ports, of any landing or reinforcement of paratroop units, as well as all flights over Tunisian territory." The Representative of France stated that Sakiët-Sidi-Yousseff was not an open city at the time of the incident of February 8 but "was an armed garrison supported by the Tunisian Army which carried out aggression against a part of the French troops." He claimed that the support given by Tunisia to the National Liberation Front constituted aggression. He stated that the contacts which had been made between the Government of France and that of Tunisia had not been interrupted and that it was the will of the French Government, clearly reaffirmed by General de Gaulle to settle the differences that had arisen between France and Tunisia. He concluded by asking for an adjournment of two weeks in order to enable French and Tunisian negotiators to reach the end of their task. On June 18, the Representatives of Tunisia and France reported to the Security Council that their respective governments had exchanged letters resulting in an agreement on the evacuation within four months of all French forces in Tunisia, with the exception of those stationed in Bizerta. The Representative of France, after describing the agreement as "a favourable omen as to the future development of our conversations" went on to say that France and Tunisia "have too many interests in common to allow themselves to be separated by any momentary difficulties that may cloud their relations." The Representative of Tunisia stated his hope that the arrangement might "open the way to the settlement of all outstanding issues between France and Tunisia."

Cyprus

For the fifth consecutive year Greece proposed the inscription of self-determination for Cyprus on the General Assembly's agenda, after it had been hoped, earlier in the year, that a compromise solution to this long-standing problem might be reached through direct negotiations between the parties primarily concerned.

The Cyprus dispute had continued to trouble relations between the United Kingdom, Greece and Turkey during the first half of 1958. In June the

United Kingdom Government announced its intention to introduce on October 1 the Macmillan Plan (the so-called "partnership plan") which called for increased Greek-Turkish participation in the administration of the island but without prejudice to the ultimate political pattern, which would not be determined until after a "cooling off" period of seven years. When it became evident that the implementation of the Macmillan Plan might well intensify the violence in Cyprus, and cause a strong reaction against NATO in Greece, an effort was made to promote a solution of the dispute within the framework of NATO.

Mr. Spaak, the Secretary-General of NATO, sought to arrange a conference of representatives of the United Kingdom, Greek and Turkish Governments, and of the Greek Cypriot and Turkish Cypriot communities, and it appeared for a time that he would be successful. Greece, however, eventually announced that she could not agree to attend such a conference, on the grounds that, were it to fail to achieve a settlement, the situation would be worse than if no conference had been convened. Instead, Greece decided to appeal once again for United Nations' support of self-determination for Cyprus (agenda item 68).

In the debate in the First Committee, the Representatives of the United Kingdom, Greece and Turkey reiterated, with minor modifications, what had become their traditional positions on the Cyprus question. These were as follows:

- (a) The United Kingdom, while endorsing the idea of a negotiated solution acceptable to all parties concerned (including one which would encompass self-government), rejected a solution which would be based entirely on the principle of self-determination. For the time being, the United Kingdom considered that the Macmillan Plan should be put into effect.
- (b) Greece maintained her demand for the self-determination of the people of Cyprus, and contended that Turkey had no real claim to an active partnership in the discussion of the future of Cyprus, because she had abandoned her rights in the island in the Treaty of Lausanne signed in 1923.
- (c) Turkey, concerned with the status of the Turkish Cypriots, again emphasized that the rights of the *peoples* of Cyprus was the most important factor in the problem, claiming that the recognition of such rights was expressed in Article 73(b) of the United Nations Charter.

The debate was characterized by a certain moderation and restraint on the part of the three countries most directly concerned. There appeared to be a general desire for the achievement of some concrete settlement during this session, but this hope was disappointed.

Several resolutions calling for renewed negotiations between the parties concerned were tabled in the First Committee, but were either defeated, or withdrawn by their sponsors because of lack of support. Finally Mexico proposed a compromise resolution in the plenary session of the Assembly, which merely recalled the resolution adopted by the General Assembly in 1957 and expressed confidence that continued efforts would be made by the parties to the dispute to reach a peaceful, democratic and just solution in accordance with the Charter of the United Nations. The Mexican resolution was adopted unanimously without a formal vote.

Hungary

The Hungarian uprising of October 1956 was discussed at length at the eleventh session of the General Assembly. A special Committee was established to investigate the situation. The Committee's report, which was unanimous, was published on June 20, 1957, and fully confirmed the Western view of the Soviet intervention in Hungary. The report was considered at the resumed eleventh session of the Assembly in September 1957 which adopted a resolution (1133 (XI)) co-sponsored by 36 nations, including Canada, condemning the Soviet Union for its action in Hungary and calling upon the Soviet and Hungarian Governments to desist from oppressive measures. It further requested Prince Wan of the Thailand to act as Special Representative of the General Assembly to make recommendations concerning the situation in Hungary.

There was a brief and inconclusive discussion of the Hungarian question during the Assembly's twelfth session. Prince Wan's efforts to carry out his mandate had been completely unsuccessful and he finally reported that he had "not been able to find an opportunity for negotiations". As no resolution was proposed, resolution 1133 (XI) remained in effect and Prince Wan's mandate continued.

On June 17, 1958, the Hungarian News Agency announced the execution of Mr. Imre Nagy, General Maleter and two associates of Nagy who, despite a pledge of safe-conduct, had been abducted eighteen months earlier. The Special Committee was speedily reconvened and on July 14 issued a supplementary report summarizing information given in the Hungarian press on repressive activities of the Hungarian Government culminating in the execution of Nagy.

In December 1958 the Hungarian question was considered at the thirteenth session of the General Assembly. (agenda item 69). A resolution (1312 (XIII)), co-sponsored by 37 nations, including Canada, expressed the General Assembly's thanks to Prince Wan and to the Special Committee, deplored the continuing repression in Hungary and the continued refusal of the Soviet and Hungarian Governments to co-operate with the Special Committee, denounced the execution of Mr. Nagy and others, declared that the United Nations continues to be seized of the situation in Hungary and appointed Sir Leslie Munro as the United Nations Representative to report on the Hungarian question. The resolution, which was supported in the debate by the Canadian Representative, was adopted by 54 votes in favour, 10 against (the Soviet bloc and Yugoslavia) with 15 abstentions (Saudi Arabia, Sudan, United Arab Republic, Afghanistan, Ceylon, Ethiopia, Finland, Ghana, Greece, India, Indonesia, Iraq, Lebanon, Libya, Morocco).

Chinese Representation

The issue of Chinese representation was brought up once again at the thirteenth session of the General Assembly against the background of the crisis in the Formosa Straits. As in recent years the issue was dealt with by means of a procedural motion designed to postpone consideration of the problem for the duration of the session. It has not been dealt with as a substantive measure since 1950, when an Indian motion to replace Nationalist Chinese with Communist Chinese Representatives was heavily defeated.

The votes for the procedural motion in the past three years have been as follows:

<i>Session</i>		<i>For</i>	<i>Against</i>	<i>Abstained</i>
Eleventh	1956	47	24	8
Twelfth	1957	48	27	6
Thirteenth	1958	44	28	9

The majorities in favour of the motion to postpone consideration of the question of Chinese representation have declined steadily in recent years. Whereas these motions were at one time adopted by majorities of two-thirds or more, at the eleventh and twelfth sessions they received only 59 percent and 58 percent of the total vote respectively. At the thirteenth session this proportion fell to 55.5 percent. The twenty-eight countries that opposed the motion of postponement at the thirteenth session were: Afghanistan, Albania, Bulgaria, Burma, Byelorussian S.S.R., Cambodia, Ceylon, Czechoslovakia, Denmark, Finland, Ghana, Hungary, India, Indonesia, Iraq, Ireland, Morocco, Nepal, Norway, Poland, Romania, Sudan, Sweden, United Arab Republic, Ukrainian, S.S.R., U.S.S.R., Yemen, Yugoslavia. Of these Iraq and Cambodia voted against the motion for the first time. One negative vote of the United Arab Republic replaced the previous session's two negative votes of Syria and Egypt. South Africa, which was absent at the twelfth session, recorded a vote in favour. The nine countries abstaining were: Austria, Greece, Iceland, Libya, Israel, Laos, Portugal, Saudi Arabia and Tunisia. Austria, Greece, Iceland and Libya had voted for the motion prior to their abstention at this session.

The issue was discussed at a time when tension in the Straits of Formosa had been heightened by the bombardment of Quemoy which began on August 23. Commenting on the Canadian vote, the Secretary of State for External Affairs said that it would not be timely for the General Assembly to consider the question of Chinese representation because the tension which had resulted from the pressing by military means of the dispute over the Chinese off-shore islands would not afford a proper atmosphere for a discussion of the matter. Consequently, the Canadian Delegation supported the procedural motion of postponement (which requires only a simple majority vote) as it has ever since the intervention of Communist Chinese troops in Korea late in 1950.

Korea

In February 1958 the North Korean authorities proposed a Korean settlement based on the withdrawal of all foreign forces from Korea and the subsequent holding of nation-wide elections "under the supervision of a neutral nations organization". Peking endorsed this statement and announced that Chinese forces would leave Korea during the year. In an exchange of correspondence between Peking and the nations, including Canada, which contributed forces to the United Nations Command (UNC) in Korea, the latter expressed their readiness to withdraw their forces from Korea when the conditions for a lasting settlement laid down by the General Assembly had been fulfilled. However, they were unable to obtain from Peking any clarification of the principles which would govern the holding of elections.

At the thirteenth session of the General Assembly, (agenda item 24) the First Committee considered a resolution on the Korean question sponsored by Australia, Belgium, Colombia, Ethiopia, France, Greece, Luxembourg, the Netherlands, the Philippines, Thailand, Turkey, the United Kingdom and

the United States. This drew to the attention of the Communist authorities "the continued determination of the United Nations to bring about by peaceful means the establishment of a unified independent and democratic Korea under a representative form of government and the full restoration of international peace and security in the area". It called upon these authorities to accept the established United Nations objectives in order to achieve a Korean settlement based on the principles for unification set forth by the nations on the United Nations side of the Korean Political Conference at Geneva in 1954 and urged them to agree to participate at an early date in the holding of genuinely free elections, on a basis proportionate to population in accordance with the principles endorsed by the General Assembly. It also requested the United Nations Commission for the Unification and Rehabilitation of Korea to continue its work, and asked the Secretary-General to place the item on the agenda of the fourteenth session.

Speaking in the debate the Canadian Representative reiterated the stand taken at previous sessions. He described free elections for all Korea as the starting point of a solution of the Korean problem and said that arrangements for these would have to be negotiated. The United Nations could not impose reunification. While denying that either the Chinese forces or the North Korean regime could be put on the same basis as the United Nations forces and the Republic of Korea respectively, he said that progress towards reunification could not be made unless the United Nations understood what it could do and what, in the light of the facts of the situation, it could not do. "The only principle on which we must insist rigidly is the principle of free choice. The modalities should always be open to discussion and yet we cannot probe for new positions so long as we are faced with nothing but intransigence from the other side."

The resolution was approved in the First Committee by a vote of 54 (including Canada) to 9 with 18 abstentions and in plenary by a similar vote.

Meanwhile Peking again called for the withdrawal of the United Nations force from Korea. The governments which had contributed contingents to the UNC replied that all Peking's questions had been answered in detail in previous correspondence and in the above-mentioned resolution.

During the thirteenth session, the Second Committee considered the reports of the United Nations Korean Reconstruction Agency and of the Administrator for Residual Affairs of the Agency, which is in process of being wound up. The resolution adopted was sponsored by Canada, the United Kingdom, the United States and Uruguay. Like previous resolutions on this subject, it expressed appreciation of the work of UNKRA and recalled earlier General Assembly decisions. In addition it included a provision that any funds remaining in residual accounts when the Administrator had finished his task should be used in accordance with resolution 410 (V) of December 1, 1950 for the relief and rehabilitation of Korea.

Kashmir

In accordance with the resolution adopted by the Security Council on December 2, 1957, the United Nations Representative for India and Pakistan, Dr. Frank P. Graham, visited the sub-continent and held alternate meetings with representatives of the Indian and Pakistan Governments. He reported to the Security Council on March 31, 1958, that both Governments had extended to him their "complete co-operation". He stated that he had sought

to ascertain the views of the two Governments on how certain obstacles appearing to stand in the way of progress in the implementation of the two agreed UNCIP resolutions might be overcome. The recommendations which he had made to this end were not, he reported, acceptable to both parties. He expressed the opinion that the "most immediate requirement of the situation" was a resumption of direct negotiations under United Nations auspices. Dr. Graham concluded his report by expressing the hope that the two Governments would keep under consideration his proposal for direct negotiations between the two heads of government.

Admission of Guinea

On September 28, a majority of the population of Guinea, a member of the French Union, chose independence for their country by voting against the new constitution presented by the Government of France. The Republic of Guinea declared its independence on October 2, 1958 and applied for admission to membership in the United Nations early in December. Its admission, sponsored in the Security Council by Iraq and Japan, and in the General Assembly by Iraq, Japan, Ghana and Haiti, was not opposed. However, the Representative of France abstained on the vote, explaining that certain questions remained to be settled with respect to the relationship between Guinea on the one hand and the French Community on the other. The Canadian Representative on the Security Council, in common with representatives of most other countries, expressed his pleasure in welcoming Guinea's application for membership. He paid tribute to "the wise and generous policy of France" which had given Guinea the free choice that made its application for membership possible. He expressed regret if the timing of the application had raised any difficulties for France and its associates, but said that support for the admission of Guinea was consistent with Canadian support for the principle of the universality of the United Nations and for the peaceful evolution of African peoples.

Race Conflict in South Africa

The question of "Race Conflict in South Africa resulting from the policies of *apartheid* of the Government of the Union of South Africa" has been on the agenda of the General Assembly every year since 1952. In protest against what it considered to be the General Assembly's, unconstitutional interference in its domestic affairs, South Africa announced at the 11th Session in 1956 that it would maintain only token representation at the United Nations. The South African Government maintained this policy until 1958, when it announced its intention to return to full participation in the United Nations, in consideration of what it regarded as a more conciliatory attitude taken by some members towards South Africa at the 12th Session. However, when the item on race conflict in South Africa and that dealing with the treatment of people of Indian origin in South Africa were inscribed on the agenda of the thirteenth session (agenda item 62), the South African Delegation announced that it could not "participate in any further proceedings during this session or any subsequent sessions of the General Assembly concerning these two items." The South African Delegation, however, did participate in the discussion on the other items on the agenda, with the exception of the item on the status of South West Africa.

The question of race conflict in South Africa was included in the agenda of the thirteenth session of the General Assembly without a vote being taken and was allocated to the Special Political Committee for consideration. Of the fifty delegations which participated in the general debate in the Committee, all were critical to one degree or another, of the South African Government's racial policies; however, most delegations couched their interventions rather in terms of an appeal to the South African Government to alter its policies than in tones of condemnation. A draft resolution in keeping with this moderate approach was co-sponsored by thirty-three delegations from all principal geographical regions of the world; they included delegations from Latin America, from Africa and Asia (including all Asian and African members of the Commonwealth) and from Scandinavia and other parts of Europe (but not from the Soviet bloc). The resolution called upon all member states to bring their policies into conformity with their obligations under the Charter, and, in this context, expressed regret and concern that the Government of the Union of South Africa had not yet responded to the appeals of the General Assembly that it reconsider its governmental policies which impaired the rights of all racial groups to enjoy the same rights and fundamental freedoms. By presenting a more moderate resolution, the co-sponsors obtained a wider measure of support than had been given to such resolutions in other years. The resolution was adopted in plenary by a vote of 70 in favour (including Canada) to 5 against (Australia, Belgium, France, Portugal, United Kingdom) with 4 abstentions (Dominican Republic, Luxembourg, the Netherlands, Spain). The members states which moved from a position of abstention in voting on this item at the 12th session to a vote in favour of the resolution presented at the 13th session included: Argentina, Australia, Canada, Finland, Honduras, Italy, Nicaragua, New Zealand, the Philippines, Turkey and the United States. Those delegations which voted against the resolution, or abstained, made clear that they disapproved of racial segregation, but had considered the resolution in contravention of the provisions of the Charter.

In United Nations consideration of the racial situation in South Africa, Canada has not supported resolutions which it considered to be outside the competence of the General Assembly, or resolutions which dealt with the South Africa situation in a condemnatory spirit. At the thirteenth session the Canadian Delegation joined in supporting the resolution introduced on this question, believing that it was in keeping with the terms of the Charter, that it usefully appealed to all members to bring their policies in conformity with the provisions of the Charter, and that it had been formulated in a spirit of goodwill towards South Africa and with appreciation of the complexity of its problems.

Complaint of U.S.S.R. Concerning Flights of U.S. Bombers

At the request of the U.S.S.R., the Security Council was convened on April 21, 1958, to consider a Soviet complaint requesting immediate measures to stop United States military aircraft armed with nuclear weapons flying in the direction of the U.S.S.R. frontiers. The Soviet Representative attempted to demonstrate that the policies followed by the United States Strategic Air Command constituted a danger to world peace. He failed to obtain any support in the Council and finally withdrew his draft resolution.

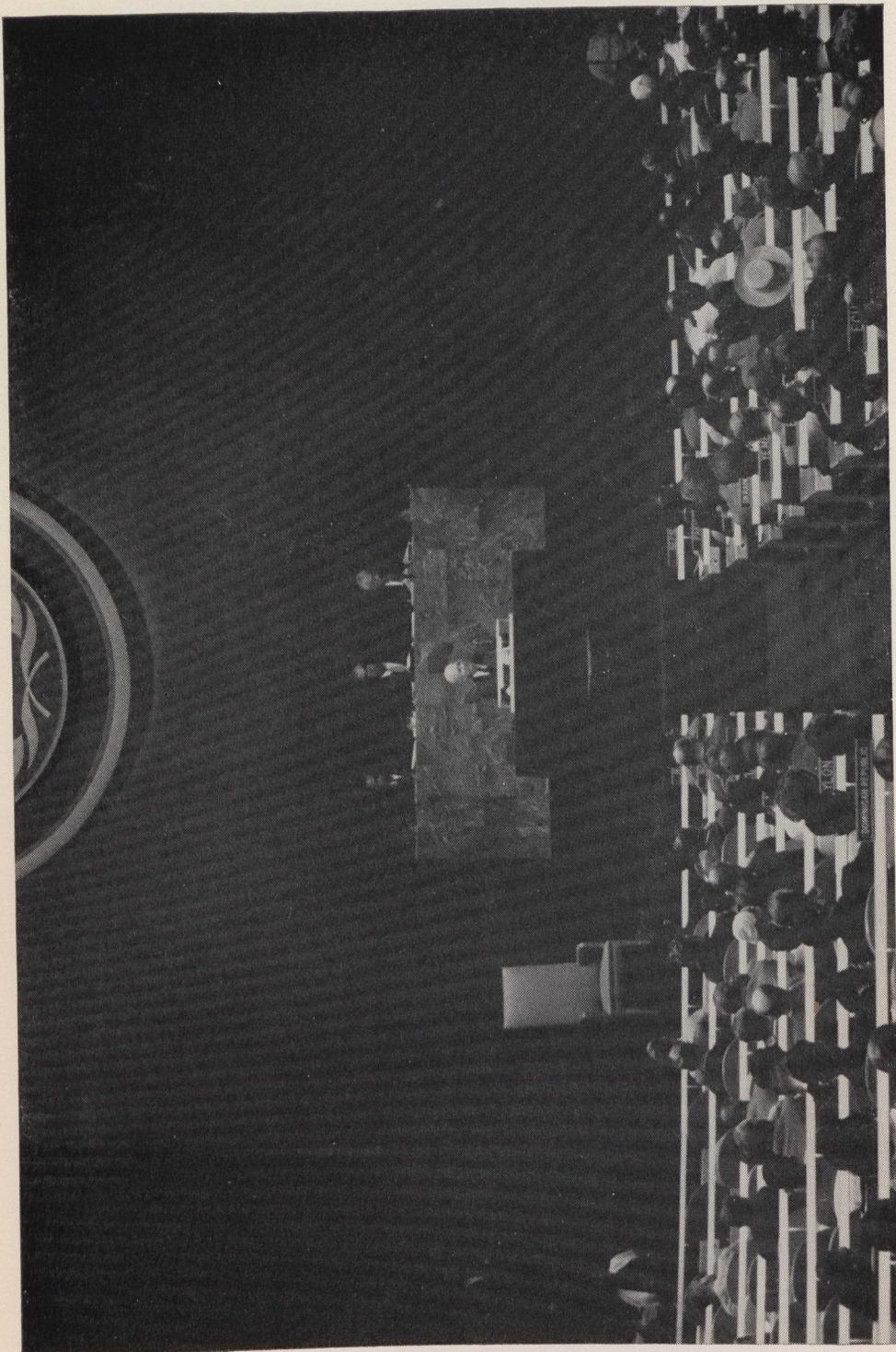
At a subsequent meeting, the United States Delegation introduced a draft resolution recommending the prompt establishment of a zone of inspection in the Arctic region to guard against surprise attack. The resolution called upon five members of the Sub-Committee of the Disarmament Commission, together with Denmark and Norway and any other states having territory north of the Arctic Circle that desired to participate, to join in discussions to secure agreement on the technical arrangements required. The proposed zone of inspection was to include the area within the Arctic Circle, Alaska and the Aleutian Islands, and Kamchatka and the Kurile Islands.

Canada and several other members of the Council strongly supported the United States proposal. Even the Secretary-General, departing from his usual role of non-participation in public debate, made a statement welcoming the United States initiative. The United States draft resolution as amended by Sweden (i.e. with the addition of a paragraph to express the view that the discussion proposed might serve as a useful basis for the deliberations on the disarmament problem at a Summit Conference) received ten votes in favour and one against (U.S.S.R.) and was not adopted, since the negative vote was that of a permanent member of the Council. Nevertheless, the entire debate served to focus public attention on the problem of surprise attack and the desirability of finding means to minimize the dangers of accidental war as well as of deliberate aggression.

Treatment of Indians in South Africa

The question of the treatment of persons of Indian origin in South Africa has been considered at every session of the General Assembly except the fourth. The basis of discussion has been a complaint by India, and later by Pakistan as well, that under South African legislation and administrative practices people of Indian origin in the Union are discriminated against on racial grounds. It is charged that South African laws and practices violate the human rights provisions of the Charter and the Universal Declaration of Human Rights, and an international undertaking (the Capetown Agreement of 1927). South Africa has consistently maintained that the matter is one of domestic jurisdiction in which, according to Article 2 (7) of the Charter, the General Assembly may not intervene.

A Good Offices Commission was set up at the seventh session in 1952 to promote negotiations between the Governments concerned, but it met with no success. Subsequent resolutions have urged the seeking of a solution by direct negotiation, have noted that such negotiations have not in fact taken place, and have urged further efforts. In 1956, South Africa withdrew from all but token representation in the United Nations in protest against the continued inscription on the agenda of this item and the one on race conflict. South Africa returned to full participation in the United Nations in 1958, and did not again withdraw although the item was once more inscribed on the agenda (agenda item 62). The Delegation of South Africa did not, however, participate when this item (and the items on racial conflict and South West Africa) were being considered. In the past Canada has



President Eisenhower addressing the Third Emergency Special Session of the United Nations.

abstained in the voting on this question, considering that discussion in the General Assembly would not prove helpful.

At the 13th session of the General Assembly a resolution was introduced in the Special Political Committee by Iran, Mexico, the Philippines and Yugoslavia. It (1) noted that the Governments of India and Pakistan had reiterated their readiness to enter into negotiations with the Government of the Union of South Africa, with the express declaration that such negotiations would not prejudice the positions taken by any of them on their respective juridical stands in the dispute; (2) regretted that the Union Government had not replied to communications on the subject sent by the Governments of India and Pakistan and had not yet agreed to confer with them; (3) appealed to the Union Government to enter into negotiations without prejudice to its juridical stand; (4) invited member states to use their good offices, as appropriate, to bring about negotiations; (5) invited the parties concerned to report as appropriate, jointly or separately, regarding any progress which might be made.

The Canadian Representative spoke in favour of the resolution in the Special Political Committee on December 8, 1958. He noted that the debate had been moderate and that delegates had made it clear that they earnestly desired to facilitate negotiations. The Canadian Delegation was particularly anxious that negotiations should take place because fellow members of the Commonwealth were involved, and because continued dissension between South Africa and other members of the United Nations impeded co-operation on matters of common concern in which South Africa could contribute substantially. Some resolutions on the subject in the past had appeared to Canada to be unlikely to encourage the parties concerned to meet together to discuss the problems dividing them; the present resolution, however, had been drafted with commendable moderation.

The Canadian Representative noted that the persons of Indian origin in the Union of South Africa were South African nationals, and that the issue was therefore not one between governments regarding their respective nationals. In these circumstances, the appropriate role for the General Assembly was merely one of appealing for negotiations and encouraging the parties to come together in the spirit of friendly co-operation. Regarding the resolution itself, the Canadian Delegation would have preferred the Assembly only to take note of the fact that negotiations had not been entered into, although it was admittedly a matter for regret that one of the parties had not yet agreed to meet with the others; in any case the Canadian Delegation's understanding of the paragraph in question was that it expressed regret only with respect to the fact that the Union Government had not replied to recent overtures and had not yet agreed to confer. The Canadian Representative expressed pleasure at the resolution's explicit reservation with regard to the juridical position taken by South Africa. He noted that the reference to good offices left it open to member states to decide for themselves whether such action would be helpful. In conclusion, he expressed the opinion that the paragraph inviting a report or reports on any progress which might be made did not rule out the possibility of the parties concerned

not reporting, if it appeared that the purposes of the resolution might be better served if the subject were not discussed at the next session.

The draft resolution recommended by the Special Political Committee was adopted by the General Assembly in plenary session on December 10, 1958 by 69 in favour (including Canada), none against, with 10 abstentions.

III

ECONOMIC AND SOCIAL

Survey of the Economic and Social Council

The Charter of the United Nations recognizes the intimate connection which exists between world peace and security on the one hand and economic well-being and social stability on the other. Under Article 55 member states have undertaken to promote higher standards of living and conditions of economic and social progress "with a view to the creation of conditions of stability and well-being which are necessary for peaceful and friendly relations among nations . . ."

When the Charter was drafted it was realized that to achieve these goals on a world-wide basis international action would be necessary. The years between the two World Wars had brought out the increasing complexity of economic inter-relations and the need for international machinery to deal with them. In addition, problems of reconstruction and stabilization had to be faced at the close of the second World War and it was believed that these needs and problems could be met by technical bodies operating within specific fields. Some agencies, for example the Universal Postal Union and the International Labour Organization, were already in existence and had proved their worth in peace time. Others, such as the Food and Agriculture Organization, the United Nations Relief and Rehabilitation Agency, the International Bank for Reconstruction and Development and the International Monetary Fund, had been created during the War in anticipation of postwar requirements. There was, however, need for a body with a status comparable in some respects to that of the Security Council, which would be responsible to the General Assembly for the whole field of economic and social policy and for the co-ordination of the work of Specialized Agencies. In response to this need the Economic and Social Council was established under Chapter X of the Charter and was entrusted with those responsibilities.

Specifically the Council is charged with making or initiating studies and reports and making recommendations on international economic, social, cultural, educational, health and related matters. It promotes respect for and observance of human rights and fundamental freedom for all. It may call international conferences and prepare draft conventions for submission to the General Assembly on matters within its competence. It co-ordinates the activities of the Specialized Agencies by means of consultation with them, and consults with non-governmental organizations concerned on matters of common interest. It makes an annual report to the General Assembly.

The Council is composed of eighteen members elected by the General Assembly for three-year terms. One third of its membership is renewable each year. Members are chosen with regard both to their contribution to the work of the Council in the economic, social and humanitarian fields and to balanced geographical distribution. The five permanent members of the Security Council are, by convention, always re-elected. In 1958 Canada completed its third term on the Council.

Canada was honoured by the election of Dr. G. F. Davidson, Deputy Minister of Welfare, as President of the Council for 1958. Dr. Davidson has been associated with many aspects of the Council's work since its creation in 1945, and has been a member of many Canadian Delegations. By his election the Council paid tribute to the notable contribution he has made to its work, both in his personal capacity and as a member of Canadian Delegations.

The Council conducts much of its work through technical and functional commissions and committees; it has established eight functional commissions and one sub-commission which are responsible for work programmes in specialized fields. Canada serves on five of these commissions: the Statistical Commission, the Population Commission, the Commission on the Status of Women, the Commission on Narcotic Drugs and the Commission on International Commodity Trade. The other three are: The Transport and Communications Commission, the Social Commission, and the Commission on Human Rights and its Sub-Commission on the Prevention of Discrimination and Protection of Minorities. There are also four regional economic commissions: the Economic Commission for Europe, the Economic Commission for Asia and the Far East, the Economic Commission for Latin America and the Economic Commission for Africa; the latter was established by the Council at its 25th session held in New York in April-May 1958. Two special organs of the United Nations also work in conjunction with the Council: the United Nations Children's Fund (UNICEF), and the Office of the High Commissioner for Refugees, which reports through it to the General Assembly. Canada has served on the executive bodies of these organs since their establishment.

During its 25th and 26th sessions in 1958 the Council was mainly concerned with economic matters. Particular attention was paid to the economic recession recently experienced in some countries and to the problems of stabilization of prices of international primary commodities. United Nations activities in the field of economic assistance to under-developed countries were also discussed; in this connection the Council's approval of the report of the Preparatory Committee on the Special Fund was of particular significance.

In the social field, the Council considered the reports submitted to it by the Commissions on Human Rights, on the Status of Women and on Narcotic Drugs. It also considered the annual report of the United Nations High Commissioner for Refugees. These are discussed in greater detail in subsequent sections of this Chapter.

In the third major field of its competence, co-ordination of the work of the Specialized Agencies, the Council at its 26th session paid particular attention to a general review of the co-ordination and implementation of programmes calling for concerted action of two or more Specialized Agencies and recommended priorities and streamlining in various fields. In its resolution 665 C XXIV of the 24th session the Council had requested the Secretary-General to make an appraisal of the scope, trend and cost of the regular United Nations programmes in the Economic, Social and Human Rights fields for the period 1959 to 1964, and invited the Specialized Agencies to consider appropriate and practical methods of appraisals of their own programmes for a five-year period. At its 26th session the Council adopted resolution 694 (XXVI) D in which it recognized that programmes and projects of the Specialized Agencies would continue to be developed in

accordance with their respective constitutional provisions and that the agencies would retain full responsibility in determining their own programmes. The recognition of the Agencies' autonomy in these fields removed many objections which had arisen from misunderstanding of the scope and intent of the original resolution. The Council also established a Committee of five members: Canada, Mexico, Poland, U.S.A., and Yugoslavia, to correlate the programme appraisals which the Agencies would submit and to prepare a report showing to what extent the existing programmes responded to the basic needs of the United Nations in the social, economic and human rights fields.

Economic Questions

Economic Development of Under-Developed Countries

The members of the United Nations pledged themselves in the Charter of the United Nations to take joint and separate action in co-operation with the Organization to promote "higher standards of living, full employment and conditions of economic and social progress and development". The formidable task implicit in this undertaking has involved not only the provision of substantial aid in various forms by the more advanced countries to economically less developed countries, but also the formulation and implementation of measures of international co-operation designed to increase the flow of international investment and trade and generally to create conditions favourable to balanced economic growth. The larger share of the total resources made available so far for technical assistance and financial investment for economic development has been channelled through bilateral programmes such as those undertaken by the United States International Co-operation Administration and under the auspices of the Colombo Plan. However, the United Nations and the Specialized Agencies have also devoted increasing resources to aiding under-developed countries; this has been done principally through the activities of the International Bank for Reconstruction and Development, the International Finance Corporation and the International Monetary Fund, and through the preparation of studies, the provision of experts and fellowships, and the periodical examination of problems affecting economic development. Other sections in this chapter refer to developments which took place in the General Assembly, in the Economic and Social Council (ECOSOC) and in other bodies of the United Nations concerning economic development and international trade and commodity problems.

Among the more important steps taken by the thirteenth session of the General Assembly in the field of economic development were the decisions, based on ECOSOC recommendations, to create a Special Fund for economic assistance to under-developed countries and to expand the technical assistance programmes of the United Nations in the field of public administration (agenda item 28). The need for supplementing the programmes of technical assistance carried out through the United Nations and the Specialized Agencies and providing more adequate resources for the lending operations of existing international institutions had been recognized for some time.¹ The Special Fund, which the General Assembly decided to set up and which has already commenced operations, is designed to help fill this gap by broadening the scope of the existing technical assistance programmes.

¹ Developments affecting the resources available to the International Bank for Reconstruction and Development and the International Monetary Fund are discussed on pages 66 to 72.

A number of resolutions of special interest emerged during the thirteenth session of the General Assembly from discussions in the Second Committee. In the field of international commodity problems, a resolution sponsored by some of the important producing and consuming countries, including four Commonwealth countries (Australia, Canada, Pakistan and the United Kingdom) was adopted. The resolution recognized *inter alia* the importance of export earnings to the economic development of many countries, in particular the less developed countries, and the urgent need for continuing efforts to bring about more assured conditions in commodity trade and a mitigation of difficulties facing many producers of both agricultural and mineral commodities. The resolution urged governments of member states to examine on a commodity by commodity basis what measures might be desirable and feasible in offering solutions to particular commodity problems. It recommended that the principal producing and consuming countries give careful consideration to the possibility of becoming parties to existing international commodity arrangements, expressed the hope that non-participants would refrain from the use of unfair trading practices, and appealed to governments of all member states to increase their efforts to promote conditions favourable to the expansion of international trade.

In the field of economic development two resolutions adopted by the General Assembly deserve special mention. One of these arose from a proposal made by the United States Secretary of State, Mr. Dulles, calling for "new initiatives in the long-term process of economic growth". This resolution, which was adopted by an overwhelming majority, called upon member countries to undertake a review of the efforts they have made so far to achieve the aims of the United Nations in the field of economic development, to chart anew their courses of co-operative action in order to give further impetus to economic development, and finally to enlist the aid of their universities and scientific institutions in the search for solutions to development problems. Another resolution, initiated by Malaya, concerned the role of private capital investment in the development of under-developed countries. This resolution, which was co-sponsored by Canada, re-emphasized the role of private capital in the economic development of under-developed countries and requested the Secretary-General to undertake a comprehensive survey of measures already taken or contemplated for increasing the flow of private capital investment into the less developed countries. The studies and reports which will be prepared on the basis of these resolutions will be considered by ECOSOC and other bodies of the United Nations in the course of 1959.

Industrialization of Under-Developed Countries

Many of the under-developed countries attach importance to early industrialization, which they consider an essential step towards raising their standard of living and maintaining economic stability. The Economic and Social Council (ECOSOC) and other bodies of the United Nations have for the past several years discussed action which the United Nations might take to promote and accelerate industrial development in under-developed areas. Canada has supported the establishment of a programme of work in this field on the understanding that care would be taken to define specific areas of United Nations interest and to insure that assistance provided under such a programme would be of a practical nature and would avoid duplicating facilities which are already available under other multilateral or bilateral programmes.

In 1955, in response to a resolution of the Economic and Social Council, the Secretary-General prepared two reports dealing with "Processes and problems of industrialization in under-developed countries" and setting out "A programme of work on industrialization and productivity". A list of studies and projects was prepared on the basis of these reports, and was approved by ECOSOC in 1956. Studies on land reform, the development of co-operatives, sources of energy and water resources prepared by the Secretariat of the United Nations, the Specialized Agencies and panels of experts, were considered at the 23rd, 24th and 25th sessions of ECOSOC.

At its 25th session ECOSOC discussed the impact of commodity problems on industrialization and emphasized in this connection the desirability of achieving a sound international economic balance. At the same session unanimous approval was also given to resolutions providing for the expansion of the Secretariat staff concerned with studies on industrialization, the creation within the Secretariat of a centre to promote co-ordinated efforts for the development of water resources, and the establishment of a committee of experts to review the programme of work undertaken by the United Nations in the field of industrialization and productivity.

Special Fund

At its twelfth session the General Assembly decided to establish a Special Fund to assist in the economic development of under-developed countries¹. General Assembly resolution A/RES/1219(XII) provided that "there shall be established as an expansion of the existing technical assistance and development activities of the United Nations and the Specialized Agencies a separate Special Fund which would provide systematic and sustained assistance in fields essential to the integrated technical, economic and social development of the less developed countries". This resolution represented a compromise between a United States proposal for an enlargement of the scope of the Expanded Programme of Technical Assistance and a resolution sponsored by many of the less developed countries calling for the establishment of a Special United Nations Fund for Economic Development (SUNFED) to serve as a basis for a large-scale economic assistance programme under the auspices of the United Nations.

A Preparatory Committee, of which Canada was a member, was established to define the fields of assistance which the new Fund should encompass and the administrative and operational machinery which would be required to ensure its effective functioning. The recommendations of the Preparatory Committee were unanimously agreed upon in the summer of 1958 by the members of the Economic and Social Council (ECOSOC), after several amendments moved by the USSR concerning the membership of the Fund and the currencies in which contributions might be made were defeated². In the course of the debates preceding the adoption of the ECOSOC resolution, the Canadian Delegation strongly supported the recommendations of the Preparatory Committee and expressed the view that the proposed organizational and administrative arrangements of the Fund would permit the selection of sound projects and their implementation on economic lines. The Canadian spokesman concluded his remarks by saying that "Canada could conceive of no greater contribution to the future development of international co-operation in the economic field than the successful inauguration of the new Fund".

¹See *Canada and the United Nations 1956-57*, pp. 45-47 and 1957 pp. 29-31 for previous discussions.

²See ECOSOC Resolution 692A (XXVI).

At the thirteenth session of the General Assembly, the Second Committee had before it a draft resolution recommended by ECOSOC for adoption by the General Assembly, and two draft resolutions submitted, respectively, by Pakistan and 23 co-sponsors and by India and 15 co-sponsors (agenda item 28). The main point at issue was the desire of many delegations to include in the resolution setting up the Special Fund language that would hold out the possibility of the Special Fund's developing into a major capital assistance programme on SUNFED lines. While the Pakistan proposal simply noted a previous resolution of the General Assembly providing that "the Assembly shall review the scope of future activities of the Special Fund and take such action as it may deem appropriate", the Indian proposal suggested the substitution of the General Assembly for ECOSOC as the body responsible for electing the Governing Council of the Special Fund, in the hope that this arrangement might facilitate its development into a major capital aid fund.

The Second Committee devoted 16 meetings to these and ancillary proposals. It became clear in the course of these meetings that any major departure from the ECOSOC proposals would be unacceptable to a large number of countries, particularly to the economically more developed countries. It was therefore agreed that there should be no reference to a capital aid fund in the resolution establishing the Special Fund, but that this would not preclude a separate discussion on this issue at a later stage in the deliberations of the Committee. As a result, the resolution which emerged from these discussions and which was finally adopted by the thirteenth session of the General Assembly¹ by 77 votes in favour, 0 against, and 1 abstention, embodied virtually without change the recommendations of the Preparatory Committee. This resolution cleared the way for the establishment of the Special Fund on January 1, 1959, the date specified at the twelfth session of the General Assembly.

A separate resolution requesting member states to contribute to the Special Fund in amounts commensurate with the \$100 million objective previously set by ECOSOC for technical assistance activities of the United Nations and urging them "to continue working for the establishment of a United Nations Capital Development Fund" was later approved by a vote of 58 in favour, 0 against, with 18 abstentions (including Canada, France, the United Kingdom and the United States). These abstentions were based, broadly speaking, on the non-availability at the present time of resources on the scale required to finance a large-scale capital assistance programme operating directly under the aegis of the United Nations.

The Canadian Delegation played a significant role in the debate and negotiations which led to the creation of the Special Fund. It directed its efforts, as previously, towards ensuring that the organizational and administrative arrangements of the Fund were broadly acceptable to other members of the United Nations and were such as to lead to the selection of sound and useful projects and to their effective execution.

In his address to the United Nations Pledging Conference last October, the Secretary-General of the United Nations described the main objective the Special Fund is intended to serve in the following terms:

"The new instrument of international co-operation has been well-fashioned to do a specific job, and one closely

¹A/RES/1240 (XIII).

related to the work of existing agencies and their well-proven programmes. I have particularly in mind the work of the Expanded Programme of Technical Assistance. Over the last nine years, this Programme has achieved a considerable measure of success, and like all successful pioneering operations, has brought out certain needs of a different kind which require a somewhat different approach and a different distribution of resources. The essence of these needs lies in the assistance which will in specific cases create the conditions in which new capital investment of high development value will be accelerated. It is in this setting that the Special Fund may find an important, if initially modest, role."

The new Fund, which started operations on January 1, 1959, will direct its activities towards enlarging the scope of the technical assistance programmes of the United Nations. The Fund is designed to assist relatively large projects in the fields of resources, industry, agriculture, transport and communications, building and housing, health, education, statistics and public administration. The Fund's practical contribution in these fields will take the form of surveys, research work, the provision of training experts, equipment and fellowship (when required as integral parts of specific projects financed by the Fund) and the establishment of pilot projects and demonstration centres. In creating the Special Fund the General Assembly directed that in the choice of projects consideration should be given to such factors as the urgency of the needs of the requesting countries, the need for a wide geographical distribution in allocations over a period of years, the close integration of projects into national development programmes, and effective co-ordination with other multilateral and bilateral programmes.

As an organ of the United Nations, the Special Fund is administered under the authority of both the Economic and Social Council and the General Assembly. The Assembly will also be responsible for reviewing the scope and future activities of the Fund. Control over its policies and operations is exercised by a Governing Council comprising equal representation of the industrial countries on the one hand and the under-developed countries on the other. The Governing Council has final authority for the approval of projects and programmes recommended by the Managing Director. The Managing Director is appointed by the Secretary-General of the United Nations subject to confirmation by the General Assembly. At the end of its thirteenth session the General Assembly confirmed the appointment of Mr. Paul Hoffman to this post. A Consultative Board composed of the Secretary-General of the United Nations, the Chairman of the Technical Assistance Board, and the President of the International Bank for Reconstruction and Development, will assist the Managing Director in the appraisal of requests for assistance. While the Managing Director has a small staff of his own, he relies principally on the existing facilities of the United Nations and the Specialized Agencies to carry out the programmes of the Special Fund.

The Fund is financed by voluntary contributions from members of the United Nations and the Specialized Agencies. The resolution setting up the Fund provides that contributions shall be made by governments in readily usable currencies and without limitations concerning which agency shall use such funds or which country shall benefit from them. Recipient governments will be responsible for financing local costs of projects undertaken by the Special Fund.

The Canadian Delegation announced at a pledging conference which was held in New York in October 1958 that, subject to Parliamentary approval, the Canadian Government would contribute \$2 million (U.S.) to the Special Fund for 1959-1960. This proposed contribution would make Canada the third largest contributor to the Fund, which is expected to have available resources in excess of 25 million for the first year of its operation.

At its resumed 26th session in December 1959, the Economic and Social Council elected the following countries as members of the Governing Council: Canada, Denmark, France, Italy, Japan, the Netherlands, the Union of Soviet Socialist Republics, the United Kingdom and the United States representing the more developed countries; and Argentina, Chile, Ghana, India, Morocco, Pakistan, Peru, the United Arab Republic and Yugoslavia representing the less developed countries.

Technical Assistance

The growing recognition of the interdependence of nations and of the need for more rapid economic progress in the less developed countries has led to the establishment of the multilateral technical assistance programmes of the United Nations. These programmes, which constitute an important part of the activities of the United Nations and which have enjoyed broad support throughout the world, are designed to meet some of the most urgent needs of the less developed countries for specialized knowledge in the fields of advanced technology, administration, education, and in almost every other field related to their economic development. Canada's support for the technical assistance programmes of the United Nations has been reflected not only in its financial contributions or the active part Canadian Representatives have taken in discussions concerning the setting up and administration of these programmes, but also in the number of experts and opportunities for training Canada has made available.

The technical assistance activities of the United Nations had their origin in the Specialized Agencies which, as part of their normal operations, instituted arrangements to help member states in agriculture, education, public health and other fields of direct interest to them. These were later supplemented by assistance in public administration and social welfare provided under the authority of a General Assembly resolution, through the Secretariat of the United Nations. The "regular" programmes are financed from the annual budgets of the United Nations and the Specialized Agencies, and absorb about \$2 million annually. The General Assembly decided in 1949, on the recommendation of the Economic and Social Council (ECOSOC), to supplement the regular programmes by establishing an Expanded Programme of Technical Assistance (EPTA). The EPTA covers a wider field of activities including the training of students and fellows in more advanced countries, the sending of experts and advisers, the exchange of technical information, the organization of seminars for the discussion of economic development problems on a regional basis, in certain cases the provision of experts on a payment basis and the supply of equipment which may be required by experts or trainees in the context of their assignments. The Expanded Programme is operated through the Technical Assistance Administration (a branch of the Secretariat of the United Nations) and the Specialized Agencies¹; it is financed by voluntary contributions from member

¹The Specialized Agencies now participating in the Expanded Programme are the International Labour Organization, the Food and Agriculture Organization, the United Nations Educational, Scientific and Cultural Organization, the International Civil Aviation Organization, the World Health Organization, the International Telecommunications Union, the World Meteorological Organization, the International Bank for Reconstruction and Development, and the International Monetary Fund also co-operate in a consultative capacity.

countries and its functions under the responsibility of the General Assembly acting through the Technical Assistance Committee of ECOSOC. At its 26th session ECOSOC approved a resolution, co-sponsored by Canada, providing for the participation of the International Atomic Energy Agency in the EPTA.

The programmes of the United Nations and the Specialized Agencies are formulated on the basis of requests by countries for technical assistance, within financial ceilings set by the Technical Assistance Board (TAB) which consists of representatives of the Secretary-General of the United Nations and of the heads of Specialized Agencies. The TAB has local representatives in a number of member countries. It is responsible for co-ordinating the annual programmes of each of the organizations concerned in each country. The TAB programme is considered and approved by the Technical Assistance Committee, which consists of the eighteen countries represented on ECOSOC together with six additional members elected from among members of the United Nations and the Specialized Agencies.

In 1958 voluntary contributions to the EPTA were received from eighty-four participating governments and amounted to nearly \$31 million. Recipient governments provided an additional amount of \$2.2 million in the form of payments toward local costs and also incurred expenses of more than double the size of the direct expenses of the Expanded Programme in ancillary projects designed to contribute to the effectiveness of projects undertaken under the EPTA. By the end of 1957 well over 19,000 experts had been employed under the assistance programmes of the United Nations, and over 4,000 fellowships had been awarded for training courses. Although three-quarters of the experts were recruited in Europe and North America, the co-operative character of this phase of the technical assistance programme was clearly shown by the increasing extent to which recipient countries tended, at the same time, to contribute the services of their own experts. India, for instance, received 137 experts in 1957, but also contributed 100 of its own specialists for assignment to other countries. In his annual report¹ for 1957 on multilateral technical assistance programmes the Secretary-General of the United Nations noted that, while improvements had been achieved, the financial resources available for carrying out these programmes remained inadequate.

At its thirteenth session (agenda item 29) the General Assembly expressed concern over the possibility that contributions pledged to the EPTA for 1959 might not be sufficient to allow for any expansion in the programme and expressed the hope that a moderately higher level of operations might be achieved in 1959. The Canadian Representatives in the Second Committee of the General Assembly, recalling Canada's firm support for the technical assistance programmes of the United Nations, welcomed the fact "that despite limited financial means qualitative as well as quantitative progress could be recorded". In the course of the thirteenth session the General Assembly adopted several resolutions recommending in particular that member governments continue to co-operate in the matter of technical assistance through the United Nations and through other multilateral and bilateral programmes, and emphasizing the desirability for less developed countries of establishing national or regional training centres and the importance of using fellowships as a means of assisting national development.

The General Assembly also agreed to a proposal by the Secretary-General for extending the coverage of technical assistance into the field of

¹United Nations Document E3175 of July 30, 1958.

public administration. The existing programmes of technical assistance generally exclude the provision of administrators who can, where a government so desires, serve in senior executive posts in its services. With a view to meeting needs of this kind the Secretary-General proposed in an address delivered in May 1956 to the International Law Association in Montreal¹, the establishment of an international administrative service. In the course of the debates on this proposal in ECOSOC and subsequently in the General Assembly, the Canadian Delegation stated that the overriding consideration in determining the Canadian attitude towards this proposal was the position adopted by the less developed countries whose interests it was intended to serve. Since the overwhelming majority of member countries had indicated their approval of the proposal, the Canadian Delegation was prepared to support it. The Canadian Delegation also made a number of specific suggestions concerning the administration and operation of this new programme. It suggested in particular that the programme should be financed by voluntary contributions under the EPTA rather than out of the regular United Nations budget and that it should be reviewed in the light of experience gained in the first year of its operation. The revised version of the proposal, which was approved by the General Assembly on the recommendation of ECOSOC, authorizes the Secretary-General to secure, at the request of recipient governments, and for a set period, the services of experts to perform duties of an executive nature, including the training of nationals to assume as early as possible the responsibilities temporarily assigned to internationally recruited experts. Under the new programme, which will operate on a modest and experimental scale in its first year, recipient governments will be expected to pay experts at normal local rates of salary, while the United Nations will meet the balance of the costs incurred in securing the services of experts by international recruitment. The Secretary-General will submit a report on the programme at the fourteenth session of the General Assembly.

In 1957 Canada increased the amount of its contribution to the Expanded Programme to \$2 million and maintained its contribution at that level in 1958, bringing its total contribution since the inception of the programme to \$11.2 million. Canada's current contribution to the Expanded Programme is equivalent to 7% of the aggregate voluntary contributions made to the programme. This is well in excess of Canada's assessment to the United Nations budget which amounts to only a little over 3%.

As part of its plan for supplementing present arrangements for the administration and supervision of fellowships and scholarships, the United Nations proposes to establish at the University of British Columbia, in co-operation with that university and on an experimental basis, a regional training centre. The Canadian Government has agreed in principle to support the establishment of this centre and has offered to seek Parliamentary approval for a special annual grant of \$10,000 for this purpose in 1959-60 and the ensuing two fiscal years.

Up to the end of 1958, 1754 persons had been trained in Canada under the auspices of the United Nations, the Specialized Agencies, the Colombo Plan, the United States International Co-operation Administration, and the newly established Canadian bilateral programmes for The West Indies and Ghana. About one-quarter of these persons had come to Canada under programmes sponsored by the United Nations and the Specialized Agencies. In 1958, 47 trainees out of a total of 394 arrived in Canada under United Nations sponsorship.

¹See *Canada and the United Nations 1956-57*, p. 61.

More than 725 Canadian experts had served or were serving in various under-developed countries as of December 31, 1958. About 600 of these were sponsored by the United Nations and the Specialized Agencies. At any one time there are about 150 Canadian experts serving under various technical assistance programmes, close to 100 of whom are in the service of the United Nations.

Regional Economic Commissions

There are now four Regional Economic Commissions of the United Nations; the fourth, the Economic Commission for Africa (ECA) was established in 1958 with headquarters at Addis Ababa. The first session of ECA is expected to take place in early January, 1959. The other three Commissions are the Economic Commission for Europe (ECE) with headquarters in Geneva, the Economic Commission for Latin America (ECLA) with headquarters in Santiago, and the Economic Commission for Asia and the Far East (ECAFE) whose headquarters is in Bangkok. The four Commissions report to the General Assembly through the Economic and Social Council, and their Secretariats constitute an integral part of the United Nations Secretariat.

Although Canada is not a member of any of the Regional Economic Commissions, Canadian Representatives have been regularly sent as observers to many ECE meetings and have, less frequently, attended a number of ECLA and ECAFE meetings.

ECA was established following a resolution of the twelfth session of the General Assembly. The members of the Commission are Belgium, Ethiopia, France, Ghana, Guinea, Italy, Liberia, Morocco, Portugal, Spain, Sudan, Tunisia, the United Arab Republic, the United Kingdom, the United States and the U.S.S.R. Membership in the Commission is open to any state in Africa that might later become a member of the United Nations. States which cease to have any territorial responsibility in Africa will withdraw from the Commission.

The Economic Commission for Europe held its thirteenth annual session in April, 1958 and reviewed the work of its various technical committees. Canada has followed the activities of ECE with considerable interest since its inception. As the thirty members of the Commission include countries from Western and Eastern Europe, the annual sessions provide regular opportunities to study and discuss economic relations between these two areas. This year the Commission was concerned mostly with energy and trade problems.

ECAFE held its fourteenth session in Kuala Lumpur from March 3-15, 1958. The participation of Iran as the 24th member of the Commission was approved at the 26th session of the Economic and Social Council. There are in addition three Associate Members.

There was no plenary session of ECLA in 1958. The Commission's Committee of the Whole met in Santiago on April 7-8, however, and reviewed the progress of the Latin American regional market programme, the economic integration of Central America and United Nations technical assistance in Latin America. The Committee of the Whole met again on October 1 in an extraordinary session to consider financial arrangements for the construction of the headquarters building in Santiago.

Programmes of Assistance

Introduction

The United Nations sponsors special programmes of assistance administered by agencies and funds established for the specific purposes of providing aid for children and refugees. These are financed as "extra-budgetary funds" by the voluntary contributions of member states. A short account of three of these special programmes is given in the immediately following sections.

Aid for Children (UNICEF)

The United Nations Children's Fund (UNICEF) was established by the General Assembly in December 1946 to provide emergency aid to children in war-devastated countries following the termination of the United Nations Refugee and Relief Agency (UNRRA). It assists governments to develop permanent health and welfare services for children, and helps in campaigns to control tuberculosis, yaws, malaria, trachoma and other diseases to which children are particularly susceptible. The under-developed countries are the main recipients of this aid.

The Fund is entirely dependent upon voluntary contributions from governments and private associations. Income from all sources in 1958 has been about \$22 million; approximately \$20 million from governments and \$2 million from other sources. The 1958 total sales of UNICEF greeting cards were estimated at \$500,000. Governments requesting assistance from the Fund must be prepared to put into the programme amounts at least equal to those received from UNICEF; this encourages serious consideration before requests are made and also means that double the amount of money contributed to UNICEF is available for the programme. In many cases, the local contributions far exceed those made by the Fund.

The Canadian Government has contributed \$11,325,000 to UNICEF since 1946, including a \$650,000 contribution for 1958. Voluntary contributions from private Canadian sources exceeded \$185,000 in 1958; of this, the assistance given by Canadian children in their "Shell-out for UNICEF" collected at Halloween amounted to over \$125,000. Subject to parliamentary approval, Canada's pledge for 1959 is \$650,000. In addition, UNICEF has distributed in 1958 some 10 million pounds of dried skim milk given by Canada.

At its meetings this year the Executive Board of UNICEF called for stronger financial support, pointing out that contributions were not keeping pace with increased requests for services. The Board also considered the possibility of expanding the Fund's activities into the field of education. Consultations are to be held with the United Nations Educational and Scientific Council (UNESCO) in this connection.

Canada's membership on UNICEF's Executive Board expired on December 31, 1958, completing a long period of membership that began with the establishment of the Fund in 1946. During the past year Mr. R. B. Curry, the Canadian Representative, served as Vice-Chairman of the Programme Committee. Another Canadian, Mrs. Adelaide Sinclair, is Deputy Executive Director of UNICEF.

Assistance for Palestine Arab Refugees

According to the annual report of the United Nations Relief and Works Agency for Palestine Refugees (UNRWA), 963,958 refugees were receiving

rations or full services from UNRWA on June 30, 1958, and there were in addition 89,390 refugees registered with the Agency who had become wholly or partly self-supporting. The report stated that there had been no indication of any change from the collective hostility of the refugees towards major development projects, and no affirmative action by Israel on the 1948 Assembly resolution concerning repatriation and compensation. Nevertheless there continued to be signs of a growing appreciation by the refugees of the desirability of individual self-support and rehabilitation, and if adequate contributions were received, the Agency would probably be able to resume during 1959 a few of the self-support activities previously halted for lack of funds. The report went on to state that there would be a continuing need, after UNRWA's mandate expired in 1960, for the services the Agency now provides, since even in the most favourable political circumstances it would be years before the refugees could become self-supporting; and that the Assembly should therefore arrange for a study of the matter.

The proposed study provided a focus of discussion in the Assembly's annual debate on UNRWA. The Canadian Representative expressed a widely-held view in stating that it was right and proper that the Assembly should have a thorough study made of the arrangements for dealing with the Palestine refugees, although, given the present political situation, it was inevitable that examination of the question should be based on the premise that future assistance would in general continue along the lines of the present programmes. Interest was aroused during the debate by an Israeli statement that Israel would be prepared to pay compensation even before the solution of major problems such as a general peace settlement, although this offer was subject to certain other conditions. Note was also taken of the Palestine Conciliation Commission's report that the work of identifying Arab refugee properties in Israel was now almost completed, and interest was expressed by various delegations in a Saudi Arabian proposal for the appointment of a trustee for Arab properties in Israel, who would receive the revenues and pay them out to the refugees to assist them in becoming self-supporting.

The resolution of UNRWA finally adopted by the Assembly was generally similar to past resolutions and contained no specific reference to the Agency's future after 1960, but before the vote in committee the Secretary-General stated that as part of his regular duties he intended to look into UNRWA's technical operation in preparation of such proposals as he might consider it helpful or necessary to advance.

Canada's contributions to UNRWA during 1958 comprised a regular cash contribution of \$500,000 and also a special contribution of \$1,500,000 of flour, as indicated in the preceding volume of this series. This flour contribution, together with a very large matching contribution received from the United States, which pays up to 70% of UNRWA's expenses, played a decisive role in enabling UNRWA to avoid a dangerous cut in education and rehabilitation services. It was announced in October that parliamentary approval would be sought for a \$500,000 cash contribution to UNRWA in 1959.

Aid for Refugees

The Office of the United Nations High Commissioner for Refugees was established by the General Assembly at its fifth session in 1950 for a three-year period beginning on January 1, 1951. Since then the mandate of the High Commissioner's Office has twice been prolonged for five-year

periods — first until December 31, 1958 and, at the twelfth session of the General Assembly, until December 31, 1963. The Office of the High Commissioner for Refugees forms an integral part of the United Nations. Its role is to promote, organize, co-ordinate and supervise international action on behalf of refugees under its mandate. Those coming within this mandate are persons who have fled from their native lands for fear of persecution on either political, racial or religious grounds and who are unwilling or unable to claim the protection of their own governments.*

In 1954, to assist the High Commissioner in the exercise of his mandate and to provide the funds necessary to undertake a comprehensive programme to achieve permanent solutions for the refugee problems which still remained after the termination of the International Refugee Organization, the General Assembly established the United Nations Refugee Fund (UNREF). A target of \$16 million was set for UNREF's four-year programme and by December 31, 1958, when the Fund was liquidated, a total of \$17.1 million had been raised from governmental and private sources. During this period the contributions of the Canadian Government to UNREF amounted to \$650,000.

The record of the four-year UNREF programme in finding permanent solutions to refugee problems is impressive. At the beginning of 1955, 350,000 non-settled refugees in Europe came within the mandate of the United Nations High Commissioner for Refugees. Of this number, 85,000 were living in camps. By the end of 1958, 160,000 remained, of whom it is estimated some 25,500 were still in camps. These results were achieved despite, in some instances, a considerable time lag in governments making their pledged financial contributions available to UNREF and in spite of an influx into Austria and Yugoslavia of 200,000 new refugees from Hungary. Canada accepted some 37,500 of the Hungarian refugees for permanent residence in this country.

In introducing his report to the General Assembly covering the period May 1957 - May 1958, the High Commissioner, Dr. Auguste R. Lindt of Switzerland, stated that the refugee situation was by no means hopeless as many people seemed to think. Illustrating his point, he recalled that despite an increase of 300,000 people in the non-settled refugee population — chiefly newly-arrived refugees from Hungary — permanent solutions had been found for the problems of some 440,000 refugees within his mandate and the camp population had been decreased by 45,000.

Three resolutions dealing with refugee matters were considered by the General Assembly at its thirteenth session and were subsequently passed by large majorities including Canada. The first [General Assembly, Resolution 1284 (XIII)], dealing with the report of the United Nations High Commissioner for Refugees, welcomed the recommendation of the UNREF Executive Committee that the protection activities of the Office of the High Commissioner should be increased, and appealed to governments members of the United Nations and of the Specialized Agencies to support the High Commissioner's programme either through financial contributions or through offers of re-settlement or both. This resolution was approved by 59 votes in favour, 9 against with 6 abstentions. The second resolution [1285 (XIII)] approved the designation of the period June 1959 to July 1960 as World Refugee Year and requested the Secretary-General to take the necessary steps to assist in its promotion. The idea of a World Refugee Year originated

*The UNHCR is not responsible for the nearly one million Arab refugees left homeless as a result of the 1948 hostilities in Palestine. These Arab refugees are the concern of the United Nations Relief and Works Agency for Palestine Refugees (UNRWA).

in the United Kingdom, was endorsed by the ninth (Special) session of the UNREF Executive Committee and was recommended by it to the General Assembly. The Assembly approved this resolution by 59 votes in favour, 9 against with 7 abstentions. The third resolution [1286 (XIII)] dealt with Algerian refugees in Morocco and Tunisia, and the High Commissioner was authorized to continue his action on behalf of the refugees in Tunisia on a substantial scale and to undertake similar action in Morocco. The General Assembly gave final approval to the resolution by 60 votes in favour, nine against and 10 abstentions. The General Assembly also approved unanimously the re-election of Dr. Lindt as United Nations High Commissioner for Refugees for a further period of two years, Dr. Lindt being for personal reasons unable to accept a longer term.

The Representative of Canada on the Third Committee, Mrs. W. T. Hayden, reiterated Canada's support for and appreciation of the High Commissioner's work on behalf of refugees. Mrs. Hayden emphasized that Canada considered that the High Commissioner's Camp Programme warranted the highest priority and she informed the Committee that the Canadian Government, subject to the approval of Parliament, intended to contribute \$290,000 to this Programme in 1959. Turning to the far eastern programme of the Intergovernmental Committee for European Migration (ICEM) to bring European refugees from mainland China to countries of overseas settlement, Mrs. Hayden drew attention to the tragic plight of these people and announced that the Canadian Government was pledging \$60,000 to this programme for 1958. She assured the Committee that Canada would continue to support the humanitarian work of the High Commissioner.

In 1958 the UNREF Executive Committee held three sessions in Geneva at which Canada was represented by the Canadian Permanent Representative to the European Office of the United Nations in Geneva. The High Commissioner for Refugees visited Ottawa twice in the course of the year, in April and November, when he held discussions with Ministers and officials of the Canadian Government on the problems confronting his Office.

Social Questions

International Covenants on Human Rights

At the thirteenth session of the General Assembly the Third Committee (Social, Humanitarian and Cultural) continued its consideration of the draft Covenants on Human Rights (agenda item 32).

These drafts, one dealing with economic, social and cultural rights and the other with civil and political rights, were prepared over a period of years by the Human Rights Commission. They have been one of the main topics of discussion in the Third Committee since the ninth session of the General Assembly in 1954. By the end of the twelfth session, the Third Committee had approved the preamble of each Covenant, as well as an article (Article 1 of both Covenants) dealing with the question of self-determination. All the substantive articles of the draft Covenant on Economic, Social and Cultural Rights (Articles 6-16) had also been approved. These articles relate to the right to work, to conditions of work, to trade unions, to social security, to the protection of the family, especially of the mother and child, to standards of living, to physical and mental health, to education, culture and scientific development. Finally, Article 6 of the draft Covenant

on Civil and Political Rights concerning the right to live, with the related question of the death penalty, was approved at the twelfth session. The texts of the draft Covenants have not yet been considered or approved by the Assembly in plenary.

At the thirteenth session, the Third Committee continued to examine the substantive articles of the Draft Covenant on Civil and Political Rights (Articles 7-11). Texts were approved for articles prohibiting torture, cruel or degrading treatment, slavery, servitude, and, except under certain specific conditions, forced or compulsory labour. One of the most important of these articles (Article 9) guarantees everyone freedom from arbitrary arrest or detention, and provides for trial within a reasonable time, for the release of arrested persons (subject to a guarantee to appear for trial) and for the right of anyone deprived of his liberty to contest the lawfulness of his detention before a court. By the text of this article victims of unlawful arrest "shall have an enforceable right to compensation".

Another Article (Article 10) provides that "all persons deprived of their liberty shall be treated with humanity" with the segregation, save in exceptional circumstances, of accused persons from convicted persons and of juveniles from adults. The Articles also declares that the essential aim of the penitentiary system shall be the reformation and social rehabilitation of prisoners. Finally, the Committee approved the text of Article 11, which precludes imprisonment "merely on the ground of inability to fulfil a contractual obligation". While abstaining in certain specific details, the Canadian Delegation voted for the text of each of these Articles as a whole.

As at previous sessions, there were expressions of impatience with the slow progress made by the Third Committee in renewing the texts of the Draft Covenants. Some delegations, including that of Canada, held that the Third Committee should continue to give priority to the examination of the Covenants, as the best means of arriving at fully examined texts which could command the support of member governments. The Committee devoted some time to a discussion of the problem of expediting this work, but no formal proposals for alternative procedures were put forward.

Advisory Services in the Field of Human Rights

The Programme of Advisory Services in the Field of Human Rights was established by the General Assembly at its tenth session. It provided for three forms of assistance at the request of governments; advisory services of experts, fellowships and scholarships, and seminars on human rights topics. The programme as established consolidated the existing technical assistance programmes previously approved by the General Assembly relating to the promotion and safeguarding of the rights of women, the eradication of discrimination, the protection of minorities, and the protection of freedom of information.

Under the programme, seminars were held in 1958 in Baguio, the Philippines, (February 17 to March 1) and Santiago, Chile (May 19 to May 30) on the subject of the protection of human rights in criminal law and procedure. The Baguio seminar was attended by legal experts from Asia, Australia and New Zealand, while the Santiago meeting was restricted to North and South American countries, including Canada. The Canadian participant in this seminar was Mr. Joseph Sedgewick, Q.C., a well-known Toronto lawyer.

The General Assembly, at its thirteenth session, unanimously adopted a resolution calling for the holding of three seminars in the field of human rights in 1959 (agenda item 34). One will be held in Bogota, Colombia, on the participation of women in public life. The others will be held in Argentina and Ceylon on judicial and other remedies against the abuse of administrative authority.

Freedom of Information

The draft Convention on Freedom of Information has been before various bodies of the United Nations since 1948.¹ The question was on the agenda of the Third Committee (agenda item 35) again in 1958 as a result of the General Assembly's decision in resolution 1189A (XII) of the twelfth session requesting the Secretary-General to consult with governments concerning the project and to report to the Assembly on his consultation.

There was considerable discussion in committee on whether the Assembly should discuss the draft Convention during the thirteenth session. The vote on this question resulted in 32 votes being cast in favour, 32 against (including Canada), with 4 abstentions. Canada has maintained that serious differences of opinion make the establishment of a convention on freedom of information undesirable and that the text of the draft Convention would restrict, rather than promote, freedom of information as it is understood and accepted in Canada. The Committee decided, however, by 49 votes to 14, with 10 abstentions, to recommend that the Assembly proceed at its fourteenth session to a discussion of the text of the draft Convention. The Secretary-General would be requested to write governments to transmit comments, observations, suggestions, proposals or amendments concerning the text of the draft Convention and to report on this consultation to the next session of the Assembly. (Draft Resolution "C").

The Committee's debates touched on other aspects of freedom of information, including the problem of developing media of information in underdeveloped countries. The Committee's draft resolution, which was adopted by the Assembly, expressed the hope that the Economic and Social Council would draw up a concrete programme for the development of information enterprises in 1959, and the Commission on Human Rights was also invited to give particular attention to this problem. UNESCO and other Specialized Agencies were also invited to join in this effort.

The Assembly also adopted the Committee's recommendation that all member states endorse mutual understanding between peoples by taking practical measures to open their countries to greater freedom of communication by facilitating access to United Nations information programmes, supporting the activities of United Nations information centres, and facilitating the free flow of accurate information through all media. (Draft Resolution "B").

Self-Determination of Peoples and Nations

One of the purposes of the United Nations as provided in the Charter is "to develop friendly relations among nations based on respect for the principle of equal rights and self-determination of peoples". During the years this provision has proved to be extremely controversial; member states have given widely different interpretation both of its meaning and of the criteria

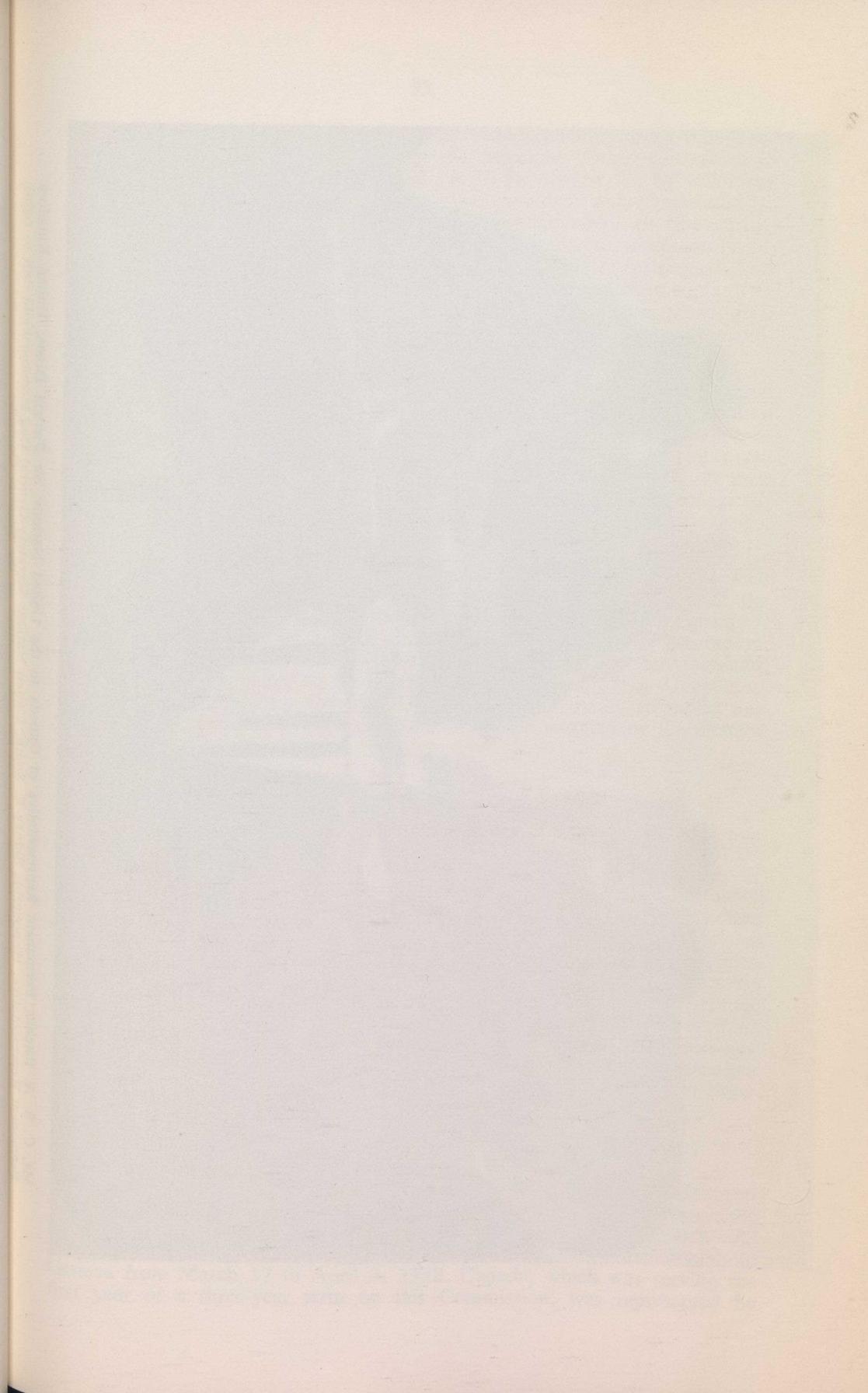
¹See previous issues of *Canada and the United Nations*.

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

During the years the notion of self-determination has been an important factor in the consideration of many subjects before the First (Political and Security) and Special Political Committees and of the problems before the Fourth Committee (which is responsible for questions relating to trust and non-self-governing territories).

More specifically, it has for some time been a separate item on the agenda of the Third (Social, Humanitarian and Cultural) Committee, to which three draft resolutions on the subject of self-determination were transmitted by the Economic and Social Council (ECOSOC) in 1955. The first two of these resolutions, dealing respectively with the economic and the political aspects of self-determination, were originally submitted by the Human Rights Commission. The first of these proposals would provide for the establishment of a special commission to conduct "a full survey of the status of the permanent sovereignty of peoples and nations over their natural wealth and resources", with recommendations where necessary, for the strengthening of "this basic constituent of the right to self-determination". The resolution also provided that, in the conduct of this survey, "due regard will be paid to the rights and duties of states under international law and to the importance of encouraging international co-operation in the economic development of under-developed countries". The second proposal would provide for the establishment of a similar commission to examine "any situation resulting from alleged denial or inadequate realization of the right of self-determination", to "provide its good offices for the peaceful rectification" of any such situation, and, if necessary, to "report the facts, with appropriate recommendations, to the General Assembly". To these two proposals, ECOSOC had added a third: namely, to "establish an *ad hoc* commission on self-determination consisting of five persons to be appointed by the Secretary-General, to conduct a thorough study of the concept of self-determination".

Because of the pressure of business during past sessions, the substance of these proposals had not been discussed. However, the General Assembly, at its twelfth session, adopted a resolution by which it was decided, *inter alia*, to consider the item further at the thirteenth session. At the thirteenth session it was apparent that many delegations wished to see action taken on at least one of the three resolutions before the Committee (agenda item 33). Resolution III (which had been sponsored at ECOSOC by the United States Delegation) had been criticized on the grounds that it called into question the





Mr. C. S. A. Ritchie, Permanent Representative of Canada to the United Nations; Sir Pierson Dixon, United Kingdom Permanent Representative; Honourable Sidney E. Smith, United Nations Secretary-General Dag Hammarskjöld (left to right); in the Delegates Lounge between meetings of the Security Council.

existence of the principle or right of self-determination, rather than concentrating on the problem of applying this principle. Therefore the United States Delegation presented an amendment to Resolution III, by which the terms of reference of the *ad hoc* commission would be revised accordingly. The commission was to include in its study an examination of "the means, within the framework of the United Nations Charter, of promoting conditions favourable to the attainment of self-determination by peoples desiring it". This study might also include "recommendations of a general character". This amendment was, however, subjected to the same criticisms as the original ECOSOC resolution. The United States Delegation, seeing that their amendment had failed to win general support, therefore withdrew it.

In the votes on the three resolutions before the Committee, Resolution III (in its original form) was defeated, with the Canadian Delegation abstaining. The Committee then adopted Resolution I (on the economic aspects of self-determination), while leaving to the General Assembly the important question of the precise composition of this commission. It then adopted a proposal to postpone discussion of Resolution II until the fourteenth session of the General Assembly. The Canadian Delegation voted against Resolution I, and supported the postponement of Resolution II.

When the report of the Third Committee on this item was discussed in plenary, the Assembly agreed to a suggestion by the President of the Assembly that the commission should be composed of nine government representatives, chosen by himself on the basis of geographical distribution, and that it should report to the 29th session of ECOSOC. He then appointed the following nine states to be members: Afghanistan, Chile, Guatemala, Netherlands, Philippines, Sweden, U.S.S.R., United Arab Republic and United States. Resolution 1, as amended, was then adopted by the General Assembly.

Functional Commissions of the Economic and Social Council

Introduction

The eight functional Commissions of the Economic and Social Council were set up to assist the Council in its work in technical and specialized fields. The Commissions do not always meet annually, and only those that held meetings during the past year are discussed in the following sections. Of the remaining, the Population Commission conducts studies and surveys in the field of demographic problems; the Social Commission advises and co-ordinates the activities of the Council in such matters as child welfare, crime prevention, care of the aged and handicapped, and other questions related to social welfare generally; the Transport and Communications Commission assists the Council in dealing with problems relating to transportation which are not the responsibility of a Specialized Agency.

Commission on the Status of Women

The Commission on the Status of Women has dealt since its establishment in 1946 with a variety of questions relating to women's rights, especially political and economic rights and opportunities, access to education and property, and social equality. The Commission held its twelfth session in Geneva from March 17 to April 3, 1958. Canada, which was serving the first year of a three-year term on this Commission, was represented by

Mrs. Harry Quart, MBE, of Quebec City. Among questions discussed were the political rights of women, the status of women in private law, economic opportunities for women and equal pay for equal work.

During the past year the Commission's 1947 survey of the status of women in public life was brought up to date. At the end of its twelfth session the Commission was able to report to the Economic and Social Council that there were an increasing number of countries where women were enjoying equal rights.

The Commission also considered the Secretary-General's study of national laws concerning marriage. It recommended to the Council that a draft convention be prepared, providing for a minimum age for marriage, for free consent by both parties, and for compulsory registration of marriage.

In considering the economic opportunities of women, the Commission studied the treatment of working women and the situation of working mothers with family responsibilities. The Canadian Representative co-sponsored a resolution proposing that ECOSOC ask all of its members to adopt the principle that the age of retirement be the same for men and women. The Council took no action on this matter this year, but has decided to consider it further.

Commission on Human Rights

The Commission on Human Rights was established in 1946, and now has a membership of eighteen countries. Canada is not a member. The Commission normally meets once a year, and adopts a number of resolutions in the human rights field which are subsequently discussed in the Economic and Social Council and the General Assembly.

The fifteenth session of the Commission on Human Rights was held in New York from March 10 to April 3, 1958. The Commission received reports from its Sub-Commission on Prevention of Discrimination and Protection of Minorities, and from the Committee on Freedom of Information, which was established in April 1957. The Commission studied the United Nations programme of advisory services in the field of human rights, and adopted by a vote of 15 in favour, none against, with 2 abstentions, a United States resolution recommending the expansion of this programme. Considerable attention was given to the United Nations programme of reporting in the field of human rights. Thirty-one governments had submitted reports describing developments and progress achieved in human rights in accordance with a resolution adopted by the Economic and Social Council in 1956. The Commission expressed the hope that other governments would transmit their reports before the next session.

Some members of the Commission expressed dissatisfaction with the present fashion in which the Commission dealt with the thousands of communications it received alleging violation of human rights. The Commission approved, by a vote of 9 to 7, with 1 abstention, a resolution by which a committee would be appointed to study this problem and to prepare recommendations for the Commission at its next session.

The Commission decided to consider at its next session the drafting of an international agreement for eradicating discrimination in education; and it endorsed the idea of holding a second conference of non-governmental organizations interested in the eradication of discrimination. It took note of the progress report of the Committee on the Right of Everyone to be Free

from Arbitrary Arrest, Detention and Exile; and, in accordance with the views expressed by the Economic and Social Council, it decided to postpone until next year consideration of draft declarations on the rights of the child and on the right of asylum. By a vote of 17 in favour, none against, with 1 abstention, the Commission recommended that it continue to meet in annual sessions.

Commission on Narcotic Drugs

The thirteenth session of the Commission on Narcotic Drugs was held at the headquarters of the United Nations in Geneva from April 28 to May 30, 1958. The Canadian Representative, Mr. K. C. Hossick, was elected Vice-President of the Commission and also served as Chairman of the Illicit Traffic Committee, which met three days prior to the Commission's session.

At its thirteenth session the Commission was able to complete its consideration of the proposed single convention which will unify and replace the existing international treaties on narcotic control. The drafting and review of this convention has been the Commission's major task at its past eight sessions and considerable satisfaction was felt at its successful termination. The Commission, and subsequently, the Economic and Social Council, adopted a resolution in which it decided to convene a plenipotentiary conference for the adoption of the convention. The conference will comprise representatives of all states members of the United Nations and Specialized Agencies, as well as representatives of the World Health Organization and other Specialized Agencies interested in the matter of the Permanent Central Opium Board, the Drug Supervisory Body and the International Criminal Police. It is hoped that it will be possible to hold the conference before the end of 1960.

In their reviews of the illicit traffic in narcotic drugs, the *ad hoc* committee and the Commission found no conspicuous change from the situation in previous years. In order to strengthen the campaign against the traffic in the Middle East it was decided to establish a special mission to visit governments in areas where the illicit traffic is particularly severe. The mission would first familiarize itself with the situation, in order to be able to discuss and suggest possible improvements in control measures and machinery to governments and to the United Nations. The political situation in the Middle East made it impossible for the mission to visit the area in 1958 but it is hoped that it will be able to do so in the early autumn of 1959.

The United Nations' Programme of Scientific Research, to ascertain the origin of opium seized in the illicit traffic, is of particular interest to Canada. The Canadian Government in its Food and Drug Laboratories carries out an intensive research programme in this field and also offers training facilities for fellows appointed under the United Nations Technical Assistance Programme to become familiar with the techniques evolved in the laboratory so that equivalent laboratories may be established in their own countries.

In 1958 an expert committee was convened to evaluate the methods already in use for determination origin and to decide if they could be considered adequate. The expert committee in its report considered that determination origin is now possible to a limited degree but recommended an intensified programme of research and a wider range of reference data from samples of known origin. The Commission and the Council endorsed these recommendations.

The Commission was gratified to learn that the Government of Afghanistan had adopted a policy to prohibit the cultivation, use and all

commerce in opium in their country. This development in Afghanistan's narcotics policy will, however, result in severe social and economic consequences for a considerable proportion of the population; the Commission, and subsequently the Council, drew attention to this situation and to the important aid which United Nations technical assistance could provide in helping the country achieve its aims.

The Commission also considered recurring items on its agenda, including the report of the Permanent Control Board, the problems of drug addiction, and the implementation of international narcotics control under the different international treaties. It paid particular attention to the new opportunities offered by making technical assistance available in connection with narcotics control.

Commission on International Commodity Trade

The Commission on International Commodity Trade (CICT) held its sixth session in New York May 5 to 16, 1958. The main items on its agenda were the customary review of international trade in primary commodities, (covering the year 1957 and the early part of 1958) and a study of fluctuations in commodity prices and in the volume of trade. The Commission also considered submissions by governments concerning international commodity problems, the stage reached by the Food and Agriculture Organization in its discussions of the proposal to establish a world food reserve, various proposals for amending the terms of reference of the Commission, and other matters relating to commodity trade.

The Commission noted the general decline in primary commodity prices in the second half of 1957 and in the first quarter of 1958. This decline contrasted with a slight increase in the prices of finished goods entering into international trade. As a result the terms of exchange between primary commodities and manufactured goods had become progressively less favourable to the former and by the end of 1957 had declined to the lowest level of the post-war period.

The main factors accounting for the decline in commodity prices were considered to be the economic recession in North America, the slowing down in the rate of economic growth in Western Europe and Japan and the enlarged capacity for producing primary commodities. The sharpest declines in prices during 1957 and in the early part of 1958 were registered by wool, sugar, butter, rubber and non-ferrous metals. In contrast cereals, meats and beverage crops showed little change and lumber and wood pulp experienced a more moderate decline.

A number of proposals were placed before the Commission aimed at securing wider participation in its work by amending to some extent its terms of reference. It was decided however that this matter should be left for the consideration and decision of the Economic and Social Council at its twenty-sixth session.

The terms of reference of the Commission were in fact modified, though not substantially, at the 26th session of the Economic and Social Council. The text of the resolution adopted by the Council, with minor revisions, was sponsored by Chile, Costa Rica, France and the Netherlands. It represented a compromise which made it possible for the United States and the United Kingdom to agree to participate in the work of the Commission. Under its new terms of reference, the main task of the Commission will be to

study and analyze developments and trends in international commodity trade, including excessive fluctuations in price and volume, changes in comparative terms of trade, and the effect of these developments on both the international and domestic economic position of countries participating in international commodity trade, especially on the economic development of less-developed countries. The Commission is empowered to bring to the attention of the Council or of member governments of the United Nations its views and recommendations concerning the need for governmental action to deal with particular commodity problems. Other tasks set for the CICT are continuing review of commodity markets and the publication of studies and statistical reports on international commodity problems.

After approving the Commission's new terms of reference, the Council elected the full membership of the Commission (18 countries) as follows:

One-year term: Argentina, Brazil, Pakistan, Poland, United Kingdom, U.S.S.R.

Two-year term: Australia, Greece, Indonesia, Sweden, United States, Yugoslavia;

Three-year term: Belgium, Canada, Chile, France, India, Uruguay. Of these countries, the only new members are Sweden, United Kingdom, United States, and Yugoslavia, which replaced Austria, China, Denmark, and the United Arab Republic. In a separate resolution, the Council also decided to convene a meeting of the reconstituted CICT within the first three months of 1959.

Statistical Commission

The Statistical Commission held its tenth session at the headquarters of the United Nations in New York from April 28 to May 16, 1958. Mr. Walter E. Duffett, Dominion Statistician, was the Canadian Representative, and Mr. S. A. Goldberg, Assistant Dominion Statistician, was alternate Representative. The Commission reviewed its work programme and accorded high priority to basic industrial statistics and to data on external trade, production and prices, transport, national income, population and vital statistics. These are new projects, in addition to the publication of statistics, the development of statistical methods and the related work of assisting countries in implementing the recommendations carried out under the technical assistance programme, with which the Commission is continually concerned.

Special attention has been given over the past year to arranging regional training centres for statisticians in connection with the world census programme covering censuses of population and agriculture to be taken by many countries in 1959-60. Two centres have been arranged jointly with the Food and Agriculture Organization of the United Nations (FAO): one to be in Lima and the other one in Tokyo; both will operate for about 15 weeks beginning around September 1958. Some 40 to 60 participants are expected to attend each centre.

Direct advisory assistance on statistics under the technical assistance programme was supplied by forty-one experts to nineteen countries requesting this service. Forty-one fellowship awards were made to statisticians from 21 countries for advanced training in statistics. In addition, experts were assigned to assist in training programmes at statistical centres and institutes in the

Philippines, Vietnam, the United Arab Republic, India and Mexico. The Statistical Commission at its tenth session recognized the general value of regional consultation and recorded as a project of high priority "the further development, if necessary, of mechanisms for regional consultations on statistical questions . . . especially in connection with the statistical needs of the less well-developed countries."

The Commission considered the problem of achieving standardization in national accounts. It recommended that future revisions in the standard system of accounting should be in the direction of increased flexibility, to be suitable for economies at all stages of economic development. It also discussed problems connected with economic analysis and arranged for further investigations in this field.

When the report of the Statistical Commission was considered in the Economic and Social Council, the Canadian Representative emphasized the value of statistics to the under-developed countries in helping them to maintain orderly and balanced economic growth; he also commended the high quality of the work of the Statistical Commission and the Secretariat and expressed his support for a draft resolution submitted by the Statistical Commission in its report to the Council, recommending that member states compile basic data on industry for 1963. This resolution and another approving the work programme and order of priority of the Commission were both adopted unanimously.

IV SPECIALIZED AGENCIES

Introduction

The Specialized Agencies are bodies, set up by inter-governmental agreements, which were brought under the aegis of the United Nations at the time of its establishment, or have been created by it since to carry out the intentions of Chapter IX of the Charter. Chapter IX provides, in part, that member states shall work for the "conditions of stability and well-being which are necessary for peaceful and friendly relations among nations," by undertaking to promote "higher standards of living, full employment, and conditions of economic and social progress and development; solution of international economic, social, health and related problems; and international cultural and educational co-operation".

The ratification by Japan, on March 17, 1958, of the Convention on the Inter-Governmental Maritime Consultative Organization (IMCO) brought that Specialized Agency into being, increasing the number of Specialized Agencies to twelve. Another Agency has been proposed, the International Trade Organization (ITO), but it has not yet come existence, since its charter has not been ratified by the required number of countries.

The International Atomic Energy Agency (IAEA), established in 1957, is not a Specialized Agency; it has, however, entered into an agreement with the United Nations. Its relationship to the United Nations is that of an autonomous international organization under United Nations' aegis: in practice its position is comparable to that of the Specialized Agencies.

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

To avoid overlapping of activities and to promote co-ordination, the Economic and Social Council has established the Administrative Committee on Co-ordination which reports regularly at Council sessions on inter-agency co-operation at all levels. As its name indicates the Committee studies administrative and personnel problems common to the Specialized Agencies. The Committee also considers planned projects on problems of special urgency to be undertaken jointly by several agencies.

International Labour Organization

The International Labour Organization (ILO) was established in 1919 at the Paris Peace Conference. Originally associated with the League of Nations, it became in 1946 a Specialized Agency of the United Nations. Its purpose is to promote social justice by improving working and living conditions in all parts of the world through international agreements, national legislative action and collective bargaining, thus providing a solid basis for universal lasting peace and prosperity.

The tripartite structure of the ILO is unique among the Specialized Agencies of the United Nations. Representatives of governments, employers and workers from the 80 member states participate freely in determining ILO activities and policies.* One important method of achieving its objectives is by the adoption of conventions and recommendations at the regular sessions of the International Labour Conference. Ratification of these conventions by member states is a voluntary matter, but when countries do ratify an ILO convention they are obliged to bring their labour standards into agreement with the provisions of the convention and to report annually on its implementation. Recommendations are not subject to ratification but set forth general principles to guide governments and agencies in drafting regulations in various industrial fields.

In its forty years of existence, the International Labour Organization has adopted 111 conventions and 111 recommendations, forming a broadly systematic labour code covering freedom of association, industrial relations, equal pay for equal work, employment and unemployment, discrimination, forced labour, protection of women and young persons, working conditions, hours of work, weekly rest, industrial safety and health, social security, vocational training and rehabilitation, special problems in various industries and occupations, and many other related subjects.

Canada has ratified a total of 18 conventions dealing with labour statistics, hours of work and weekly rest in industry, conditions of employment of seafarers and dock workers, minimum wage-fixing machinery, and the employment service. As Canada is a federal state, in which most labour matters lie wholly or partly within the jurisdiction of the provinces constitutional considerations impede the ratification by Canada of most ILO conventions.

Two sessions of the International Labour Conference were held in Geneva during 1958. The 41st (Maritime) session met from April 29 to May 14, and was attended by 370 delegates, advisers and observers from 46 member states interested in maritime matters. The Conference revised the 1949 convention concerning wages, hours of work on board ship and manning, and adopted also a supplementary recommendation. The revised convention treats each of its subjects individually (wages, hours of work and manning) and provides that each part can be ratified separately. It sets a minimum monthly wage of £ 16 (British) or \$64 (U.S.) or equivalent, and provides for a maximum 48-hour week on deep sea ships and a maximum 56-hour week on coastal ships. The section on manning includes provisions designed to prevent excessive strain and overtime work for crews. The convention will come into force six months after ratification by nine out of 27 maritimes countries representing a major share of the world's shipping tonnage.

In addition, the 41st (Maritime) Conference adopted a convention on seafarers' identity documents and recommendations on the social conditions and safety of seafarers, on medical care of seamen, on ships' medical chests, and on the engagement of seafarers for vessels registered in a foreign country. A number of resolutions were adopted including resolutions on refugee seafarers, welfare in port, crew accommodation, atomic power and shipping, and fishermen's questions.

The 42nd session of the International Labour Conference met in Geneva from June 4 to 26, 1958, and was attended by nearly 900 delegates, advisers and observers from 73 member nations. The Honourable Michael

*See *Canada and the United Nations 1957* pp. 54-55, for details on the constitution of ILO.

Starr, Minister of Labour, attended the Conference and spoke for Canada in the plenary session. At this session four new international agreements were adopted: a convention and a recommendation calling on ILO members to take steps to eliminate discrimination regarding employment and occupations, on the basis of race, colour, sex, religion, political opinion, national extraction or social origin; and a convention and a recommendation on the conditions of employment of plantation workers.

The 42nd session adopted a number of resolutions on such subjects as industrial health and safety, technical assistance, human rights, management development, and labour-management relations. Canada sponsored a resolution concerning measures to promote employment and to reduce the hardships of unemployment, by such means as resources development, housing improvement, reduction of trade barriers, measures to facilitate mobility of labour, and unemployment insurance. The resolution also urged member states to undertake studies on this problem and employers' and workers' organizations similarly to examine their policies and actions in relation to their effect on employment. The resolution finally requested that studies be undertaken by the Director-General on the subject of promoting and maintaining employment. It was approved by a vote of 166 in favour, 1 against, with 10 abstentions.

At this session also the ILO 1959 budget was approved, totalling about \$8.5 millions. Canada's assessment, which is calculated at the rate of 3.53%, will amount to a net contribution of \$261,416.

One of the more difficult problems facing the ILO in recent years has been the question of the seating of the employer delegates from the Communist countries of Eastern Europe on technical committees of the annual International Labour Conference. This question arises out of the tripartite structure of the Organization and the requirement that delegations of member states include delegates representing three distinct fields of interest — government, management and labour. In recent years, the employers group at ILO conferences has refused to include Communist employers delegates among their nominations of representatives to committees. They hold that Communist employers are indistinguishable from their governments and that, therefore, their delegates are out of place in bodies where they would be required to represent employers' interests. At the 41st session Communist employer delegates were refused full membership on the Conference committees. A proposal to grant them deputy membership was finally accepted by 122 in favour, 66 against and 37 abstentions. The Canadian Government Representative abstained on the vote for full membership and voted for deputy membership; the Canadian employer delegate voted against both proposals and the Canadian workers delegate abstained in each instance. At the 42nd session the same question was raised and the employer delegates of the Communist countries were not nominated by the employers group for seats on the Conference's technical committees. The voting in this instance was 53 in favour, 115 against (including the Canadian Government and employers delegates), with 51 abstentions (including the Canadian workers delegate). An amendment was then introduced, and subsequently defeated, to grant Communist employers deputy membership on committees. Sixty-three votes were recorded in favour (including the Canadian Government delegate), 97 against (including the Canadian employers delegate) and 53 abstentions (including the Canadian workers delegate). It is interesting to note that the employers group and the Communists joined forces to vote against the amendment as the Communist employer delegates had previously indicated

their unwillingness to accept deputy membership on the Conference's committees. Consequently, they were not seated on these committees in any capacity.¹

At the 42nd session the Credentials Committee's majority report rejected the government employer and worker delegates from Hungary, as well as their technical advisers. This decision was upheld in plenary session.

During 1958 the Governing Body (of which Canada is a permanent member) held three sessions at which it discussed fact-finding machinery on freedom of association, future action in the field of civil aviation, finances, the world employment situation, methods of improving the programme of ILO conferences and meetings, the agendas of various ILO meetings, the reports of numerous committees and conferences, and other matters. Tripartite Canadian Delegations participated during the year in meetings of the Chemical Industries Committee and the Textiles Committee, and in an *ad hoc* meeting on the timber industry. In addition, there were Canadian experts at a meeting on conditions of work and employment of nurses, and a meeting on teachers' problems.

The ILO's operational programme continued to expand during 1958. Plans were developed for courses and meetings on workers' education, and for a series of on-the-spot, fact-finding surveys on trade union rights and freedom of association in member countries. (The first two surveys in 1959 are to be in the Soviet and the United States). In the field of technical assistance, projects were continued in manpower training, vocational rehabilitation and employment services. The majority of these projects as in past years were financed by the Expanded Programme of Technical Assistance of the United Nations, and were designed to assist under-developed countries to improve their industrial standards.

Food and Agriculture Organization

The Food and Agriculture Organization (FAO) had its beginnings in the United Nations Conference on Food and Agriculture held in May, 1943 at Hot Springs, Virginia, when plans were laid for dealing with expected postwar problems in this field. In October, 1945 FAO was established at a conference held at Quebec City with a membership of 42 countries, including Canada. Since that time the Organization has developed into one of the largest and most important of the United Nations Specialized Agencies and now has a membership of seventy-seven countries. The headquarters moved from Washington to Rome in 1951.

The objectives of the Organization are to raise levels of nutrition and living standards, improve the production and distribution of food, agricultural, fisheries and forestry products, and to stimulate better rural conditions. To this end FAO collects, analyses and distributes technical and economic information relating to food and agriculture, and encourages national and international action to achieve its purposes. The supreme governing body of the Organization is the FAO Conference, which normally meets every second year. (The next meeting is scheduled for November, 1959.) The Conference elects a 24-member Council which normally meets twice a year to decide issues involving policy. Canada has a seat on the Council.

¹The recommendations of a tripartite committee of the Governing Body, which has been studying practical methods to improve the working of the International Labour Conference, including the above-mentioned problem, have been recommended for the consideration of the 43rd session of the International Labour Conference in June, 1959.

From time to time subsidiary committees and other bodies are established for particular purposes. One of the most important of these, the Committee on Commodity Problems, on which Canada is represented, provides a forum for inter-governmental discussions on problems of production and trade in primary agricultural commodities. A sub-committee studying agricultural surplus disposal problems meets regularly in Washington.

During 1958 the Organization completed a study of the problems of maintaining food reserves in under-developed countries which was forwarded to the Economic and Social Council for consideration. Plans for two world-wide campaigns were initiated: the first, which will continue until 1961, is concerned with the use of better seeds; the second is an informational and promotional campaign known as Free the World From Hunger Year, which will take place in 1963 on the twentieth anniversary of the Hot Springs Conference. Progress was also made in the establishment of a regional office for Africa, to be located at Accra.

Dr. Norman Wright of the United Kingdom was appointed Deputy Director-General following the resignation of Dr. F. T. Wahlen, who left to assume his duties as a member of the executive branch of the Swiss Government. Rapid progress was made towards the reorganization of the FAO headquarters staff in Rome along the lines approved by the 1957 Conference. This reorganization establishes three main departments, Technical, Economic, and Public Relations and Legal Affairs, responsible to the Director-General. These departments will be administered by a Programme and Budgetary division and a Division of Administration and Finance, both also directly responsible to the Director-General. The Organization continued to give priority technical assistance under the Expanded Technical Assistance Programme, despite recruiting difficulties.

United Nations Educational, Scientific and Cultural Organization

The year 1958 marked the installation of the United Nations Educational, Scientific and Cultural Organization (UNESCO) in its new permanent headquarters in Paris. A striking blend of modern architecture and abstract works of art, the building was officially opened on November 3 at an impressive ceremony attended by the President of the French Republic, high dignitaries of church and state, representatives of member nations, officials of the Secretariat and many others who had played a part in the design and construction of the new building. Here, on November 4, the tenth session of the General Conference was convened by Dr. Sarvepalli Radhakrishnan, leader of the Indian Delegation, whose country had been host to the ninth session which was held in New Delhi in 1956.

The General Conference is the policy-making body of UNESCO and meets every two years to plan the programme and budget for the ensuing two-year period, to fill vacancies on the Executive Board, to consider such matters as amendments to the constitution and rules of procedure, relations between UNESCO and other governmental and non-governmental agencies, and generally to conduct the business, and to review the wide range of activities of an organization the purpose of which, according to its constitution, is: "to contribute to peace and security by promoting collaboration among the nations through education, science and culture in order to further universal respect for justice, for the rule of law, for human rights and fundamental freedoms".

The tenth session was attended by representatives from 79 of the Organization's 81 member states, and by four associate members as well as by observers from non-member states, the United Nations and its Specialized Agencies, inter-governmental organizations such as the International Bureau of Education, the Organization of American States, the Council of Europe and the non-governmental organizations having consultative status with UNESCO.

Among the major decisions of the session was the election, for a six-year term, of Dr. Vittorino Veronese of Italy as the Director-General of the Organization to succeed Dr. Luther Evans of the United States of America. Dr. Evans' letter of resignation was accepted by the General Conference with unanimous expressions of appreciation for his unflagging zeal throughout his term of office in promoting the purposes of UNESCO.

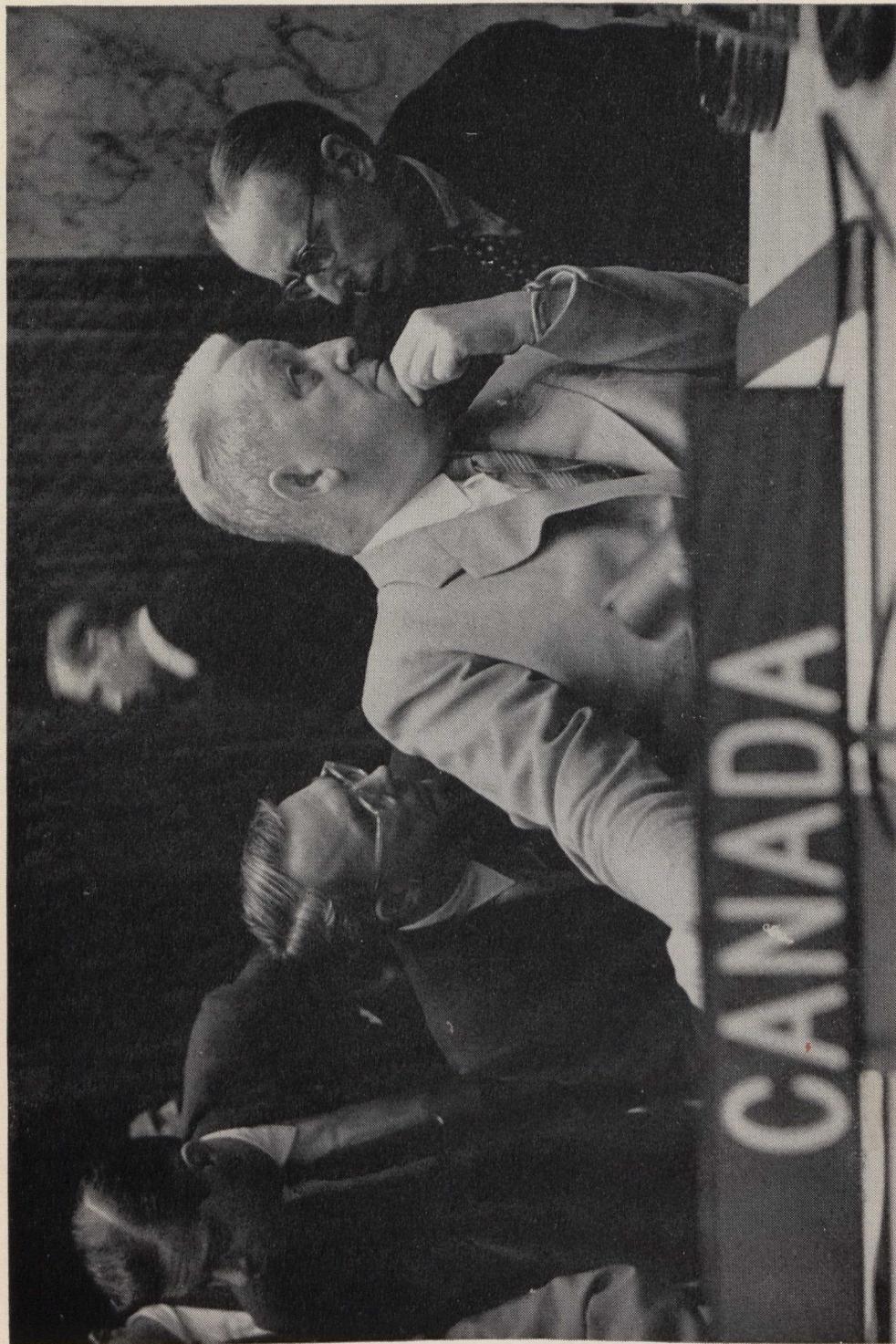
Important decisions of the Conference included the approval of a budget of \$25,970,463, an increase of more than \$3,000,000 over the 1957-1958 budget*. The current figure includes a book entry of approximately \$1 million for the headquarters costs of the technical assistance programme subsequently to be counter-balanced by a payment from the United Nations Technical Assistance Commission. In addition to the regular budget, the Conference adopted a resolution for the establishment of a special account through which voluntary contributions may be made by governmental and private donors to meet special and urgent needs in education, science and culture. All member states reaffirmed their strong support for the three major projects adopted at the ninth session. These are: the extension of primary education in Latin America; scientific research for the improvement of arid lands, and the development of mutual appreciation of the cultural values of the West and the Orient.

In keeping with resolutions of the eleventh session of the General Assembly of the United Nations and the twenty-sixth session of the Economic and Social Council, the UNESCO Conference set up a working party to consider methods of appraising the Organization's main programmes as reviewed for 1959, and to forecast the scope, trend and cost of these programmes for the years 1960-1964. As a result of the working party's deliberations the Conference adopted a resolution authorizing the Director-General to carry out an appraisal of UNESCO's programmes in accordance with the observations and recommendations formulated during the tenth session.

This was the first General Conference held since the Canadian National Commission for UNESCO was established under the auspices of the Canada Council in August, 1957. Dr. N. A. M. MacKenzie, Chairman of the National Commission and President of the University of British Columbia, headed the Canadian Delegation of fifteen members which included six representatives of the National Commission. Throughout the year, the Commission was active in co-ordinating Canadian activities related to UNESCO's programme. It held its first meeting in February 1958 when it adopted its constitution and by-laws, and set up a committee to examine the programme and budget proposed for the Organization for 1959 and 1960. The Commission's observations on the programme provided guidance for the Delegation to the General Conference.

A survey was undertaken of Canadian resources for participation in the major project on eastern and western cultural values and this will

*The Canadian contribution to this budget will be approximately \$378,000 for each of the years 1959 and 1960.



The Honourable Sidney E. Smith with Mr. C. S. A. Ritchie (right) and Mr. John C. Holmes (left) at a meeting of the Security Council. Canada became a member of the Security Council on January 1, 1958.

provide a basis for Canadian action in relation to this project. In September a national committee was set up to consider recommendations arising from this survey and to prepare a working paper for reference to the Conference of the National Commission which is to be held in March 1959.

Another step in promoting East-West understanding was the visit to Japan organized by the United Nations Association Committee for UNESCO. Contributing greatly to the success of this mission was the assistance and hospitality offered by the Japanese National Commission for UNESCO.

In the exchange of persons service, Canada was the recipient of a regional cultural study grant for a musicologist to study in India and a Polish UNESCO fellowship was awarded to a Canadian scholar to pursue Slavonic studies in Poland. As in past years, Canada provided a number of specialists for UNESCO technical assistance missions and accepted candidates from several countries to study in Canada on UNESCO fellowships.

With the assistance of the National Commission, Canadians participated in a number of seminars or meetings held under the auspices of UNESCO or sponsored by the non-governmental organizations having consultative status with UNESCO. The National Commission provided assistance for the development of special programmes in Canada, and collected information for various UNESCO surveys and publications. At the request of UNESCO a Canadian participated in the meeting of experts convened to draft recommendations for the standardization of educational statistics. The recommendations approved by this special meeting were adopted without change at the General Conference.

Canada was represented at a regional meeting of national commissions in the Western hemisphere held in Costa Rica in May and sent observers to the annual meeting of the United States National Commission in Washington in September. Preceding the tenth session of the General Conference, UNESCO convened a meeting of the directors of national cultural relations services, at which Canada was one of the 61 countries in attendance.

In company with many member states which have contributed to the furnishing of the new headquarters, the Canadian Government, at the invitation of the Headquarters Committee, donated the furniture for the Information Service which is situated immediately to the right of the Place de Fontenoy entrance to the Secretariat building.

International Civil Aviation Organization

The International Civil Aviation Organization (ICAO) was established as a Specialized Agency of the United Nations in April 1947. Its general objectives are the development of the principles and techniques of international air navigation and the encouragement of the planning and development of international air transport in such a way as to promote safety, efficiency, economy, and the orderly growth of air services.

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

air transport, legal, joint support of air navigation services, and finance. The Canadian Representative to ICAO is Chairman of the Finance Committee.

During the past few years, ICAO has paid great attention to the problems involved in the introduction of jet aircraft on the world's air routes. Much work in the technical field has been devoted to this subject and during 1958 the Air Transport Committee prepared a study for the guidance of ICAO's 73 member nations on the economic implications of the introduction into service of these aircraft.

Other activities during 1958 included the coming into force of the Rome Convention of 1952 which among other things limits the liability of air carriers for damage done to third parties on the land or sea. Canada is among the countries which has ratified this international agreement drafted by ICAO. The Expanded Technical Assistance Programme (ETAP) under which ICAO maintains training and advisory missions in more than 20 countries also received close attention during 1958.

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

History and Purposes

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

The Fund and Bank were planned for a peaceful world of liberal trade, currency convertibility and advancing economic development, in which increased resources could be devoted to raising standards of living throughout the world. The two organizations were seen as permanent institutions for world-wide co-operation in the fields of currency exchange, international investment, and economic development.

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

The main purposes of the Bank, as described in the Articles of Agreement, are, first, to facilitate the investment of capital for productive purposes; second, to promote private foreign investment by means of guarantees or of participation in loans by private investors; and, third, to make loans when private capital is not available on reasonable terms.

The International Finance Corporation, an affiliate of the Bank designed to promote the growth of productive private enterprise particularly in the less-developed countries, came into being in July 1956.

Membership and Organization

As of December 31, 1958 sixty-eight countries were members of the International Bank and International Monetary Fund. During the preceding twelve months, the membership of both institutions was increased by the admission of Malaya, Morocco, Tunisia, Spain and Libya, while the individual memberships of Egypt and Syria were replaced by that of the United Arab Republic.

The principal authority over each institution is vested in a Board of Governors, and these two boards convene jointly once a year. Each country has the right to appoint a Governor who is in most cases the Minister of Finance. The Governors have delegated many of their powers to Executive Boards of 18 members each. Five Executive Directors on each board are appointed by the countries with the highest quotas in the Fund and the highest subscriptions in the Bank. Other Directors are elected by the remaining members. The staffs of the two institutions are headed by the Managing Director in the Fund and the President in the case of the Bank.

Canadian Representation

The Honourable Donald M. Fleming, Minister of Finance, is Canadian Governor of the Bank and the Fund; Mr. A. F. W. Plumptre, Assistant Deputy Minister, Department of Finance, is the Canadian Alternate Governor of the Bank; Mr. James Elliott Coyne, Governor of the Bank of Canada, is the Canadian Alternate Governor of the Fund. Canada has been represented by a Canadian Executive Director on the Boards of the Fund and Bank from the outset of their activity. At the Seventh Regular Election of Executive Directors, held during the Annual Meeting of the Boards of Governors in 1958, Mr. Louis Rasminsky was re-elected Executive Director for Canada of the Bank and on November 1, 1958 was appointed for a further two year term as Executive Director for Canada of the Fund. Mr. A. B. Hockin is his Alternate in both institutions.

Resources of the Fund and the Bank

The resources of the Fund consist of members' quotas paid in gold and members' currencies, while the greater part of the Bank's resources come from borrowing on the strength of the part of its subscribed share capital not paid in but acting as a guarantee.

As of December 31, 1958, total quotas in the Fund amounted to \$9,193.0 million. Canada's quota was equivalent to U.S. \$300 million, of which \$75 million was paid in gold and the rest in Canadian dollars. This is in accord with Fund regulations which provide that a member shall pay in gold either 25 per cent of its quota, or 10 per cent of its holding of gold and U.S. dollars, depending on which is the smaller figure. The remainder of a member's subscription to the Fund is payable in non-interest-bearing notes in the member's currency. On December 31, 1958 the Fund's holdings of member currencies (including non-negotiable, non-interest-bearing notes) totalled \$6,738.2 million of which \$792.3 million was in U.S. dollars. The Fund's total holdings of gold and convertible currencies amounted to \$2,695.8 million of which \$1,531.6 million was in gold. The largest holding of convertible currencies other than U.S. dollars was in Canadian dollars equivalent to \$210.0 million.

With the admission of the five new members during 1958 and increases in the capital subscriptions of El Salvador, Haiti, Honduras and Paraguay

during the year, the subscribed capital of the International Bank totalled, on December 31, 1958, \$9,521.5 million. Of this amount, Canada's participation was \$325 million. Only 20% of the subscribed share capital is, however, paid up; the remaining 80% can be called only if needed to enable the Bank to meet its own obligations and not for lending. Of the total paid-up capital of the Bank, equivalent to \$1,904.3 million on December 31, 1958, an amount of \$190.4 million equivalent to 2% of the subscribed capital has, in accord with the Articles of Agreement, been paid up in gold or in dollars. The remaining \$1,713.9 million (18% of the subscribed capital) has been paid up in the currencies of the member countries. These currencies can, however, be used by the Bank for its lending operations only with the approval of the members concerned. The United States, Canada, Germany, Venezuela, Costa Rica and El Salvador are the only countries that have to date released without qualification the whole of the 18% part of their original subscriptions, equivalent to \$692 million. Many other countries, however, have made conditional or partial releases or agreed to release their 18 per cent over a period. Canada's release amounting to \$58.5 million has been fully utilized by the Bank in its lending activities.

Planned Increase in the Resources of the Fund and the Bank

During 1958 action was initiated to increase substantially the resources of the Bank and the Fund in order to ensure that these institutions would have the funds necessary to continue functioning effectively in the future. At the recent high level of lending the Bank's unused borrowing capacity, which is particularly influenced by the amount of the U.S. guarantee, might have been exhausted within two or three years. Heavy borrowing by members of the Fund since 1956 had by the latter part of 1958 left this organization with only about \$1.5 billion in gold and convertible currencies uncommitted and available for lending. These considerations prompted a proposal at the 1958 Annual Meetings in New Delhi that the resources of the Fund and the Bank be materially strengthened. This proposal was adopted and the matter was referred to the Executive Boards of the two organizations who submitted specific recommendations to their Boards of Governors at the end of the year.

These recommendations, which were approved by the Governors early in 1959, involved a general increase of 50 per cent in members' quotas in the Fund and of 100 per cent in members' subscriptions to the Bank with special additional increases for Canada, the Federal Republic of Germany and Japan in view of the exceptional economic growth shown by these three countries since the Fund and Bank were established. The recommendations also provide for special increases in the quotas and subscriptions of 24 countries whose present quotas in the Fund do not exceed \$15 million.

Under these proposals, the authorized capital of the Bank will be increased from \$10 billion to \$21 billion, which will leave a margin of unsubscribed capital for admission of new members and for possible subsequent increases in individual subscriptions. Unlike the original subscriptions, of which 2 per cent had to be paid in gold and 18 per cent in interest-free notes in the member's currency, the general increase in subscriptions will be entirely in the form of guarantees and will involve no cash payments to the Bank unless called for the purpose of meeting its obligations. Of the special additional increases of \$100 million, \$390 million and \$166 million in the subscriptions of Canada, Germany and Japan respectively, one half will be payable on the basis of original subscriptions and the other half will

be entirely in the form of a guarantee. Canada's subscription will be raised from \$325 million to \$750 million involving a payment of \$1 million in gold and \$9 million in non-interest bearing notes. The United States guarantee, which has so important a bearing on the Bank's ability to borrow, will rise from \$2,540 million to \$5,715 million.

The proposed general increase in Fund quotas by 50 per cent, together with special additional increases of \$100 million, \$292.5 million and \$125 million for Canada, Germany and Japan respectively would add \$5.1 billion to the Fund's resources bringing total quotas to \$14,307 million. All quota increases would be paid on the original basis of 25 per cent in gold and 75 per cent in members' currencies. The Fund's holdings of gold and U.S. dollars would double from \$2.3 billion on December 31, 1958 to 4.6 billion. Canada's quota would be increased from \$300 million to \$550 million involving a payment of U.S. \$62.5 million in gold and an amount equivalent to U.S. \$187.5 million in non-interest-bearing Government notes. These increases in the Fund's resources are conditional on member countries having 75 per cent of the total of present quotas consenting to the increases in their individual quotas before September 15, 1959 and the increases in the Bank subscriptions are likewise conditional on their acceptance by a large majority.

Fund Activities

The basic premise on which the Fund was established is that orderly exchange arrangements are necessary in a world increasingly dependent on international trade and investment. Standards of fair exchange practice are accordingly set out in the Fund Agreement and the Fund's resources in gold and currencies are used to give temporary assistance to its members. From the inception of its operations on March 1, 1947 until December 31, 1958, the Fund effected transactions equivalent to \$3,224.0 million on behalf of 37 members. Most of these transactions were in U.S. dollars but the Fund also advanced sterling, Deutsche mark, Canadian dollars, Belgian francs and Netherlands guilders to its members. The only drawing of Canadian dollars occurred in September, 1956 when Egypt drew \$15 million. Canada has not had occasion to draw on the Fund's resources. During 1958, a year of relative exchange balance, the total of drawings in the Fund was \$337.9 million compared with record drawings of \$977.1 million in the previous year. Undrawn credits available to members under stand-by arrangements, which allow a member to purchase currencies up to a stated amount within a stated period without further examination of its economic position, amounted to \$911.3 million at the end of 1958.

Members using the Fund's resources are expected to repay the Fund within a period suited to their payments problem, not in excess of three years and, as a general rule, with an outside limit of five years. As of December 31, 1958 \$1,664.4 million of the Fund's total transactions had been repaid.

Without help from the Fund during the past few years some members would probably have felt obliged to resort to more stringent restrictions and discrimination. The availability of Fund resources should encourage members to rely more on financial policy and less on direct controls as instruments for maintaining international and domestic equilibrium, and, as their payments position improves, to move more rapidly than they otherwise would towards relaxation of restrictions and discrimination.

Many countries still make use of exchange restrictions and discrimination, particularly against the dollar. Members that continue exchange restrictions and discrimination have an obligation to consult with the Fund and since 1952 the Fund has been almost constantly engaged in such consultations. These consultations are held primarily to ascertain whether the balance of payments position and prospects of these countries is such as to justify the continued maintenance of exchange restrictions. The consultations also provide opportunities for discussion of the economic and financial problems which have given rise to restrictive and discriminatory practices (including bilateral arrangements), and of the possibilities for the elimination or reduction of these practices. Of the 68 members of the Fund, 57 operate under the "transitional period" arrangements and have an obligation to consult under Article XIV. The Fund is continuing its endeavours to help in the elimination of restrictions and much of its effort has been spent on advice and assistance to members that are trying to move toward the re-establishment of a multilateral system of payments.

Towards the close of 1958, a number of European countries, including the United Kingdom, declared non-resident earnings of their currencies to be convertible into any other currency including the dollar. However, the currencies in question have not as yet been declared legally convertible in the sense of Article VIII of the Fund Agreement, and the obligation of these countries to consult with the Fund under Article XIV continues. Nevertheless this move, which was undoubtedly encouraged by the prospect of a substantial increase during 1959 in the Fund's resources, constitutes an important advance toward the objectives of the Fund.

During 1958, 8 countries consulted the Fund about exchange modifications other than changes covered by the Articles XIV consultations. In addition Canada consulted the Fund with regard to the extension of the provisions of its Emergency Gold Mining Assistance through 1959 and 1960, and a 25 per cent increase in the amount of assistance for the years 1958, 1959 and 1960. The Fund continued to give substantial technical assistance to its members during the year, particularly under its Training Programme.

Operations of the Bank

The activity of the Bank may be considered under three headings: the making of loans to meet the foreign exchange cost of reconstruction and development in member countries; the marketing of its own bonds and other obligations in the private capital market on which it relies for the major part of the money which it lends; and technical assistance in the preparation, completion and operation of projects and programmes for reconstruction and development.

In recent years emphasis has shifted from post-war European reconstruction to development loans in many areas of the world, mainly in the under-developed countries. Included in programmes and projects financed by the Bank are general reconstruction and development, electric power, transportation, agriculture, irrigation and flood control and communications. From its inception to December 31, 1958 the Bank has made 219 loans in 49 countries in the aggregate of \$4,250.2 million of which \$3,087.9 million has been disbursed. During the twelve-month period

ending December 31, 1958, 30 loans were made in 17 countries and territories, totalling the equivalent of \$770.0 million. In cases where the government is not the borrower, the member government concerned, its central bank or some comparable agency acceptable to the Bank must, in accordance with the Articles of Agreement, guarantee the loan. During 1958 private investors acquired portions of the Bank's loans amounting to \$98.2 million of which \$7.0 million was by private Canadian interests. This brought total private participation in the Bank's lending operations to \$469.6 million of which \$20.7 million was by Canadian institutions. The Bank's lending interest rate during 1958 varied from 5 5/8% at the beginning of the year to 5 3/8% in May and 5 3/4% at the end of the year.

Borrowing Operations

Since its inception the Bank has sold issues frequently on the United States market and smaller and less frequent issues in Switzerland, Canada, the United Kingdom and the Netherlands, denominated in the currencies of these countries. The Bank has also placed bonds directly with the German Bundesbank. During 1958 bond issues of the Bank, totalling the equivalent of \$400.0 million, were sold in the United States (partly to non-U.S. investors), and the equivalent of \$262.6 million was placed directly with purchasers outside the United States. There was a net increase of \$665.0 million in the Bank's funded debt. As of December 31, 1958 the total amount of Bank bonds outstanding was \$1,791.9 million including Canadian dollar bond issues totalling \$35.3 million.

The Bank's total net earnings to date were \$256.7 million and the total reserves were \$382.1 million.

Technical Assistance Activities of the Bank

The Bank has sought to help its members, particularly those with under-developed economies, by giving technical assistance in various forms. In addition to detailed advice in connection with specific loan projects, the Bank's assistance has taken such broader forms as the organization of general survey missions to analyse the economies of member countries, the stationing of resident representatives in member countries to advise and assist their governments on various development problems, participation in the planning and organization of new development banks, and the provision of facilities for training officials from member countries in its Economic Development Institute and under its General Training Programme. During 1958 the Bank continued to be active in new fields such as nuclear power in view of its large and growing investments in electric power projects, and also played an important role as mediator in economic disputes affecting member countries.

The International Finance Corporation

As of December 31, 1958, the IFC comprised 57 member countries, the subscribed capital of which amounted to \$93.7 million. The Canadian representation in the Corporation is *ex officio* the same as the representation in the Bank.

The Corporation seeks to fulfil its purpose of promoting the growth of productive private enterprise by investing its own funds in association

with private capital where this is not available in sufficient quality and on reasonable terms; by acting as a clearing-house in bringing together investment opportunities and private capital, whether foreign or domestic; and by helping to enlist managerial skill and experience where these are not readily available for a project. IFC investments, unlike those of the World Bank, do not carry government guarantees.

During 1958, the Corporation made eight investments in Brazil, Guatemala, Mexico and Pakistan amounting to \$6.8 million; net income during the year was \$2.0 million.

Universal Postal Union

The Universal Postal Union (UPU), one of the oldest and largest of the Specialized Agencies, was founded in Berne in 1874, and now has 98 members.¹ Canada has been a member since 1878. The principal aim of UPU is to organize and improve postal services around the world through international collaboration. Various international agreements entered into between members of the Union have increased the efficiency and speed of postal communications and have promoted uniformity in services and postal rates among them.

The supreme authority of the UPU is the Universal Postal Union Congress, which meets every five years to review the Universal Postal Convention and its many subsidiary instruments. An Executive and Liaison Committee, consisting of 20 members elected by the Congress on a geographical basis, meets annually to ensure continuity of the Union's work between Congresses. In addition, a new Consultative Committee on Postal Studies, also consisting of 20 members, was created at the Ottawa Congress in 1957; its main duty as the name implies, is to collect and provide to member countries information on the most advanced methods of mail handling. Finally, the International Bureau, which is the permanent secretariat of the Union, circulates information among members, conducts enquiries in technical matters, arbitrates disputes between members and acts as a clearing-house for accounts of member nations relating to the international postal services.

Canada was elected by the Ottawa Congress in 1957 to the Executive and Liaison Committee. As host country to that Congress, Canada will also act until the next Congress as the depositary power for the UPU. Its responsibilities include the certification and forwarding of the Acts of the Congress to other member countries, the safekeeping of credentials of the delegates who attended the Congress, the receipt and safekeeping of ratifications, notification to other member countries of the deposit of such ratifications, and the receipt until April 1, 1959 of requests for adherence to the Convention and other Acts of Congress in the case of member states which did not attend the Congress or were not represented at it.

International Telecommunication Union

The International Telecommunication Union (ITU) with Headquarters in Geneva traces its origin to the International Telegraph Convention of

¹The Republic of Guinea requested adherence to the Postal Convention in October 1958. Its admission to UPU will bring the membership to 99.

1865 and the International Radio Telegraph Convention of 1906. The members of these two bodies met simultaneously at Madrid in 1932 and concluded a single International Telecommunication Convention regulating telegraph, telephone and radio services. This Convention established the ITU which was later organized in its present form by the Atlantic City Convention of October 2, 1947. Canada was a party to the 1906 convention signed at Berlin and has been a member of this organization and its successor ever since. The purpose of the ITU is to maintain and extend international co-operation for the improvement and rational use of telecommunications of all kinds and to promote the development and efficient operation of technical facilities.

The supreme authority of the ITU is the Plenipotentiary Conference which normally meets once every five years. The next conference will be held in Geneva in October, 1959. Between conferences the affairs of the Union are managed by the Administrative Council which meets annually. Canada has been one of the 18 member countries on the Council since it was established in 1947. Subordinate to the Council are the Secretariat and three permanent technical organs — the International Frequency Registration Board (IFRB) at Geneva, and two International Consultative Committees, on Telegraph and Telephone (CCITT) and Radio (CCIR) which usually meet every three years.

The Administrative Council met in April and May 1958 and the CCITT held a special Plenary Assembly which was followed in September by a Telegraph and Telephone conference. Canada signed the revised Telegraph Regulations drafted at this conference. The next meeting of the CCIR will be in Los Angeles in April 1959.

These and other meetings have permitted the Union to continue its programme for allocating international telecommunications frequencies in preparation for the Plenipotentiary Conference in 1959. Participation in the Expanded Programme of Technical Assistance (ETAP) also increased during 1958.

World Meteorological Organization

The World Meteorological Organization (WMO) with Headquarters in Geneva developed from the International Meteorological Organization, a voluntary association of international weather services founded in 1878. The convention which established WMO came into force on March 23, 1950 and the Organization became a Specialized Agency of the United Nations on December 20, 1951. The purposes of the organization are to facilitate co-operation among meteorological services; to promote the establishment and maintenance of telecommunication systems for the rapid exchange of weather information; to promote standardization of meteorological observations and to ensure the uniform publication of observations and statistics; to further the application of meteorology in various fields including aviation, shipping and agriculture, and to encourage and assist in co-ordinating the international aspects of research and training in meteorology.

These activities are implemented by a Congress, the supreme organ of the WMO on which the Director of Meteorological Services of each of the 72 member states is represented. The Congress normally meets every four

years and the next session will be in April, 1959. Between sessions the affairs of the organization are managed by the Executive Committee (consisting of 15 directors of meteorological services) on which Canada is represented. There are also seven technical commissions covering the main fields of modern meteorology and six regional associations. Dr. Andrew Thomson, Director of the Canadian Meteorological Services, who has been President of Regional Association IV (North and Central America) resigned in December, 1958 at the conclusion of his third term.

During 1958 the Synoptic Commission met in New Delhi and plans were made for establishing a communications network around the world in the Northern Hemisphere for exchanging weather information. The Executive Committee met in Geneva where much attention was devoted to the development of forecasting procedures for jet aircraft operating at high altitudes. The Executive Committee has also accepted responsibility in the field of Hydrology and was able to give advice to the United Nations on questions of outer space.

The International Geophysical Year (IGY) terminated on December 31, 1958, and all weather services are now completing the transmission of information to the IGY Data Centre in Geneva. The first microcards prepared at the Data Centre have been distributed, showing the world's weather data, a record of both surface and upper air each six hours since the beginning of the IGY in July 1957.

The WMO contribution to the Expanded Technical Assistance Programme (ETAP) includes training schools, scholarships, and advice on the administration of weather services in countries without such facilities. Weather practices and codes are now uniform in almost all countries and WMO Guides published in many languages have contributed greatly to this. Progress in applied meteorology such as upper air forecasting has been advanced by the publication of technical notes by outstanding experts.

The International Atomic Energy Agency

The International Atomic Energy Agency, an inter-governmental organization within the United Nations family, came into existence on July 29, 1957, when its statute had been ratified by twenty-six signatory governments. These included those of Canada, France, the United Kingdom, the United States and the USSR. (The statute was to become effective upon ratification by eighteen signatories, including three of the countries named above). The first proposal for the establishment of this Agency had been made by the President of the United States to the United Nations General Assembly on December 8, 1953, and was subsequently unanimously endorsed by the General Assembly. Canada served on the various preparatory bodies leading to the formation of the Agency, and, together with France, the United Kingdom, the United States and the USSR, serves on the Board of Governors as one of the countries "most advanced in the technical aspects of atomic energy including the production of source materials."

The first General Conference of the Agency took place at its headquarters in Vienna from October 1-23, 1957. It dealt primarily with the proposals made by the Preparatory Commission that had been set up to prepare for the organization and activities of the Agency during its first year of existence.

The Conference adopted these proposals in substantially their original form; since they were necessarily framed in fairly general terms, it was left to the Board of Governors to work out in greater detail the particular activities which the Agency should undertake during the following year.

Accordingly the Board met at frequent intervals during the closing months of 1957 and throughout 1958, devoting itself primarily to the elaboration of the Agency's programme for 1958 and to the preparation of recommendations on the programme and budget for 1959. These were then presented to the second General Conference, held in Vienna from September 22 to October 4, 1958.

Despite the fact that it had been established only since the middle of the previous year, the Agency made notable progress during 1958 in organizing itself on a sound basis and in carrying out its initial programmes. A competent international secretariat has been built up at the Agency's headquarters, along the lines recommended by the Preparatory Commission; relationship agreements have been negotiated with the United Nations and the Specialized Agencies most interested in the Agency's work; a fellowship programme has been initiated and technical assistance missions sent to a number of less-developed areas. The Agency has also begun its technical information activities, has prepared a manual on the safe-handling of radio-isotopes, has established expert panels on radiation protection and on the safe disposal of radio-active wastes, and has begun a programme of scientific conferences. Finally, the Agency has begun negotiations for the conclusion of supply agreements with member states that have offered it fissionable materials and has, under Article XI of its statute, assisted Japan to obtain source material for a research project.

Canada has given substantial financial support to the Agency, in fulfilment of the Government's view that it gives every promise of becoming a valuable and constructive institution, deserving the support of all countries hoping to see the benefits to be derived from the peaceful applications of atomic energy become rapidly and widely available.

In addition, Canada has offered to the Agency, free of charge, the source material required for the research project mentioned above. This gift was offered in order to help the Agency initiate its activities in the supply of materials and to provide it with the additional revenues which it will derive by reselling this material to Japan.

During 1959 the activities of the Board of Governors will include the preparation of a detailed and comprehensive programme and budget for the Agency's third year of activity. It will be submitted for consideration and approval to the third General Conference in Vienna in October, 1959.

World Health Organization

The World Health Organization (WHO), one of the largest of the Specialized Agencies of the United Nations, was established as a permanent

body in 1948. The first World Health Assembly met in Geneva in June of that year and took as its objective "the attainment by all peoples of the highest possible level of health". Canada played an important part in the preparatory meetings leading to the creation of WHO, and became one of its first members. A Canadian, Dr. Brock Chisholm, former Deputy Minister of National Health, became the first Director-General, a post which he held until 1953.

The main organs of WHO are: the annual World Health Assembly, which is the Organization's legislative body; the Executive Board, which meets semi-annually and is composed of 18 persons designated by elected member states for their competence in the field of health; and the Secretariat, headed by Dr. M. G. Candau, the Director-General, which implements the Assembly's decisions. In May, 1958, the eleventh World Health Assembly took formal recognition of the agreement signed by the President of the tenth World Health Assembly whereby Dr. Candau would continue in office for an additional period of two years beyond his five-year contract.

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

WHO continued to give special priority to the world-wide eradication on malaria, in view of the growing resistance of the mosquito to all insecticides which are in current use. It is estimated that, in 1958, government expenditures in the field of malaria eradication were about \$57 million. The World Health Organization's Malaria Fund was established in 1955 by WHO for research and to provide equipment, supplies and services in the eradication campaign. By January 14, 1959, the Fund had raised approximately 8.2 million dollars from fifteen countries. It is estimated that WHO will need some \$50 million over a five year period, as its part in the malaria eradication campaign.

The year 1958 was marked by a special commemorative session of the World Health Assembly in Minneapolis on the tenth anniversary of WHO. The Assembly heard messages from President Eisenhower, Mr. Hammarskjöld, and from leaders in the field of international health. Immediately thereafter, the eleventh World Health Assembly was convened. It lasted from May 28 to June 13, 1958, and was attended by delegates from eighty-five member and associate member states. The Canadian Delegation was headed by Dr. G. D. W. Cameron, Deputy Minister of National Health. The Director-General reported that, as in preceding years, a considerable part of WHO's resources had been devoted to the attack on communicable diseases, which remained one of the most serious challenges to the organiza-

tion. The outstanding development in 1957 had been the launching of the campaigns for the eradication of malaria. The Director-General also referred to the growing emphasis in WHO's work on the co-ordination of research. He mentioned as examples studies being carried out on the control of tuberculosis, on the epidemiology of leprosy, on sylvatic plague, on rabies and on brucellosis. One of the most pressing immediate needs continued to be the strengthening of national health services, especially the development of training facilities. During 1957, over one hundred international teaching personnel had been provided and over one thousand fellowships awarded.

Several delegates reported on the satisfactory progress which had been made in combating tuberculosis and leprosy. In Africa in particular, where there were some two million persons affected with leprosy, it seemed likely that in the near future all cases would be under regular treatment. In the same region, where some twenty million people were affected by yaws, thirteen million of the population in endemic areas had been examined and more than seven million treated. It was possible that yaws could be eradicated in Africa in the near future. It was reported that since 1954 no cases of smallpox had occurred in North America, Mexico, Central America or the Caribbean, and that there was a considerable reduction in incidence in South America. There was considerable discussion of the need to provide adequate training facilities for physicians, nurses and auxiliary health personnel, which continued to be one of the chief problems facing public health administrations, particularly in the less well-developed countries.

The eleventh Assembly adopted unanimously (for the first time in WHO's history) an effective working budget for 1959 of \$14.3 million. It called for a study of the possibility of eradicating smallpox and considered the role which WHO should play in the fields of atomic energy research and cancer research.

The Assembly adopted a sixteen-power resolution (co-sponsored by Canada) which emphasized the importance of avoiding duplication, in the field of the peaceful uses of atomic energy, of the activities of the International Atomic Energy Agency, the United Nations Scientific Committee on the Effects of Atomic Radiation, and other Specialized Agencies, as well as competent non-governmental organizations. It encouraged the Director-General to expedite negotiations with the IAEA for a draft agreement of co-operation and requested the Executive Board to establish a committee to be available for consultation by the Director-General for further negotiations with the IAEA.

Part of WHO's work is administered through its six regional committees, each dealing with the health problems of its own geographical region. By special arrangement these responsibilities in the American region are delegated to the Pan-American Health Organization (PAHO), which, under the name of the Pan-American Sanitary Organization, was originally established in 1902. The fifteenth Pan-American Sanitary Conference (which performed the functions of the WHO Regional Committee for the Americas) was held in San Juan, Puerto Rico, from September 21 to October 3, 1958. It was attended by delegates from the 21 member states of PAHO and by an

Official Observer from Canada. As at the eleventh World Health Assembly, priority was given to the Malaria Eradication Programme and its implementation in the Western Hemisphere.

Canada contributed U.S. \$441,486 to WHO's 1959 budget. Canada's three-year term on the eighteen-member Executive Board of WHO will expire in 1959. During the past year the Canadian member of the Executive Board, Dr. P. E. Moore of the Department of National Health and Welfare, was elected Chairman.

V

DEPENDENT TERRITORIES

Introduction

Under its Charter, the United Nations has assumed certain obligations and responsibilities in regard to dependent territories. These obligations and responsibilities differ as between trust territories and non-self-governing or colonial territories. The international trusteeship system as set forth in chapter XII of the charter is intended to apply to three types of territories: territories which were held under mandate when the United Nations was established; territories which might have been detached from enemy states as a result of the Second World War; and territories which the states responsible for their administration might voluntarily place under the trusteeship system. The most important objective of the system is the attainment of self-government or independence by the inhabitants of the territories through promotion of their political, economic, social and educational advancement.

In 1946, eleven trust territories were placed under individual trusteeship agreements. These territories were Tanganyika, the Cameroons and Togoland, under United Kingdom administration; the Cameroons and Togoland, under French administration; Ruanda-Urundi, under Belgian administration; Somaliland, under Italian administration; West Samoa, under New Zealand administration; New Guinea and Nauru, under Australian administration (the latter territory is administered by Australia on behalf also of the United Kingdom and New Zealand); and finally, the trust territory of the Pacific Islands, under United States administration. In 1957 Togoland, under United Kingdom administration, became an integral part of the new independent state of Ghana, after a plebiscite under United Nations supervision had shown that this was the desire of the inhabitants of the territory. A similar plebiscite held in French Togoland in April 1958 confirmed that territory's desire to attain its full independence.

The Trusteeship Council established under Chapter XII of the Charter supervises the administration of the trust territories on behalf on the United Nations. It receives and considers annual reports from the administering authorities, examines petitions and hears petitioners from the trust territories, and sends periodic visiting missions to the different territories under its charge. In 1958 a mission visited the three trust territories in East Africa — Somaliland, Tanganyika and Ruandi-Urundi — and during the thirteenth session of the Assembly a second mission visited the two trust territories of the Cameroons.

United Nations responsibilities for non-self-governing territories are, as set forth in Chapter XI of the Charter, of a much lesser degree. Members of the United Nations which are responsible for territories whose peoples are not yet fully self-governing have accepted "as a sacred trust" the obligation to promote to the utmost the well-being of their inhabitants. Under Article 73 (e) of the Charter the administering authorities transmit regularly to the Secretary-General *for information purposes*, and subject to limitations

required by security and constitutional considerations statistical and other information relating to the economic, social and educational conditions in the dependent territories for which they are responsible.

In 1949 the General Assembly established on an *ad hoc* basis a Committee on Information from non-self-governing territories, to examine the information submitted in the above-mentioned reports. This Committee is composed of ten members administering non-self-governing territories (except Belgium, which has declined to participate) and seven non-administering members elected for three-year terms. The life of this Committee has been renewed successively for three-year periods and at the thirteenth session its term was renewed until December 31, 1961.

The reports of the Trusteeship Council and of the Committee on Information are considered in detail by the Fourth Committee during the regular sessions of the General Assembly (Agenda items 13 and 36). The Committee, as the need arises, also gives separate and particular attention to special items in respect of dependent territories. At its thirteenth session, for example, the Committee considered the future international status of South-West Africa (agenda item 39), the future of French Togoland (agenda item 40) and the question of the frontier between Ethiopia and Italian Somaliland (agenda item 41) as separate items on its agenda. These and other questions are treated in more detail in the following sections of this Chapter.

Trust Territories

During the period under review the Trusteeship Council held four sessions: its regular 21st and 22nd sessions (30 January to 26 March 1958 and 9 June to 1 August 1958); and two special sessions in October 1958, the eighth to consider the future of French Togoland and the ninth to give special instructions to the periodic Visiting Mission to the French Cameroons. The Council's standing committees also met to consider petitions, to report on rural economic development and to consider the question of administrative unions, with respect to trust territories.

At its two regular sessions the Council received and considered annual reports for 1956 and 1957 from administering members on the administration of the trust territories for which they were responsible. It also considered the reports of its periodic Visiting Mission to the three trust territories in East Africa. The Council arranged to send a Visiting Mission (comprising members from India, Haiti, New Zealand and United States) to the trust territories of the Cameroons under French and under United Kingdom administration. This Mission was especially charged to report to the Council on the best method of consulting the peoples of the territories to ascertain their desires regarding their future status when they become independent in 1960. The Council arranged to send a periodic Mission (comprising members from Belgium, Burma, China and Italy) to visit the Pacific Islands—Nauru, New Guinea under Australian administration and the Pacific Islands under United States administration. A special Mission (consisting of members from France, India, United Kingdom, United States) was also sent to Western Samoa to study and report on the final steps which it would be necessary to take before that territory attained its autonomy.

The Council also considered offers by member states of fellowships and scholarships for the inhabitants of trust territories, economic aid for Somaliland under Italian administration, the possible effects of the European Common Market on the development of certain trust territories, and the revision of the Council's questionnaire relating to trust territories.

The year 1958 was a memorable one in the annals of the Trusteeship Council, since it foreshadowed the early abrogation of five trusteeship agreements and the attainment of self-government or independence for the five territories in question. The two trust territories of the Cameroons, Somaliland under Italian administration and Togoland under French administration are all expected to attain their independence in 1960; Western Samoa under New Zealand administration is also considered by the administering authorities to be ready for early self-government or autonomy. By the end of 1960 six of the eleven original trust territories will therefore have progressed from dependence to full nationhood, leaving only two African territories (Tanganyika and Ruanda Urundi) and three Pacific territories still under United Nations trusteeship. France, one of the principal administering authorities, will then relinquish its responsibilities and will sit on the Trusteeship Council only in its capacity as a permanent member of the Security Council.

The announcement to the General Assembly of this considerable achievement in a most important branch of United Nations activities was the occasion of well-merited congratulations both to the Council and to the United Kingdom, France and New Zealand on the felicitous manner in which they had discharged their duties and the happy result which had been achieved.

The membership of the Council for 1958 was Australia, Belgium, France, Italy, New Zealand, United Kingdom and United States (administering members); China, USSR (permanent members of the Security Council); and Burma, Guatemala, Haiti, India and the United Arab Republic.

Trust Territories of the Cameroons

During the thirteenth session of the General Assembly the Fourth Committee, under the general item of the report of the Trusteeship Council (agenda item 13), made a separate and detailed examination of the situation in the two trust territories of the Cameroons under United Kingdom and French administration. At the twelfth session in 1957 there had been deep concern regarding alleged unrest and political agitation in certain areas of the French Cameroons and in resolution 1211 (XII) the hope was expressed that it would be possible to achieve conditions conducive to the early restoration of a normal situation in the territory and to the furtherance of democratic progress and political activities.

Early in the thirteenth session the Representative of France announced that his Government and the Government of the French Cameroons had agreed that that territory should attain its full independence on January 1, 1960. The Legislative Assembly of the Cameroons had also adopted a resolution reaffirming the will of the people of the French Cameroons to achieve full national independence and their desire to be unified with the people in the adjoining trust territory of the British Cameroons.

The situation in the British Cameroons was more complicated, since, under the trusteeship agreement for that territory, it is administered by the United Kingdom as an integral part of Nigeria. Nigeria is expected to attain full independence on October 1, 1960 and at that time the trusteeship agreement for the British Cameroons will have to be abrogated. The peoples of the southern area of the British Cameroons are faced with two alternatives—either unification with the French Cameroons, or integration, with full regional status, with the independent state of Nigeria. The people of the northern area of the Cameroons are, to all intents and purposes, already

integrated with northern Nigeria and it is not expected that they will wish to change this status.

The Fourth Committee, in discussing the future of the two trust territories, was of the opinion that no final decision should be taken regarding the territories' future status without their inhabitants being given an opportunity to express their desires. With this in mind, the periodic Visiting Mission which visited the territories in November 1959 was instructed to report to the Trusteeship Council on its return on what form such consultation might appropriately take.

General elections under universal direct and secret suffrage had been held in the French Cameroons in 1955, and the French and the present Cameroonian Government saw no reason why the Legislative Assembly of that region should be renewed. General elections were to be held in the British Cameroons in mid-January 1959. The United Kingdom, as the administering power, felt strongly that no undue pressure should be put on the people of that territory to take a decision regarding their future status until their newly-elected Legislative Assembly had had ample opportunity to weigh the advantages and disadvantages of integration with Nigeria or unification with the French Cameroons, or even, for the time being, of a modified type of trusteeship agreement.

In order not to prejudge any recommendations which the periodic Visiting Mission might make, the Fourth Committee did not take substantive decisions on the issue of whether or not to hold plebiscites under United Nations supervision in the territories, but recommended to the Assembly that its thirteenth session should be resumed on 20 February 1959 to consider exclusively the question of the future of the two trust territories. The Assembly agreed unanimously to resume its thirteenth session on 20 February 1959 for this purpose.

When the session reconvenes it will have before it the observations and recommendations of the Trusteeship Council at its 23rd session, together with the reports of the Visiting Mission to the Cameroons, and in the light of these reports it will be able to decide on the necessary steps to be taken before the abrogation of the trusteeship agreements for the Cameroons under French or under United Kingdom administration.

Non-Self-Governing Territories

The Committee on Information from Non-Self-Governing Territories has each year examined one particular aspect of the information supplied by the administering members; the Committee's report to the thirteenth session of the General Assembly dealt principally with social conditions in the non-self-governing territories (agenda item 36). The report made reference to such topics as community development, social problems of urbanization, social aspects of rural development, housing policies and race relations. When the report was debated by the Fourth Committee at the thirteenth session of the General Assembly, many delegations drew attention to the discriminatory laws and practices and racial conflict found in certain dependent territories in Africa. This discussion led to the adoption by the General Assembly (by a vote of 79 in favour (including Canada) to 0 against, with 1 abstention), of a resolution urging the administering members to pay "special and constant attention" to the need for abolishing in the non-self-governing territories discriminatory laws based on racial grounds.

The most controversial topic discussed at the thirteenth session relating to information from non-self-governing territories was that dealing with the questions (1) whether the General Assembly was competent to decide which territories are non-self-governing territories under the terms of Chapter XI of the Charter and (2) whether the General Assembly is competent to oblige the administering powers concerned to supply reports on such territories under the terms of Article 73 (e) of the Charter. These questions were also the subject of controversial debate at the eleventh and twelfth sessions, following the admission of Spain and Portugal to the United Nations. Of the powers administering overseas territories, Portugal and Spain, together with Belgium, have not submitted reports to the Committee on Information from Non-Self-Governing Territories. Belgium transmits information on the Belgian Congo only to the United Nations Library. Spain and Portugal do not admit that their overseas territories come under the terms of Chapter XI; they maintain that these territories are constitutionally integral provinces of the metropolitan states. Portugal, which administers the large African territories of Angola and Mozambique, has come under strong attack in the Fourth Committee for its stand. Prior to the thirteenth session, Spain announced that as a courtesy it would transmit reports on the "overseas provinces of Metropolitan Spain" for the enlightenment of the Secretary-General, but not of the Committee on Information.

Approval was sought at the thirteenth session of the General Assembly for a resolution which invited the Secretary-General to prepare a summary of opinions on the principles underlying the enumeration of territories coming under the terms of Chapter XI, and called on the Committee on Information from Non-Self-Governing Territories to study the Secretary-General's summary and to consider the question of transmission of information. In the debate, Canada took the position that the objectives sought by the General Assembly would be best reached through the voluntary co-operation of the powers concerned, and in this belief Canada would be obliged to vote against the proposal. The draft resolution was not put to a vote in plenary. Instead, it was moved and carried that consideration of the question of transmission of information should be postponed to the following session.

The possible effects on the non-self-governing territories from their association with the European Economic Community was also debated at the thirteenth session by the Fourth Committee. This matter was first discussed at the twelfth session when some members had suggested that the European Economic Community was designed to serve the interests of the administering powers at the expense of the dependent territories. A resolution was adopted at that session requesting the Secretary-General to examine the possible effects on some dependent territories of their association with the European Common Market. The Secretary-General's report on this matter to the thirteenth session stated that it had been found "somewhat difficult" to make a general evaluation of the impact of the association of the non-self-governing territories with the European Economic Community. While several possible benefits were seen for the dependent territories associated with the European Common Market, the report stated that it was "uncertain whether all the benefits expected to result [from the association]. . . will be achieved, and whether they might not be counter-balanced by new disadvantages."

This possibility of adverse effects on the dependent territories was emphasized by many speakers in the Fourth Committee's debate. A resolution introduced by Ceylon and co-sponsored by nine members, noted "with

concern" that the administering members had not submitted information on the possible effects of the association of the dependent territories with the European Common Market and again invited the administering members to submit this information; the Secretary-General was requested to submit a further report at the fourteenth session. This resolution was opposed by several members, including Canada, who argued that since the European Common Market was to come into effect only at the beginning of 1959, the administering powers could not reasonably be expected to report on the effects of the association on the dependent territories at the fourteenth session. The resolution was adopted by a vote of 55 votes in favour to 16 against (including Canada) with 7 abstentions.

Debate on the Secretary-General's report on the association of dependent territories with the European Economic Community also led to the adoption of a resolution, sponsored by Brazil, which invited the administering members to examine the advisability of adopting in the non-self-governing territories investment policies which would allow a wider distribution of investment capital and the development of more balanced economies. It was believed that such policies would best contribute to a progressive increase in *per capita* income in the dependent territories.

South West Africa

The territory of South West Africa has been administered by the Union of South Africa since 1920 under a mandate of the League of Nations. In 1946 the Union rejected a request of the General Assembly to place the territory under the United Nations trusteeship system and since 1949 the Government of the Union has refused to provide annual reports on its administration of the territory as it would be required to do under trusteeship arrangements.

In 1950 the General Assembly referred the question of the status of the territory to the International Court of Justice for an advisory opinion. The Court's opinion, which the Union has not accepted, was that South Africa continued to have international obligations for South West Africa under Article 22 of the Covenant of the League of Nations and the Mandate; their supervisory functions were now to be examined by the United Nations, to which annual reports and petitions are to be submitted, that Chapter XII of the Charter of the United Nations provided a means whereby the territory could be brought under the trusteeship agreement but that the Union was not legally obliged to place the territory under trusteeship, and, finally, that the Union acting alone did not have the competence to modify the international status of the territory.

At its twelfth session in 1957 the General Assembly, in an effort to end the deadlock concerning the future international status of the territory and to find a solution acceptable to the United Nations and to the Union, adopted by a large majority resolution 1143 (XII) establishing a Good Offices Committee to discuss with the Government of the Union a basis for agreement which would continue to afford to the territory of South West Africa an international status. Brazil, the United Kingdom and the United States were appointed to serve on the Committee and Sir Charles Noble Arden Clarke of the United Kingdom, former Governor General of the Gold Coast, served as the Committee's Chairman. The Good Offices Committee was invited to go to Pretoria, where it engaged in a series of conversations with Union officials. Although the Union continued in its refusal to contemplate placing

the territory of South West Africa under trusteeship as a result of the conversations, the Good Offices Committee thought that two proposals should be brought to the attention of the Assembly at its thirteenth session for further discussion and consideration. The first proposal was that the Union would be prepared to regard the Governments of France, the United Kingdom and the United States as the three remaining principal allied associated powers and to resurrect the 1920 mandate with those countries acting as legal successors of the League of Nations in the matter. This proposal did not meet with any encouragement from any member of the Assembly. The second proposal was to consider the feasibility of a partition plan for the territory. Such a proposal had first been suggested by the anti-slavery society of the United Kingdom. The Good Offices Committee made no substantive recommendations regarding partition but only suggested that the Assembly might encourage the Government of the Union to carry out an investigation of its practicability.

In the course of the debate it became clear that the Assembly would not even accept the Good Offices Committee's proposal to invite the Union to put forward plans regarding the feasibility of partition. Most members of the Assembly considered that to offer such an invitation would in some way imply endorsement of the concept of partition. The Canadian Representative argued to the contrary that the Committee's proposal was purely a procedural one and that in the interests of the inhabitants of the territory themselves no possible solution should be ignored and every effort should be made to find a way out of the impasse. For that reason Canada was prepared to support a proposal both to continue the Good Offices Committee in office and to invite the Union to investigate the feasibility of partition. In the resolution which the Committee finally approved and which the Assembly adopted by a large majority, the Good Offices Committee was requested to continue its conversations with the Union, but it was specified that the Assembly had decided not to accept the suggestion contained in the Good Offices Committee's report that envisaged partition or annexation of any part of the territory as a basis for solution of the question of South West Africa.

The Assembly also adopted resolutions expressing deep concern at conditions prevailing in the territory and requesting the Union to place the territory under the international trusteeship system as the normal way of modifying its international status. A third resolution decided to postpone until the fourteenth session consideration of legal action that might be taken to ensure the fulfillment of the obligations assumed by the Union in respect of the territory of South West Africa. This postponement was motivated by the belief that until the Good Offices Committee had submitted a further report nothing should be done which might hinder it in its work, or in conversations which it might hold with the Government of the Union.

The Future of Togoland under French Administration

The question of the future of Togoland and the possible abrogation of its Trusteeship Agreement has been before the General Assembly since its eleventh session. At its twelfth session the Assembly adopted resolution 1182 (XII) which Canada co-sponsored with Colombia, Denmark, Ireland and Liberia, and which laid down the procedure to be followed for early attainment of the final objectives of the trusteeship system in respect of French Togoland. The procedure was:

(1) Early elections which would enable the Legislative Assembly of Togoland to be renewed by universal suffrage. These elections, at the invitation of the Government of Togoland, were to be supervised by a Commissioner and a team of United Nations observers;

(2) All powers with the exception of defence, diplomacy and currency were to be transferred to the Government of Togoland;

(3) The new Legislative Assembly of Togoland would express its wishes concerning the new Statute and the termination of the Trusteeship Agreement; and

(4) The Trusteeship Council, as soon as it had been duly informed of the carrying out of the different provisions by the United Nations Commissioner and the administering authority, would report to the General Assembly at its thirteenth session "so as to enable it, if so requested by the new Togoland Legislative Assembly and the administering authority, to reach a decision in the light of the circumstances then prevailing concerning the determination of the Trusteeship Agreement in accordance with Article 76 (b) of the Charter".

The elections referred to in resolution 1182 (XII) took place in the spring of 1958 and resulted in an overwhelming victory for the opposition party led by Sylvanus Olympio, who was well known to the Assembly since he had appeared before the Fourth Committee at several sessions as a petitioner from French Togoland.

In his report (T/1398) the United Nations Commissioner, M. d'Orsinville, informed the Trusteeship Council that in his opinion, despite considerable difficulties in the organization and the actual procedures of election, the general outcome of the elections faithfully reflected the wishes of the people of Togoland in their choice of representatives to the Chamber of Deputies. This was important since it meant that the new Chamber was truly entitled to speak for the people of Togoland. The difficulties which arose in connection with the electoral operations did not interfere with them too seriously and, generally speaking, did not invalidate the results of the voting.

The Trusteeship Council held a special session in the second week of October, 1958 to consider the report of the United Nations Commissioner on the elections held in Togoland in the spring of 1958. During September the new Prime Minister of Togoland, Mr. Sylvanus Olympio, and the French Premier, General Charles de Gaulle, had held a series of conversations in Paris regarding the future of this trust territory. The Council had before it, with M. d'Orsinville's report, a memorandum submitted by the Government of France (T/1410) which set forth the agreements reached by the French and the Togoland Government. After considering these reports the Council unanimously adopted a resolution which *inter alia* took note of Togoland's choice of independence upon the expiration of trusteeship and recommended that the General Assembly take a decision, in agreement with the administering authority, to terminate the trusteeship agreement for Togoland on the attainment in 1960 of independence by the territory.

The General Assembly therefore, when it took up its consideration of the future of Togoland in the Fourth Committee, had little left to do but to congratulate the new Togoland Government and Mr. Olympio on their election and to extend its best wishes to the territory on its forthcoming independence. Members of the Committee were equally warm in their congratulations to the French Government on the way in which it had assisted

the Togolese people in their search for full nationhood. The Committee unanimously adopted a resolution, sponsored by a large majority of its members, including Canada, which was also adopted unanimously by the plenary session of the General Assembly. In the resolution the Assembly noted the agreement reached between the Governments of France and of Togoland, that Togoland would attain independence in 1960; congratulated the United Nations Commissioner, his staff and the administering authorities and the people of Togoland on their achievements; and resolved, in agreement with the administering authority, that on the day which would be agreed to between the Government of France and the Government of Togoland and on which the Republic of Togoland became independent, the trusteeship agreement approved by the General Assembly on 15 December, 1946 would cease to be in force in accordance with Article 76 (b) of the Charter of the United Nations.

The Somaliland-Ethiopia Frontier Question

The trust territory of Somaliland under Italian administration will, under the terms of the trusteeship Agreement, become independent on December 2, 1960. Article I of that agreement provides that the boundaries of the Trust Territory shall be fixed by international agreement.

In its resolution 392 (V) of December 15, 1950, the General Assembly recommended that the boundary should be determined by bilateral negotiations between the administering authority and Ethiopia. Failing such agreement, either party might request mediation under United Nations auspices and, if mediation proved fruitless, the parties were to agree to arbitration. At its eleventh session in 1957, the General Assembly adopted resolution 1068 (XI) which placed on record its view that if negotiations had yielded no substantial results by the twelfth session, the two interested Governments should avail themselves of the procedure recommended in the Assembly's previous resolution. At its twelfth session the General Assembly recommended that an arbitration tribunal be established to delimit the frontiers in accordance with terms of reference which were to be agreed upon between the two Governments with the assistance of an independent person appointed by them.

Although, with the approach of the date set for Somaliland's independence, the frontier question became more urgent in 1958, there was only limited progress to report to the thirteenth session of the General Assembly (Agenda item 41). The Assembly was informed that the members of the arbitration tribunal had been appointed, but that the Italian and Ethiopian Governments had not been able to agree upon the tribunal's terms of reference, nor upon the "independent person" who would assist the two Governments in determining these. None of the five jurists whose names were unanimously adopted a resolution, sponsored by a large majority of its submitted by the Government of Ethiopia were acceptable to the Governments of Italy and Somaliland; Ethiopia, on the other hand, rejected the Italian suggestion that the Secretary-General of the United Nations be requested to act as the "independent person", on the grounds that the United Nations itself was an interested party to the dispute. Alternative draft resolutions proposed in the Fourth Committee were equally unsuccessful. The Committee was thus compelled to report to the General Assembly that it had been unable to make any recommendation regarding the solution of the question.

In its final session, however, after consultation between the governments concerned, the General Assembly adopted unanimously a resolution sponsored by Ireland which urged the parties once again to intensify their efforts to implement resolution 1213 (XII); recommended that the two Governments agree on the choice of an independent person within three months, and that failing such agreement His Majesty the King of Norway be invited to nominate such an independent person; and requested Italy and Ethiopia to report at the fourteenth session on the measures taken by them to give effect to the resolution.

VI

FINANCIAL AND ADMINISTRATIVE

Introduction

It is the responsibility of the General Assembly to review the financial and administrative aspects of the work of the United Nations and to approve the budget. The Assembly discharges this task with the assistance of the Administrative and Budgetary (Fifth) Committee which is a Committee of representatives of all member states. The Fifth Committee is, in turn, assisted by the Advisory Committee on Administrative & Budgetary Questions which is composed of nine members including at least two financial experts of recognized standing. The Advisory Committee is responsible for expert examination of the United Nations' budget and at the beginning of each regular session submits to the Assembly a detailed report on the budget for the next financial year and on the accounts for the last financial year. It also reports on a variety of other administrative financial questions referred to it by the Assembly for comments. On the basis of these reports the Fifth Committee debates the questions at issue and makes recommendations to the General Assembly.

In addition to its responsibility for budgetary review, at the thirteenth session the Fifth Committee dealt with administrative questions in connection with public information, documentation, staff pensions and other personnel matters.

Finance

Examination of the Budgets

At its twelfth session the Assembly approved appropriations for 1958 of \$55.1 million. At the thirteenth session supplementary appropriations of \$6.1 million were approved, bringing total appropriations for 1958 to \$61.1 million (agenda item 43). Since miscellaneous income was estimated at \$3.2 million the net budget was \$57.9 million. Canada's share of this amount was 3.09 per cent or \$1.8 million.

The gross budget for 1959 was set at \$60.8 million and miscellaneous income was estimated at \$5.3 million (agenda item 44). The net budget was therefore \$55.5 million. On the basis of an assessment of 3.11 per cent for 1959 Canada's contribution is \$1.7 million.

As will be seen from the above the gross budget for 1958 exceeded that for 1959 by a small margin due to the very heavy 1958 supplementary appropriations of over \$6 million. Of this amount, \$3.7 million or about 60 per cent was required to meet expenses of the United Nations Observation Group in Lebanon and the activities resulting from decisions taken by the General Assembly at its third emergency session in August, 1958. Several delegations expressed deep concern at the size of the supplementaries for 1958 and urged that steps be taken to keep them to a minimum in future years. Before the end of 1959 there will be an unknown amount required for Supplementary Estimates to meet the cost of items which were unforeseen at the time of approving the main budget estimates.

In discussing the budget estimates for 1959 many delegations, including the Canadian, expressed concern over the rising cost of the Organization's activities, though it was recognized that much of the increase related to measures taken in the interest of peace and security, and other factors only partially amenable to administrative control such as the cost of salaries and services. It was stressed that increased efficiency and economy should be sought through more flexible use of staff, establishment of priorities within the over-all budget and improved procedures for administrative and financial control.

During the thirteenth session the Secretary-General proposed a merger of the activities of the Department of Economic and Social Affairs with those of the Technical Assistance Administration. A number of delegations expressed misgivings that the merger would impair the effectiveness of the United Nations programme of technical assistance which, they considered, was working well and should not be disturbed except for very convincing reasons. Others, including the Canadian Delegation, shared the view of the Secretary-General that the merger was sound in principle and should enhance the value of the technical assistance programme and improve services to member governments. After a lengthy and controversial debate the Fifth Committee agreed by 33 (Canada) to none with 26 abstentions that the Secretary-General should proceed with the merger but requested him to make a progress report to the fourteenth session of the Assembly.

The General Assembly also considered a common system of salaries, allowances and benefits for employees of the United Nations. This question was first brought before the eleventh session, when a system recommended by the Salary Review Committee (SRC) to adjust salaries to take account of differing cost of living indices in cities where United Nations employees are stationed was considered. Decisions taken by the General Assembly since then have not followed the SRC's recommendations completely, and many delegations have felt that the hoped for equivalence in standards of living between posts has not been achieved. At this session, some attempt was made to remedy this in voting salary adjustments. In addition the Secretary-General announced that a committee had been appointed to study the post adjustment system, and would undertake as its first task a comprehensive enquiry into the comparative standards of living of New York and Geneva employees.

The Fifth Committee also considered the amount of the Working Capital Fund and the measures that should be taken to safeguard the Organization's cash position. The primary purpose of the Fund is to finance expenditures pending the receipt of contributions. At the thirteenth session the Secretary-General reported that a combination of mounting arrears, tardy payment of current contributions, growing budgets and increasingly heavy demands for unforeseen and extraordinary expenses threatened to exhaust the Organization's cash reserves by April 1, 1959. To meet the immediate problem he proposed that the Assembly grant him authority to draw on the Special Accounts in his custody (such as UNICEF and EPTA) in case of urgent need. As a longer term solution he recommended an increase in the level of the Working Capital from \$22.0 million to \$30.0 million.

During the debate in the Fifth Committee it was generally agreed that the Organization's cash difficulties were primarily caused by late payment of contributions and by arrears. While the Canadian Delegation recognized the need for a modest increase in the level of the Fund to finance growing expenditures, it was unable to support an increase of the magnitude suggested by the

Secretary-General nor could it agree to the use of Special Accounts in the Secretary-General's custody as a means of temporary financing. It stressed that such measures would only encourage the financial delinquency which was largely responsible for the depleted cash position and, as a result, present difficulties could be expected to recur. To prevent this from happening the Delegation suggested that more severe penalties should be imposed on members who did not pay their contributions promptly.

Despite these views the Fifth Committee authorized the Secretary-General by 47 votes to 11 with 10 abstentions (Canada) to obtain Working Capital by borrowing from the Special Funds and Accounts in his custody at normal current rates of interest. However, the Committee was unable to agree to the \$8 million increase in the level of the Fund which the Secretary-General had proposed. Instead it authorized an increase of \$1.5 million on a vote of 48 (Canada) to 14 with 6 abstentions. The Assembly adopted the Fifth Committee's recommendations by 68 (Canada) to 9 with 1 abstention.

Scale of Assessments

Members of the United Nations are assessed for contributions to the budget on the basis of a scale determined by the General Assembly on the recommendation of the Committee on Contributions and the Fifth (Administrative and Budgetary) Committee.

In its report to the thirteenth session the Contributions Committee recommended a scale for the period 1956-61 which was based on the average national income statistics of member states for 1955-57, and which took into account all the approved United Nations principles of assessment (agenda item 47). The principle that "in normal times the per capita contribution of any member should not exceed the per capita contributions of the member which bears the highest assessment" (i.e. the United States) was adhered to. Since Canada's population has been growing faster than that of the United States its assessment was increased in the recommended scale from 3.09 per cent to 3.11 per cent.

The Committee on Contributions indicated that it continued to experience difficulties in recommending equitable assessments because national income statistics furnished by member states were either inadequate or not comparable. Many representatives speaking in the Fifth Committee stressed the need for more complete data as well as the importance of establishing comparability between statistics provided by countries with free economies and those with centrally planned systems. They noted with approval that a study by experts of the co-ordination of different statistical systems is to be undertaken in 1959.

The Chairman of the Contributions Committee, in his report to the Fifth Committee, stated that on the basis of the data submitted by the U.S.S.R. there should have been a decrease in that country's assessment, since, according to those figures, the rate of economic increase of the Soviet Union was less than the increase rate of some other members. The Committee nevertheless had decided to retain the U.S.S.R. assessment at its 1958 level. Several delegations questioned whether the data supplied correctly reflected the U.S.S.R.'s national income, pointing out that the Committee's decision was difficult to reconcile with statements made by high Soviet authorities in recent years that the rate of economic development in the U.S.S.R. had been much more rapid than in the industrial countries of the West.

While a number of reservations were made by delegations on recommended individual assessments, the scale proposed by the Contributions Committee was widely supported in the Fifth Committee and adopted by the General Assembly by 64 votes in favour (Canada) to none against with 5 abstentions.

At present the statistical and other information on which the Committee on Contributions bases its recommended scale of assessments is not made available to member states. At the thirteenth session a number of delegations expressed the view that access to this information would facilitate consideration of the Committee's recommendations. Other delegations, including the Canadian, while sympathizing with this view, pointed out that the analysis of statistical data was a complicated task requiring scientific training which should be left to the Committee on Contributions, a body of experts appointed by the General Assembly for that specific purpose; that it would not be desirable to transfer the responsibility for the review of statistical data from the expert scrutiny of the Contributions Committee to the Fifth Committee. After considerable discussion the Assembly adopted a resolution by 42 votes to 2 with 20 abstentions (Canada) requesting the Committee on Contributions to consider an arrangement which would enable member states to acquaint themselves with the statistical and other information at the Committee's disposal, and to submit its recommendations to the fourteenth session.

Extra-Budgetary Funds

A number of special programmes, financed outside the regular assessed budget by voluntary contributions have been established by the General Assembly to provide aid to children and refugees and technical and other assistance to member states. Canada's contributions to these programmes for 1957, 1958 and 1959 were as follows:

	1957	1958	1959 ¹
UN Children's Fund (UNICEF)	\$ 650,000	\$ 650,000	\$ 650,000
UN Relief and Works Agency for Palestine Refugees in the Near East (UNRWA)	750,000 ²	2,000,000 ³	2,000,000 ³
UN Refugee Fund (UNREF)	200,000	200,000	290,000
UN Expanded Programme of Technical Assistance (EPTA) ⁴	2,000,000	2,000,000	2,000,000
UN Special Fund ⁵	—	—	2,000,000 ⁴

Following the practice of recent years the thirteenth session of the Assembly held a special pledging conference for announcing contributions to EPTA. At the same conference members announced their contributions to the newly established Special Fund. As at the twelfth session, a separate con-

¹These 1959 contributions are subject to appropriation by Parliament.

²This contribution was for a period of 18 months.

³Includes a special contribution of \$1.5 million for the purchase of wheat flour given to UNRWA.

⁴Contributions stated in U.S. funds.

⁵This Fund was established by the General Assembly at its twelfth session. Administrative and operational machinery for it were approved at the thirteenth session and it is expected to begin operations in 1959.

ference was again convened to announce pledges to the two refugee agencies, UNRWA and UNREF. Though the pledges were insufficient to meet the financial targets for the 1959 programmes of these agencies, the results were a marked improvement over those at the conference held during the twelfth session.

The Assembly also considered the report of the Negotiating Committee for Extra-Budgetary Funds which assists in obtaining pledges of voluntary contributions for these Funds. The Negotiating Committee's report stressed the need for greater financial support for the two refugee programmes and this view was strongly endorsed by representatives speaking in the Fifth Committee.

On the recommendation of the Fifth Committee the General Assembly adopted unanimously a draft resolution co-sponsored by Canada which provided for the convening of an *ad hoc* pledging conference on the two refugee programmes at the fourteenth session, to be scheduled so that no other meetings were held at the same time. In addition the Assembly re-established the Negotiating Committee until the close of the fourteenth session. Ten members states were appointed to the Committee, including Canada.

Administration

Control and Limitation of Documentation

For a number of years the mounting volume of documentation produced by the United Nations has been of growing concern to many member states. At its twelfth session the General Assembly established an *ad hoc* Committee of representatives of nine member states, including Canada, to make recommendations to the thirteenth session on methods of achieving reductions in documentation.

In its report the *ad hoc* Committee pointed out that the degree of control over documentation exercised by the Secretary-General was limited. It was stressed that the predominant part of the documentation produced was governed, in its nature and volume, by the rules of procedure or express directives of the various competent bodies of the General Assembly. In these circumstances the Committee strongly recommended that the United Nations organs examine the control and limitation of their own documentation. In addition it emphasized that the Secretary-General should promptly inform such bodies of the implications, both financial and documentary, of their proposals for reports and studies. It also drew attention to a suggestion by the Advisory Committee that wider use should be made by the Secretariat of the editorial control services.

These and other suggestions and recommendations were submitted to the Fifth Committee in a draft resolution co-sponsored by Canada, Argentina, Pakistan and the United Kingdom (agenda item 51). In the debate the resolution was, in general, broadly supported. However some delegations disagreed with a recommendation that the verbatim records should be edited to eliminate certain extraneous or repetitious material and they submitted an amendment, which was carried with Canada voting against it, that these records

should continue unaltered in all respects. A second amendment of a less substantive nature was also adopted. On the recommendation of the Fifth Committee the amended resolution was adopted unanimously by the Assembly.

Public Information Activities

At its twelfth session the General Assembly requested the Secretary-General to appoint an Expert Committee of six individuals from Egypt, India, U.S.S.R., U.K., U.S.A. and Uruguay to review and appraise the United Nations' public information services and to report, with recommendations, to the thirteenth session. The Expert Committee's Report, together with views of the Secretary-General, was the subject of a very lengthy debate in the Fifth Committee at the thirteenth session of the Assembly (agenda item 55).

The Committee believed that information activities should be concentrated on "immediate targets" such as governmental agencies, persons and organizations concerned with education, influencing public opinion, or providing information, instruction or entertainment. It proposed "a shift of emphasis from mass approach through media of mass communication to the selective approach of public relations."

Some delegations agreed that for compelling budgetary reasons the United Nations could not attempt to reach the peoples of the world directly with mass publicity. To effectively promote an informed understanding of its aims and activities the United Nations necessarily had to work through existing services, institutions and private persons. Other delegations maintained that the "selective approach of public relations" was a radical departure from established policy which might seriously impair the impartiality and objectivity with which information about the United Nations should be presented.

In addition to differences of opinion concerning the soundness of the basic approach advocated in the Experts' Reports there was also disagreement concerning some of the specific recommendations. For instance, some delegations believed that the concept of a free and independent information service was not consistent with recommendations that "special care should be exercised concerning controversial issues before United Nations organs" and that "particular care should be taken to present the information in a manner and form which leads to identification of people with the United Nations and not estrangement."

After an exhaustive discussion in which several resolutions and amendments were proposed the United States and United Kingdom presented a jointly sponsored resolution which requested the Secretary-General to give effect in 1959, to the extent practicable, to those recommendations made by the Expert Committee which in his opinion would achieve certain specified objectives. These included making available objective and factual information to all the peoples of the world, placing greater emphasis on enlisting the cooperation of existing institutions in carrying out information activities and stressing to a greater extent the operations and effectiveness of the United

Nations' Information Centres. This resolution was adopted by the General Assembly.

Geographical Distribution of Staff

Article 101 of the United Nations Charter states that "the paramount consideration in the employment of the staff and in the determination of the conditions of service shall be the necessity of securing the highest standards of efficiency, competence and integrity. Due regard shall be paid to the importance of recruiting the staff on as wide a geographical basis as possible". Each year the Assembly reviews the extent to which the Secretary-General has succeeded in complying with the provisions of this Article calling for "due regard" to the principle of geographical distribution in the recruitment of staff, and examines the current distribution within the professional category of staff to which the principle applies. To assist the Secretary-General in applying the principle member states have informally accepted the percentages in the scale of assessments for the regular budget as a rough guide to the number of posts to which the nationals of any one state should be entitled.

It has been generally recognized that equitable geographical distribution at all levels is desirable if the United Nations Secretariat is to reflect properly the attitudes and points of view of various peoples and cultures. However in making rapid progress towards this end the Secretary-General is restricted by a number of factors. The United Nations has a high proportion of career staff to whom the Secretary-General has both moral and legal commitments; the total number of staff has tended to become fairly stable in recent years; vacancies are few and even when they occur it may be difficult to find suitably qualified candidates from numerically "under-represented" nationalities at the time they are required.

As in previous years the debate on this matter at the thirteenth session of the Assembly (agenda item 53) was lengthy and controversial. Some delegations felt that progress during the preceding year towards a better geographical balance had been disappointing, particularly with respect to top-level posts. Others emphasized the difficulties that made progress in this direction necessarily slow and expressed confidence that the Secretary-General was doing his best to improve the situation. In a resolution which was unanimously adopted, the Assembly recommended that the Secretary-General should continue his efforts to achieve better geographical distribution at all levels, particularly among posts at the top level.

Other Staff Matters — Pensions

The question of staff pensions had been raised at the eleventh session by the Salary Review Committee in its report on salaries, allowances and benefits and was discussed in the Fifth Committee at the twelfth session. The Assembly continued this examination at the thirteenth session.

On the basis of studies which were made during 1958 the Secretary-General presented a number of recommendations on this question in the form of a draft resolution (agenda item 53). After a thorough discussion in the

Fifth Committee, the Assembly unanimously decided to undertake a comprehensive review of the system of pension benefits; to increase pensionable remuneration by 5 per cent; and, pending the outcome of the comprehensive review, to supplement pensions and life annuities by 5 per cent to alleviate hardships. The Secretary-General had recommended a supplement of 10 per cent. However, a number of delegations, including the Canadian, questioned the desirability or necessity of a supplement of this size, particularly since any supplement that was approved might prejudice the outcome of the comprehensive review on pension benefits. Accordingly the Assembly agreed to limit the supplement to 5 per cent.

VII

LEGAL

International Court of Justice

The International Court of Justice was established by the Charter as the principal judicial organ of the United Nations. It replaced the Permanent Court of International Justice, the Court which bore a similar relationship to the League of Nations. Since the Statute of the Court forms a part of the Charter, all members of the United Nations are parties to the Statute. In addition five national entities which are not members of the United Nations (Switzerland, San Marino, Liechtenstein, the Federal Republic of Germany and the Republic of Vietnam) have become parties to the Statute.

The Statute provides that the Court shall consist of fifteen independent judges, elected for nine year terms. They are elected by the General Assembly and the Security Council from a list of nominees submitted by national groups. Although the judges are to be elected "regardless of their nationality", the main forms of civilization and the principal legal systems of the world are to be represented. No elections were held during the thirteenth session of the General Assembly. Elections were held during the twelfth session to replace Mr. John E. Read of Canada, among others, who retired in February of 1958.

The function of the Court is to try cases, generally on the basis of law, in all disputes referred to it by the parties concerned, or in accordance with provisions of the Charter or of special treaties and conventions. As the judicial organ of the United Nations the Court may also give advisory opinions on any legal question referred to it by the General Assembly, the Security Council or, with the consent of the Assembly, the Specialized Agencies.

Cases

During 1958 the International Court had under consideration the following cases:

(1) Portugal v. India (Case concerning right of passage over Indian territory).

On December 22, 1955 Portugal filed an application with the Court concerning a right of passage which it claimed over Indian territory to and from Portuguese enclaves of Dadra and Nagar-Aveli. The Court dismissed certain preliminary objections made by India but postponed consideration of two other Indian objections until such times as it deals with the merits of the dispute. During 1958 the Court issued three orders extending the time limits for the filing of pleadings in this case.

(2) Netherlands v. Sweden (Case concerning the guardianship of infants).

On July 9, 1957 the Netherlands instituted proceedings against Sweden, alleging that certain measures taken by the Swedish authorities to protect an infant of Netherlands nationality residing in Sweden were incompatible

with The Hague Convention of 1902 governing the guardianship of infants. On November 28, 1958 the International Court delivered its judgment in the case. The Court found that there had been no failure to observe the 1902 Convention on the part of Sweden and accordingly rejected the Netherlands contention that the disputed measure was not in conformity with Swedish obligations under the Convention.

(3) Switzerland v. the United States (Interhandel case).

On October 1, 1957 Switzerland filed an application asking the Court to declare that the United States was under an obligation to restore certain assets to Interhandel, a company registered in Switzerland. On June 16, 1958 the United States submitted a number of preliminary objections to the Court's jurisdiction. Public hearings on these objections were held in November 1958 and, in the meantime, proceedings on the merits have been suspended.

(4) (5) (6) Israel v. Bulgaria, the United States v. Bulgaria, the United Kingdom v. Bulgaria (Aerial incident of July 27, 1955).

On October 9, 1957 Israel filed an application instituting proceedings against Bulgaria arising out of the destruction of an Israeli civil airliner in July 1955 by Bulgarian anti-aircraft defence forces. Shortly afterwards the United States and the United Kingdom commenced actions against Bulgaria for damages suffered by their nationals who were passengers in the destroyed aircraft. On December 6, 1958 the Bulgarian Government filed a number of preliminary objections to the Court's jurisdiction in the case begun by Israel. These Bulgarian objections have not yet been ruled upon by the Court.

(7) Belgium v. the Netherlands (Case concerning sovereignty over certain frontier lands).

This action was begun on November 26, 1957 by Special Agreement between Belgium and the Netherlands. The International Court has been requested to determine whether sovereignty over certain areas of frontier land belongs to Belgium or to The Netherlands. Written pleadings are at present being filed with the Court.

(8) Honduras v. Nicaragua (Case concerning the arbitral award made by the King of Spain on December 23, 1906).

On July 1, 1958 Honduras filed an application commencing proceedings against Nicaragua in a case concerning the arbitral award rendered on December 23, 1906 by the King of Spain. The application alleges that the Government of Nicaragua failed to carry out this arbitral award, which defines the frontier between the two countries, and asks the Court to declare that Nicaragua is under an obligation to give effect to the award.

(9) United States v. U.S.S.R. (Case concerning the aerial incident of September 4, 1954).

On August 22, 1958 the United States commenced proceedings against the Soviet Union alleging that Soviet fighter aircraft unlawfully caused the destruction of a Neptune aircraft of the United States Navy over the Sea of Japan on September 4, 1954 and claiming damages for the loss of the aircraft. Since the Soviet Union had filed no declaration with the Court accepting its jurisdiction in this dispute and expressly refused its consent for a hearing of the case, the Court ordered that the case be removed from its list on December 9, 1958.

(10) Belgium v. Spain (Case concerning the Barcelona Traction, Light and Power Company).

On September 23, 1958 Belgium began proceedings against Spain, alleging that the measures under which Barcelona Traction was declared bankrupt in Spain and its property liquidated are contrary to international law and claiming restitution or compensation.

International Law Commission

The International Law Commission held its tenth session at Geneva from April 28 to July 4, 1958. The Commission dealt with the subjects of arbitral procedure and diplomatic intercourse and immunities, both of which were later discussed in the Sixth (Legal) Committee at the thirteenth session of the General Assembly.

Arbitral Procedure

In 1949 the International Law Commission agreed that it would be desirable to codify the Law of arbitral procedure. It produced a draft of 32 articles which represented a considerable advance on existing treaties of arbitration in that it contained provisions designed to prevent any frustration of the agreement to arbitrate. However, at the 1955 session of the Assembly, this draft was criticized by a number of states on the ground that it provided for compulsory resort to the International Court of Justice. These states thought that the draft would make arbitration a jurisdictional procedure whereas traditionally it has been based on the complete autonomy of the parties and their freedom to conduct arbitrations as they see fit. In an attempt to meet these objections the Commission amended the draft and re-submitted it in the form of a model set of rules designed to serve only as a guide to states. (Agenda item 57). At the 1958 session of the Assembly it was soon evident that the draft, even in the form of a model guide, was still unacceptable to those states which objected, in principle, to the vesting of powers in the International Court. Since no general support could be found for adoption of the draft articles the resolution finally adopted by the General Assembly merely notes the Law Commission's Report on Arbitral Procedure and brings the draft articles to the attention of members states for consideration and use, to such extent as they may consider appropriate, in drawing up arbitration agreements. This resolution was adopted by a vote of 46 in favour (including Canada), 17 against, with 11 abstentions.

Diplomatic Intercourse and Immunities

The International Law Commission began work in 1954 on the codification of the international law governing diplomatic intercourse and immunities. In 1958 the Commission produced a final draft of 45 articles which deal with the immunities and privileges of members of permanent diplomatic missions and propose a number of significant changes in the existing law and practice. Since the draft became available for study only a month before the opening of the Assembly's thirteenth session the representatives of many countries, including Canada, considered that a further period of study was needed. Other states argued that the draft as it stood constituted an adequate basis for a convention. Ultimately a compromise resolution was evolved which provides an opportunity for member states to submit comments on the draft articles and places the item on the agenda of the 1959 session of the

General Assembly with a view to the early conclusion of a Convention on Diplomatic Intercourse and Immunities. This resolution was adopted by a vote of 60 in favour, none against, with 9 abstentions (including Canada).

The Law of the Sea

The United Nations Conference on the Law of the Sea, which was held in Geneva from February 24 to April 28, 1958, was one of the most significant legal conferences ever held. Attended by representatives of 86 countries, the Conference adopted four international agreements dealing with almost the entire range of the law of the sea. These were: (1) a Convention on the Territorial Sea and Contiguous Zone; (2) a Convention on the High Seas; (3) a Convention on Fishing and the Conservation of the Living Resources of the High Seas; and (4) a Convention on the Continental Shelf. In addition, the Conference adopted a protocol for the compulsory settlement of disputes arising from the application of these Conventions. The Honourable George Drew, Chairman of the Canadian Delegation to the Conference, signed them on behalf of Canada. The Conventions will come into effect when they have been ratified by at least 22 nations.

The Conference was called by a resolution of the General Assembly on February 21, 1957 (Resolution 1105 (XI))¹. The five main committees of the Conference used as the basis for their deliberations, the 73-article Report of the International Law Commission of the United Nations which constituted a suggested code for almost all aspects of maritime law, drawn up by the Commission after eight years of intensive study.² Although the Conference was unable to come to any agreement on the breadth of the territorial sea and fishery limits, nevertheless, agreement was reached on almost every other major issue dealt with in the Commission's Report.

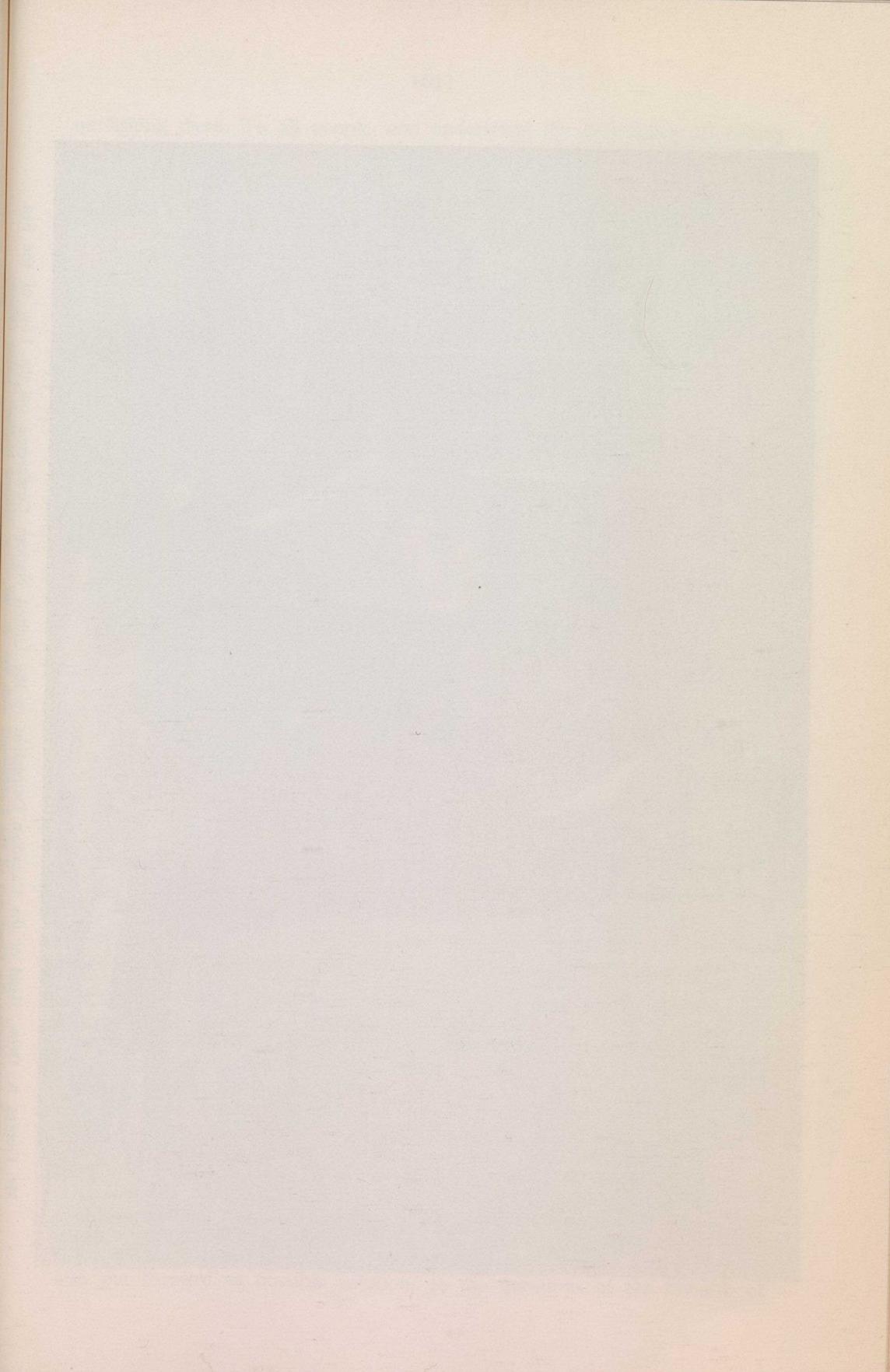
In a statement in the House of Commons on July 25, 1958, the Honourable Alvin Hamilton, Minister of Northern Affairs and National Resources, who was in Geneva for part of the Conference, described as follows the highlights of these Conventions and their significance for Canada:

“The Continental Shelf Convention gives to the coastal state sovereign rights over the exploration and exploitation of the natural resources of the sea-bed and subsoil off its coast out to a depth of 200 meters. It also provides that these rights may be exercised beyond that depth if the exploitation of the resources is a practical possibility. In the long term, this agreement may have consequences of far-reaching importance to Canada in the development of underwater oil and mineral resources. It means, in effect, a very substantial addition to the potential area of Canada's natural resources . . .”

“The second Convention dealt with fishing and the conservation of the living resources of the high seas. The Convention on high seas fishing is the first such general convention regulating high seas fishing and it accords well with Canadian interests. It recognizes the special interest of the coastal state in maintaining the productivity of the living resources of the high seas in areas adjacent to its territorial sea. It also entitles the coastal state to take part on an equal footing in any system of research or regulation for purposes of conservation in that area even though its own nationals may not carry

¹ See *Canada and the United Nations 1956-57*, p. 118, 120.

² See *Canada and the United Nations 1956-57*, p.118.





Mr. George A. Drew, Head of the Canadian Delegation to the United Nations Conference on the Law of the Sea, shown signing the Final Act of the Conference with Dr. W. W. Cox, United Nations Legal Officer.

on fishing there. To all people who understand the importance of fishing to under-developed countries, the significance of the particular article is self-evident. Further, it provides that when conservation measures in the high seas have been adopted by a coastal state, they must be observed by fishermen from other countries. And then finally, under emergency circumstances, coastal states may unilaterally enact the necessary conservation measures on the high seas.

"The third important feature to Canada was the question of straight base lines and bays. To those of us who live in the inland portions of Canada the fact that our coastline is very irregular hardly comes to our attention but in trying to define territorial waters the sinuosity of our coastline is a matter that gives us considerable concern and therefore these regulations in this regard, as drafted and codified by this international law of the sea, are very important to the future of our country.

"In the Convention on the Territorial Sea and the Contiguous Zone, article 4 provides that where the coast is deeply indented the method of drawing straight base-lines from headland to headland may be followed in setting the boundary of the territorial sea rather than following the sinuosities of the coastline. I think the importance of that can be realized . . . This provision, which reflects the 1951 decision in the well-known Anglo-Norwegian fisheries case is of particular interest to Canada because much of our coastline is deeply indented.

"The Conference also adopted a provision recognizing that bays with mouths of 24 miles or less are to be regarded as internal waters. This limitation would not, of course, affect bays along coasts where the baseline system is applicable.

"The fourth Convention deals with the general law of the high seas . . . It provides for the first time a systematic compilation of recognized international law on a number of important matters and seeks to ensure the maximum freedom of the high seas. This applies not only to navigation but to fishing on the high seas, flying over the high seas and such activities as the laying of submarine cables and the building of pipelines under the high seas.

"It was, Mr. Speaker, a very thorough compilation of the existing laws of the sea into a code which we now hope will be ratified by the great majority of the nations of the world."

The Canadian Delegation played an active role in the Conference's discussions leading to the formulation of these Conventions, particularly the Continental Shelf Convention (in fact, it was a Canadian proposal that led to the adoption of a separate agreement on this subject). But perhaps the main Canadian contribution towards the development of a code of international law was the "Canadian proposal". Basically this concept was that there should be a coastal zone of twelve miles in which a state would have the same rights with regard to fishing as it had in its territorial sea. Under the final Canadian plan, a state would be allowed, in addition to a territorial sea of up to six miles, six further miles in which it would have exclusive control over fishing. This proposal affected profoundly the whole course of discussion from the time it was first put forward and in fact became the principal feature of several other plans at the Conference which were also put forward as possible solutions to the questions of the breadth of

the territorial sea and of a coastal state's fishing rights. One of these was the United States proposal which, while it also called for a six-mile territorial sea and a further six-mile contiguous zone, differed from the Canadian proposal in that it provided for recognition, under certain circumstances, of foreign fishing rights in the outer six-mile contiguous zone. Another was a joint eight-power proposal (co-sponsored by Latin-American and African-Asian countries) allowing states to choose their own breadth for the territorial sea between three and twelve miles and providing for the application of the twelve mile exclusive fishing zone where states elected not to extend their territorial sea to twelve miles. These were, in effect, the main formulae for the settlement of these questions from which the Conference had to choose.

The Canadian proposal was the only one to win a simple majority vote in the Committee on Territorial Waters (the vote was 37 in favour to 35 against, with 9 abstentions). In plenary session, however, no proposal on the territorial sea or the contiguous fishing zone was able to obtain the necessary two-thirds majority support. The Canadian proposal received 35 votes in favour to 30 against, with 20 abstentions; the United States proposal received 45 votes in favour, 33 against, with 7 abstentions; and the eight-power proposal received 39 votes in favour, 38 against, with 8 abstentions.

While no Conference decision thus emerged on either the question of the breadth of the territorial sea or the contiguous fishing zone, it would be misleading to look upon this lack of agreement as in any way signifying a "failure" on the part of the Conference to make headway on these problems which unquestionably are among the most difficult issues in the whole range of international law. The inability of two-thirds of the countries represented at the Conference to reach an accord on territorial-sea and fishery limits should not obscure the fact that a very wide measure of agreement was reached on the idea of a separate fishery jurisdiction; the chief point of difference was related only to the *extent* of the fishing rights which would be allowed to states in that zone. In fact, it seems not unlikely that any solution ultimately arrived at by the international community will recognize in one form or another the concept of a contiguous fishing zone.

Another matter on which two-thirds majority agreement was not obtained was the "abstention principle", a matter of considerable importance to all fishing countries. Briefly, the abstention principle provides that, if in any area of the high seas the maximum sustainable yield of any particular stock of fish is being obtained as a result of conservation and regulation by the states engaged in the fishery, then other states not including the coastal state would agree to abstain from that particular fishery. Although the "abstention principle" was not formally adopted by the Conference, it received very prominent mention in debate and, in fact, a declaration recommending its application received the support of a majority of nations at the Conference. Thus the authority of the principle was considerably enhanced.

Canada enjoyed very close relations with the newer nations of the world represented at the Conference, which, as a general rule, do not possess claims to established fisheries rights in distant-waters nor well-developed fisheries in their own off-shore areas, but are looking more and more to the

resources in their own off-shore waters as an important source of food and income. In this connection, Canada's role at the Conference was largely that of a coastal state seeking international recognition of the right of coastal states to achieve economic security through greater control of the fishery resources in their adjacent seas.

When it appeared that the Conference could not reach agreement on any proposal regarding the breadth of the territorial sea and fishery limits, the Conference decided to request the United Nations General Assembly to study at its thirteenth session (1958) "the advisability of convening a second International Conference of Plenipotentiaries for further consideration of the questions left unsettled by the present Conference".

This item was accordingly placed on the agenda of the thirteenth session of the General Assembly. (Agenda item 59). In the Sixth (Legal) Committee, there were three main views put forward regarding the convening of the Conference:

- (a) that, because of the critical nature of the situation in this area of international law, the Conference should be convened at the earliest practicable date in 1959 — preferably February or March. This view was put forward by Canada and Norway;
- (b) that the appropriate date for a new Conference, and one leaving more time for preparation, was July or August 1959. This date was formally put forward in a resolution co-sponsored by the United States, United Kingdom and 9 other countries;
- (c) that agreement could not be reached at a Conference in 1959, and that the question of convening a new Conference should therefore be postponed until the fourteenth session of the General Assembly (or the questions of territorial sea and fishery limits could be dealt with substantively at the fourteenth session if so decided at that time). This approach was proposed by India, Mexico and 5 other Latin-American and African-Asian countries, and was supported by the Soviet bloc.

After a lengthy debate, the Sixth Committee rejected, by an extremely close vote, the Mexican-Indian proposal and then adopted by a vote of 42 in favour (including Canada) 28 against with 9 abstentions, the United States-United Kingdom proposal for a July 1959 Conference. In plenary session, however, a new amendment to the Committee's resolution was put forward by India, Mexico and others, postponing the date for the Conference until March or April 1960. This new amendment, with United States and United Kingdom support, was carried by a vote of 68 in favour, 6 against, (including Canada) with 3 abstentions. The amended resolution in favour of the March-April 1960 date was then carried by an almost unanimous vote (71 in favour, including Canada, none against, with 6 abstentions). Geneva was agreed upon as the venue for the Conference.

Canada voted against the 1960 amendment because we had urged throughout that a Conference should be called as early as possible in 1959

and because of the grave possibility that if a rule of law was not established soon, disorder and further confusion might result which could only be injurious to the international community of nations. However, Canada supported the amended resolution because of our keen desire for a Conference and because the March-April 1960 date appeared to be the earliest one acceptable to the members of the United Nations as a whole.

Appendix I

Agenda of the Thirteenth Session of the General Assembly¹

Plenary Meetings

1. Opening of the session by the Chairman of the delegation of New Zealand (1).
2. Minute of silent prayer or meditation (2).
3. Credentials of representatives to the thirteenth session of the General Assembly (3):
 - (a) Appointment of the Credentials Committee;
 - (b) Report of the Credentials Committee.
4. Election of the President (4).
5. Constitution of the Main Committees and election of officers (5).
6. Election of Vice-Presidents (6).
7. Notification by the Secretary-General under Article 12, paragraph 2, of the Charter (7).
8. Adoption of the agenda (8).
9. Opening of the general debate (9).
10. Report of the Secretary-General on the work of the Organization (10).
11. Report of the Security Council (11).
12. Report of the Economic and Social Council (chapter I, with the exception of section VI, chapters VIII and IX) (12).
13. Election of three non-permanent members of the Security Council (15).
14. Election of six members of the Economic and Social Council (16).
15. Election of three members of the Trusteeship Council (17).
16. Appointment of the members of the Peace Observation Commission (18).
17. Appointment of members of the Disarmament Commission (19).
18. Election of the United Nations High Commissioner for Refugees (20).
19. The situation in Hungary (69).
20. Report of the International Atomic Energy Agency (14).
21. Report of the Secretary-General on the Second United Nations International Conference on the Peaceful Uses of Atomic Energy (66).
22. Admission of New Members - Guinea (73).

First Committee

1. The Korean question: report of the United Nations Commission for the Unification and Rehabilitation of Korea (24).
2. Question of the peaceful use of outer space (60):
 - (a) The banning of the use of cosmic space for military purposes, the elimination of foreign military bases on the territories of other countries and international co-operation in the study of cosmic space;
 - (b) Programme for international co-operation in the field of outer space.
3. Question of Algeria (63).
4. Question of disarmament (64).
5. Question of Cyprus (68).
6. Effects of atomic radiation (25):
 - (a) Report of the United Nations Scientific Committee on the Effects of Atomic Radiation;
 - (b) Report of the Secretary-General on the strengthening and widening of scientific activities in this field.
7. The discontinuance of atomic and hydrogen weapons tests (70).
8. The reduction of the military budgets of the Union of Soviet Socialist Republics, the United States of America, the United Kingdom of Great Britain and Northern Ireland, and France by 10-15 per cent and use of part of the savings so effected for assistance to the under-developed countries (72).

¹As allocated to Committees: The Agenda item numbers are given in brackets.

Special Political Committee

1. Question of amending the United Nations Charter, in accordance with the procedure laid down in Article 108 of the Charter, to increase the number of non-permanent members of the Security Council and the number of votes required for decisions of the Council (21).
2. Question of amending the United Nations Charter, in accordance with the procedure laid down in Article 108 of the Charter, to increase the membership of the Economic and Social Council (22).
3. Question of amending the Statute of the International Court of Justice, in accordance with the procedure laid down in Article 108 of the Charter of the United Nations and Article 69 of the Statute of the Court, with respect to an increase in the number of judges of the International Court of Justice (23).
4. Report of the Economic and Social Council (chapter I, section VI) (12)*.
5. Treatment of people of Indian origin in the Union of South Africa (62):
 - (a) Report of the Government of India;
 - (b) Report of the Government of Pakistan.
6. Question of race conflict in South Africa resulting from the policies of *apartheid* of the Government of the Union of South Africa (67).
7. Report of the Director of the United Nations Relief and Works Agency for Palestine Refugees in the Near East (26).
8. United Nations Emergency Force (65):
 - (a) Progress report on the Force;
 - (b) Summary study of the experience derived from the establishment and operation of the Force.
9. Measures aimed at the implementation and promotion of peaceful and neighbourly relations among States (61).

Second Committee

1. Economic development of under-developed countries (28):
 - (a) Establishment of the Special Fund: reports of the Preparatory Committee for the Special Fund and of the Economic and Social Council;
 - (b) International tax problems: report of the Economic and Social Council.
2. Programmes of technical assistance (29):
 - (a) Report of the Economic and Social Council;
 - (b) Confirmation of the allocation of funds under the Expanded Programme of Technical Assistance;
 - (c) Establishment of an international administrative service.
3. United Nations Korean Reconstruction Agency (27):
 - (a) Report of the Agent General of the Agency;
 - (b) Progress report of the Administrator for Residual Affairs of the Agency.
4. Question of assistance to Libya (30).
5. Report of the Economic and Social Council (chapter I, section VI, chapters II, III, IV and V) (12).

Third Committee

1. Report of the Economic and Social Council (chapters VI and VII) (12).
2. Draft International Covenants on Human Rights (32).
3. Report of the United Nations High Commissioner for Refugees (31).
4. Recommendations concerning international respect for the right of peoples and nations to self-determination (33).
5. Advisory services in the field of human rights: report of the Economic and Social Council (34).
6. Freedom of information: report of the Secretary-General on consultations concerning the draft Convention on Freedom of Information (35).
7. The organization of an international public health and medical research year (71).

*Also referred to the Second Committee under item 5 of the items allocated to that Committee.

Fourth Committee

1. Question of South West Africa (39).
 - (a) Report of the Good Offices Committee on South West Africa;
 - (b) Report of the Committee on South West Africa;
 - (c) Study of legal action to ensure the fulfilment of the obligations assumed by the Mandatory Power under the Mandate for South West Africa: resumed consideration of the special report of the Committee on South West Africa;
 - (d) Election of three members of the Committee on South West Africa.
2. Report of the Trusteeship Council (13).
3. The future of Togoland under French administration: report of the United Nations Commissioner for the Supervision of the Elections and report of the Trusteeship Council thereon (40).
4. Information from Non-Self-Governing Territories transmitted under Article 73e of the Charter: reports of the Secretary-General and of the Committee on Information from Non-Self-Governing Territories (36):
 - (a) Information on Social conditions;
 - (b) Information on other conditions;
 - (c) General questions relating to the transmission and examination of information;
 - (d) Methods of reproducing summaries of information concerning Non-Self-Governing Territories: report of the Secretary-General;
 - (e) Report of the Secretary-General on developments connected with the association of Non-Self-Governing Territories with the European Economic Community;
 - (f) Offers of study and training facilities under resolution 845 (IX) of 22 November 1954: report of the Secretary-General.
5. Question of the renewal of the Committee on Information from Non-Self-Governing Territories: report of the Committee on Information from Non-Self-Governing Territories (37).
6. Election, if required, to fill vacancies in the membership of the Committee on Information from Non-Self-Governing Territories (38).
7. Question of the frontier between the Trust Territory of Somaliland under Italian administration and Ethiopia: reports of the Governments of Ethiopia and of Italy (41).

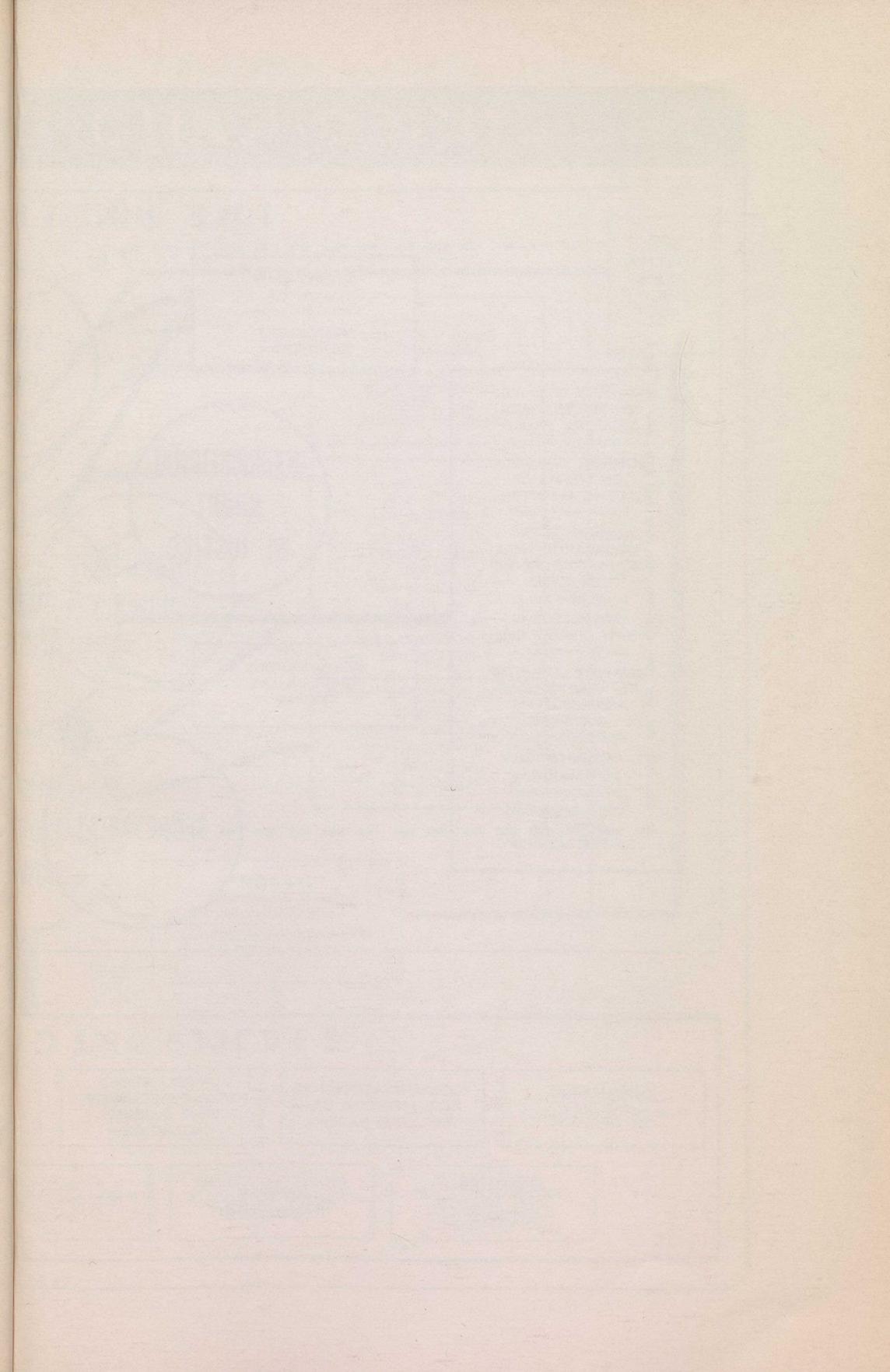
Fifth Committee

1. Financial reports and accounts, and reports of the Board of Auditors (42):
 - (a) United Nations (for the financial year ended 31 December 1957);
 - (b) United Nations Children's Fund (for the financial year ended 31 December 1957);
 - (c) United Nations Relief and Works Agency for Palestine Refugees in the Near East (for the financial period ended 31 December 1957);
 - (d) United Nations Korean Reconstruction Agency (for the financial year ended 30 June 1958);
 - (e) United Nations Refugee Fund (for the financial year ended 31 December 1957).
2. Supplementary estimates for the financial year 1958 (43).
3. Budget estimates for the financial year 1959 (44).
4. Appointments to fill vacancies in the membership of subsidiary bodies of the General Assembly (45).
 - (a) Advisory Committee on Administrative and Budgetary Questions;
 - (b) Committee on Contributions;
 - (c) Board of Auditors;
 - (d) Investment Committee: confirmation of the appointment made by the Secretary-General;
 - (e) United Nations Administrative Tribunal;
 - (f) United Nations Staff Pension Committee.
5. Report of the Negotiating Committee for Extra-Budgetary Funds (46).
6. Scale of assessments for the apportionment of the expenses of the United Nations: report of the Committee on Contributions (47).
7. United Nations Joint Staff Pension Fund: annual report of the United Nations Joint Staff Pension Board (48).

8. Audit reports relating to expenditure by specialized agencies of technical assistance funds allocated from the special account (49).
9. Administrative and budgetary co-ordination between the United Nations and the specialized agencies: report of the Advisory Committee on Administrative and Budgetary Questions (50).
10. Report of the Economic and Social Council (chapter X) (12).
11. Control and limitation of documentation (51):
 - (a) Report of the Committee on the Control and Limitation of Documentation;
 - (b) Report of the Secretary-General.
12. Offer by the Government of Chile of land in Santiago to be used as office site for the United Nations and other international organizations: report of the Secretary-General and observations thereon by the Advisory Committee on Administrative and Budgetary Questions (52).
13. Personnel questions (53):
 - (a) Geographical distribution of the staff of the Secretariat of the United Nations: report of the Secretary-General;
 - (b) Proportion of fixed-term staff;
 - (c) Pensionable remuneration of the staff;
 - (d) Staff Regulations of the United Nations: report of the Secretary-General.
14. United Nations International School and delegation office facilities: reports of the Secretary-General (54).
15. Public information activities of the United Nations: report of the Committee of Experts on United Nations Public Information and comments and recommendations thereon by the Secretary-General (55).
16. United Nations Emergency Force: Cost estimates for the maintenance of the Force (65).

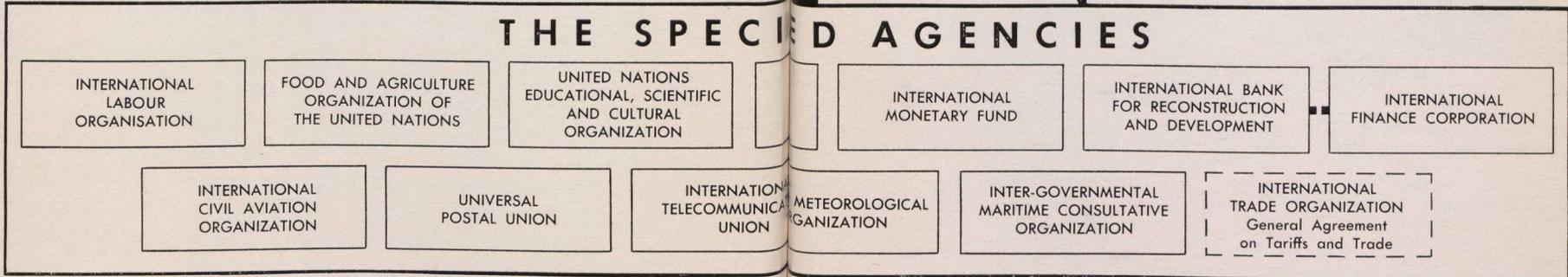
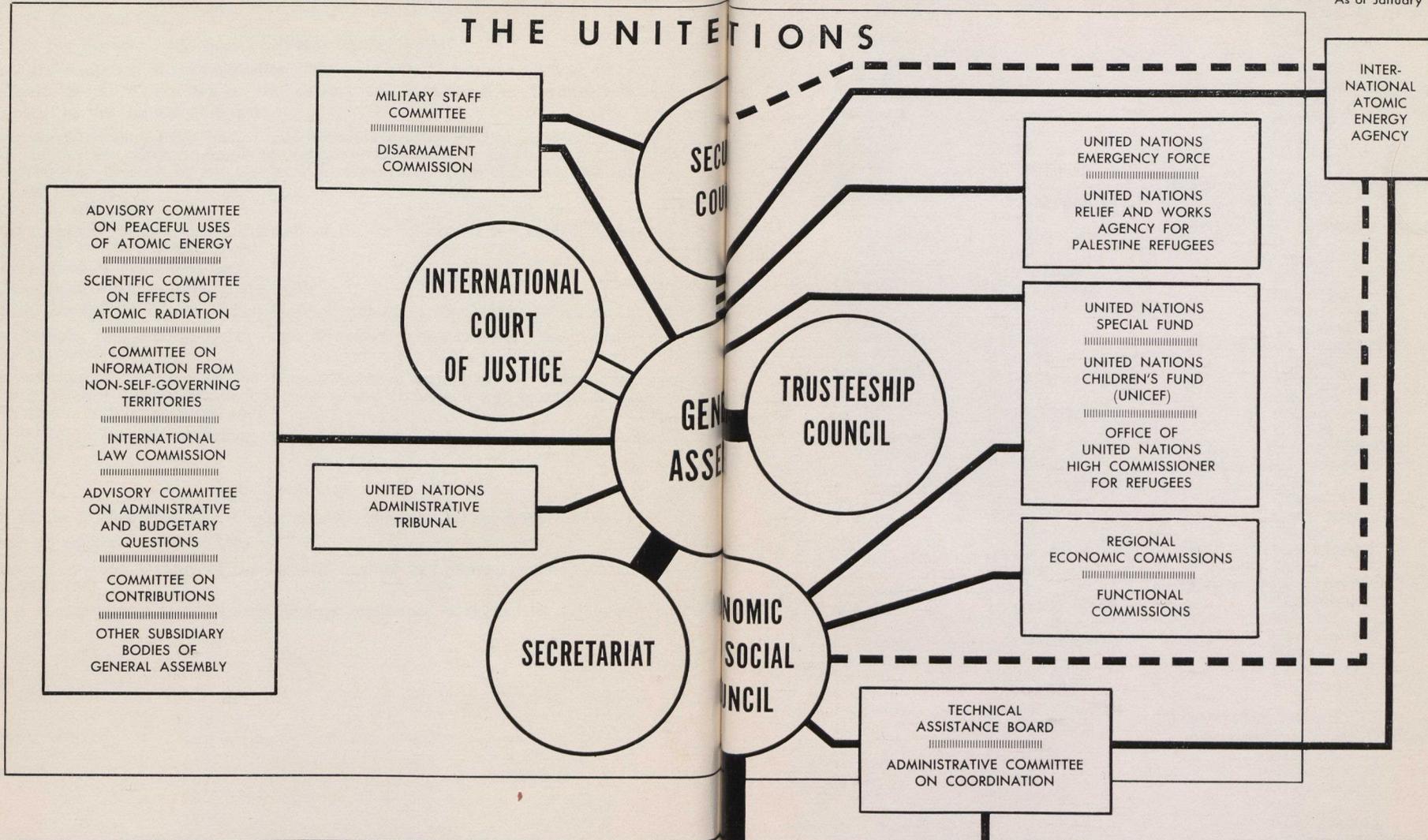
Sixth Committee

1. Report of the International Law Commission on the work of its tenth session (56).
2. Question of arbitral procedure (57).
3. Question of initiating a study of the juridical regime of historical waters, including historic bays (58).
4. Question of convening a second United Nations conference on the law of the sea (59).



THE UNITED NATIONS RELATED AGENCIES

As of January 1959



Appendix II

Membership of the United Nations and other United Nations Bodies at December 31, 1958

United Nations

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

Security Council

Permanent Members

China
France
Union of Soviet Socialist
Republics
United Kingdom
United States

Non-Permanent Members

(2-year term)
Serving until
December 31, 1958:

Colombia
Iraq
Sweden
Serving until
December 31, 1959:
Canada
Japan
Panama
Serving until
December 31, 1960:*
Argentina
Italy
Tunisia

Economic and Social Council (3-year term)

Serving until December 31, 1958:
Brazil
Canada
Greece
Indonesia
United States
Yugoslavia
Serving until December 31, 1959:
Finland
Mexico
Pakistan
Poland
U.S.S.R.
United Kingdom
Serving until December 31, 1960:
Chile
China
Costa Rica
France
Netherlands
Sudan
Serving until December 31, 1961:*
Afghanistan
Bulgaria
New Zealand
Spain
United States
Venezuela

Trusteeship Council

Administering Trust Territories

Australia
Belgium
France
Italy
New Zealand
United Kingdom
United States

Permanent Members of the Security Council not Administering Trust Territories:

China
U.S.S.R.

Elective Members (3-year term):

Serving until December 31, 1959:
Haiti
India
Serving until December 31, 1961:
Burma
Paraguay
United Arab Republic

*Elected at the thirteenth session to serve from January 1, 1959.

International Court of Justice

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

<i>Judge</i>	<i>End of term</i>
Green H. Hackworth, President, of the United States	1961
Abdel Hamid Badawi, Vice-President, of Egypt	1967
Helge Klaestad, of Norway	1961
Muhammad Zafrulla Khan, of Pakistan	1961
Feodor Ivanovich Kozhevnikov, of the U.S.S.R.	1961
E. C. Armand-Ugon, of Uruguay	1961
L. M. Moreno Quintana, of Argentina	1964
José Gustavo Guerrero of El Salvador (deceased)	
Jules Basdevant, of France	1964
Roberto Cordova, of Mexico	1964
Hersch Lauterpacht, of the United Kingdom	1964
Sir Percy C. Spender, of Australia	1967
Wellington Koo, of China	1967
Bohdan Winiarski, of Poland	1967
Jean Spiropoulos, of Greece	1967

Disarmament Commission¹

Membership for 1958

Canada	Czechoslovakia
France	Egypt
U.S.S.R.	India
United Kingdom	Italy
United States	Mexico
Argentina	Norway
Australia	Poland
Belgium	Tunisia
Brazil	Yugoslavia
Burma	

¹This Commission was established on January 11, 1952, by the General Assembly, to function under and report to the Security Council (see "Canada and the United Nations"—1951-52, Appendix V, pp. 157-158). A change in the composition of the Commission took effect January 1, 1958, with the Permanent Membership being expanded by resolution 1150 (XII) of November 19, 1957, of the General Assembly, adding fourteen to the permanent membership for 1958. However, the Soviet Delegation indicated that it would refuse to participate in any work of the Disarmament Commission, either in its expanded or original composition, and neither the Disarmament Commission nor its Subcommittee (the first five members listed above) met in 1958. A resolution passed in the thirteenth session of the General Assembly set up for 1959 a Disarmament Commission of all members of the United Nations on an *ad hoc* basis. (For details see Article on Disarmament, Chapter II).

Appendix III

Principal Meetings of the United Nations and Specialized Agencies during 1958 and Canadian representation at the third emergency special session and the thirteenth regular session of the General Assembly.

General Assembly

Third emergency special session, New York. August 8-21, 1958. Representatives: Chairman of the Delegation: Hon. S. E. Smith, Secretary of State for External Affairs; Mr. C. S. A. Ritchie, Permanent Representative of Canada to the United Nations; Mr. N. A. Robertson, Canadian Ambassador to the United States of America.

Thirteenth regular session, New York. September 16-December 14, 1958. Representatives: Chairman of the Delegation: Hon. S. E. Smith, Secretary of State for External Affairs; Vice-Chairman: Hon. W. J. Browne, M.P., Q.C., Minister without Portfolio; Mr. G. S. Thorvaldson, Senator; Dr. R. P. Vivian, M.D., M.P.; Mr. C. S. A. Ritchie, Permanent Representative of Canada to the United Nations; Alternate Representatives: Mr. H. N. Macquarrie, M.P.; Mr. J. N. Tremblay, M.P.; Mrs. W. T. Hayden; Mr. J. Morin, Q.C.; Mr. J. W. Holmes, Assistant Under-Secretary of State for External Affairs.

Economic and Social Council

Twenty-fifth session, New York, April 15-May 2, 1958.

Twenty-sixth session, Geneva, July 1-31, 1958.

Resumed twenty-sixth session, New York, October 23, December 10 and 11, 1958.

Trusteeship Council

Twenty-first session, New York, January 30-March 26, 1958.

Twenty-second session, New York, June 9-August 1, 1958.

Eighth special session, New York, October 13-17, 1958.

Food and Agriculture Organization

The *Conference* is held every second year and will meet in November 1959

Twenty-ninth session of the Council, Rome, October 27-November 7, 1958

International Atomic Energy Agency

Second General Conference, Vienna, September 22-October 3, 1958

International Bank for Reconstruction and Development, International Monetary Fund, International Finance Corporation
Annual meetings, New Delhi, October 6-10, 1958.

International Civil Aviation Organization
Eleventh session of the Assembly, Montreal May 20-June 2, 1958.

International Labour Organization
Forty-first session of the Conference (Maritime), Geneva, April 28-May 14, 1958.
Forty-second session of the Conference June 3-26, 1958.

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

United Nations Educational, Scientific and Cultural Organization

Tenth session of the General Conference, Paris, November 4-December 5, 1958.

Universal Postal Union

The *Universal Postal Congress* is held every fifth year and will meet in 1962 in Rio de Janeiro.

World Health Organization

Eleventh World Health Assembly, Minneapolis, May 28-June 13, 1958.

World Meteorological Organization

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

Appendix IV

Sessions of the General Assembly

- First Session, Part I, London, January 10 to February 14, 1946.
 First Session, Part II, New York, October 23 to December 16, 1946.
 First Special Session (Palestine) New York, April 28 to May 15, 1947.
 Second Session, New York, September 16 to November 29, 1947.
 Second Special Session (Palestine) New York, April 16 to May 14, 1948.
 Third Session, Part I, Paris, September 21 to December 12, 1948.
 Third Session, Part II, New York, April 5 to May 18, 1949.
 Fourth Session, New York, September 20 to December 10, 1949.
 Fifth Session, New York, September 19 to December 15, 1950.
 Sixth Session, Paris, November 6, 1951 to February 5, 1952.
 Seventh Session, New York, October 14, 1952 to April 23, 1953.
 Resumed Seventh Session, New York, August 17 to August 28, 1953.
 Eighth Session, New York, September 15 to December 9, 1953.
 Ninth Session, New York, September 21 to December 17, 1954.
 Tenth Session, New York, September 20 to December 20, 1955.
 First Emergency Special Session (Middle East) New York, November 1 to 10, 1956.
 Second Emergency Special Session (Hungary) New York, November 4 to 10, 1956.
 Eleventh Session, New York, November 12, 1956 to March 8, 1957.
 Resumed Eleventh Session (Hungary) New York, September 10 to 14, 1957.
 Twelfth Session, New York, September 17 to December 14, 1957.
 Third Emergency Special Session, New York, August 8 to 21 1958.
 Thirteenth Session, New York, September 16 to December 14, 1958.

Appendix V

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

Organization	Administrative Budgets			Canadian Assessments		
	1957	1958	1959	1957	1958	1959
	(Appropriations) (Gross)			Net		
(In Thousands of United States Dollars) ²						
United Nations	53,175	56,843	60,802	1,581	1,601	1,635
FAO	6,800	8,295	8,705	306	339	347
ICAO	3,660	4,001	4,407	133	127	152
ILO	7,717	8,074	8,640	257	269	261
ITU	1,487	2,157	2,638	41	42	41
UNESCO	11,651	12,125	12,828	312	319	377
UPU	407	641	620	13	15	15
WHO	12,910	13,566	14,288	383	426	435
WMO	425	483	498	10	10	11
IAEA	—	4,089	5,225	—	123	155
Totals	98,232	110,274	118,651	3,036	3,271	3,429

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

²Because the budgets of most organizations are expressed in United States dollars, all the amounts in the table are shown in that currency for purposes of comparison.

Appendix VI

Budget Appropriations of the United Nations for the
financial years 1958 and 1959.

Section	Dollars (U.S.)	
	1958	1959
1. Travel of representatives, members of Commissions and Committees.	\$ 665,070	\$ 882,500
2. Special meetings and conferences.....	2,250,000	1,543,500
3. Board of Auditors	53,000	51,000
4. Special Missions and related activities	2,082,900	2,374,600
(a) Expenses arising from General Assembly resolution 1237/ES/III and residual expenses of the United Nations Observation Group in Lebanon		500,000
5. United Nations Field Service	893,600	1,153,800
6. Salaries and Wages	29,200,875	30,802,700
(a) Economic Commission for Africa		500,000
7. Common Staff costs	5,940,150	6,431,500
8. Travel of Staff and of members of administrative bodies	1,548,020	1,530,100
9. Hospitality	20,500	25,000
(a) Payments under Annex I, paras 2 and 3 of the Staff Regulations.....	71,000	70,000
10. Office of the United Nations High Commissioner for Refugees	1,311,925	1,398,000
(a) World Refugee Year		50,000
11. General Expenses	5,065,800	5,330,000
12. Printing, stationary and library supplies	2,169,900	2,127,200
13. Permanent Equipment	511,000	697,220
14. Economic Development	479,400	480,000
15. Social activities	925,000	925,000
16. Human Rights activities	55,000	100,000
17. Public Administration	300,000	500,000
18. Special Expenses	2,649,500	2,649,500
19. International Court of Justice	650,000	680,500

Appendix VII

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

Fiscal Year 1958

	United Nations	FAO	ICAO ¹	ILO	UNESCO	WHO ¹	WMO ¹
United States of America	32.51	33.33	33.33	25.00	31.30	33.33	15.48
U.S.S.R.	13.62	—	—	10.00	13.11	10.89	6.16
United Kingdom	7.62	10.42	9.67	10.24	7.33	7.85	5.80
France	5.56	7.60	7.40	6.14	5.35	5.15	4.17
China	5.01	—	.67	2.04	4.83	4.75 ²	2.90
German Federal Republic	—	6.15	4.53	4.35	3.94	3.45	4.35
Canada	3.09	4.20	4.20	3.56	2.93	2.91	2.45
India	2.90	3.96	2.87	3.35	2.79	2.70	2.90
Italy	2.03	2.78	2.53	2.45	1.95	1.84	2.54
Japan	1.92	2.87	2.33	2.00	1.84	1.70	2.63
Ukrainian S.S.R.	1.80	—	—	1.00	1.74	1.42	1.54
Australia	1.61	2.20	2.40	1.90	1.55	1.53	2.08
Poland	1.52	—	1.67	1.24	1.46	1.24	1.18
Belgium	1.24	1.70	1.53	1.41	1.19	1.13	1.54

Fiscal Year 1959

United States of America.....	32.51	32.51	33.00	25.00	30.74	32.51	15.19
U.S.S.R.	13.62	—	—	10.00	12.88	12.65	6.04
United Kingdom	7.78	10.29	9.47	10.08	7.36	7.08	5.68
France	6.40	7.51	7.27	6.10	6.05	5.18	4.09
China	5.01	—	.67	2.04	4.74	4.67	2.84
German Federal Republic	—	5.60	4.87	4.34	5.04	3.87	4.26
Canada	3.11	4.17	4.13	3.53	2.94	2.88	2.40
India	2.46	3.91	2.87	3.32	2.33	2.69	2.84
Italy	2.25	2.74	2.60	2.42	2.13	1.90	2.49
Japan	2.19	2.59	2.33	2.00	2.07	1.78	2.58
Ukrainian S.S.R.	1.80	—	—	1.00	1.70	1.67	1.51
Australia	1.79	2.17	2.33	1.88	1.69	1.50	2.04
Poland	1.37	2.05	1.73	1.24	1.29	1.41	1.15
Belgium	1.30	1.67	1.53	1.40	1.23	1.15	1.51

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

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

Appendix VIII

United Nations Documents

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

Mimeographed United Nations documents are available to the general public by annual subscription from the United

Nations Secretariat, New York; and to university staffs and students, teachers, libraries and non-governmental organizations from the United Nations Department of Public Information, New York.

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

University of Alberta (English printed documents).

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

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

University of Toronto (English printed and mimeographed documents).

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

McGill University (English printed documents).

Laval University (French printed documents).

Dalhousie University (English printed documents).

University of Montreal (French printed and mimeographed documents).

University of New Brunswick (English printed documents).

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

The United Nations Association in Canada, 237 Queen Street, Ottawa, operates an unofficial United Nations information service. Informational material on the United Nations is sent, free of charge, on request; questions about the United Nations are answered; and pamphlets of general interest are sold. Price lists enumerating the publications available can be obtained on request.

Appendix IX

Publications of the Department of External Affairs

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

1. *Canada and the United Nations 1957*, 105 pp.; *1956-57*, 132 pp.; Queen's Printer, Ottawa, Canada; 50 cents. (Editions for the years 1946, 1947, 1948, 1949, 1950, 1951-52, 1952-53, 1953-54 and 1954-55 are still available from the Queen's Printer at 50 cents each although the English edition for 1946 and the French edition for 1954-55 are out of print.)
2. *Statements and Speeches*
(Obtainable from the Information Division,
Department of External Affairs, Ottawa.)
 - 58/12 The International Situation. Statement by Mr. J. G. Diefenbaker at Toronto, April 16, 1958.
 - 58/14 Canadian Statement at Conference of the Law of the Sea. Statement by Mr. George A. Drew, P.C., Q.C. at Geneva, April 18, 1958.
 - 58/17 Canadian Statement on International Inspection. Statement by Mr. Charles Ritchie in the Security Council, April 29, 1958.
 - 58/30 The International Situation. Statement by Mr. Sidney E. Smith in the House of Commons, July 25, 1958.
 - 58/31 Report on Law of Sea Conference. Statement by Mr. Alvin Hamilton in the House of Commons, July 25, 1958.
 - 58/32 UN Emergency Session on Middle East Crisis. Statement by Mr. Sidney E. Smith in the House of Commons, August 23, 1958.
 - 58/34 International Commodity Problems. Statement by Mr. W. B. Nesbitt at the 26th Session of the United Nations Economic and Social Council, July 15, 1958.
 - 58/35 A comprehensive Approach to Middle East Settlement. Statement by Mr. Sidney E. Smith at the Third Emergency Special Session of the General Assembly of the United Nations, New York, August 19, 1958.
 - 58/37 Tasks Facing UN: Canadian View. Address by Mr. Sidney E. Smith in the General Assembly of the United Nations, New York, September 25, 1958.
 - 58/41 Peacemaking: Fission and Fusion. Statement by Mr. Sidney E. Smith to the Economic Club, New York, October 20, 1958.
 - 58/42 Peacemaking: Fission and Fusion. Statement by Mr. Sidney E. Smith, Second lecture in the Henry Marshall Tory Lectures, at Alberta, Edmonton, October 29, 1958.
 - 58/46 Statement at the Plenary Meeting of GATT. Mr. Gordon Churchill at Geneva, October 17, 1958.
 - 58/47 Disarmament. Statement by Mr. Sidney E. Smith in the First Committee of the United Nations General Assembly, October 20, 1958.
 - 58/48 The New Dimension of Space. Statement by Mr. C. S. A. Ritchie in the First Committee of the thirteenth session of the General Assembly, November 18, 1958.

58/49 Canada and UNESCO. Address by Dr. N. A. M. MacKenzie to the tenth session of the General Conference of UNESCO in Paris, October 8, 1958.

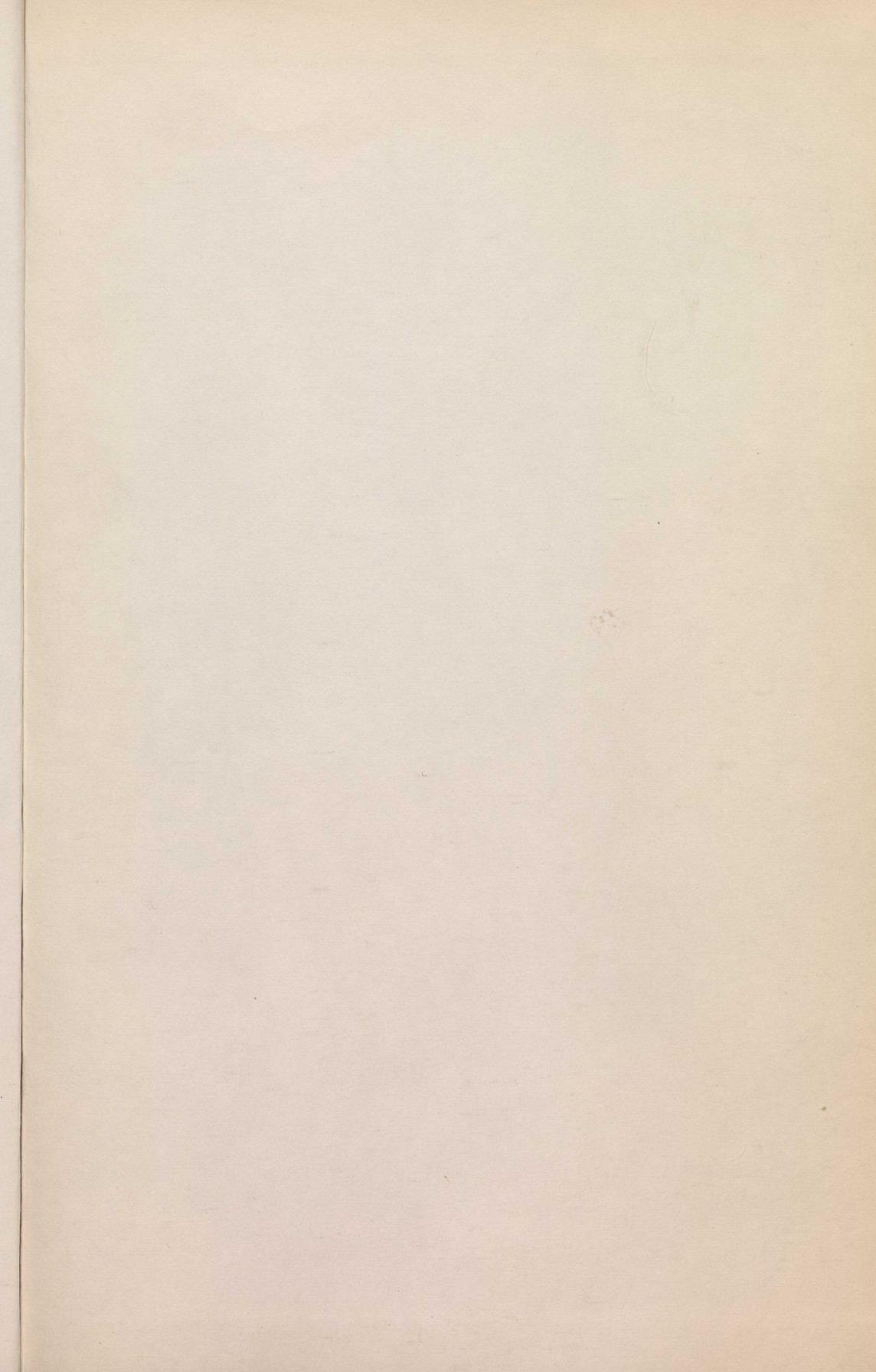
3. *Supplementary Papers*

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

A number of statements made at the General Assembly appear in this series. They deal mostly with specialized subjects, and supplement information found in the Statements and Speeches series.

4. *External Affairs*

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



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