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INTRODUCTION
TO THE
ANNUAL REPORT OF
THE SECRETARY-GENERAL
ON THE
WORK OF THE ORGANIZATION
16 June 1956-15 June 1957

GENERAL ASSEMBLY
OFFICIAL RECORDS : TWELFTH SESSION
SUPPLEMENT No. 1A (A/3594/Add.I)

NEW YORK, 1957

(10 p.)

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NOTE

Symbols of United Nations documents are composed of capital letters combined with figures. Mention of such a symbol indicates a reference to a United Nations document.

Introduction

As in 1956, the review of the role of the United Nations in world affairs, formerly included as an introduction to the annual report of the Secretary-General, is transmitted herewith to the Member Governments as an addendum at a date closer to the opening of the annual session of the General Assembly.

* * *

During the past year, the United Nations was confronted with some of the most difficult situations it has been called upon to meet since 1945.

In the establishment of the United Nations Emergency Force and the clearance of the Suez Canal, the United Nations also assumed responsibilities previously untried by world organization. On another level and in another direction the investigation made by the Special Committee on the Problem of Hungary was a new departure.

The chapters on "Questions concerning the Middle East" and "The Hungarian question" in the twelfth annual report which I submitted last month give an historical account of these important developments up to 15 June 1957. It may now be useful to offer certain observations arising from the experiences of the past year that bear upon the present situation and possible future courses of development.

The Palestine question

As this is written the United Nations Emergency Force is completing its sixth month of deployment on the Egyptian side of the Armistice Demarcation Line with Israel. It has, I believe, been a pre-condition for the maintenance of general quiet in the area of its deployment, just as in earlier months it played an essential part during the withdrawal of foreign troops from Egyptian territory. Indeed, the Commander and members of the Force have fully earned the admiration and gratitude of the United Nations for the manner in which they have served and continue to serve the cause of peace in the Middle East in a pioneering role accompanied by many difficulties and endowed with limited authority. Equally, thanks should be expressed to the States which have supplied the units composing the Force and given it logistical support.

The present situation in the area is, of course, based on the interplay of many influences. The presence of UNEF, incomplete though its present deployment and other arrangements may be, is an important element. However, the policies of Governments and the atmosphere of opinion promoted by Governments underlie and influence most decisively the course of development. In this respect the comparative quiet that has prevailed is a welcome symptom. At the same time there have been few, if any, signs of further progress.

The quiet maintained in recent months helps toward creating a favourable setting for future progress toward

those basic solutions which are so necessary to the security and well-being of all the nations of the area. Now, as always, progress toward such solutions depends primarily upon attitudes and initiatives of the Governments themselves. The United Nations can help by lending its influence, its presence, and the processes of diplomacy which are available to world organization. It can also help by providing an objective judgement of the rights and interests involved.

In the Palestine question the United Nations has two special responsibilities. One of these is in regard to the Armistice Agreements endorsed by the Security Council. The other is the humanitarian responsibility for the Palestine refugees, who have been under United Nations care for nine years now as homeless victims of events outside their control, while the problems of repatriation or resettlement have remained unsolved by the Governments upon whom rests their hope for a life more consonant with human dignity.

To work toward a restoration of the Armistice Agreements, primarily in their spirit but, in consequence, also in their letter, and to give constructive help to the refugees, are obligations of first priority resting upon the Organization and its Member Governments.

There continues to exist, I am convinced, a basic will to peace in the area despite whatever signs there may have been to the contrary. I would be the last to minimize the very great difficulties that lie in the way of steps by Governments which are necessary in order to translate this will to peace into concrete progress toward peaceful solutions. These difficulties must nevertheless be surmounted. The United Nations cannot, and of course should not, attempt to do this alone. The Governments concerned, with whom the power of decision rests, may not be able to do it alone. But the Governments, strengthened by the help available from and within the United Nations, can, and I hope will, decide to lead their peoples step by step upon this road toward a more secure and promising future for them all.

The United Nations Emergency Force

The United Nations Emergency Force is the first of its kind. It was created in a few days under emergency conditions without benefit of precedents. It is a temporary force with a limited mandate and designed to meet a special situation. But the value of such a force in situations like that in the Middle East has, I believe, been fully demonstrated and this value should be preserved for the future.

There is need for careful analysis and study of the 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 force 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.

The indispensable services performed by the UNEF Advisory Committee established by the General Assembly should be noted. In the execution of future mandates of this kind that may be entrusted to the Secretary-General or some other agent of the United Nations I believe that the appointment of such "select committees" composed of representatives of Member States would often be of value and would represent a desirable development in the practices of the Organization.

The Suez Canal

During the past year the United Nations has been concerned with the Suez Canal in two respects. There were the differences over the régime of the Canal which arose after Egypt's nationalization of the Universal Suez Canal Company, some of which are still pending. There was also the responsibility assumed by the United Nations, at the request of the General Assembly and on the invitation of the Government of Egypt, to assist in reopening the Canal after it had been blocked early last November.

Like UNEF, the international clearance operation under the United Nations flag was the first undertaking of its kind attempted by world organization. The vital importance of the Suez Canal to the economies of many nations made this a grave responsibility.

The Canal was reopened to full traffic a little more than three months after the United Nations salvage fleet began its work. This was well ahead of schedule. The cost is estimated at about \$8,600,000.

An account of the operation is given in the chapter on the Middle East in the annual report of the Secretary-General. A special report will be presented to the General Assembly later. I am sure that the Member Governments would wish to join me in paying tribute to all those who collaborated in carrying this task to a successful and speedy conclusion.

Since April, Suez Canal traffic has returned to the normal flow of recent years. However, various questions regarding the régime of the Canal, following nationalization, have still not found solutions which are generally accepted. It should also be noted that the six-year-old question of Israeli shipping remains in dispute.

Members will recall that a number of such questions and doubts concerning the Declaration registered by Egypt with the United Nations as an international instrument were left pending at the conclusion of the Security Council's meetings last spring. The President of the Council then stated that most members had qualified their acquiescence in the Egyptian Declaration as provisional and that, pending concrete steps, the Egyptian Government might wish to take to remove the doubts that had arisen, the Council would remain seized of the question.

Since then, in accordance with the intention expressed in its Declaration, the Government of Egypt has deposited its acceptance of the compulsory jurisdiction of the International Court of Justice in legal disputes arising between the parties to the Constantinople Convention of 1888 in respect of the interpretation or applicability of its provisions. On other questions which arose at the Security Council meetings the Secretary-General has continued his efforts through informal contacts with the parties without as yet being in a position to report further progress.

The Hungarian question

The Hungarian question will come once more before the General Assembly when the Assembly takes up the report of the investigation made by its Special Committee a few days after this communication reaches the hands of the Member Governments. A full account of the United Nations' concern since last October with the Hungarian problem, as well as with relief to the people in Hungary and assistance to Hungarian refugees, has already been transmitted to the Members in my annual report and the detailed findings of the Special Committee on the Problem of Hungary were circulated in its report last June.

In view of the wide interest taken in the constitutional issues that were involved for the United Nations in both the Hungarian and Middle Eastern situations, and the discussions to which they have given rise, it may be useful to review here the manner in which the General Assembly met these constitutional issues.

There was, first, the matter of pronouncing judgement as to the facts and recommending remedial action. In the case of Hungary, just as in the Middle East crisis, there was a difference of opinion between a majority and a minority. In each case, the majority acted in a manner consistent with its interpretation of the applicability of the provisions of the Charter and of the powers granted to the General Assembly by the Charter. In both cases, it should be noted, the majorities were very large.

There was, second, the matter of compliance by the Member States toward whom the Assembly's resolutions were directed. There were varying degrees of compliance at first in the withdrawal of troops from Egyptian territory and eventually full compliance as to withdrawal, though not with respect to some of the other recommendations of the Assembly. In the case of Hungary there was no compliance with the Assembly's political recommendations, a position based from the constitutional side on the minority's view of the applicability of the domestic jurisdiction clause of the Charter. In these circumstances, the question arose as to the means which the General Assembly might use to secure compliance.

The Assembly may recommend, it may investigate, it may pronounce judgement, but it does not have the power to compel compliance with its decisions. Under the Charter, only the Security Council has the power to order the use of force, and then only to maintain or restore international peace and security. In the "Uniting for Peace" resolution, the General Assembly adopted a plan under which it might make appropriate recommendations to Member States "for collective measures, including in the case of a breach of the peace or act of aggression the use of armed force when necessary to maintain or restore international peace and security". Thus, the General Assembly may recommend that Member States give aid, including economic sanctions and military aid, to the victim of an armed attack in the circumstances envisaged under Article 51 of the Charter. In such a case the power of decision on action implementing the recommendations would rest, as it constitutionally must under the Charter, with the respective Member Governments.

At one stage, when there was delay in compliance with the General Assembly's resolutions calling for withdrawal of foreign troops from Egypt, the possibility of recommending sanctions arose but no formal proposal to that effect was presented in the Assembly.

Likewise, in the case of Hungary, when compliance was refused, no delegation formally proposed a recommendation by the General Assembly to the Member States that they apply sanctions or use force to secure the withdrawal of foreign troops. The judgement of the majority of Member States as to the course to pursue in this latter case was, instead, reflected in the General Assembly's resolution of condemnation and decision to order an investigation. Both of these measures were appropriate to the General Assembly's own constitutional authority.

Role of the United Nations

The events of the past year have, I believe, cast a clearer light upon the role of the United Nations in these times. The Charter, read as a whole, does not endow the United Nations with any of the attributes of a super-State or of a body active outside the framework of decisions of Member Governments. The United Nations is, rather, an instrument for negotiation among, and to some extent for, Governments. It is also an instrument added to the time-honoured means of diplomacy for concerting action by Governments in support of the goals of the Charter. This is the role the Organization has played, sometimes successfully, sometimes with disappointing setbacks, throughout its life.

From time to time complaints are heard about the limitations upon the Organization's power. It has even been suggested that, unless these limitations are corrected, the usefulness of the United Nations is so questionable that the main effort of the Governments in the search for peace should be concentrated in other directions.

This view does less than justice to the contributions of the United Nations in its short life. Especially, it fails to take into account that the real limitations upon action by the Organization do not derive from the provisions of the Charter. They result from facts of international life in our age which are not likely to be bypassed by a different approach or surmounted by attempts at merely constitutional reform.

To turn aside from the United Nations now because it cannot be transformed into a world authority enforcing the law upon the nations would be to erase all the steady, though slow and painful, advances that have been made and to close the door to hopes for the future of world society, toward which present efforts and experiences should be at least a modest stepping stone.

We should, rather, recognize the United Nations for what it is—an admittedly imperfect but indispensable instrument of nations in working for a peaceful evolution toward a more just and secure world order. The dynamic forces at work in this stage of human history have made world organization necessary. The balance of these forces has also set the limits within which the power of world organization can develop at each step and beyond which progress, when the balance of forces so permits, will be possible only by processes of organic growth in the system of custom and law prevailing in the society of nations.

These processes of adjustment take time. Systems of alliance, maintained side by side with the United Nations in recognition of the prevailing balance of forces may serve a useful purpose during the period through which we are passing. However, most of us agree that such systems of alliance, like other traditional means of diplomacy and defence of the national interest, are limited in their value as safeguards of the present and future

security and welfare of our countries. Nations and groups of nations will never again be able to live and to arrogate judgement unto themselves in international affairs in ways which once were a matter of course.

The greatest need today is to blunt the edges of conflict among the nations, not to sharpen them. If properly used, the United Nations can serve a diplomacy of reconciliation better than other instruments available to the Member States. All the varied interests and aspirations of the world meet in its precincts upon the common ground of the Charter. Conflicts may persist for long periods without an agreed solution and groups of States may actively defend special and regional interests. Nevertheless, and in spite of temporary developments in the opposite direction under the influence of acute tension, the tendency in the United Nations is to wear away, or break down, differences, thus helping toward solutions which approach the common interest and application of the principles of the Charter.

I believe that the criticism of the system of one vote for one nation, irrespective of size or strength, as constituting an obstacle to arriving at just and representative solutions tends to exaggerate the problem. The General Assembly is not a parliament of elected individual members; it is a diplomatic meeting in which the delegates of Member States represent governmental policies, and these policies are subject to all the influences that would prevail in international life in any case. Smaller nations are not in the habit of banding together against the larger nations whose power to affect international security and well-being is so much greater than their own. Nor do I see justification for talk about the responsible and the irresponsible among the nations. Finally, the two-thirds rule applied to all major decisions in the General Assembly should serve as a reasonable assurance to those who may not fully share the views that have been here expressed.

In this connexion, it is worth recalling that the "Uniting for Peace" resolution, in establishing a procedure intended to safeguard the application of the relevant provisions of the Charter—Articles 10, 11, 12 and 51—in support of the maintenance of peace, did not constitutionally transfer to the General Assembly any of the enforcement powers reserved to the Security Council by the Charter. Enforcement action by the United Nations under Chapter VII continues to be reserved to the Security Council. The relative role and significance of the Assembly and the Council, in practice, reflect general political conditions playing within the constitutional framework which, thus, was maintained in line with the basic concepts of the Charter.

With its increase in membership, the United Nations more fully mirrors the realities of the present world situation than ever before, although necessarily the picture given in the debates and votes in the United Nations can be truly evaluated only after a careful analysis. The United Nations reflects, but is in no sense a cause of, the renaissance of Asia. The awakening of Africa, and the other great changes that are under way in the balance of power and relationships of the peoples are likewise part of the dynamics of history itself. As always, they bring with them many grave problems of adjustment. These all too easily may become the occasion for arousing passion, fear and hatred, and lead in turn to violent upheavals and to the ultimate disaster of war in this atomic age.

The functions of debate and vote are an essential part of the processes by which the United Nations can

assist the Governments in avoiding these dangers and in guiding the development in constructive and peaceful directions. But if it is accepted that the primary value of the United Nations is to serve as an instrument for negotiation among Governments and for concerting action by Governments in support of the goals of the Charter, it is also necessary, I believe, to use the legislative procedures of the United Nations consistently in ways which will promote these ends. In an organization of sovereign States, voting victories are likely to be illusory unless they are steps in the direction of winning lasting consent to a peaceful and just settlement of the questions at issue.

Full weight should also be given to the fact that the processes of adjustment and negotiation which the institutions of the United Nations make available to the Member Governments embrace much more than the public proceedings of its Councils and Assembly. In the diplomacy of world organization the quiet work of preparing the ground, of accommodation of interest and viewpoint, of conciliation and mediation, all that goes into the winning of consent to agreed solutions and common programmes, this forms a basis upon which the United Nations can become an increasingly influential and effective force to aid the Governments in pursuit of the goals of the Charter.

There are, I believe, promising and practical opportunities for improving the practices and strengthening the institutions of the United Nations in this area of multilateral diplomacy. Especially in the past two years we have begun to explore these opportunities in a number of ways with generally positive results. I hope this evolution of emphasis and practice will be pursued and broadened in the future. This seems to be a more urgent task than to attempt formal constitutional changes, the consideration of which the Committee of the whole Assembly, charged with studying the problem of time and place for a Charter review conference, at all events unanimously wished to postpone until a later stage.

Disarmament

This year has witnessed the most sustained and intensive efforts by the members of the Disarmament Sub-Committee to find common ground since the Sub-Committee was established three and a half years ago. As this is written, the Sub-Committee is continuing its work. In the meantime, it has submitted an interim report to the Disarmament Commission. This, of course, would not be the time for me to comment on the substance of the various proposals presented, or to offer an opinion on the degree of progress toward agreement that may have been made. The serious and extensive nature of the negotiations should in itself, however, be a source of encouragement. It reflects the ever-increasing weight attached to the problem of disarmament by the peoples, a concern to which Governments are fully responding.

Atomic energy

Important steps have been taken during the past year toward strengthening organized international cooperation in the use of atomic energy for peaceful purposes. The statute of the International Atomic Energy Agency was unanimously approved last October and, by August, the requisite ratifications had been deposited to bring the Agency into existence. In October, it will hold its first session in Vienna. In the meantime, a draft agreement on the relationship of the new Agency with the

United Nations has been negotiated with the Agency's Preparatory Commission by the Advisory Committee on Atomic Energy established by the General Assembly. This will be submitted for approval at the forthcoming sessions of the Assembly and of the Agency. Thus, the new institutional framework through which the Governments can work together toward the goal of using atomic energy for man's benefit instead of his destruction is taking shape.

The second scientific conference on the peaceful uses of atomic energy to be convened by the United Nations will take place next summer. The Advisory Committee on Atomic Energy has agreed upon an agenda for the conference which promises to result in a world-wide pooling of further advances in knowledge comparable in significance to what took place at the 1955 scientific conference. In the meantime the General Assembly's Radiation Committee has made progress in its series of fact-finding surveys on the effects of radiation on health, which are being conducted in co-operation with Governments, agencies and scientists. When the Committee's report is made next year, we are likely to have a fuller and more accurate picture than before of the effects and dangers of radiation, and also of possible methods of combating them.

All these steps in international co-operation have received, I believe, inadequate public notice. Viewed in a longer perspective, however, they are opening doors to a future course of development of great and lasting significance. Especially, if they were to be combined with a first constructive advance in the field of disarmament, to which they bear a close relationship, their impact on the trend of events might prove to be of decisive importance.

Ghana and the Charter

In admitting Ghana as its eighty-first Member last March, the United Nations welcomed yet another State which has freely attained independent statehood. This event had a particular significance for the Organization, in the light of its responsibilities under Chapters XI and XII of the Charter. Ghana is not only a formerly dependent territory but includes a former United Nations Trust Territory, British Togoland, which had voted in a free plebiscite held under United Nations supervision to become part of the new State. Thus, British Togoland became the first Trust Territory to attain the status of full self-government or independence, declared in the Charter as a primary objective of the International Trusteeship System. Both the emergence of the new State and the manner in which it has attained its independence are indicative of possibilities inherent in those processes of peaceful change envisaged in the Charter, processes which can contribute materially to realizing its goals. These events mark a new step in the development of the role of the Organization in Africa.

The International Court of Justice

In my annual report two years ago, I expressed the hope that the States which had not accepted the compulsory jurisdiction of the International Court of Justice might give favourable consideration to so doing in the near future. I can only express regret that in the intervening period the number of acceptances of compulsory jurisdiction has declined. Now only thirty-two States, out of the eighty-four parties to the Statute of the

Court, have accepted that jurisdiction. This is contrary to the hopes, and indeed the expectations, of those who drafted the Charter at San Francisco. The Court was then rightly envisaged as having a major part to play in securing peace.

Even more discouraging today, perhaps, than the decline in the acceptance of compulsory jurisdiction, is the fact that certain States have replaced or renewed their acceptances by declarations containing new and far-reaching reservations. The Court has been itself faced with the problem of late, and I cannot fail to express my own concern over the possibility that the present trend, if not soon halted, may render the whole system of compulsory jurisdiction virtually illusory.

The Court, like its predecessor under the League, has shown that it merits universal confidence. I am sure all those interested in the maintenance of peace through the establishment of a just international order, where strength alone is not the answer, would freely admit that the ultimate aim must lie in the universal acceptance of international law impartially administered by judicial tribunals. Even in the present state of international society there are many disputes which would be closer to settlement if the legal issues involved had been the subject of judicial determination.

I can, therefore, only renew my appeal to States which have not accepted the compulsory jurisdiction of the Court to reconsider their position, and to those which have accepted to give earnest consideration to any reservations which may seriously weaken the jurisdiction of the Court.

In any event, more frequent recourse to the Court, whether by way of compulsory jurisdiction, or by specific agreement in each case, would be desirable. Every recourse to the Court will be a contribution to the establishment of the international society for which we are working.

Balanced economic and social growth

The *World Economic Survey* and the *Report on the World Social Situation* have shown, on the broad canvas at least, a picture of improving economic and social conditions throughout much of the world. The post-war period as a whole has been marked by high levels of economic activity and considerable economic growth. Gains have been registered in the field of health, and improvements are also apparent in some other important aspects of the social situation, including food consumption and education, so far as they can be measured by the statistical yardsticks on which we must depend. But these economic and social gains are small when compared with the needs.

The uneven rates of development in different parts of the world remain a source of concern. While production may be expanding and the level of living in general may be rising, the gains in *per capita* income are greatest in areas that are already economically advanced. The need for more rapid economic growth and social advancement in the less-developed regions of the world is a major challenge. It will be necessary to redouble the efforts of all concerned if we are to achieve these goals.

The *World Economic Survey*, 1956, again focussed discussion on certain significant problems with which Governments are grappling at both the national and international levels. While in the years just after the war the level of employment was considered in most countries to be the factor of critical importance, more recently concern has been switched increasingly to questions of expansion and growth.

Among the problems which we face is that of inflation. Where serious inflationary pressures exist, countries have had to steer a difficult course of wage-price policy between the dangers of either contributing to further inflationary pressures or of reversing the process of economic growth. The effect of a lack of balance in the domestic economy, whether due to inflation or to deflation, on external economic relations, renders international co-ordination of national economic policies essential to their success.

This is but one instance in which consultation among various Governments might usefully be developed, and I welcome the recent action of the Economic and Social Council in requesting the Secretary-General to take the initiative, with appropriate advice, in promoting inter-governmental consultations. Such consultations may prove of particular significance in the field of international trade.

In pursuit of the goal of accelerated economic growth, the development and better utilization of resources are of basic importance. Problems of the development of water and energy resources should receive high priority. A report on integrated river basin development now being prepared by a panel of experts working in collaboration with the Secretariat is expected to be of assistance in many parts of the world and should result in a clearer definition of some of the more urgent tasks which call for further international co-operation. A practical example of such collaboration, in which the United Nations has a special role to play, is provided by the recent decision of the Economic Commission for Asia and the Far East to support joint action by four riparian countries in the development of the lower Mekong basin.

Continued economic development in the world as a whole depends in large measure upon the possibilities of increasing the supply of energy. As rapid a development of atomic energy as possible is essential. Although atomic energy and possibly other non-conventional sources will come increasingly into use, the demands on conventional sources will go on expanding and they may be expected to continue to supply the greater part of the world's energy needs for some time to come. The Economic and Social Council at its twenty-fourth session underscored the importance of international collaboration in the survey and development of energy resources. This is another matter to which I feel the United Nations should devote increasing attention.

In seeking to achieve more rapid economic growth it is essential to safeguard against social and economic imbalance. Rapid economic growth, when not accompanied by proportionate gains in the social field, or *vice versa*, may not only hinder advancement in the other field but may slow down social and economic progress in general. Moreover, lack of balance may exist, for example, between agricultural and industrial development, between urban and rural sectors, and between investment in facilities for economic production and in health, education, and other social services. These problems were in the forefront of the Economic and Social Council's debate on the *Report on the World Social Situation*. The Secretariat will pursue the study of this question with a view to better definition of the concept and goals of balanced growth and better understanding of the means of achieving it.

Much of the work now being done within the general programme of industrialization, recently endorsed by the Economic and Social Council and the General Assembly, is concerned with these twin aims of acceler-

ated development and maintenance of economic and social balance. The regional economic commissions, and in particular the Commissions for Latin America and Asia and the Far East, are giving increasing attention to these aims. The development of our work in the Middle East and Africa is also important in this connexion. Modest as they are, the recent increases in Secretariat resources dealing with the economic and social problems of these regions are beginning to bear fruit. The in-service training scheme for African economists should make a contribution to the solution of a problem that is especially acute in many areas in that region. A parallel development of work in the social field in Africa is also needed.

The need to accelerate both economic and social development of the less-developed countries is the more evident in view of the rapid growth of their population, which in many cases is now proceeding at an unprecedented pace as a result of recent improvements in health conditions and reduction of death rates. Rates of growth that would double the population in thirty years or less are now not uncommon in the economically less advanced regions of the world; the implications of growth at such a pace cannot be ignored.

In this, as in other fields, the more closely the United Nations programme can be linked with the work of the Governments, the more effective its contribution can be. I welcome the recommendations of the Economic and Social Council and the Population Commission for extension of the work on population problems at the regional level, and for direct co-operation, on an increasing scale, between the Secretariat and individual Governments in carrying out pilot studies on population questions in various under-developed countries. I hope that this approach can also be followed in the future in other fields.

Rising rates of population growth have been accompanied by a massive and increasing flow of migrants from rural areas to the cities, often far in excess of the present opportunities for productive employment in the urban centres, outrunning the capacities for expansion of urban industries and social services, and creating complex problems of social and psychological adjustment to urban ways of living. The Economic and Social Council has urged the development of integrated policies to deal with the problems of urbanization. Such policies will take into account the lagging rhythm of rural development and the increasing pressures of population on the land, as well as the problems that appear in the cities themselves. The Secretariat will devote continuing attention to this important aspect of the problem of balanced development in close co-operation with the specialized agencies.

Technical assistance

The level of technical assistance has exceeded that of any preceding period. This is attributable in part to the improvement in techniques both of the United Nations and the specialized agencies participating in the Expanded Programme and of the recipient Governments in preparing and carrying out technical assistance projects. Despite this favourable development, however, the programme as a whole continues to lack resources adequate to meet the expressed needs of Governments.

By a careful control and re-distribution of available resources it has been possible to extend operations in Africa to countries which have recently acquired independent status and to some still dependent territories.

In 1956, the General Assembly acted favourably on my request for an increase in the funds for public administration, in order to enable the Technical Assistance Administration to carry out the substantive responsibilities with which it is charged. Progress has been made on an analytical study of technical assistance in this field, based on the operational experience of the last five years.

More than ever the interest of Governments in industrial development has been manifest. Associated with industrialization is the increasing demand for assistance in small-scale industries, economic planning and surveys of national resources. To this must also be linked the endeavours of technical assistance experts to provide a solution to the accompanying problems of social welfare, housing and community development in an expanding economy.

A new phase in the administration of the programme has been the experimental posting of certain Headquarters staff to Latin America. This has promising indications and has been endorsed by the countries of the region. I propose further study of this experiment in order to determine the most satisfactory pattern for its continuation.

An international administrative service

Last year I suggested the possibility of creating an international administrative service. As requested by the Economic and Social Council at its twenty-third session, I submitted at the Council's summer session this year a proposal for an experimental programme whereby the less-developed countries would be provided, at their request, with experienced administrators to work in their civil service and provide managerial and executive assistance where most needed throughout the public services, particularly those concerned with economic and social development. While the status of the internationally recruited administrator would be regulated under agreement between the United Nations and the Government concerned, he would be responsible only to that Government in the discharge of his duties.

In accordance with the decision taken by the Council at the recent summer session, I am transmitting my memorandum to Members for comments. A report will be submitted by the Secretary-General to the Council next summer in the light of the views expressed. This report will cover also requests received from interested Governments for assistance of this type, and the action it has been possible to take to meet these requests.

Human rights

Hitherto, the human rights programme has been concerned primarily with the establishment of general standards and broad definitions, such as those proclaimed in the Universal Declaration of Human Rights or set forth in the draft International Covenants on Human Rights.

In the course of the year, the United Nations has directed its attention toward the application of the standards, toward the making of inquiries into the principles and practices in respect to specific rights, and toward the development of the means for nations and peoples to enter into a free exchange of experience in the protection of human rights. This "action programme" calls upon Governments to submit reports on human rights

every three years, directs the Commission on Human Rights to make intensive studies of specific rights (the first subject being "freedom from arbitrary arrest, detention and exile"), and authorizes the Secretary-General to organize seminars on human rights, preferably on a regional basis.

The positive objective of this programme, which is still in an experimental stage, is to enable nations and peoples to learn from one another of the results obtained and the difficulties encountered in the promotion of human rights and to benefit thereby. It seems likely that by such means gains will be consolidated and new progress rendered possible.

Co-ordination

Last year, I stressed the importance of continuous efforts to achieve a greater measure of concentration upon major tasks in the economic, social and human rights fields. To this end, I presented at the recent summer session of the Economic and Social Council a series of proposals for the "streamlining" of work. These proposals had previously been submitted to the regional economic commissions and to such of the functional commissions as met during the year. The proposals and the guiding principles on which they were based were approved by the Council, and the Secretary-General has been requested to pursue the task for the coming year. The specialized agencies were invited to consider the extent to which they might apply these general guiding principles to their own work.

A general appraisal of the scope, trend and cost of the programmes of the United Nations and specialized agencies in the economic, social and human rights fields during the next five years was also called for by the Council. The Administrative Committee on Co-ordination is to consider and advise further on the procedures for this appraisal and for bringing about the greatest possible inter-agency co-operation on broad programmes of co-ordination and development of international action in these fields.

One of the conditions of success in bringing about concerted action and fruitful co-ordination in general is, clearly, co-operation at the Secretariat level. The tasks mentioned here present the Administrative Committee on Coordination with a serious challenge, testing that spirit of unity, with freedom, which should guide the work of the United Nations family of organizations. However, the success of the co-ordination that the Committee may achieve will ultimately depend on the attitudes maintained by the Member Governments of these various organizations.

Refugees

The influx of over one hundred and seventy thousand Hungarian refugees into Austria and some twenty thousand into Yugoslavia has made new demands on the countries receiving the refugees as well as on the services of the United Nations High Commissioner for Refugees. The response to the appeal of the Secretary-General and the High Commissioner for aid to these refugees was widespread and generous. It showed how much can be accomplished through co-operation among Governments and international and voluntary organizations and members of the general public who contributed freely not only funds and materials but also services.

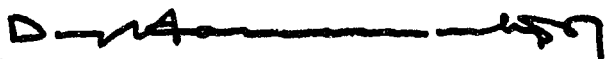
There remains, however, the task of meeting the long-term needs of Hungarian refugees, particularly young people, awaiting emigration, and assisting the integration of those who wish to remain in their country of asylum. Further, the generous response to the needs of the Hungarian refugees may, perhaps, have tended to obscure the continuing responsibility of the international community for those other refugees within the mandate of the High Commissioner, many of whom have now been refugees for eleven years.

It will be recalled that the Assembly has now to consider whether the Office of the High Commissioner should be continued beyond 31 December 1958. I hope that the recommendation of the Economic and Social Council that the Office be maintained will be accepted so that the High Commissioner may continue to render international protection to the refugees.

At the same time, an urgent effort is required to achieve permanent solutions for the refugees and particularly for those remaining in the camps. A comparatively smaller number of men, women and children is now involved. More could be done for them if countries were to extend the practice of admitting families as units even when they include admittedly "difficult" cases. Surely it should also be possible to provide the comparatively small sums involved and to take those other measures necessary to bring us beyond the stage of temporary expedients and to lasting solutions.

The United Nations Children's Fund

The important humanitarian work of the United Nations Children's Fund is widely known and requires no comments in this context. Special attention may, however, be drawn to the significant role of UNICEF aid as a catalyst for action of a permanent nature in behalf of children, and as an essential element in the whole scheme of international economic and social aid for under-developed countries. As these values become better understood I believe that Governments will wish to give increasing support to the work of UNICEF.



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