

**UNITED**



**NATIONS**

**INTRODUCTION**  
**TO THE**  
**ANNUAL REPORT OF**  
**THE SECRETARY-GENERAL**  
**ON THE**  
**WORK OF THE ORGANIZATION**  
**16 June 1957-15 June 1958**

**GENERAL ASSEMBLY**  
**OFFICIAL RECORDS: THIRTEENTH SESSION**  
**SUPPLEMENT No. 1A (A/3844/Add.1)**

**UNITED NATIONS**

**INTRODUCTION**  
**to the**  
**ANNUAL REPORT OF**  
**THE SECRETARY-GENERAL**  
**ON THE**  
**WORK OF THE ORGANIZATION**

**16 June 1957-15 June 1958**



**GENERAL ASSEMBLY**  
**OFFICIAL RECORDS: THIRTEENTH SESSION**  
**SUPPLEMENT No. 1A (A/3844/Add.1)**

*New York, 1958*

## 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 an instrument for reconciliation and for world-wide co-operation, the United Nations represents a necessary addition to the traditional methods of diplomacy as exercised on a bilateral or regional basis. In using this new instrument we can learn from our failures as well as from our successes. Only by realistic evaluation of past experiences and by patient, consistent and imaginative exploration of the possibilities that the Organization offers, can we hope to develop it to its full capacity, thereby improving the prospects for making solid progress towards the goals of the Charter.

The past year may seem to have been characterized by a lack of progress, or even by set-backs, in some fields of central interest to the United Nations. Thus, the negotiations on disarmament which had been carried on in previous years were interrupted. In the spring new difficulties arose in the Middle East. However, it is unwise to judge the course of development in too short a perspective. The essence of political change may not be immediately apparent in the public record of day-to-day events.

In the present situation of readjustment it is particularly difficult to arrive at a balanced picture of the extent of the Organization's influence in support of the goals of the Charter. Here, I shall therefore limit myself to a few brief observations drawing attention to some aspects of recent developments which should be taken into account when passing judgement on the course of events since the opening of the twelfth session of the General Assembly.

## Disarmament

It is true that in a field of such importance as disarmament new and serious difficulties arose which prevented pursuing the work in forms which the Member Governments had followed in past years. That, however, is not the full story. Efforts have now been made to approach one aspect of the problem from a new angle and these have yielded some first results of an encouraging nature.

I refer to the meeting this summer at the United Nations European Office in Geneva of experts drawn from eight countries, representing both sides, to study the technical possibility of detecting violations of a possible agreement to suspend nuclear weapons tests. As I have already reported to the Members, these experts reached agreed conclusions on what would be needed, from the technical point of view. Thus, by isolating certain non-political, scientific elements from the politically controversial elements in the total problem of disarmament, the area of conflict has been somewhat reduced.

The Geneva agreement may contribute to a better atmosphere for consideration of the disarmament question. It may also indicate a way by which further progress might be made in separating the political from the

non-political elements, thus helping to reduce further the area of disagreement. The interest that has been shown in the suggestion for such technical studies in relation to security from surprise attack points in this direction. A similar approach might also be valuable in relation to the problems of law involved in any system for internationally controlled disarmament.

Thus, it may be worth considering whether those elements of the problem, lending themselves to objective study by experts in science and technology, in military experience, and in law might not be singled out for separate treatment—despite their inter-relationship—in a manner similar to that recently tried at Geneva. Certainly, such an approach would not in itself bring about disarmament, but it might help to improve the atmosphere and clarify many of the problems involved, thus preparing the ground for a time more politically propitious than the present seems to be for a general disarmament agreement.

With the successful conclusion of the technical talks at Geneva, all the present atomic Powers have now taken initiatives in the direction of a suspension of further weapons tests. These moves must also be welcomed as contributions to a more encouraging framework for a new approach to the disarmament problem. It is the duty of the United Nations to respond by intensified efforts, so as to make the gains which may be derived from such initiatives lasting gains.

The approaches to which I have referred are, of course, marginal approaches to the central problem. Although there have been no formal disarmament negotiations in the United Nations during the past year, public interest in and debate on the problem has continued throughout the world. There seems to be growing awareness everywhere of the increasing dangers which the continuing race in armaments carries with it for the future of all. This growing awareness may find its reflection in the debates of the United Nations, were the General Assembly to resume discussion of the question of disarmament under the item which I have found it right to propose for the forthcoming session, so as to maintain continuity of consideration in the Organization.

## The Middle East

In the Middle East, problems and trends which have been present in the situation for years continue to be evident. In the period covered by this report, the United Nations has been called upon by Member Governments to assist in resolving conflicts in the area with wide international repercussions. The Organization has shown by its response its possibilities as an instrument for lessening tension and for reconciliation. It has served as a framework for fruitful contacts among the Governments concerned and, in the United Nations Observation Group in Lebanon, it has been able to organize an activity which, like the United Nations Truce Super-

vision Organization and the United Nations Emergency Force before it, has had a calming influence on the local situation.

Under the mandate given to the Secretary-General by the third emergency special session of the General Assembly, I shall report later to the Assembly on my visit to the region and on the arrangements made in consultation with the Governments concerned. In this report I shall limit myself to noting the value and the significance of the efforts during the emergency session which led to an agreement by all the Arab States on a constructive resolution and to its unanimous adoption. Such a development shows how influences in a positive direction can make themselves felt through the United Nations in the face of events that, taken by themselves, would be deeply disturbing. The unanimity established among the Arab States, when strengthened by further collaboration among these States, should help in ironing out those conflicts which have limited the extent to which it has been possible, so far, to arrive at constructive expressions, for example in the economic field, of the vital role which the Arab world can play in the international community. A continued development along these lines should lead, step by step, to further progress through joint action.

### Atomic Energy

Three years ago the First United Nations International Conference on the Peaceful Uses of Atomic Energy met in Geneva. Before the General Assembly convenes for its thirteenth session a second conference of similar character and scope will have been held. I shall report later on the results of this conference. For the present, it may be noted that the character of the papers submitted indicates that it will mark another important step on the road towards full international co-operation in the science, technology and economic applications of a source of energy which can have revolutionary effects, for good or for ill, upon the future of humanity.

The Members also have before them the report of the United Nations Scientific Committee on the Effects of Atomic Radiation presenting the results of its three years of study of the problem. Here again, scientists from all regions of the world have worked constructively together in spite of political differences to produce the most comprehensive and authoritative single contribution to knowledge in this field that has been made up to the present. After consulting with the Scientific Committee as to its future, in accordance with the request of the General Assembly at its twelfth session, I have recommended to the thirteenth session that the Committee be continued for an indefinite period of time and that the scope of its work be broadened in several respects.

### United Nations Emergency Force Study

The debate during the emergency special session of the General Assembly reflected a growing interest in some kind of a stand-by United Nations Force. As the Members know, I shall place before the thirteenth session a summary study of the experience derived from the establishment and operation of the United Nations Emergency Force which I hope will prove useful to any consideration that may ensue of the feasibility of stand-

by arrangements for a United Nations Force. It should, of course, be clear that any such Force, unless it were to be called into being by the Security Council under Chapter VII of the Charter, must constitutionally be a non-fighting force, operating on the territories of the countries concerned only with their consent and utilized only after a decision of the Security Council or the General Assembly, regarding a specific case, for those clearly international purposes relating to the pacific settlement of disputes which are authorized by the Charter. UNEF has shown that such a Force can, in certain circumstances, make an important contribution to the preservation of international peace.

\* \* \*

It may also be useful in this Introduction to my Annual Report to refer to certain other aspects of the work of the United Nations during the past year.

### The Suez Canal

Members will recall that my Annual Report last year noted as still pending at that time some questions arising from the dispute over the régime of the Suez Canal following nationalization and that the Secretary-General was continuing his efforts through informal contacts with the parties. Since then, as the Members know, a final agreement on compensation has been reached between the Government of the United Arab Republic and the stockholders of the old Suez company. Representatives of the International Bank for Reconstruction and Development participated in the negotiations as impartial technical and financial experts.

Arrangements have also been completed and reported to the Members for the repayment of advances made by certain Member States to the United Nations to meet the cost of clearing the Suez Canal. Collection of the 3 per cent surcharge on Canal tolls, as previously approved in principle by the General Assembly, will start on 15 September, and it is hoped that the expenditure on clearance of the Canal will be recovered by this means within about three years.

### Progress in the Trust Territories

Through the International Trusteeship System the United Nations is most directly and systematically associated with the movement of dependent peoples towards self-government or independence. Progress towards the attainment of the objectives laid down in the Charter for the Trusteeship System has during the past year gained considerable momentum.

More than seven million people in five widely scattered territories of Africa and the Pacific can now look forward with confidence to their early emergence from trusteeship, and with confidence also that the new political status to be assumed by them will have been freely chosen by themselves under conditions determined by the United Nations.

In West Africa, an entirely new political situation has been created in Togoland under French administration as a result of elections held in April under United Nations supervision and, for the first time, by universal adult suffrage. It is now open to the new Government to formulate, in consultation with France, proposals for the early attainment of self-government or independence.

In the Cameroons under British administration, the prospect of Nigeria becoming independent as early as

1960 has led the Administering Authority to invite the United Nations to begin considering how the population should be asked to express itself as to the future, and a visiting mission to be sent by the Trusteeship Council late this year has been requested to make a particular study of the matter. It will also find, in the Cameroons under French administration, another Trust Territory where the development of self-government is far advanced.

In the Pacific, a separate mission is to be sent in 1959 to Western Samoa to consider particularly the steps to be taken after full cabinet government is achieved there in 1960.

Somaliland under Italian administration is assured of securing, by the end of 1960, the independence guaranteed to it ten years previously by the General Assembly. It faces the last two years of trusteeship, however, with two major problems—the question of the border with Ethiopia and that of its future economic and financial position—still unresolved. It is my hope that attention can be particularly concentrated in this intervening period on reducing these problems to a minimum.

### International law

The principal development in the field of international law during the past year was the United Nations Conference on the Law of the Sea, held in Geneva from 24 February to 27 April this year, and attended by representatives of eighty-six States. This Conference succeeded in establishing the texts of four conventions, an optional protocol for the compulsory settlement of disputes, and nine resolutions. The formulations of the rules contained in the conventions is a tribute to the spirit of co-operation shown by the States represented there. For these rules embody, not only the codification of a great deal of established practice, but also establish a legal régime for the regulation of relatively new problems such as the continental shelf and the conservation of fishery resources.

Admittedly, the questions still unsettled in this field cannot be ignored; especially such questions as the breadth of the territorial sea. The Assembly has before it at this session the resolution of the Conference inviting it to consider the advisability of convening a second conference for further consideration of these unresolved questions. Whatever action the Assembly may decide to take in this respect, the successes of the United Nations Conference on the Law of the Sea in other respects demonstrate that progress can be made in the codification and progressive development of international law even in the present political atmosphere in international life. It also underlines the constructive role which the International Law Commission can play within the Organization.

\* \* \*

The beginning of space exploration as part of the programme of the International Geophysical Year has created a new challenge to the development of international law, just as the ballistic missiles which pass through outer space have created a further challenge to the disarmament effort.

The matter is on the agenda of the forthcoming General Assembly. I hope that it will be possible to move ahead toward agreement on a basic rule that outer space, and the celestial bodies therein, are not considered as

capable of appropriation by any State, and an assertion of the over-riding interest of the community of nations in the peaceful and beneficial use of outer space. Such steps would help to provide a basis for the future development, in international co-operation, of the use of outer space for the benefit of all.

### Economic stability and growth

Though we live in an era of unprecedented gains in material well-being, most of mankind is yet condemned to a life of extreme poverty. The task of ameliorating the conditions of life in under-developed countries demands a sense of urgency which, I believe, the nations of the world have not yet sufficiently realized.

The world's potential capacity for promoting social and economic welfare is far from having been fully exploited. It is unfortunately true that the volume of resources which is absorbed each year in military uses considerably exceeds the total resources available for economic development in all the under-developed countries of Asia, Africa and Latin America. Were the possibilities of an advance in the direction of disarmament to be translated into actuality, the opportunities for raising the levels of living of both the advanced and the under-developed countries would be vastly improved.

The economic growth of the post-war period has been accompanied by considerable imbalance. From all points of view—human, political and economic—the most important manifestation of this imbalance is the much slower advance in *per capita* national income and consumption in the economically under-developed countries, where the need for more rapid progress in overcoming the heritage of mass poverty is so apparent. Expansion of productive capacity, so vital for economic growth, has been limited by rates of saving that are inadequate to finance needed investment without inflation and balance-of-payments difficulties. In addition, a large part of annual savings is not available to raise *per capita* national income, because it is absorbed instead in providing for an increasingly rapid growth in population. Such economic development as has been achieved has contributed little towards diversification of the economies of under-developed countries, with the result that they continue to be unduly dependent upon the fortunes, or misfortunes, in a handful of commodities.

Judging from the experience to date, diversification of the economic structure of under-developed countries is bound to be a slow, long-term process. The dependence of under-developed countries on a few key commodities has generally remained as great in recent years as in the pre-war period. This fact alone highlights the need for effective action to cope with the harmful instability in world commodity markets. The problem of fluctuating commodity prices, as I have had occasion to note in the past, is with us not only during recessions. Even in periods of general economic prosperity, relatively small changes in demand in industrial countries may have profound repercussions upon the economic well-being of the under-developed countries.

Progress to date in dealing with commodity problems has been extremely limited in relation to needs, but it is to be hoped that the pace will quicken in the near future. In addition to the international agreements in effect on wheat, sugar and tin, an agreement on olive oil will shortly receive the signatures necessary to bring it into force. I am also convening an inter-governmental meet-

ing to consider problems arising in international trade in copper, and another on trade in lead and zinc. Another hopeful development is the recent decision of the Economic and Social Council to reconstitute the Commission on International Commodity Trade with the inclusion in its membership of the world's largest trading countries. This action gives expression to the long-felt need of establishing within the United Nations a central forum for discussion of commodity problems and for strengthening international co-operation in an area of strategic importance to economic development.

I have already referred to the problem of inflation associated with economic development of many under-developed countries. In recent years, this problem has taken on considerable importance in industrial countries as well. *The World Economic Survey, 1957*, which examined the world-wide problem of post-war inflation, observed that inflation is not solely a question of balance between aggregate demand and productive capacity, but that it depends also upon demand pressures in particular sectors of the economy and especially upon the pressures of competing groups for higher earnings. Countries have thus been faced with an urgent need to formulate policies for securing price stability which will promote rather than retard economic growth. In this context, the lack of co-ordination of national policies—to which I have referred in the past—carries dangers for the international economy. When anti-inflationary policies are pursued by countries that are gaining foreign exchange reserves as well as by those that are losing them, a deflationary bias may be introduced into the world economy.

In the past year, the threat of a spreading industrial recession has aggravated the problem of economic instability. Though diminishing in intensity in the last few months, the recession remains a challenge to the full employment policy to which all Member countries are pledged by the Charter. The primary responsibility for anti-recessionary policy must, of course, rest with national Governments. However, I welcome the general recognition—and particularly that of the large industrial countries—of the need to shape these policies in the light, not only of national economic interests, but also of international responsibilities.

### **Expanding the scope of international aid**

While the sum of all programmes of technical assistance and financial investment for economic development has fallen far short of the need, a much larger share of the total resources so far made available has been channelled through bilateral programmes than through multilateral programmes. With the decision to establish a separate Special Fund the Member Governments have taken the first major step in many years towards a significant expansion of the multilateral programmes of the United Nations and the specialized agencies. Without in any way detracting from the value of bilateral and regional programmes in appropriate circumstances, I hope that the establishment of the United Nations Special Fund reflects a growing recognition of the fact that the multilateral approach through the United Nations can often serve to free economic development programmes from political tensions and complications which may be a handicap to bilateral aid programmes, thus also helping to improve the general international atmosphere.

Recent months have also witnessed other signs of a growing awareness of the need to expand the resources and scope of international programmes for financial aid. I am pleased to note in this connexion that it has been decided to propose that consideration be given at the New Delhi meetings next October of the International Monetary Fund and the International Bank for Reconstruction and Development to the advisability of several measures for strengthening international liquidity to help tide countries over difficulties in their balances of payments and for expanding the scale of international investment for economic development.

### **Technical Assistance**

Even without taking into account the perspectives offered for the future by the Special Fund, it has on the whole been an encouraging year as regards the technical assistance activities of the United Nations family. Once again, the Expanded Programme reached a new record level, and a further improvement was also evident in the quality of the Programme as well as its operation. Nevertheless, the resources of the Programme continue to fall short of the expressed needs of Governments, particularly because these needs are rising from year to year.

There was a further modest shift in the geographical distribution of available resources, which, to some extent, helped in meeting the requirements of countries which had recently achieved their independence. For example, there was an appreciable increase in the assistance rendered to Ghana, the Federation of Malaya, Morocco, the Sudan and Tunisia where important projects were started.

Among other new projects initiated during the year under the Expanded Programme, mention should be made of the plan for developing the water resources of the Lower Mekong Basin, to which reference is also made elsewhere, and of the work undertaken in Iran on the control of narcotics and the introduction of new crops to replace opium cultivation. So long as there is no appreciable increase in available resources, however, only a limited number of new projects can be undertaken in any year, since a large part of the resources must be devoted to projects that extend over more than one year.

For the second successive year, the Technical Assistance Board undertook an evaluation of the work carried out under the Expanded Programme. This was based primarily on the views of recipient Governments as ascertained through the Resident Representatives and, in general, it brought forth evidence of a reassuring trend in the operation of the Programme. In particular, it indicated that progress was being made by recipient Governments in establishing or strengthening technical assistance co-ordination units as well as in achieving a more direct relationship between requests for technical assistance and national development plans where these exist.

### **An international administrative service**

In connexion with the Technical Assistance programmes, Members of the Assembly will be aware that in the last two or three years I have given special attention to the requests that have been received from Governments for assistance of an operational or executive, as distinct from a purely advisory, character. Many of the newly independent countries, in particular, need

more trained administrators if they are to carry out their development programmes. It will take years to train a sufficiently large class of civil servants from their own people. In the meantime, the main outside sources from which they can draw trained manpower for administrative service are the industrially advanced countries.

It was against this background that my suggestions for the gradual development of an international administrative service were first put forward. Under this plan the United Nations would recruit persons qualified to undertake operational or executive responsibilities, but they would then serve as seconded members of the national administrations of the countries requesting them, in much the same way—but in reverse—as national civil servants are seconded for service for a period of years to the international civil service of the United Nations.

I am glad that the Economic and Social Council has now recommended that the General Assembly approve, and provide for, the initiation of at least a limited and experimental programme designed to assist Governments in this field. I shall submit to the appropriate Committees of the Assembly definite proposals which will be in accord with the recommendations of the Council. I hope that the Assembly will support this effort to meet the evident needs of those Governments requesting aid of this character.

### **The regional commissions**

The establishment of the new United Nations Economic Commission for Africa is an important step forward and a recognition of the growing importance of regional co-operation in economic and social development programmes for the peoples of Africa.

Almost from the very outset of the life of the United Nations, the Economic and Social Council had begun the creation of regional commissions, starting with Europe and Asia and the Far East and later adding Latin America. The expansion of the regional commissions' system is clearly related to a trend that has made itself felt in our work. Within the framework of the policies of the United Nations, the commissions provide a means whereby regional groupings of Members may jointly develop their own policies and take practical action for economic development, complementing the work of the global organs that deal with these subjects. By promoting concerted inter-governmental action and a continuous exchange of experience on common problems, the commissions have rendered services that have become increasingly appreciated by the participating Governments and have reinforced the technical assistance that the Organization has been able to lend to under-developed countries.

Notable advances have been made by the regional commissions in a number of important fields. In my last report I referred to the role played by the Economic Commission for Asia and the Far East in plans for developing the Lower Mekong Basin. Great strides have been made since then by ECAFE in furthering these plans, and funds have been made available from various sources to carry out the next stages of the work. The Economic Commission for Latin America reached an important stage in its Central American integration programme when recently the representatives of five Central American countries signed a treaty on multilateral free trade and economic integration. This treaty, when

ratified, together with a number of other agreements that were adopted, will bring the scheme for the economic integration of the countries concerned very much closer to reality. The Economic Commission for Europe has continued to fulfil its task of supporting and seeking to widen economic co-operation in Europe as a whole and recently also made a start in approaching the problem of energy on an integrated basis.

The new Economic Commission for Africa, whose tasks are important and difficult, will meet for the first time later this year in Addis Ababa, the site of its headquarters. This Commission will, it is hoped, help all concerned to cope with the economic and social problems of a continent which includes the most under-developed areas of the world and help to pave the way to economic co-operation and concerted governmental action, so far almost untried in this continent.

### **United Nations Relief and Works Agency**

The maintenance of the United Nations Relief and Works Agency programme of aid to the Palestine refugee population is an obligation of humanity placed upon the Member Governments and the world organization. It is also an essential pre-condition for all efforts to move towards a relatively calmer political atmosphere in the area.

As the Member Governments know, the Agency was faced at the beginning of this year with a financial crisis resulting from lack of sufficient contributions so severe that it threatened to force the Agency to abandon all its rehabilitation projects, to close the schools for children in the refugee camps and even to cut the basic relief programme for subsistence below the present level of seven cents per day per person. Following special efforts by the Secretary-General, the Director of UNRWA and the Negotiating Committee for Extra-Budgetary Funds, it now appears that just enough funds may be forthcoming this year to save the basic relief programme and keep the schools open. This points to the necessity for further increases in the size and number of contributions from Member Governments in order to provide UNRWA with the minimum financial basis it must have to carry on its work.

### **Human Rights**

It was ten years ago, on 10 December 1958, that the General Assembly adopted the Universal Declaration of Human Rights and proclaimed it as "a common standard of achievement for all peoples and all nations." In these ten years the Declaration has acquired an authority of growing importance. A living document, it has had a considerable impact and its influence is reflected not only in the work of the United Nations itself but in international treaties and national legislation. It is appropriate, therefore, that the Economic and Social Council should have recommended to the General Assembly that it devote a special meeting to the observance of the tenth anniversary of the adoption of the Universal Declaration, and that this special meeting be held on 10 December 1958.

Last year I referred to certain developments within the programme for the promotion of human rights. One aspect of this programme, the organization of regional seminars, has been particularly successful and, bearing in mind the endorsement of the Economic and Social



Council, I am recommending that more of these seminars be organized. It may be useful if I repeat here my basic understanding regarding the purpose of these seminars. As I stated in a speech before the Human Rights Commission in 1956, the purpose is to give Governments an opportunity to exchange their ideas and experience. The seminars bring together key people for short periods of time to stimulate their thinking and through their leadership to encourage greater awareness in matters relating to human rights.

### **United Nations Children's Fund**

Assistance from the United Nations Children's Fund in 1957 reached 48 million beneficiaries, or about one out of every dozen needy children in the world.

25 August 1958

The giving, receiving, and self-help aspects of the work of UNICEF provide a natural opportunity to develop a sense of participation and of unity among all peoples of the world. In 1957, programmes with the objective of improving the health and welfare of children went forward in 100 countries and territories. Out of their often slender economies these countries and territories contributed to the new programmes two or three times, and sometimes more, than they received from outside. Aside from their humanitarian aspects, these programmes are having beneficial economic and social effects. It can be hoped that all Governments and their peoples will wish to do their share for the world's children—in a spirit of dedication to a great task.



DAG HAMMARSKJÖLD  
*Secretary-General*