



**REPORT  
OF THE  
SECRETARY-GENERAL  
ON THE  
WORK OF THE ORGANIZATION**

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**16 June 1970 — 15 June 1971**

**GENERAL ASSEMBLY  
OFFICIAL RECORDS : TWENTY-SIXTH SESSION  
SUPPLEMENT No. 1 (A/8401)**

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***New York, 1971***



#### 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.

# Contents

	<i>Page</i>
FOREWORD .....	ix
Abbreviations .....	x
<b>Part One. Political and security questions</b>	
<i>Chapter</i>	
<b>I. THE SITUATION IN THE MIDDLE EAST</b>	
A. <i>Activities of the Special Representative of the Secretary-General to the Middle East</i> .....	3
B. <i>Consideration by the General Assembly</i> .....	5
C. <i>Status of the cease-fire</i>	
1. <i>Complaints by Israel and Jordan</i> .....	10
2. <i>Communications and reports concerning the Israel-United Arab Republic sector</i> .....	10
3. <i>Complaints by Israel and Lebanon</i> .....	11
4. <i>Complaints by Israel and Syria</i> .....	13
D. <i>Treatment of civilian populations in Israeli-occupied territories and related matters</i> .....	14
E. <i>The situation in and around Jerusalem and its Holy Places</i> .....	16
F. <i>General statements and other matters brought to the attention of the Security Council in connexion with the situation in the Middle East</i> ....	19
<b>II. UNITED NATIONS OPERATION IN CYPRUS</b> .....	20
<b>III. PEACE-KEEPING OPERATIONS AND RELATED MATTERS</b>	
A. <i>Report of the Special Committee on Peace-keeping Operations</i> .....	23
B. <i>Consideration by the General Assembly</i> .....	23
C. <i>Continuation of the work of the Special Committee</i> .....	24
<b>IV. OTHER POLITICAL AND SECURITY QUESTIONS</b>	
A. <i>Disarmament and related matters</i> .....	26
B. <i>Effects of atomic radiation</i> .....	33
C. <i>Peaceful uses of outer space</i> .....	34
D. <i>The sea-bed outside national jurisdiction and the convening of a conference on the law of the sea</i> .....	37
E. <i>The policies of apartheid of the Government of South Africa</i> .....	40
F. <i>Consideration by the Security Council of the question of Namibia</i> .....	47
G. <i>Consideration by the Security Council of the situation in Southern Rhodesia</i> .....	49
H. <i>Complaint by Guinea</i> .....	52
I. <i>Representation of China in the United Nations</i> .....	55

<i>Chapter</i>	<i>Page</i>
J. <i>Question of Korea</i> .....	57
K. <i>Assistance to Palestine refugees</i> .....	60
L. <i>The strengthening of international security</i> .....	67
M. <i>First periodic meeting of the Security Council</i> .....	73
N. <i>Consideration by the Security Council of the question of hijacking of commercial aircraft</i> .....	73
O. <i>Admission of new Members</i> .....	74

## **Part Two. Decolonization**

I. THE SITUATION WITH REGARD TO THE IMPLEMENTATION OF THE DECLARATION ON THE GRANTING OF INDEPENDENCE TO COLONIAL COUNTRIES AND PEOPLES	
A. <i>Work of the Special Committee</i> .....	79
B. <i>Decisions on individual Territories</i>	
1. Southern Rhodesia .....	81
2. Namibia .....	82
3. Territories under Portuguese administration .....	83
4. Spanish Sahara .....	84
5. Gibraltar .....	85
6. French Somaliland .....	85
7. Fiji .....	85
8. Oman .....	85
9. America Samoa, Antigua, Bahamas, Bermuda, British Virgin Islands, Brunei, Cayman Islands, Cocos (Keeling) Islands, Dominica, Gilbert and Ellice Islands, Grenada, Guam, Montserrat, New Hebrides, Niue, Pitcairn, St. Helena, St. Kitts-Nevis-Anguilla, St. Lucia, St. Vincent, Seychelles, Solomon Islands, Tokelau Islands, Turks and Caicos Islands and United States Virgin Islands .....	86
C. <i>Decisions on general questions</i>	
1. Compliance of Member States with the Declaration and other relevant resolutions on the question of decolonization, particularly those relating to Southern Rhodesia, Namibia and the Territories under Portuguese administration .....	88
2. Activities of foreign economic and other interests which are impeding the implementation of the Declaration in Southern Rhodesia, Namibia and Territories under Portuguese domination and in all other Territories under colonial domination and efforts to eliminate colonialism, <i>apartheid</i> and racial discrimination in southern Africa .....	88
3. Military activities and arrangements by colonial Powers in Territories under their administration which might be impeding the implementation of the Declaration .....	90
4. Question of sending visiting missions to the Territories .....	91
5. Implementation of the Declaration by the specialized agencies and the international institutions associated with the United Nations .....	91
6. United Nations Educational and Training Programme for Southern Africa .....	92
II. TRUST TERRITORIES	
A. <i>Work of the Trusteeship Council</i> .....	94
B. <i>Decisions concerning Trust Territories</i>	
1. New Guinea .....	94
2. Trust Territory of the Pacific Islands .....	95

### III. OTHER QUESTIONS RELATING TO NON-SELF-GOVERNING TERRITORIES

A. <i>Information transmitted under Article 73 e of the Charter of the United Nations</i> .....	96
B. <i>Offers by Member States of study and training facilities for inhabitants of Non-Self-Governing Territories</i> .....	96

### Part Three. Economic, social and humanitarian activities

#### I. HUMAN RIGHTS QUESTIONS

##### A. *Human rights*

1. Observance of the International Year for Action to Combat Racism and Racial Discrimination .....	101
2. International Convention on the Elimination of All Forms of Racial Discrimination .....	101
3. Prevention of discrimination and protection of minorities .....	103
4. Measures to be taken against nazism and racial intolerance .....	104
5. Slavery .....	105
6. Question of the violation of human rights .....	106
7. Question of the punishment of war criminals and of persons who have committed crimes against humanity .....	108
8. Ways and means of ensuring international respect for the right of peoples to self-determination .....	109
9. International instruments .....	109
10. Respect for human rights in armed conflicts .....	110
11. Periodic reports on human rights .....	112
12. Question of the realization of economic, social and cultural rights ..	113
13. Education of youth for the strengthening of its respect for human rights and fundamental freedoms .....	113
14. Human rights and scientific and technological developments .....	113
15. Creation of the post of United Nations High Commissioner for Human Rights .....	114
16. Freedom of information .....	114
17. Communications concerning human rights .....	114
18. Yearbook on Human Rights .....	114
19. Advisory services .....	114

##### B. *Status of women*

1. International instruments relating to the status of women .....	115
2. Programme of concerted international action for the advancement of women .....	116
3. The role of women in community, national and international life ..	116
4. The role of women in the family .....	117

#### II. ECONOMIC AND SOCIAL ACTIVITIES AT UNITED NATIONS HEADQUARTERS

##### A. *General framework of development*

1. World economic situation .....	118
2. World social situation .....	118
3. World population situation .....	119

##### B. *Second United Nations Development Decade* .....

122

##### C. *Basic infrastructure for development*

1. Development planning .....	123
2. Development of statistical information .....	124
3. Public administration .....	125

<i>Chapter</i>	<i>Page</i>
4. Mobilization of financial resources .....	127
5. Application of science and technology to development .....	131
D. <i>Social development</i>	
1. Social policy and planning .....	135
2. Social reform and institutional change .....	137
3. Human resources and popular participation in development .....	138
4. Research and training programme in regional development .....	140
5. United Nations Research Institute for Social Development .....	141
E. <i>Mobilization of natural resources</i>	
1. Exploitation of natural resources .....	141
2. The sea .....	146
F. <i>Housing, building and planning</i> .....	147
G. <i>Transport and tourism</i> .....	151
H. <i>Relations with non-governmental organizations</i> .....	154
III. REGIONAL ECONOMIC COMMISSIONS AND THE UNITED NATIONS ECONOMIC AND SOCIAL OFFICE AT BEIRUT .....	158
A. <i>Economic Commission for Europe</i> .....	159
B. <i>Economic Commission for Asia and the Far East</i> .....	161
C. <i>Economic Commission for Latin America</i> .....	163
D. <i>Economic Commission for Africa</i> .....	166
E. <i>United Nations Economic and Social Office at Beirut</i> .....	167
IV. UNITED NATIONS CONFERENCE ON TRADE AND DEVELOPMENT	
A. <i>Review of activities</i> .....	170
B. <i>Commodity problems</i> .....	171
C. <i>Manufactures</i> .....	172
D. <i>Financing</i> .....	174
E. <i>Invisibles, including shipping</i> .....	174
F. <i>Trade expansion, economic co-operation and regional integration among developing countries</i> .....	175
G. <i>Technical co-operation activities</i> .....	176
H. <i>International Trade Centre</i> .....	176
I. <i>Action by the General Assembly</i> .....	177
V. UNITED NATIONS INDUSTRIAL DEVELOPMENT ORGANIZATION	
A. <i>Significant developments</i> .....	179
B. <i>Technical co-operation programmes</i> .....	180
C. <i>Role of UNIDO in the co-ordination of industrial development activities</i> .....	180
D. <i>Salient features of supporting activities</i> .....	181
E. <i>Development of specific industrial branches</i> .....	183
F. <i>Development of industrial institutions and services</i> .....	184
G. <i>Industrial programming and policies</i> .....	185
VI. UNITED NATIONS PROGRAMMES FOR DEVELOPMENT AND TECHNICAL CO-OPERATION	
A. <i>United Nations Development Programme</i> .....	187
1. <i>Operations</i> .....	188

Chapter	Page
2. Finances .....	190
3. Administration .....	191
B. <i>Programmes administered by the United Nations Development Programme</i> .....	194
1. United Nations Fund for Population Activities .....	194
2. United Nations Volunteers .....	194
3. Fund of the United Nations for the Development of West Irian ..	195
4. United Nations Capital Development Fund .....	196
C. <i>Operational activities of the United Nations</i> .....	196
D. <i>World Food Programme</i> .....	205
E. <i>United Nations Children's Fund</i> .....	206

## VII. SPECIAL QUESTIONS

A. <i>Office of the United Nations High Commissioner for Refugees</i> .....	211
B. <i>Narcotics control</i> .....	214
C. <i>Assistance in cases of natural disaster</i> .....	218
D. <i>United Nations Conference on the Human Environment</i> .....	219

## Part Four. Legal questions

I. INTERNATIONAL COURT OF JUSTICE .....	225
II. INTERNATIONAL LAW COMMISSION .....	230
III. UNITED NATIONS COMMISSION ON INTERNATIONAL TRADE LAW .....	232
IV. OTHER LEGAL QUESTIONS	
A. <i>Consideration of principles of international law concerning friendly relations and co-operation among States in accordance with the Charter of the United Nations</i> .....	235
B. <i>Question of defining aggression</i> .....	235
C. <i>United Nations Programme of Assistance in the Teaching, Study, Dissemination and Wider Appreciation of International Law</i> .....	236
D. <i>Aerial hijacking or interference with civil air travel</i> .....	237
E. <i>Need to consider suggestions regarding the review of the Charter of the United Nations</i> .....	237
F. <i>Question of special invitations to States to become parties to the Vienna Convention on the Law of Treaties and to the Convention on Special Missions</i> .....	238
G. <i>Rationalization of the procedures and organization of the General Assembly</i> .....	238
H. <i>Progressive development and codification of the rules of international law relating to international watercourses</i> .....	239
I. <i>Treaties and multilateral conventions</i> .....	239
J. <i>Privileges and immunities</i> .....	240
K. <i>Methods of fact-finding</i> .....	240
L. <i>Legal aspects of the peaceful uses of outer space</i> .....	240
M. <i>Legal aspects of the peaceful uses of the sea-bed and the ocean floor beyond the limits of national jurisdiction and preparation for a United Nations conference on the law of the sea</i> .....	242

<i>Chapter</i>	<i>Page</i>
N. <i>International claims</i> .....	242
O. <i>Informal Joint Committee on Host Country Relations</i> .....	243
P. <i>Preparation of a draft declaration on the human environment</i> .....	244
Q. <i>United Nations Administrative Tribunal</i> .....	244
R. <i>Committee on Applications for Review of Administrative Tribunal Judgements</i> .....	245
 <b>Part Five. Other matters</b>	
I. PUBLIC INFORMATION ACTIVITIES .....	249
II. UNITED NATIONS INSTITUTE FOR TRAINING AND RESEARCH .....	255
III. ADMINISTRATIVE AND FINANCIAL QUESTIONS	
A. <i>Staff administration</i> .....	259
B. <i>Meetings and documents services</i> .....	264
C. <i>Financial and other administrative questions</i>	
1. Budgetary and related matters .....	266
2. Administrative and budgetary procedures of the United Nations ...	267
D. <i>General services</i> .....	269
IV. QUESTIONS RELATING TO INTERAGENCY CO-OPERATION AND CO-ORDINATION	270

# Foreword

I have the honour to submit to the General Assembly the twenty-sixth report of the Secretary-General on the work of the Organization, covering the period from 16 June 1970 to 15 June 1971.

The introduction to the report will, as in previous years, be submitted at a date nearer to the opening of the twenty-sixth session, as an addendum to the present document.

A handwritten signature in black ink, appearing to read 'U Thant', with a horizontal line underneath it.

U THANT  
*Secretary-General*

7 August 1971



## ABBREVIATIONS

ACC	Administrative Committee on Co-ordination
CARIFTA	Caribbean Free Trade Area
CMEA	Council for Mutual Economic Aid
CPC	Committee for Programme and Co-ordination
ECA	Economic Commission for Africa
ECAFE	Economic Commission for Asia and the Far East
ECE	Economic Commission for Europe
ECLA	Economic Commission for Latin America
FAO	Food and Agriculture Organization of the United Nations
FUNDWI	Fund of the United Nations for the Development of West Irian
GATT	General Agreement on Tariffs and Trade
IAEA	International Atomic Energy Agency
IBRD	International Bank for Reconstruction and Development
ICAO	International Civil Aviation Organization
ICC	International Computing Centre
ICEM	Inter-Governmental Committee for European Migration
ICSAB	International Civil Service Advisory Board
ILO	International Labour Organisation
IMCO	Inter-Governmental Maritime Consultative Organization
IMF	International Monetary Fund
ITU	International Telecommunication Union
LAFTA	Latin American Free Trade Association
NATO	North Atlantic Treaty Organization
OAS	Organization of American States
OAU	Organization of African Unity
OECD	Organisation for Economic Co-operation and Development
UNCTAD	United Nations Conference on Trade and Development
UNCURK	United Nations Commission for the Unification and Rehabilitation of Korea
UNDP	United Nations Development Programme
UNEF	United Nations Emergency Force
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNFICYP	United Nations Peace-keeping Force in Cyprus
UNHCR	Office of the United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
UNIDO	United Nations Industrial Development Organization

<b>UNITAR</b>	<b>United Nations Institute for Training and Research</b>
<b>UNRWA</b>	<b>United Nations Relief and Works Agency for Palestine Refugees in the Near East</b>
<b>UNTSO</b>	<b>United Nations Truce Supervision Organization in Palestine</b>
<b>UPU</b>	<b>Universal Postal Union</b>
<b>WHO</b>	<b>World Health Organization</b>
<b>WMO</b>	<b>World Meteorological Organization</b>



*Part One*

Political and security questions



## CHAPTER I

# The situation in the Middle East

### A. *Activities of the Special Representative of the Secretary-General to the Middle East*

#### SECRETARY-GENERAL'S NOTE OF 7 AUGUST 1970 AND REPORT OF 4 JANUARY 1971

Ambassador Gunnar Jarring, Special Representative of the Secretary-General to the Middle East, continued his activities aimed at promoting agreement and assisting in the efforts to achieve a peaceful and accepted settlement in accordance with the provisions and principles of Security Council resolution 242 (1967) of 22 November 1967. The Secretary-General described, in a note dated 7 August 1970, the circumstances of the reactivation of the Jarring mission after a period of relative inactivity.

In a further report dated 4 January 1971, the Secretary-General gave a somewhat fuller account than had appeared in previous progress reports on the mission of Ambassador Jarring's efforts from December 1967 to November 1968 to ascertain the position of the parties with regard to the implementation of Security Council resolution 242 (1967) and his unsuccessful attempts to find a basis for inviting them for conferences, within the framework of the Security Council resolution, at Nicosia or elsewhere. In further visits to the Middle East in December 1968 and in March and April 1969, the Special Representative sought further details on the attitude of the parties and on the latter occasion obtained the written replies of the Governments of Israel, Jordan, Lebanon and the United Arab Republic to questions which he had submitted.

Ambassador Jarring was regretfully forced to conclude that the conditions for convening a useful series of meetings at that time did not exist and that there was no further move which he could usefully make at that stage. He therefore returned on 5 April 1969 to Moscow, where he resumed his duties as Ambassador of Sweden to the Union of Soviet Socialist Republics.

Ambassador Jarring was again at Headquarters from 12 September to 8 October 1969 and from 10 to 26 March 1970, but found no new elements which would permit him to organize active discussions with the parties.

On 3 April 1969, the Permanent Representatives of France, the Union of Soviet Socialist Republics, the United Kingdom of Great Britain and Northern Ireland and the United States of America began a series of meetings on the Middle East question, which have continued at intervals up to the present time.

After each such meeting, the Chairman reported to the Secretary-General on the substance of the discussions and the Secretary-General kept Ambassador Jarring informed.

In June 1970, the Government of the United States of America proposed to the Governments of Israel, Jordan and the United Arab Republic that they should each advise Ambassador Jarring as follows: (1) that having accepted and indicated their willingness to carry out Security Council resolution 242 (1967) in all its parts, they would designate representatives to discussions to be held under his auspices, according to such procedure and at such places and times as he might recommend, taking into account as appropriate each side's preference as to method of procedure and previous experience between the parties; (2) that the purpose of the aforementioned discussions was to reach agreement on the establishment of a just and lasting peace between them based on mutual acknowledgement by the United Arab Republic, Jordan and Israel of each other's sovereignty, territorial integrity and political independence and on Israel's withdrawal from territories occupied in the 1967 conflict, both in accordance with resolution 242 (1967); and (3) that, to facilitate his task of promoting agreement as set forth in resolution 242 (1967), the parties would strictly observe, effective 1 July at least until 1 October, the cease-fire resolutions of the Security Council.

Having been informed by the United States Government that the States concerned had accepted its peace initiative, the Secretary-General invited Ambassador Jarring to return immediately to Headquarters. He informed the Security Council in a note of 7 August that Ambassador Jarring had received confirmation from the Permanent Representatives of those States of their acceptance. The Secretary-General was informed by the United States representative that his Government, which was taking responsibility for organizing a cease-fire, had received from the Governments of the United Arab Republic and Israel the acceptance of a standstill cease-fire for a period of ninety days from the same day.

Subsequently, Ambassador Jarring invited the parties to take part in discussions opening in New York on 25 August and met on that day with their representatives. At that time, however, the representative of Israel stated that he had been instructed by his Government to return to Israel. On his return to New York on 8 September he informed Ambassador Jarring that Israel's acceptance of the United States peace initiative was still in effect but that, in view of Egypt's grave violation of the cease-fire standstill agreement and since the strictest observance of that

agreement was one of the central elements of the American peace initiative, Israel would be unable to participate in the talks under the auspices of the Special Representative as long as the cease-fire standstill agreement was not observed in its entirety and the original situation was not restored.

While the Special Representative's talks with the representatives of the Arab States continued, they could not be productive because of the lack of contact with the Israeli representative. However, he had a wide range of contacts with representatives of the parties and of other Member States during the commemorative session of the General Assembly and during the debate on the Middle East in the Assembly.

After the adoption of General Assembly resolution 2628 (XXV) and the subsequent extension of the cease-fire for a further period of three months, the Special Representative invited representatives of the parties to resume talks under his auspices. The representatives of Jordan and the United Arab Republic informed him of their willingness to do so, but the representative of Israel replied that the matter was under consideration by his Government. On 19 November Ambassador Jarring, in a letter to Israel's Foreign Minister, formally invited the Israeli Government to resume its participation in the discussions. On 30 December, in Moscow where he had gone to resume his duties, the Special Representative received a letter from Israel's Foreign Minister stating his Government's readiness to resume its participation in the talks. He returned immediately to Headquarters.

#### SUBSEQUENT COMMUNICATIONS

In letters dated 20 and 25 January 1971, the representatives of the United Arab Republic and Jordan transmitted to the Security Council the texts of an aide-mémoire and a statement submitted, respectively, by their Governments to Ambassador Jarring. After reiterating their willingness to implement resolution 242 (1967) in all its parts, they expected that Israel would also express such willingness, particularly with respect to its withdrawal from the Arab territories occupied by its forces since 5 June 1967. Among other things, they pointed out, Israel must (1) repudiate its policy of territorial expansion; (2) agree to a just settlement of the Palestine refugee question in accordance with United Nations resolutions; (3) agree to the termination of all claims or states of belligerency; and (4) respect the sovereignty, territorial integrity and political independence of all States in the area. They further believed that the Council should provide security to all States in the area through the establishment of a United Nations peace-keeping force, with the possible participation of the permanent members of the Security Council, in addition to the establishment of demilitarized zones astride the borders.

#### FURTHER REPORT OF THE SECRETARY-GENERAL

On 1 February, the Secretary-General reported to the Security Council that his Special Representative had resumed his discussions with the parties at Headquarters on 5 January. At the request of the Israeli Government, meetings were held in Jerusalem with the Prime Minister and the Foreign Minister from 8 to 10 January 1971; it was at one of those meetings that the Israeli Government presented to Ambassador Jarring, for transmission to the Governments con-

cerned, papers containing its views on the "essentials of peace". At an early stage of subsequent meetings held at Headquarters, the United Arab Republic and Jordan also presented papers on their views concerning the implementation of resolution 242 (1967). The Special Representative had also held meetings with the Permanent Representative of Lebanon, whose Government was directly concerned with the Middle East settlement.

The Secretary-General then stated that, while recognizing that the resumed discussions were still at an early stage, he had found grounds for cautious optimism in the fact that the parties had resumed serious talks through his Special Representative and that there had been some progress in the definition of their positions. The parties, who had already indicated their willingness to carry out resolution 242 (1967), were then describing in greater detail their obligations under that resolution. The Secretary-General, after expressing the hope that the talks would continue in a constructive manner, appealed to the parties to withhold fire, to exercise military restraint and to maintain the quiet which had prevailed in the area since August 1970.

#### FURTHER COMMUNICATIONS

By a letter dated 2 February, the representative of the United Arab Republic transmitted to the Security Council the text of an aide-mémoire he had communicated the day before to Ambassador Jarring, in which he contrasted the United Arab Republic's readiness to implement resolution 242 (1967) as a "package deal" with Israel's continued refusal to implement that resolution and its evasion of the issue of total withdrawal. It was therefore incumbent on the Security Council to take the necessary measures to assist the Special Representative in the dispatch of his mandate.

By another letter dated 2 March and addressed to the Secretary-General, the representative of the United Arab Republic, after referring to the Secretary-General's appeal to the parties to withhold fire and exercise military restraint, stated that he was forwarding portions of a statement made on 4 February 1971 by the President of the United Arab Republic. In the statement, the President, while declaring that the United Arab Republic could not let the cease-fire be renewed automatically as long as no progress had been made in Ambassador Jarring's efforts, noted the "cautious optimism" of the Secretary-General and the views of some members of the Security Council that there was a possibility of achieving real progress and stated that he had decided to maintain the cease-fire for a period not exceeding thirty days.

#### FURTHER REPORT OF THE SECRETARY-GENERAL

In a further report dated 5 March 1971, the Secretary-General, after referring to his report of 1 February, in which he had appealed to the parties to withhold fire, to exercise military restraint and to maintain the quiet which had prevailed in the area since August 1970, stated that in response to that appeal, Israel had announced on 2 February that it would preserve the cease-fire on a mutual basis, and that the President of the United Arab Republic had declared his decision to refrain from opening fire for a period of thirty days ending on 7 March. The Secretary-General then

stated that his Special Representative, while sharing his cautious optimism that the parties had been seriously defining their positions and had wished to move forward to a permanent peace, had noted with growing concern that each side had been insisting that the other should make certain commitments before it would formulate the provisions of a final peace settlement.

Israel had insisted that the United Arab Republic should give a specific and reciprocal commitment that it would be ready to enter into a peace agreement with Israel and to make towards it the various undertakings referred to in paragraph 1 (ii) of Security Council resolution 242 (1967). When agreement had been reached on those points, it would then be possible to discuss other points, including the refugee problems, questions relating to secure and recognized boundaries as well as withdrawal and other arrangements. The United Arab Republic, however, had continued to maintain that resolution 242 (1967) contained provisions to be implemented by the parties, and it once again expressed its readiness to carry out its obligations on a reciprocal basis. In the view of the United Arab Republic, Israel had persisted in its refusal to implement resolution 242 (1967), since it would not commit itself to withdraw its forces from all Arab-occupied territories, nor would it commit itself to implement the resolutions relevant to a just settlement of the refugee problem.

The papers received by Ambassador Jarring from Israel and Jordan had shown a similar divergence of views. Israel had stressed that Jordan should enter into a peace agreement which would specify each party's direct and reciprocal obligation, while Jordan, after emphasizing the inadmissibility of the acquisition of territory by war, had expressed the view that an Israeli commitment to evacuate all Arab territories was the essential first step towards peace.

At that stage of the talks, the Secretary-General stated, his Special Representative had reached the conclusion, which he shared, that the only possibility of breaking the imminent deadlock arising from the different views of Israel and the United Arab Republic as to the priority to be given to commitments and undertakings was for him to seek from each side the parallel and simultaneous commitments which seemed to be inevitable prerequisites of an eventual peace settlement. Thereafter it would be possible to proceed to formulate the terms of a peace agreement not only on the topics covered by the commitments made by the parties, but on other topics as well, in particular the refugee question.

In identical aide-mémoires to Israel and the United Arab Republic on 8 February 1971, Ambassador Jarring requested them to make to him certain prior commitments. His initiative was on the basis that the commitments should be made simultaneously and reciprocally and subject to the eventual satisfactory determination of all other aspects of a peace settlement. Israel would commit itself to withdraw its forces from occupied United Arab Republic territory to the former international boundary between Egypt and the British Mandate of Palestine. The United Arab Republic would commit itself to enter into a peace agreement with Israel and to make explicitly therein to Israel, on a reciprocal basis, various undertakings and acknowledgements arising directly or indirectly from paragraph 1 (ii) of resolution 242 (1967).

In an aide-mémoire received by the Special Representative on 15 February, the United Arab Republic indicated that it would accept the specific commitments requested of it, as well as other commitments arising directly from resolution 242 (1967) and that it would be ready to enter into a peace agreement with Israel, provided Israel would likewise give commitments covering its own obligations under resolution 242 (1967), including commitments for the withdrawal of its armed forces from Sinai and the Gaza strip, and for the achievement of a just settlement of the refugee problem in accordance with United Nations resolutions.

On 17 February, the Special Representative informed Israel of the United Arab Republic's reply to his aide-mémoire and on 26 February he received from Israel a paper, in which, without reference to the commitment he had sought from Israel, Israel stated that it had viewed favourably "the expression by the United Arab Republic of its readiness to enter into a peace agreement with Israel" and had reiterated its readiness for meaningful negotiations on all subjects relevant to a peace agreement. Israel had also given details of the undertakings which in its opinion should be given by the two countries in that peace agreement, and considered that the stage had been reached when the two sides should pursue the negotiations in a concrete manner without prior conditions. On the crucial question of withdrawal, on which the Special Representative had sought a commitment from Israel, the Israeli position was that it would give an undertaking to withdraw from "the Israeli-United Arab Republic cease-fire line" to secure, recognized and agreed boundaries to be established in the peace agreement, and that it would not withdraw to the pre-5 June 1967 lines. Israel's reply had been communicated to the United Arab Republic on 28 February.

After pointing out that as a result of the Special Representative's initiative the problems to be settled had been more clearly identified and on some there was a general agreement, the Secretary-General stated that he wished to note with satisfaction the positive reply given by the United Arab Republic. The Government of Israel, however, had not so far responded to the Special Representative's request that it should give a commitment on withdrawal to the international boundary of the United Arab Republic. In view of that, the Secretary-General appealed to Israel to give further consideration to that question and to respond favourably to Ambassador Jarring's initiative.

The Secretary-General concluded his report by appealing again to the parties to withhold fire, to exercise military restraint and to maintain the quiet which had prevailed in the area since August 1970.

## B. Consideration by the General Assembly

At its twenty-fourth session, the General Assembly had decided that the debate on the item relating to the situation in the Middle East should be deferred to the twenty-fifth session and, that the item be included in the provisional agenda of that session. On 18 September 1970, the General Assembly included the item "The situation in the Middle East" in its agenda and decided that it should be discussed in plenary meetings. The item was discussed at thirteen meetings held between 26 October and 4 November 1970.



The debate was opened with a statement by the Minister for Foreign Affairs of the United Arab Republic, who said that his Government had asked for a resumption of the consideration of the situation in the Middle East by the General Assembly in view of Israel's rejection of all international efforts towards a settlement during the past three years and its insistence on following an expansionist policy, thus creating an ever increasing threat to international peace and security. His Government had felt that the General Assembly should play a positive role in assisting the Security Council to implement its resolution 242 (1967). Israel had not only consistently refused to co-operate in all efforts to have that resolution implemented, but by its withdrawal on 6 September 1970 from the contacts with Ambassador Jarring it had further emphasized its determination to undermine the efforts to establish peace in the Middle East. In contrast, the United Arab Republic had not only accepted resolution 242 (1967) but as early as December 1967 had expressed to Ambassador Jarring its readiness to fulfil all its obligations under that resolution.

The United Arab Republic had accepted the United States initiative in full and had designated its representative for talks with Ambassador Jarring. Israel, on the other hand, had not made one single substantive contact with Ambassador Jarring after accepting the American initiative and had justified its position by alleging violations of the cease-fire arrangements by the United Arab Republic.

The fact, however, was that early that year Israel had embarked upon a new stage in its aggression by carrying out air raids against the civilian population of the United Arab Republic and had extended that aggression to Jordan, Syria and Lebanon. The United Arab Republic's motives were primarily self-defence. It was regrettable that the United States had assisted in that aggression and had provided Israel with Phantom and Skyhawk aircraft, as well as massive economic aid. Indeed, following Israel's declaration not to withdraw from the territories occupied by it in the 1967 war, the United States had announced the delivery of additional weapons to Israel, including 180 of its most advanced tanks, as part of the \$450 million credit facilities for arms purchases. By taking that hostile position towards the Arab peoples and by supporting the aggressor, the United States was obstructing the realization of peace in the Middle East. At the Third Conference of Heads of State or Government of Non-Aligned Countries, held at Lusaka in September 1970, the international community had adopted resolutions calling for the withdrawal of Israeli troops from all the occupied Arab territories to the lines of 5 June 1967, in implementation of Security Council resolution 242 (1967).

In asking the General Assembly to consider the situation in the Middle East, the United Arab Republic had felt that the United Nations should give that situation its close attention and follow constantly the efforts that were being made until peace was secured by the withdrawal of Israel's forces from all the occupied Arab territories.

The representative of Israel stated that the United Arab Republic had violated the cease-fire standstill agreement through the construction and forward movement of a great missile system. As a result of that,

the equilibrium of the 7 August agreement had been broken and that factor, together with Egypt's propaganda campaign, had undermined the chances of an understanding being established. Israel, on the other hand, had agreed to indirect talks under Ambassador Jarring's auspices. It had also acquiesced to a limited cease-fire and had declared its readiness to accept and seek agreement on the implementation of resolution 242 (1967). Furthermore, it had stated its willingness to withdraw its troops to agreed, recognized and secure borders to be determined in the peace negotiations. Israel's decision in that respect had been conveyed to Ambassador Jarring on 6 August 1970 in the form of an affirmative response to the United States peace initiative. The central point of that initiative, however, was the cease-fire standstill agreement under which the parties had undertaken to refrain from changing the *status quo* within a zone extending fifty kilometres to the east and west of the cease-fire line, and specifically, to do nothing but maintain installations at the then existing sites and positions. Contrary to those precise undertakings, Egypt had established between 500 and 600 operational SA-2 and SA-3 missiles in the standstill zone, in violation of the agreement of 7 August. Those were not defensive measures, as claimed by the United Arab Republic, but offensive preparations designed to change the cease-fire lines by renewed war. The violations had continued daily and the United Arab Republic had refused even to address itself to requests for rectifications. It was impossible to consider negotiating a new agreement while the existing one had been shown so little respect. The most urgent task was to restore the trust necessary for all peace dialogues. The representative of Israel then said that the General Assembly should not destroy the existing consensus among the parties on Security Council resolution 242 (1967) by adopting measures which might give a new formulation or balance to that resolution by putting emphasis on one part or the other. Moreover, the Middle East situation was still being actively considered by the Security Council and, therefore, any recommendation by the Assembly implying a change in the balance maintained by the Council resolution would be in violation of the spirit of Article 12 of the Charter. In those circumstances, the General Assembly should urge the parties to observe strictly the cease-fire standstill agreement to which they had agreed, and call for the restoration of the situation as it had existed on and before 7 August 1970 in order that the Jarring mission could make progress in all sectors.

On 29 October, a draft resolution was submitted by Afghanistan, Burundi, Cameroon, Ceylon, Guinea, Equatorial Guinea, India, Malaysia, Mali, Mauritania, Mongolia, Nigeria, Pakistan, Senegal, Somalia, Uganda, the United Republic of Tanzania, Yugoslavia and Zambia. Under its operative part the General Assembly would (1) reaffirm the inadmissibility of the acquisition of territories by force, and consequently territories thus occupied must be restored; (2) recognize that full respect for the inalienable rights of the Arab people of Palestine, as affirmed in the General Assembly resolutions, was a prerequisite to a just and lasting peace in the Middle East; (3) urge the speedy implementation of Security Council resolution 242 (1967), which provided for the peaceful settlement of the situation in the Middle East; (4) express its full support of the efforts of the Special Representative of the Secretary-General in carrying out his mandate

for the implementation of resolution 242 (1967); (5) call upon the parties directly concerned to instruct their representatives to resume contact with the Special Representative in order to enable him to carry out, at the earliest possible date, his mandate for the implementation of the Security Council resolution in all its parts; (6) request the Secretary-General to report to the Security Council within a period of two months, and to the General Assembly as appropriate, on the efforts of the Special Representative and on the implementation of resolution 242 (1967); and (7) request the Security Council to consider, if necessary, taking steps, under the relevant articles of the Charter, to ensure the implementation of its resolution.

In the discussion that followed, the representative of the United States said that ever since the adoption of resolution 242 (1967) his Government had made every effort to help achieve its objectives. It was because of its concern that it had taken an initiative that had led to the developments reported by the Secretary-General on 7 August 1970. As a result of an intensive period of quiet diplomacy, an arrangement had been worked out with the countries concerned whereby they had stated explicitly their willingness to carry out resolution 242 (1967) in all its parts and had committed themselves to pursuing the goal of reaching agreement on a just and lasting peace. Moreover, the observance of the cease-fire had replaced the daily shelling on both sides of the Canal, and the escalating danger of a great Power confrontation had also eased.

After pointing out that it had taken almost three years to get from the States directly concerned explicit agreement to carry out resolution 242 (1967) in all its parts, the representative of the United States said that the General Assembly should be careful not to adopt any resolution that might appear to add to, subtract from or distort the careful balance of resolution 242 (1967). That was the problem that the United States delegation had found with the nineteen-Power draft resolution, which, by overemphasizing only one part of resolution 242 (1967)—the part concerning the withdrawal of troops and the non-acquisition of territory by force—could very well run the risk of altering the carefully worked-out balance of the Council resolution. Therefore the United States Government, which valued the roles of both the Assembly and the Council in dealing with the problem of the Middle East, would urge the Assembly to avoid taking any unrealistic action and to assist in the efforts to bring about a resumption of the discussions between the parties and to ensure an extension of the cease-fire arrangements between them. The United States was ready to pledge all its support for the successful conclusion of those discussions, hoping that all those concerned with a peaceful settlement of the Middle East conflict would make similar necessary efforts. To that end, the United States delegation was submitting a draft resolution, whereby the General Assembly would (1) endorse Security Council resolution 242 (1967) and urge that it be carried out in all its parts; (2) recommend to the parties and all concerned to exert their efforts, taking into account the obstacles and difficulties which had arisen since the cease-fire standstill agreement had gone into effect, to create, in accordance with that agreement, the conditions necessary to establish the confidence in which the parties could resume discussions promptly, under the auspices of the Secretary-General's Special Representative, in

accordance with the proposal contained in the Secretary-General's note of 7 August 1970; and (3) endorse the Security Council resolutions of 1967 on the cease-fire and recommend that the observance of the cease-fire, as contained in the note by the Secretary-General of 7 August, be extended for at least three months in order to facilitate the promotion of an agreement as set forth in resolution 242 (1967).

The representative of France stated that since the Charter had conferred on the Security Council the primary responsibility for the maintenance of international peace and security, there was no question of the Assembly assuming the role of the Council or making an attempt to weaken a Council resolution. However, it would be appropriate for the Council to seek the Assembly's views, and because of the exceptional circumstances the whole moral force of the Assembly would have to be expressed in its decision. The majority of the Assembly members also believed that a just and peaceful settlement of the Middle East would have to be based on resolution 242 (1967). Moreover, the United Arab Republic, Jordan and Israel had publicly confirmed their acceptance of that resolution. The four permanent members of the Security Council had concentrated their efforts as well, each one making very constructive proposals. However, the objective of those efforts had not been achieved and in the view of the French delegation this was due to a lack of determination to accept or to force acceptance of the Security Council's recommendations. It was on that point that the moral pressure of the General Assembly might be exerted and, if necessary, there might be a new action by the Security Council in the light of the lessons that had been learnt from the difficulties involved in the efforts to implement resolution 242 (1967). The United States initiative, which deserved full support, had called for a resumption of the Jarring mission and for a renewal of the cease-fire with standstill arrangements. It had been said that those arrangements had been violated, but, while deploring any failure to fulfil one's commitments, the French delegation would point out that those arrangements had not had a broad enough basis. In the same way, the confidence that was supposed to have been shaken by the violation of those arrangements could be restored by a resumption of negotiations within the framework of the Council's resolution. Therefore, at the present time three steps were necessary for a settlement—the resumption of talks, the extension of the cease-fire and the implementation of all the provisions of resolution 242 (1967). It was in the light of those considerations that France would determine its position towards the draft resolutions before the Assembly.

The representatives of the Union of Soviet Socialist Republics stated that Israel's continued aggression against the Arab countries had impeded the establishment of a just peace in the Middle East and compelled the United Nations to adopt further steps to make Israel accept a settlement on the basis of resolution 242 (1967). Israel's continued defiance of the United Nations had been made possible by the support given to it by the imperialist and neo-colonialist forces, whose aim was to hold back the progress of the States in the Middle East. In pursuance of that policy the United States had taken such measures as the deployment of its Sixth Fleet in the Mediterranean, the delivery of new Phantom aircraft and the extension of credit to Israel for the purchase of American

technology and equipment. The United States had also given support to Israel's expansionist policy by making the withdrawal of Israeli troops conditional upon the rectification of borders, which was in contradiction to the principles of resolution 242 (1967) and a violation of the Charter of the United Nations. Furthermore, when Israel had recently interrupted its contacts with Ambassador Jarring, using as its pretext the so-called violations of the arrangements reportedly made under the unilateral United States initiative, the United States had followed suit and had used Israel's negative position, to stop its participation in the practical work of the working group at the four-Power talks. That united action of Israel and the United States was aimed at blocking the progress of the Jarring mission. Similarly, the United States had submitted its draft resolution in order to assist Israel in its defiance and block the implementation of resolution 242 (1967). The United States draft resolution had asked for the establishment of confidence, but confidence could not be established without the withdrawal of Israel's troops. Moreover, the difficulties and obstacles in the way of a settlement referred to in the United States draft were of Israel's making and were supported by United States insistence on military superiority for Israel in the area. Israel had been refusing to withdraw its troops, stating that it could do so only to recognized and safe borders. However, safe borders could not be achieved by a policy of expansion but only through international legal recognition and consolidation. They could be guaranteed by the setting up of demilitarized zones on both sides and by the presence of the United Nations at various points in those zones. Direct guarantees could also be given by the four permanent members of the Security Council or by the Council itself as a whole. All these elements of settlement could then be included in an agreement mutually binding on the parties and presented in the form of an international act, with corresponding guarantees for the implementation of its provisions. It was, therefore, necessary that Ambassador Jarring's mission be resumed, as had already been suggested by the Secretary-General, and endorsed by the Foreign Ministers of the four-Powers, who had urged that all steps be taken to ensure a peaceful settlement on the basis of resolution 242 (1967).

The representative of the United Kingdom said that, as the Secretary-General had pointed out in his statement of 23 October after his meeting with the four Foreign Ministers, resolution 242 (1967) provided the only basis for the settlement of the Middle East situation. However, a settlement could not be imposed on the parties—it would have to be contained in an agreement binding, according to international law, on all the parties and endorsed by the Security Council. The two most important elements in the package agreement would be commitments to peace, on the one hand, and the withdrawal of troops and the determination of boundaries, on the other. First, the Arab States and Israel must agree to establish a genuine state of peace between them and must respect and recognize each other's sovereignty and territorial integrity. Secondly, on the question of withdrawal of troops and the determination of boundaries, the Assembly must be guided by the principle of the inadmissibility of the acquisition of territory by war. Therefore Israeli forces must withdraw, with the possibility of minor rectifications, from territories occupied in 1967. Concerning Jerusalem, any settlement of the status of

that city must incorporate as an essential part an agreement providing for freedom of access to all the Holy Places. The agreement should be endorsed by the Security Council and, as a guarantee thereof, a United Nations presence in the area could be established. Other prerequisites should be the establishment of demilitarized zones under the supervision of the United Nations, freedom of navigation through the Suez Canal, the Gulf of Aqaba and the Strait of Tiran. Furthermore, any settlement must take into account the Palestinians, whose support should be enlisted by the Arab Governments concerned, and must provide for a just solution of the refugee problem in accordance with United Nations resolutions. The United Kingdom, while understanding the reasons for which the Middle East situation was brought before the General Assembly, could not, however, support any resolution which might in any way alter the carefully worked-out balance of Security Council resolution 242 (1967).

The representatives of the Arab States, in supporting the request of the United Arab Republic for consideration by the General Assembly of the situation in the Middle East, stated that some action by the Assembly was necessary in support of resolution 242 (1967), particularly on the question of Israel's withdrawal of troops from occupied territories. They also gave their support to the Palestinians in their fight for the right of self-determination, adding that the Palestinian people had the same rights as others under the Charter of the United Nations.

The representative of Algeria, in particular, said that only the Palestinians, through their legitimate representatives, could decide about the future of their country and that there could be a positive discussion of the Middle East situation only when the General Assembly recognized the legitimate and inalienable rights of the Palestinian people to liberate their homeland and to maintain its territorial integrity. The representative of Saudi Arabia declared that, since the Palestinians formed the core of the problem, the Assembly should not ignore them if it wanted to find a just solution of the Middle East problem.

Several Arab representatives also deplored the United States military support of Israel which, they considered, had helped Israel in its aggression and in its defiance of the United Nations. The representative of Morocco, after referring to the reported delivery of 200 tanks and two squadrons of Phantoms to Israel by the United States, stated that those new weapons in the hands of Israel posed a great threat to the chances for peace in the Middle East. The Arab representatives also warned against making the Middle East a special arena for the playing of Power politics and against attempting to solve the problems of that area outside the United Nations.

Several representatives from African and Asian countries and from socialist States emphasized the need for a resumption of the Jarring mission and felt that Israel's demand for a rectification of the so-called violations of the standstill arrangements was only a pretext for sabotaging the mission.

A majority of the representatives participating in the debate thought that Security Council resolution 242 (1967) provided adequate grounds for the resumption of the talks and eventually reaching a settlement, and they added that it was incumbent upon the United Nations to take effective action to translate the provisions and principles of that resolution into reality. In



that respect the representative of Brazil recalled the suggestion made by his Government in April 1970, in a memorandum to the Secretary-General and the Security Council, concerning the desirability of the establishment by the Council of subsidiary organs, with the participation of the interested parties, to deal with the essential aspects of disputes. He added that there was no reason why the Council should not, in the case of the Middle East, give serious consideration to such a possibility. He added that it would be within the Council's powers to associate the Special Representative of the Secretary-General with the work of a subsidiary organ that it might decide to establish. He felt that the General Assembly might consider making a recommendation to that effect.

On 3 November, the representative of Nigeria, on behalf of the sponsors, introduced a revised text of the nineteen-Power draft resolution of which the People's Republic of the Congo and Sierra Leone had also become sponsors. The revised text contained a new operative paragraph 2 by which the General Assembly would reaffirm that the establishment of peace required respect for and acknowledgement of the sovereignty, territorial integrity and political independence of every State in the area; the original paragraph 2 was revised and under it the Assembly would recognize that respect for the rights of the Palestinians was an indispensable element in the establishment of a just and lasting peace in the Middle East; the original paragraph 4 was deleted and a new paragraph 6 was added by which the General Assembly would appeal to the parties to cease fire for a period of three months in order to facilitate the task of the Special Representative.

On the same day the representative of Argentina submitted a draft resolution co-sponsored by Argentina, Barbados, Bolivia, Brazil, Colombia, Costa Rica, the Dominican Republic, Ecuador, El Salvador, Guatemala, Guyana, Haiti, Honduras, Jamaica, Mexico, Nicaragua, Panama, Paraguay, Trinidad and Tobago, Uruguay and Venezuela. Under the operative paragraphs, the General Assembly would (1) express its full support of Security Council resolution 242 (1967) and affirm the need for the speedy implementation of all its provisions, in the spirit of justice and equity with which it was imbued; (2) also express its full support of the efforts of the Special Representative of the Secretary-General to the Middle East to carry out his mission to promote agreement for the implementation of resolution 242 (1967); (3) request the parties directly concerned to instruct their representatives to resume discussions with the Special Representative in order to enable him to carry out as soon as possible his mission to promote agreement for the implementation of resolution 242 (1967) in its entirety; (4) support the Security Council resolutions of 1967 concerning the cease-fire and recommend, in order to facilitate promotion of the agreement envisaged in resolution 242 (1967), that the cease-fire mentioned in the Secretary-General's note of 7 August 1970 should be scrupulously observed and should be extended for three months, with the addition of suitable measures for the proper supervision of its observance, including, if possible, the use of United Nations observers now stationed in the region; (5) request the Secretary-General to report to the Council within a period of two months and to the Assembly as appropriate, on the efforts of the Special Representative and on the implementation of resolution 242 (1967).

In submitting the above draft resolution, the representative of Argentina, on behalf of the sponsors, stated that neither the United States draft nor the first twenty-one-Power draft before the General Assembly had the requisite impartiality needed to meet the present situation and also the approval of the Assembly. The sponsors had drawn the inspiration for their draft from the traditional position of the Latin American group, which had always tried to approach the situation in the Middle East constructively and in a balanced way; they had been guided by the wish to maintain the balance of resolution 242 (1967) and to assist the Jarring mission to achieve its objective by securing a just and lasting peace in the Middle East.

On the same day the representative of France submitted amendments to the first twenty-one-Power draft resolution. Under the French amendments: (1) the third preambular paragraph would be deleted; (2) in the fifth preambular paragraph, the words "by the armed forces of Israel" would be deleted; (3) operative paragraph 2 would be replaced by a new paragraph in which the General Assembly would reaffirm that the establishment of a just and lasting peace in the Middle East should include the application of both the following principles, (a) withdrawal of Israeli armed forces from territories occupied in the recent conflict; (b) termination of all claims or states of belligerency and respect for and acknowledgement of the sovereignty, territorial integrity and political independence of every State in the area and their right to live in peace within secure and recognized boundaries free from threats or acts of force; (4) the fourth French amendment had already been incorporated in the revised text of the twenty-one-Power draft resolution; (5) a new operative paragraph 6 should be added by which the Assembly would recommend to the parties that they extend the cease-fire for a period of three months in order that they might enter into talks under the auspices of the Special Representative with a view to giving effect to Security Council resolution 242 (1967); and (6) in operative paragraph 8 the words "taking steps" would be replaced by the words "making arrangements".

On 4 November, Ghana joined as a co-sponsor of the twenty-one-Power draft resolution. On the same day the representatives of Senegal and Nigeria stated that the sponsors of the twenty-two-Power draft resolution had accepted the amendments submitted by France and that those amendments had then become part of the draft resolution. Under the amended text, the General Assembly would (1) reaffirm that the acquisition of territories by force is inadmissible and that, consequently, territories thus occupied must be restored; (2) reaffirm that the establishment of a just and lasting peace in the Middle East should include the application of both the following principles: (a) withdrawal of Israeli armed forces from territories occupied in the recent conflict; (b) termination of all claims or states of belligerency and respect for and acknowledgement of the sovereignty, territorial integrity and political independence of every State in the area and their right to live in peace within secure and recognized boundaries free from threats or acts of force; (3) recognize that respect for the rights of the Palestinians was an indispensable element in the establishment of a just and lasting peace in the Middle East; (4) urge the speedy implementation of Security Council resolution 242 (1967), which provided for the peaceful

settlement of the situation in the Middle East in all its parts; (5) call upon the parties directly concerned to instruct their representatives to resume contact with the Special Representative of the Secretary-General in order to enable him to carry out, at the earliest possible date, his mandate for the implementation of the Security Council resolution in all its parts; (6) recommend to the parties that they extend the cease-fire for a period of three months in order that they might enter into talks under the auspices of the Secretary-General's Special Representative with a view to giving effect to resolution 242 (1967); (7) request the Secretary-General to report to the Security Council within a period of two months and to the General Assembly as appropriate on the efforts of the Special Representative and on the implementation of resolution 242 (1967); and (8) request the Security Council to consider, if necessary, making arrangements, under the relevant articles of the Charter, to ensure the implementation of its resolution.

On 4 November, the General Assembly proceeded to vote on the three draft resolutions before it. The representative of the United States announced that his delegation did not wish to press its draft resolution to a vote. The twenty-two-Power draft resolution was adopted by a roll-call vote of 57 to 16, with 39 abstentions, as resolution 2628 (XXV). The Latin American draft resolution was rejected by a roll-call vote of 49 to 45, with 27 abstentions.

### *C. Status of the cease-fire*

#### *1. Complaints by Israel and Jordan*

During the period covered by this report, the Security Council received from Israel and Jordan a number of complaints related to violations of the cease-fire. However, no request was made for consideration by the Council of any of those complaints.

During the latter part of June and through the month of July 1970, Jordan in three communications to the Security Council stated that a number of its villages located in the northern part of the Jordan Valley had been subjected to air raids carried out by Israeli jet aircraft, resulting in a number of civilians being killed and others wounded. Jordan also stated that mines laid by an Israeli patrol had exploded inside its territory and caused injuries to a number of civilians.

In a communication dated 20 July, Israel drew the attention of the Security Council to the fact that as a result of agreement between Jordan and the terror organizations, attacks against Israel launched from Jordanian territory had been intensified and that between the period from 7 to 20 July, 114 acts had been carried out compelling Israel to act in self-defence. Israel added that Jordan's complaints to the Council were designed to serve as a smokescreen to conceal Jordan's responsibilities for the continued bloodshed and suffering on both sides.

On 18 August, Jordan submitted to the Security Council a list of violations of the cease-fire covering the period from 11 April to 28 July. Jordan charged that Israel's aggressive acts, including bombing by jet aircraft, had resulted in heavy civilian casualties and damage to property. It believed that those attacks reflected a deliberate policy on the part of Israel to

undermine and sabotage the international political efforts then being made to find a solution to the Middle East situation. By another letter dated 28 August, Jordan made charges of further raids by Israeli aircraft in the Jordan Valley.

On 24 August, Israel stated that in little more than a month 225 additional acts of aggression against it had been carried out from Jordanian territory. Israel added that some of those acts had occurred since 7 August 1970, when a new international effort was being made to maintain the cease-fire to which Jordan was a party. After reserving its right to act in self-defence, Israel stated that the observance of the cease-fire was binding on all who were parties to it.

#### *2. Communications and reports concerning the Israel-United Arab Republic sector*

In last year's report reference was made to a note dated 8 June 1970, in which the Secretary-General informed the members of the Security Council of a letter he had addressed to the States whose nationals were serving as United Nations military observers in the Suez Canal sector, expressing his concern at the intensification of fighting in the sector and at the increasing danger to which the observers there were exposed. Reference was also made to the reply from the representative of Chile, who expressed his Government's confidence that the Secretary-General would be able to find ways and means of overcoming the difficult situation in the Suez Canal sector so that he could ensure, so far as reasonably possible, the safety of the observers, possibly with the urgent assistance of the Security Council.

In June 1970, additional replies along similar lines were received from the representatives of Austria, Finland, Ireland and Sweden, and from Argentina in August.

#### *REPORTS OF THE SECRETARY-GENERAL*

From 16 June to 8 August 1970, the day when the cease-fire agreement mentioned in section A above entered into effect in the Suez Canal sector, the Secretary-General transmitted to the Security Council on an almost daily basis reports received from the Chief of Staff of UNTSO concerning violations of the cease-fire in the Suez Canal sector.

These reports indicated that, up to 7 August, daily exchanges of heavy-weapons fire had taken place between Israel and the United Arab Republic forces. In addition, there had been intense air activity, involving mainly air raids by Israeli jet aircraft against targets on the west bank of the Canal. The Chief of Staff of UNTSO also reported frequent cases of firing at, or close to, United Nations observation posts on either side of the Canal, resulting in damage to some United Nations installations and equipment.

On 16 July, the Secretary-General informed the Security Council of the tragic death of Lieutenant-Colonel J. E. Bogvad of Sweden, a United Nations military observer, who had been killed that day when a reconnaissance party he was leading came under small-arms fire from the United Arab Republic forces in the area of one of the observation posts. At the same time another observer, Major R. R. Fox of New Zealand, had received wounds in his left arm.

On 4 August, the Secretary-General transmitted to the Council the report of the board of inquiry which had been set up to examine the circumstances surrounding the death of Lieutenant-Colonel Bogvad. The finding of the Board was that he had died in the course of duty as the result of being hit in the throat by a bullet that had come from a machine-gun position located in the west bank area of the Canal.

During the period from 8 August 1970 to 10 March 1971, the only reports issued by the Secretary-General regarding the situation in the Suez Canal sector, except for one report concerning an Israeli complaint about two single shots of small-arms fire by United Arab Republic forces which was not confirmed by United Nations observers, dealt with the relocation or reopening of several United Nations observation posts which had been temporarily closed.

In a report to the Security Council dated 10 March 1971, the Secretary-General stated that the situation in the Suez Canal sector had been quiet since 8 August 1970, although during that period there had been a number of overflights by one party or the other. He felt that in the present circumstances, it was advisable to resume the practice that had prevailed before 8 August 1970 of reporting to the Security Council concerning the Suez Canal sector. It was his hope that his reports might be helpful during a period when the maintenance of quiet was crucial to efforts that were being made to find a peaceful settlement in the whole area. In the same report, the Secretary-General transmitted to the Council a report received from the Chief of Staff of UNTSO indicating that on 9 March several Israeli aircraft and one unidentified aircraft had crossed the Canal from east to west.

Several supplemental information reports were issued by the Secretary-General between 10 March and 15 June. They indicated that the situation had remained quiet in the Suez Canal sector, with only a few cases of isolated firings and several overflights across the Canal.

### 3. Complaints by Israel and Lebanon

#### COMMUNICATIONS AND REPORTS

On 4 September, the representative of Lebanon transmitted to the President of the Security Council the text of a letter from the Minister for Foreign Affairs of Lebanon. After charging that Israeli armed forces had committed fifty-eight acts of aggression against Lebanon during the preceding two weeks, the letter stated that Israel's aggressive actions were increasingly assuming the dimensions of actual military hostilities and were no doubt a prelude to the resumption of hostilities on the other fronts. They were directed not only against Lebanon and the other Arab countries but against those of the great Powers which were trying to preserve world peace against a possible extension of the Israeli-Arab conflict. The letter said the tragic experience which Lebanon had been undergoing on its frontiers was a test of the effectiveness of the Security Council's efforts to ensure that right should prevail. While Israel had claimed previously to respect Lebanon's frontiers, it was in fact constantly violating those frontiers and the violations were calculated to imperil the social, political and economic stability of Lebanon.

On 5 September, the representative of Lebanon, after referring to his Government's communication, informed the President of the Security Council that at 1300 hours local time that day two infantry companies of Israeli armed forces, under heavy air support, had penetrated seven kilometres inside Lebanese territory, bombing civilian installations and opening roads for Israeli military use. In view of that grave situation, which was endangering the peace and security of Lebanon, he requested the convening of an urgent meeting of the Council.

#### MEETING OF THE COUNCIL IN SEPTEMBER 1970

The Security Council met the same day and included in its agenda the letter from the Minister for Foreign Affairs of Lebanon. The representatives of Lebanon and Israel were invited, at their request, to participate in the discussion without the right to vote.

At the beginning of the meeting the Secretary-General informed the Security Council that he had received two cabled messages from the Chief of Staff of UNTSO concerning the matter on the Council's agenda. According to the first message, the Chairman of the Israel-Lebanon Mixed Armistice Commission had received from the Lebanese authorities a communication to the effect that on 4 September the Lebanese region of El-Arkoub had been attacked by Israel aircraft and had been subjected to heavy artillery bombardment, causing material damage. When the bombardment had ceased, an Israeli mixed infantry and armoured force had penetrated the region destroying the road network in the area and blowing up several houses and as late as 0930 GMT Israeli forces had not withdrawn from the territory. Lebanon had requested the confirmation of the attack by a United Nations military observer and the immediate withdrawal of the Israeli forces from Lebanese territory. The Chief Staff of UNTSO had instructed the Chairman of the Israel-Lebanon Mixed Armistice Commission to provide two United Nations military observers for on-the-spot inquiries. He also indicated that until 1500 GMT on 5 September the Israeli Assistant Defence Force Liaison Officer had not had any information about the alleged incident. In a second message, received the same day, the Chief of Staff reported that the Assistant Liaison Officer had informed him at 1705 GMT on 5 September that all Israeli forces had withdrawn from Lebanese territory.

After reading out the two messages from UNTSO, the Secretary-General recalled that during the meeting of the Security Council on 12 May 1970, when the Council had under consideration a similar question, he had stated that for a long time he had sought to increase substantially the number of United Nations observers on both sides of that area, but without success. For that reason he could not provide the Council with detailed information of actions such as those that were then taking place in the area.

The representative of Lebanon stated that a few hours after he had transmitted the letter from Lebanon's Minister for Foreign Affairs to the President of the Security Council, Israeli ground and air forces had launched an attack on Lebanese territory and had reached the village of Kfar Chouba, four kilometres inside Lebanon's borders. The Israeli forces had penetrated another seven kilometres from the borders, bombing civilian centres and populations. In the face

of that aggression, the Lebanese army had entered into action against the Israeli forces and, according to a message he had received, they were still engaging them on Lebanese territory. Israel's unwarranted attack on Lebanon had resulted in two civilians being killed and many others wounded, in addition to causing considerable damage to civilian installations. The situation created by Israel's aggression constituted a test of the Security Council's ability to ensure the security and independence of small nations. In the past when aggression had been committed against it, Lebanon had sought the guarantees that were promised by the Charter. It hoped that on the present occasion the Council would discharge its responsibility by calling for the immediate and complete withdrawal of all Israeli forces from Lebanon and by strongly condemning Israel's acts of aggression against Lebanon in violation of the Charter and of past resolutions of the Council. After recalling that in its resolution 280 (1970) of 19 May 1970 the Council had warned Israel that it would take effective measures in case of a repetition of armed attacks, he demanded the application of Chapter VII of the Charter against Israel.

The representative of Israel stated that Lebanon had merely attempted to dramatize a minor patrolling incident which had become necessary because of the free hand given to the terrorists by the Government of Lebanon. Security Council resolution 280 (1970), which was inequitable and one-sided, had given encouragement to the terrorist organizations. Since then over 200 acts of aggression had been committed from Lebanese territory against Israel, resulting in fifteen Israeli civilians and five military personnel being killed, and thirty-eight civilians and fifty-five military personnel being wounded. The terrorist activity in the area corresponded to the proclaimed design of the terrorist leaders to sabotage the diplomatic efforts now being made to reach a peaceful solution of the Middle East crisis. Members of the Security Council were aware of the Cairo Agreement between Lebanon and the commandos which had provided the terrorists in Lebanon with a basis for their activities against Israel. That agreement had declared that the armed struggle of the Palestinians was in Lebanon's interest, and accordingly Lebanon had undertaken to co-operate in the installation of supplies, rest and aid posts for the commandos. In view of the continuous attacks from Lebanese territory and the admitted helplessness of Lebanese authorities, Israel had been compelled to exercise its right of self-defence. It had sent a small unit of its forces to carry out a search-and-comb mission in the foothills of Mount Hermon. Those units had been evacuated from Lebanon's territory after they had completed their mission. In that minor action the Lebanese army had not been directly involved. It was incumbent upon Lebanon to prevent the use of its territory by irregular and regular forces for aggression against another State Member of the United Nations.

The representative of Spain, declaring that the Secretary-General's statement as well as those of the representatives of the parties concerned had established that an invasion against Lebanon had taken place in violation of the principles of the Charter and the Council's own resolutions, said his delegation was submitting a draft resolution whereby the Security Council would demand the complete and immediate withdrawal of all Israeli armed forces from Lebanese terri-

tory. He requested the Council to vote urgently on the draft resolution and France supported his request.

The representative of the United States said that the draft resolution submitted by Spain had, in his delegation's opinion, been presented in haste and before there had been an opportunity to ascertain through UNTSO what the precise situation was along the border. In view of the conflicting evidence, his delegation would abstain on the draft resolution, while at the same time making it clear that this position in no way detracted from its continued full support for the maintenance of the territorial integrity of Lebanon.

At the same meeting, the Security Council adopted the draft resolution submitted by Spain by 14 votes to none, with 1 abstention, as resolution 285 (1970).

In a report dated 7 September, the Secretary-General, after referring to his statement before the Security Council on 5 September 1970 announced that he had received a cable from the Chief of Staff of UNTSO to the effect that the Lebanese authorities had informed UNTSO officially that Israeli forces had withdrawn from Lebanese territory as of 0700 GMT, on 6 September 1970, and that in the absence of United Nations observers in the area, there could be no direct observation by them of the circumstances of that withdrawal.

#### SUBSEQUENT COMMUNICATIONS

In a letter dated 28 December and addressed to the President of the Security Council, Lebanon stated that a unit of Israeli forces, carried by two helicopters, had that day attacked the village of Yatir in southern Lebanon, killing two civilians, wounding two others and destroying several houses. The letter added that, since its attack two years ago at the International Airport of Beirut, Israel had repeatedly attacked Lebanese territory for the purpose of disrupting the peaceful life of the population and deliberately extending the area of conflict.

On 30 December, Israel declared that although Lebanon, under the cease-fire agreement, was committed to prevent the use of its territory for attacks against Israel, it was a matter of common knowledge that Lebanese territory, particularly villages in southern Lebanon, were being used as bases for terrorist aggression against Israel. On several occasions during 1970, Israel had drawn the Council's attention to those acts. In recent weeks they had increased and since 26 November 1970 there had been eighteen attacks by Lebanese-based saboteurs. It was against one of those bases that Israeli defensive action had been taken on the night of 27 December. As the Security Council and Lebanon had already been informed, Israel's policy regarding Lebanon continued to be based on scrupulous maintenance of the cease fire by both sides, including Lebanon's responsibility to prevent armed attacks from its territory against Israel.

In a letter of 15 January 1971, Lebanon stated that an Israeli helicopter-borne armed unit had attacked the village of Sarafand, located about forty-three kilometres north of Lebanon's southern borders, and that after having been engaged by Lebanese armed forces, it had withdrawn at 0300 GMT. The Israeli authorities had attempted to justify their action by alleging that six *fedayeen* had come by boat from



Sarafand on 2 January and had landed, just south of the Lebanese border, and that five of them had been captured. However, investigation by Lebanese authorities had established that Israel had engineered the whole plan itself and had used an accomplice to arrest five Palestinians. Thus, Israel had initiated an incident and then used it for a repetition of its aggression against Lebanon.

On 19 January, Israel stated that since its letter of 30 December 1970, in which it had drawn the attention of the Security Council to terrorist attacks carried out from Lebanon against Israel, there had been a further intensification of sabotage raids and of shelling attacks on Israeli villages. In all their activities the terrorists had full support and encouragement from the Lebanese Government. With regard to the complaint made by Lebanon in its letter of 15 January, Israel declared that on 2 January a group of raiders had attempted to land in northern Israel coming from the Lebanese harbour of Sarafand, which served as a base of operation against Israel, but that they had been captured. During the night of 14-15 January, an Israeli unit had acted to disable this terrorist base and in the ensuing encounter had killed ten saboteurs and wounded many others, and six Israeli soldiers had been injured. Israel's action had not been directed against a civilian village, as alleged by Lebanon, but against one of the El Fatah terror bases.

Pursuant to its letter of 15 January, Lebanon stated on 5 February that Israeli patrols had on 1 February crossed the Lebanese border and in their attacks on villages in southern Lebanon had blown up some houses and abducted some civilians. Lebanon charged that Israel's action constituted another premeditated encroachment upon the sovereignty and territorial integrity of Lebanon.

In a letter dated 8 April 1971, Lebanon charged that on 5 April an Israeli patrol, in violation of the Armistice Agreement and in defiance of relevant United Nations resolutions, had crossed the border at three points and had blown up several houses in three different localities.

By a letter dated 12 April, Israel drew the attention of the Security Council to the intensification of attacks committed against it from Lebanese territory, and stated that between 11 March and 10 April terror organizations had carried out nineteen such attacks from bases in Lebanon against Israeli villages, compelling Israel to take self-defence measures to protect the lives and property of its citizens.

#### 4. Complaints by Israel and Syria

##### COMMUNICATIONS AND REPORTS

During the period under review, the Secretary-General continued to transmit to the Security Council reports received from the Chief of Staff of UNTSO on the situation in the Israel-Syria sector. These reports indicated that towards the end of June there was an intensification of firing as well as increasing aerial activity in the sector.

The most serious incident took place on 26 June. On that day the Chief of Staff of UNTSO reported that Israeli tanks, supported by armoured personnel carriers, had crossed the lines and had been seen up to

five kilometres inside Syrian territory. At the same time, a heavy exchange of fire had been observed, along with raids carried out by Israeli aircraft against Syrian positions. The report added that Israeli forces had occupied United Nations observation post Sierra that day at 1230 GMT and had asked the United Nations military observers to cease radio transmissions. Protests had been made to the Israeli authorities against this action and later the forces had withdrawn from the area of the post. The report further indicated that as a result of the intense exchange of fire, several United Nations observation post installations and some equipment had been damaged. The report added that according to information received from Israeli authorities, ten Israeli soldiers had been killed and thirty-two wounded during these incidents. Three cease-fires were proposed by the United Nations military observers but, although the last two had been accepted by both parties, they had not proved effective.

In the period from the end of June 1970 to 15 June 1971, the reports from the Chief of Staff showed that the situation in the sector was generally quiet. However, sporadic firing incidents, generally involving light weapons, continued to take place almost daily. Most of these incidents involved firing by Israeli forces.

On 7 January 1971, the Secretary-General circulated a report received from the Chief of Staff regarding an incident which had taken place at one of the United Nations observation posts. In this report, the Chief of Staff stated that on 2 January at 2305 GMT, the United Nations military observers on duty at that observation post had been held up in their living caravan by three persons who had been carrying submachine guns of an unidentified type. Before they left twenty minutes later, they had taken a number of items from the caravan and had ripped the radio communication set. An inquiry conducted by UNTSO on 3 January had failed to establish the identity of the intruders, and the UNTSO findings had been later communicated to the authorities of Syria and Israel, who had been requested to provide the results of inquiries by them.

On 5 January, Israel reported that as a result of a search conducted on 3 January at the site of the post, tracks of three persons wearing regular Syrian boots had led towards Syrian territory. The Israelis had found some of the items which had been taken from the United Nations caravan. On the following day the Syrian authorities had informed the Mixed Armistice Commission that from their investigations they could assure the Commission unreservedly that the intruders had not been members of the Syrian regular army. The report of the Chief of Staff concluded that, despite inquiries conducted by UNTSO and by both Syria and Israel into the incident, it appeared that the identity of the intruders could not be established. In forwarding that report to the Security Council, the Secretary-General expressed his concern at that type of incident and warned against the serious implications it could entail for the cease-fire observation operations in the sector. The United Nations observers did not carry arms and depended for their safety on their special status and on the protection provided by the parties to the cease-fire. While the inquiries had not established the identity of the intruders and had not indicated that they had been members of any regular army, the Secretary-General nevertheless appealed to all concerned to take all possible measures to prevent a recurrence of such incidents.



The incident also formed the subject of communications to the Security Council containing charges and counter-charges by the two sides. On 18 January, Syria denied a charge made in a broadcast by Radio Israel to the effect that three regular Syrian soldiers, on the night of 2-3 January, had entered a United Nations observation post and had stolen some items from the room. In its reply on 25 January, Israel stated that an investigation carried out by Israeli authorities following the raid on the observation post had revealed that tracks of three persons wearing regular Syrian boots had led investigators towards Syrian territory, and that the findings of the investigation had been published in a report by the Secretary-General. As the Syrian lines were well guarded by a network of military positions, Israel's letter stated that no armed elements could operate from within that Syrian military zone without the knowledge of the Syrian authorities. Syria's responsibility for all violations of United Nations observation posts by elements operating from within the Syrian lines was clearly evident. In reply Syria stated on 26 January that the "investigation" carried out by Israel and its allegation that Syria had been responsible for all violations of United Nations observation posts, were one-sided and constituted an Israeli attempt to distort facts. Furthermore, the Secretary-General's report of 7 January, referred to by Israel, had denied the Israeli allegation and had, in fact, concluded that the identity of the armed intruders could not be established.

#### *D. Treatment of civilian populations in Israeli-occupied territories and related matters*

During the period under review, the Security Council received a number of communications concerning the treatment of civilian populations in Israeli-occupied territories.

On 18 June 1970, after referring to its two letters of 9 June 1970 concerning the Special Committee to Investigate Israeli Practices Affecting the Human Rights of the Population of the Occupied Territories, Israel reiterated its stand that the special Committee was irregular and biased in character, adding that two of its members—Somalia and Yugoslavia—had fully identified themselves with Arab belligerency against Israel and that the third member, Ceylon, had declared on 14 June its decision to suspend diplomatic relations with Israel.

From 16 July 1970 to 12 February 1971, Jordan addressed several letters to the Secretary-General stating that Israel had taken measures, in violation of General Assembly resolutions, forcibly expelling Arab inhabitants of the occupied territories.

In a letter dated 3 August 1970, Jordan stated that Israel, in violation of the Geneva Conventions of 1949, had opened a barrage of artillery fire, aiming at the Coptic Convent and other neighbouring convents in the occupied area of Jericho, which had resulted in the destruction of parts of the Convent and damage to other properties. Israeli authorities had been forcing Moslem worshippers to evacuate the Ibrahimi Mosque in Al-Khalil (Hebron) to make room for Jewish fanatics and Israeli soldiers. In addition, and as part of its policy to change the character of the occupied area, the Israeli authorities had taken over two Islamic shrines, the

Mosque of Rachel's Tomb on the Jerusalem-Al-Khalil road and Joseph's Shrine in Nablus.

In its reply dated 17 August, Israel denied the Jordanian charges, stating that since 1968 Christian monasteries in the area of the baptism site, on the Israeli side of the cease-fire line, had been harassed by firing from saboteurs. In fact, the Coptic Convent was the target of an attack on 24 May 1969 and was later damaged by explosive charges laid by saboteurs from Jordan on 4 August and 11 December 1969.

On 8 January 1971, Jordan submitted a list of 329 civilians who, it stated, had been expelled during the year 1970, from Gaza and the West Bank of Jordan.

By a note dated 27 July 1970, the President of the Security Council drew the attention of members of the Council to resolution 10 (XXVI), which had been adopted by the Commission on Human Rights on 23 March 1970 on the question of human rights in the territories occupied as a result of hostilities in the Middle East, including the report of the Special Working Group of Experts. In that resolution, the Commission on Human Rights had requested the Secretary-General to bring to the attention of the General Assembly, the Security Council and the Economic and Social Council the text of that resolution and the report of the Special Working Group of Experts established under Commission resolution 6 (XXV) to investigate allegations concerning Israel's violations of the Geneva Convention of 1949 relative to the Protection of Civilian Persons in Time of War in the occupied territories.

In a letter dated 16 September 1970 addressed to the Secretary-General, representatives of fourteen Arab States said that the world press had reported that hundreds of men and women had been arbitrarily arrested in the Israeli-occupied Arab territories and that the entire population of those areas was being threatened with further measures of greater repressiveness. They pointed out that, in view of the persistent refusal of the Israeli authorities to permit international fact-finding missions to visit the occupied territories in fulfilment of their mandate under various United Nations resolutions, press reports remained the principal means by which the world community could be informed about Israel's measures. They added that Israel's actions constituted a grave escalation of its violations of the Geneva Conventions of 1949 and all relevant United Nations resolutions.

In a letter dated 23 September, Israel, after rejecting the charges of the Arab States, replied that during the month of September five attempts at hijacking civil passenger aircraft had been committed by members of an Arab terrorist organization operating in and out of the Arab countries bordering Israel. Faced with that situation Israel had no choice but to take precautionary measures against the activities of the terrorist organizations.

On 15 October 1970, Syria transmitted the text of an article published on 11 October in *The Sunday Times* of London, in which reference had been made to the release of a report from the International Committee of the Red Cross, accusing Israel of blowing up Arab towns, villages, camps and houses in the occupied territories in defiance of the Geneva Conventions. The report had also noted the protests that the International Committee had made to Israel on the destruction of towns and villages and the two replies it had received from Israel.

In a letter dated 8 February 1971, the United Arab Republic charged Israel with acts of repression and indiscriminate attacks against the civilian population in Sinai and the Gaza Strip. In support of its charges, the United Arab Republic transmitted the text of an article published on 2 February in *The New York Times*, as well as excerpts from articles published in Israeli newspapers and from the Israeli Parliament Protocol.

In a letter dated 9 February, Israel described the charges made by the United Arab Republic as unfounded and unsubstantiated. It further stated that the policy of the Israeli Government was to ensure normal life and development for all the inhabitants under its control, including those of the Gaza Strip and Sinai.

In another letter dated 10 February, fourteen Arab States further charged Israel with intensification of oppressive measures against the Palestinians in the Gaza Strip. They added that the Israeli authorities had been imposing long and intolerable curfews on several areas, including a refugee camp which had been under total curfew since the end of December 1970. Moreover, several thousand Arab inhabitants had been arrested and taken to detention areas in the Sinai desert, where they had suffered cruel interrogation and inhuman punishment. In a reply dated 11 February, Israel, after referring to its letter of 9 February, stated that the repetition of the allegations by the fourteen Arab States had not brought those allegations nearer reality.

By a letter dated 12 February, Jordan and Lebanon, after referring to the letter from the fourteen Arab States concerning the ill-treatment of civilians in the Gaza Strip and other occupied areas, transmitted excerpts of a dispatch published on 11 February in the French newspaper *Le Monde*, in which references had been made to oppressive measures taken by Israeli military forces against Arab civilians of the Gaza Strip.

In its reply of 19 February, Israel stated that the Arab Governments, particularly Jordan and Lebanon, had been directly responsible for the acts of terror and murder carried out in the Gaza area, by allowing the existence of bases from which terrorist operations could be carried out. Israel had no choice but to take measures to ensure the safety, welfare and security of the population of the Gaza area and maintain public order there.

In a letter dated 26 February, Jordan stated that Israel had carried out arbitrary measures of confiscation of lands and mass transfer of populations within the occupied territories, and that the Israeli military governor had informed community leaders in the village of Silwad and those north of Ramallah that his Government intended to confiscate lands with a view to resettling a number of Palestine refugees from the Gaza area.

In its reply of 3 March, Israel denied that it had taken any measures of confiscation or expropriation of lands and added that it had no intention of taking such steps in the near future.

In a further letter dated 12 March, Jordan stated that, in defiance of United Nations resolutions, the Israeli authorities had confiscated 100 dunums of forested land, the property of a Jordanian citizen, and 1,500 dunums of the lands in the villages of Sanur and Jabaa.

On 26 March, Jordan reported that Israel had continued measures of systematic expulsion of Arab inhabitants from the occupied territories, together with its confiscation of Arab property and the establishment of Jewish settlements. The Jordanian letter added that from 8 December to 24 February, 111 Arab inhabitants from the West Bank of Jordan and the Gaza Strip had been forcibly expelled and deported to the East Bank of Jordan under inhuman conditions.

In another letter dated 21 May, Jordan said that Israel continued to intimidate, harass and suppress the inhabitants of the occupied territories, confiscate their property and deport them in great numbers to the East Bank of Jordan. Jordan's letter gave lists of persons who had been expelled by Israel and requested that the matter be brought to the attention of the Commission on Human Rights and the Special Committee to Investigate Israeli Practices Affecting the Human Rights of the Population of the Occupied Territories.

By a letter dated 25 May, Israel replied that it was because of its policy "to ensure the safety, welfare and security of the inhabitants" of the areas referred to in Jordan's letter that it had taken steps to prevent terrorism and to hinder individuals engaged in terrorist activities from disturbing the peace in those areas.

By a letter dated 28 May, Syria stated that Israel, in violation of relevant United Nations resolutions and of articles 49 and 53 of the Geneva Convention relative to the Protection of Civilian Persons in Time of War, had continued its policy of colonizing Arab lands with intensive settlement coupled with the demolition of Syrian towns and villages in the Golan Heights and the forcible eviction of the inhabitants from those areas. After quoting an Israeli official publication and press reports, Syria requested that its letter be brought to the attention of the Commission on Human Rights and the Special Committee to Investigate Israeli Practices Affecting the Human Rights of the Population of the Occupied Territories.

In another letter dated 8 June, Syria stated that according to reports published by competent organizations Israel was barring the distribution of medicaments by the International Committee of the Red Cross to the population in the occupied territories. That report had been confirmed in resolution WHA 24.33 adopted on 18 May 1971 by the Twenty-fourth World Health Assembly, which, *inter alia*, had drawn attention to the fact that Israel's violation of basic human rights of the refugees and the inhabitants of the occupied territories constituted a serious impediment to their health, and called upon Israel to refrain from any interference with the activities of the International Committee of the Red Cross in the occupied territories. After stating that Israel's actions in the occupied territories constituted acts of genocide in terms of Israel's own legislation, Syria requested that its letter be brought to the attention of the Commission on Human Rights and the Special Committee to Investigate Israeli Practices Affecting the Human Rights of the Population of the Occupied Territories.

In a letter dated 10 June, Israel replied that the charges contained in Syria's letters of 28 May, 1 June and 8 June only reflected Syria's belligerent attitude towards Israel and towards the peace-making efforts under the auspices of Ambassador Jarring. In refuting the Syrian letter of 28 May, Israel stated that while the letter purported to deal with the situation in the

Golan Heights, its true character was illustrated by the charge that four students from the Syrian University had been arrested by Israel, but it failed to mention that the students in question had been members of the El Fatah organization. In fact, only one of them was still imprisoned and even he would be released soon. As regards Syria's letter of 1 June transmitting a statement from religious personalities and accusing Israel of expelling Christians and Moslems from the city of Jerusalem, Israel replied that the visit of 80,000 Arabs to the Israeli-held territories last summer was in itself proof of the incredibility of such an accusation. With regard to the letter of 8 June, in which reference had been made to a World Health Organization resolution charging Israel with barring the distribution of medicaments, Israel denied the charge, stating that the resolution had been adopted by only forty-three States members of WHO and that the majority of that organization's membership had dissociated itself from the text. The International Committee of the Red Cross had also denied the charge in a letter to WHO, a copy of which was attached to Israel's letter.

In a letter dated 15 June 1971 in reply to the Israeli letter, Syria stated that Israel's policy of lawlessness had been condemned or deplored in no less than thirty-nine United Nations resolutions since 14 June 1967. On 15 March 1971, before the World Health Assembly had pronounced itself on Israel's "violations of basic human rights", the Commission on Human Rights, in its resolution 9 (XXVII), had condemned Israel's continued violations of human rights in the occupied territories, including its policies aimed at changing the status of those territories. Moreover, since 1 July 1970, the Chief of Staff of UNTSO had reported to the Security Council in no less than 320 supplemental information reports on acts of aggression invariably committed by Israel against Syria. Unable to reject any of the facts brought to the attention of the Security Council concerning its activities in the occupied Golan Heights, in violation of the Fourth Geneva Convention relative to the Protection of Civilian Persons in Time of War, Israel had sought to veil them by referring to Arab resistance to Israeli occupation on the West Bank of Jordan and by attacking the Christian leaders of Syrian churches. In transmitting a letter from the International Committee of the Red Cross to refute the World Health Assembly resolution, Israel had failed to mention that the International Committee had admitted that there had been "certain difficulties" created by Israel. It was due to the efforts of the International Committee that those difficulties had been removed. Israel had also overlooked the fact that the letter from the International Committee had not contested paragraph 3 of the World Health Assembly resolution, which had drawn Israel's attention to the violation of basic human rights of the refugees, displaced persons and the inhabitants of the occupied territories, which constituted a serious impediment to their health.

### E. *The situation in and around Jerusalem and its Holy Places*

#### COMMUNICATIONS AND REPORTS OF THE SECRETARY-GENERAL

During the past year, the President of the Security Council and the Secretary-General received a number

of communications relating to the status of the City of Jerusalem. The Arab countries in general, and Jordan in particular, protested against the changes in the status of the city, charging that Israel had violated United Nations resolutions on that subject. Israel, on its part, denied the charges. The Secretary-General issued two reports on the subject. These communications and the reports of the Secretary-General are summarized in the following paragraphs.

In a letter dated 22 July 1970, Jordan protested against Israel's levying of defence taxes on Jordanian citizens in occupied Jerusalem, as well as against Israeli measures designed to change the Arab character of the city. Jordan also charged that since its occupation of Jerusalem in 1967, Israel had confiscated lands and planned the construction of buildings for Jewish colonies on Arab lands and individual properties. Pointing out that Israel had not complied with Security Council resolution 267 (1969), Jordan asked the Council to take effective measures to make Israel rescind all measures taken by it which might change the status of the City of Jerusalem.

In another letter dated 28 October, Jordan reiterated that Israel was continuing its defiance of the General Assembly and the Security Council resolutions on the status of Jerusalem, and forwarded the text of an article published in the *International Herald Tribune* of 17-18 October 1970, depicting some of Israel's construction plans in the Arab part of the City of Jerusalem. Jordan's letter added that the only way those illegal measures could be stopped was to end the Israeli occupation of Jerusalem.

On 8 January 1971, Jordan and the United Arab Republic, in a joint letter to the Secretary-General, protested against Israeli measures to change the character of the City of Jerusalem and drew attention to a so-called master plan of Jerusalem, which provided for the settlement of 200,000 Jewish people in the occupied lands in and around Jerusalem. This plan had been criticized by such leading journals as *The Economist* and *The Times*, both of London. The letter stated that it was clear from statements of Israeli authorities as reported in the press that Israel had no intention of withdrawing from the occupied territories and was doing everything possible to stall Ambassador Jarring's mission.

In another letter dated 17 February, Jordan stated that according to information it had received Israel had bulldozed parts of the premises of Government House, the headquarters of UNTSO situated in the no-man's land in Jerusalem. It requested a report by the Secretary-General on that violation, in accordance with Security Council resolutions 252 (1968) and 267 (1969).

The following day Israel declared that the United Nations headquarters in Jerusalem had not been affected by development activities being undertaken in Jerusalem. In another letter dated 19 February, Israel stated that in fact it was Jordan that had violated and occupied the United Nations headquarters in Jerusalem on 5 June 1967, and it recalled that the Secretary-General had reported on that issue to the Security Council at its meeting on that day.

On 18 February, the Secretary-General, pursuant to Security Council resolutions 252 (1968), 267 (1969) and 271 (1969) and General Assembly resolution

2254 (ES-V), issued a report concerning Jerusalem which included the texts of his notes to Israel as well as Israel's replies to those notes. In his note of 10 December 1970, the Secretary-General had stated that after the publication of a press report on 19 August 1970, concerning a master plan for an area within and outside the old city walls and in which Government House had been classified as a residential area, the representatives of UNTSO, on instructions from the Secretary-General, had approached the Israeli authorities on that matter and been informed that the plan in question had not yet been made public. The Israeli authorities gave no reply as to whether the plan affected the Government House premises. In order to meet his responsibilities to the Security Council and to the General Assembly in relation to the status of the City of Jerusalem, the Secretary-General requested detailed information on and a copy of the reported master plan. The Secretary-General also underscored the importance he attached to the status of the United Nations premises at Government House and requested clarification from the Israeli authorities as to whether the reported master plan envisaged any development affecting those premises, both in its present limits and those in effect before June 1967.

In its reply of 8 January 1971, Israel had indicated that its position with regard to Government House continued to be the same as in August 1967 and that no changes were contemplated in the arrangements made at that time.

On 26 January, the Secretary-General had sent two further notes to Israel. In the first, after referring to his request made on 10 December 1970 for a copy of, and information concerning the reported master plan for Jerusalem, he recalled that in its reply of 8 January Israel had not responded to his request in regard to the status of Jerusalem. After calling the attention of Israel to his reporting responsibilities under the relevant Security Council and General Assembly resolutions, the Secretary-General again requested a copy of the master plan, together with detailed information thereon.

The second note dealt with the United Nations Government House premises. The Secretary-General stated that in so far as the assurances proffered by the Government of Israel in the note of 8 January did not safeguard the right of the United Nations to possession of the whole of its Government House premises as constituted on 5 June 1967, they did not cover the obligations of the Secretary-General in this matter. The Secretary-General went on to say that since his note of 10 December 1970 he had been informed by UNTSO that a bulldozer had begun work on the south-eastern side of those premises. This activity, together with recent press reports about the immediate building of a housing project in the area, indicated a further and serious violation of the inviolability of United Nations premises under the Charter of the United Nations and the Convention on the Privileges and Immunities of the United Nations. In view of the irreparable physical change which the works currently being undertaken might bring about to those premises, the Secretary-General, while reserving the right of the United Nations to claim compensation for any ensuing loss or damage, requested the suspension of those works. The Secretary-General continued to maintain that there was no basis for any curtailment of the United Nations rights to Government House as constituted on 5 June 1967. Accordingly, in the exercise of his responsibility

in the matter, he requested the unreserved return to the United Nations of the remainder of its Government House premises. As of 18 February 1971, no reply had been received by the Secretary-General to the above two notes.

By another letter dated 22 February, Jordan and the United Arab Republic drew the attention of the Secretary-General to Israel's continued confiscation of Arab land and property, and the construction of Israeli settlements, housing, hotels and industrial projects, in violation of General Assembly and Security Council resolutions. The letter added that according to Israeli press reports, Israel was planning to build 3,000 housing units as well as thirteen buildings on confiscated Arab land in east Jerusalem and that Arab inhabitants of that area were being evacuated to be replaced by Jewish families. Those measures appeared to be a prelude of the so-called master plan for Jerusalem, which envisaged the construction of a total of 35,000 units on confiscated private and public Arab lands. They were designed to accommodate 122,000 new Jewish emigrants in order to make Jerusalem "a Jewish city". Israel's declared intention to annex Jerusalem and its environs was in disregard of the will of the people and in complete defiance of the United Nations.

In a letter of 1 March, Israel replied that, contrary to what the above letter had claimed, Jewish and Arab lands alike had been expropriated without any discrimination for public development and housing, and that some Arab and Jewish owners had already received full compensation. With regard to the existence of a master plan for Jerusalem, the preparation of a development plan for any city was a customary procedure throughout the world and the municipal authorities of Jerusalem were doing their best in that direction through consultation with world-renowned experts and architects.

In further protests against alleged confiscation of Arab property by Israel, Jordan informed the Secretary-General on 2 and 8 March that, according to an Israeli press report, Israeli authorities had issued an order transferring the shares of the Electricity Company of the District of Jerusalem, which belonged to the Jordanian municipality, to the Israeli municipality.

In a letter of 5 March, Israel replied that, in order to ensure the continuity and operation of electrical services to the people of Jerusalem, it was necessary to change the status of certain elements of the public ownership of these services. However, no change had taken place in the ownership status of private persons, Arab or others.

In a letter dated 2 March, Syria recalled that the Secretary-General, in two notes reproduced in his report of 18 February, had asked Israel for information and a copy of the master plan for Jerusalem. Syria then stated that, according to press reports, Israel had continued to implement the master plan in Jerusalem, including work being carried out within the United Nations premises. In that respect Israel had so far failed to reply to the two notes of the Secretary-General.

By a letter dated 9 March, Indonesia, Jordan, Pakistan, Saudi Arabia, Somalia, Tunisia and the United Arab Republic transmitted to the Secretary-General the text of a resolution on the Palestine question adopted by the International Muslim Organizations, which met at Mecca, Saudi Arabia, from 11 to 15



February 1971. The resolution, after urging that efforts be continued for the liquidation of all traces of Israeli aggressions, upheld the fullest support to the Palestinian commandos. It also decided that a memorandum be sent to the Secretary-General of the United Nations, the Islamic secretariat and the League of Arab States as well as to the Heads of Moslem States, with a view to calling a halt to the continuance of the inhuman Zionist aggression and especially to saving the Holy City of Jerusalem from Judaization and the Arab citizens of the Holy City from becoming refugees.

In its reply on 16 March, Israel stated that the letter from the seven Powers contained allegations that were misleading and reflected the belligerent policies pursued by the Arab States against Israel. In spite of the abnormal conditions in the region and the security problems caused by the belligerent policies of the Arabs, the Moslem institutions in Jerusalem and its Moslem residents and visitors enjoyed the liberty and facilities to pursue their normal activities. After rejecting the charge that it was "Judaizing" Jerusalem, Israel stated that for generations the Jews had constituted the majority of the population of Jerusalem where Jewish ethos was deeply marked. Israel was treating with reverence all that was related to the Holy Places of all faiths and had made great efforts to ensure their improvement and safety.

In a letter dated 15 March, Spain stated that Israel's continued occupation of Jerusalem could not justify certain measures of assimilation designed to change the nature and alter the status of that city, and urged Israel to comply with the relevant United Nations resolutions, in particular Security Council resolution 267 (1969).

On 19 March, Israel stated that Spain's letter expressed a pro-Arab policy and denied that Israel had taken any measures of assimilation in Jerusalem.

In a letter of 23 March, Spain recalled its position in support of the need of implementing resolution 242 (1967) and stated that Israel had been taking advantage of its occupation of Jerusalem in order to alter the status and character of that city, in clear violation of the relevant United Nations resolutions.

In a letter of 29 March, Israel replied that Spain had omitted to mention the aggression against Jerusalem by Jordan and the United Arab Republic and the uprooting of the Jewish quarter and Jewish institutions from the Holy City during the Jordanian occupation. While ignoring those facts, Spain had continued to pursue a pro-Arab policy in the matters of the Middle East.

In its reply of the following day, Spain stated that Israel had not cited examples of any violations by Jordan or the United Arab Republic of United Nations resolutions in so far as they related to the character and status of Jerusalem. Spain was concerned over Israel's attempts to change the true nature of Jerusalem and to alter its status in violation of United Nations resolutions.

On 1 April, Jordan drew the Secretary-General's attention to the reported excavations by Israel in the areas adjacent to the southern and western walls of Haram Esh-Sharif, which were endangering the Al-Aqsa Mosque, the Moslem Museum and the El-Fakhriyya Minaret. Jordan also stated that there

were reports that Israel was going to enact a law confining the Moslem Holy Places in the Haram Esh-Sharif area to Al-Aqsa and the Dome of the Rock mosques, placing the Plaza of Haram Esh-Sharif and other religious and cultural places, which were held sacred by Moslems all over the world, outside the designation of Holy Places and subject to Israeli regulations and excavations. Israel's excavations and the contemplated legislation violated the Hague Convention for the Protection of Cultural Property in the Event of Armed Conflict, of 14 May 1954. They were also contrary to the resolution adopted on 10 October 1962 by the Executive Board of UNESCO with regard to cultural properties, particularly in the Old City of Jerusalem, calling on Israel, *inter alia*, to desist from any archaeological excavations, transfer of properties or any changes in their cultural and historical character.

On 20 April, the Secretary-General issued an addendum to his report of 18 February on the exchange of communications between him and Israel concerning the status of Jerusalem and the United Nations headquarters in that city. He indicated that in reply to his notes of 26 January 1971 he had received from Israel a note dated 8 March. In that note Israel had reiterated its position as it had been conveyed to him in previous communications on the status of Jerusalem and the question of United Nations headquarters there and had made reservations to the various legal and other considerations advanced by the Secretary-General, particularly to claims of the United Nations rights to the occupancy and possession of the whole of the premises of Government House. The addendum also set forth the reply which the Secretary-General addressed to Israel on 12 April. In that reply, the Secretary-General stated that presumably because of the reservations referred to in its note of 8 March, Israel had neither provided a copy of the reported Jerusalem master plan nor any information about it. He also noted that Israel's reply contained neither a direct response to his request to return the whole of the United Nations premises at Government House as constituted on 5 June 1967, nor any precise information on the exact terms of reservations which Israel held with regard to that request. Furthermore, the reservations in Israel's note had been raised for the first time and had not been mentioned when part of the Government House premises had been returned to the United Nations. In fact, in its letter of 22 August 1967, Israel had not indicated any reservations, although the Secretary-General had expressly preserved the rights of the United Nations to the occupancy and possession of the whole of Government House as constituted when UNTSO had been forced to evacuate it on 5 June 1967. He further observed that it was in reliance on the preservation of those United Nations rights that he had authorized the return of UNTSO staff to a lesser area. As Israel's reservations related in part to legal considerations, one way of resolving any differences would be to resort to the procedure of settlement provided for in the Convention on the Privileges and Immunities of the United Nations. In view of Israel's current works within and bordering upon Government House property and the absence of a direct reply to the specific requests contained in his note of 26 January 1971, the Secretary-General was constrained to reiterate his request for the unreserved return to the United Nations of the remainder of its Government House premises.

## F. General statements and other matters brought to the attention of the Security Council in connexion with the situation in the Middle East

During the period covered by this report, general statements concerning the situation in the Middle East were brought to the attention of the Security Council and are summarized below.

By letters dated 21 July, 22 and 24 September and 9 October 1970, the representative of the Union of Soviet Socialist Republics transmitted to the Security Council the texts of statements made on the situation in the Middle East by the Supreme Soviet of the USSR, TASS and the Ministry of Foreign Affairs of the USSR. The statements by TASS and the USSR Ministry of Foreign Affairs, on 22 and 24 September, respectively, after expressing concern and stating that there had been indications of foreign intervention, in particular the concentration of the Sixth Fleet of the United States in the eastern Mediterranean, warned that such intervention would be a threat not only to the independence of the countries of the Middle East, but also to the cause of international peace. In a statement on 21 July, the Supreme Soviet of the USSR also expressed its concern at the situation in the Middle East and declared that Israel, with encouragement from imperialist Powers, had been refusing to withdraw from the occupied territories and was thus obstructing all efforts towards a political settlement. On 9 October the Ministry of Foreign Affairs of the USSR stated that the campaign of slander launched against the Soviet Union in the United States with regard to the alleged violations of the cease-fire agreement in the Suez Canal sector was meant to provide Israel with another pretext for breaking its contact with Ambassador Jarring, the Secretary-General's Special Representative to the Middle East.

By a letter dated 9 October 1970, the representative of the Organization of African Unity to the United Nations transmitted the texts of resolutions adopted by the Assembly of Heads of State and Government of OAU at its seventh ordinary session, held at Addis Ababa from 1 to 3 September 1970. In one of those resolutions OAU had requested Israel's withdrawal from Arab-occupied territories and appealed to all States members of OAU to support the efforts made by Ambassador Jarring to implement Security Council resolution 242 (1967). In another resolution,

OAU condemned the illegal arrest and detention of two Algerian citizens by Israeli authorities, in violation of international conventions on civil aviation, and requested their immediate and unconditional release.

By a letter dated 8 December, the representative of the USSR transmitted the text of a statement on the situation in the Middle East, issued following a meeting of the Political Consultative Committee of the Warsaw Treaty Organization in Berlin. The statement expressed concern about the increased tension in the Middle East as a result of Israel's policy, and urged effective support for the Arab countries in their efforts to liberate their occupied land.

On 4 March, the representative of Bulgaria transmitted to the Secretary-General the text of a statement issued by the Bulgarian Ministry of Foreign Affairs, in which it was stated that the United Arab Republic's proposal to conclude a peace treaty with Israel was a constructive step towards a political solution of the Middle East conflict. On the other hand, Israel's refusal to withdraw its troops from Sinai had shown that Israel was persisting in its policy of aggression and its defiance of the relevant United Nations resolutions.

On 11 March, the representative of Iran transmitted the text of a statement made by his Government on the situation in the Middle East. After pointing out that the withdrawal of Israeli forces from the occupied territories was essential for the establishment of peace in the Middle East, the statement welcomed the Rogers plan of 1 October 1970, as well as the positive attitude taken by the United Arab Republic towards the implementation of resolution 242 (1967). Iran hoped that Israel would reciprocate by taking similar positive steps and warned that if Israel were to persist in maintaining its negative attitude, Iran would have to condemn its unconciliatory attitude.

On 6 May, Iraq transmitted the text of a letter addressed to the Secretary-General by the Grand Rabbi of the Jewish community in Iraq, in which the Grand Rabbi maintained that Israel had been waging a vicious campaign against Iraq and its Jewish citizens. While expressing the feeling of loyalty to Iraq on the part of the Jewish Iraqi citizens, the Grand Rabbi said that Zionism was a political and radical ideology and had all too often done Judaism and its followers a disservice by distorting its conceptions and history, and by even resorting to violence against Jews, in order to force them to emigrate to Israel.

## REFERENCES

For relevant documents and meetings, see

- (a) *Official Records of the General Assembly, Twenty-fifth Session, Annexes*, agenda item 22;
- (b) *Official Records of the Security Council, Twenty-fifth Year, Supplement for April, May and June 1970; ibid., Supplement for July, August and September 1970; ibid., Supplement for October, November and December 1970; ibid., Twenty-sixth Year, Supplement for January, February and March 1971; and ibid., Supplement for April, May and June 1971;*
- (c) *Official Records of the Security Council, Twenty-fifth Year, 1551st meeting.*

# United Nations operation in Cyprus

During the period under review the Security Council has twice decided to extend the stationing of the United Nations Peace-keeping Force in Cyprus (UNFICYP) for six-month periods. Those decisions were adopted unanimously on 10 December 1970 and 26 May 1971.

Throughout that period Major-General Dewan Prem Chand served as Commander of UNFICYP, and Mr. B. F. Osorio-Tafall as Special Representative of the Secretary-General in Cyprus.

### REPORT BY THE SECRETARY-GENERAL FOR THE PERIOD FROM 2 JUNE 1970 TO 1 DECEMBER 1970

In his report of 2 December 1970 on the United Nations operation in Cyprus for the period from 2 June to 1 December 1970, the Secretary-General said that the record of the past six months showed neither progress towards greater normalization nor a return to the explosive situation that had existed before the intercommunal talks. The situation prevailing in Cyprus was one of "negative stability", quiet on the surface but strained and fraught with danger inherent in the continuing confrontation of well-armed and trained forces. That situation, he noted, might become the way of life for all Cypriots, thus perpetuating the Force's presence. The parties involved were disinclined to respond positively to the appeals of his Special Representative and the Force Commander to reduce the danger of military confrontation in sensitive areas of the Island. Nevertheless, the Secretary-General was convinced that there were a number of measures that both sides could take without endangering their positions. In that connexion, certain suggestions had been made to the Turkish Cypriot side which, if agreed to, could create an atmosphere of increased confidence and improve living conditions in its community. Similarly, a determined move on the Government side to solve the problem of displaced persons would be welcomed. He noted that the increased co-operation between the communities during the severe drought had indicated that a rapprochement between the two sides was possible when common interests were involved. Although two and a half years had passed since the intercommunal talks began, there was as yet no real prospect for settlement, but despite all the difficulties the talks remained not only the sole method of achieving agreement between the parties but a useful means of alleviating tensions. Both sides, the Secretary-General said, realized that their problem could not be solved by force. They had also indicated that a settlement could be reached on the basis of an independent and unitary State in which the two communities would participate. What was needed, he said, was new dynamism and direction in the negotiations.

In view of the prevailing situation, the presence of the Force in the Island continued to be necessary. The Secretary-General therefore recommended that the mandate of UNFICYP be extended for six months, until 15 June 1971, and informed the Council that all parties had indicated their agreement. As on previous occasions, the Secretary-General reiterated his concern at the high deficit of the UNFICYP budget and the method of financing it.

### CONSIDERATION BY THE SECURITY COUNCIL ON 10 DECEMBER 1970

On 10 December 1970, the Security Council considered the Secretary-General's report of 2 December. The Council had before it a draft resolution prepared as a result of prior consultation, which it adopted unanimously as resolution 291 (1970). In that resolution the Council reaffirmed its resolution 186 (1964) of 4 March and twenty subsequent resolutions, as well as the expressions of consensus on the question of Cyprus; urged the parties concerned to act with the utmost restraint and to continue determined co-operative efforts to achieve the objectives of the Security Council by availing themselves in a constructive manner of the current auspicious climate and opportunities; and extended once more the stationing in Cyprus of the United Nations Peace-keeping Force, established under resolution 186 (1964), for a further period ending 15 June 1971, in the expectation that by then sufficient progress toward a final solution would make possible a withdrawal or substantial reduction of the Force.

During discussion of the item, the representatives of Cyprus, Greece and Turkey stressed that, despite the difficulties, the intercommunal talks had contributed to a better atmosphere and provided the only course for solving differences and reaching an over-all agreement. They reaffirmed their Governments' positions that the talks should be continued and that a settlement could be worked out within the framework of an independent and unitary State and with equal rights for all Cypriots.

Some members of the Council expressed the hope that the current extension of the mandate of the Force would contribute to a satisfactory solution of the intercommunal problem; others pointed out that the presence of the Force could not be indefinite and was justified only to the extent that it could facilitate a settlement. All were of the view that an over-all agreement could be reached eventually only through the intercommunal talks and urged the parties to proceed in a spirit of accommodation and trust. Several members suggested that both sides consider independent third-party assistance, and still others expressed the hope that the

Secretary-General would continue to keep in mind the the possibility of further reductions in the strength and cost of the Force.

#### APPEALS BY THE SECRETARY-GENERAL FOR VOLUNTARY CONTRIBUTIONS

On 18 January 1971, the Secretary-General issued an appeal to all States Members of the United Nations and members of the specialized agencies for voluntary contributions to meet the costs of UNFICYP. In his appeal the Secretary-General estimated the cost of maintaining the Force for the period from 16 December 1970 to 15 June 1971 at \$6,359,000. The UNFICYP deficit was about \$10,760,000 but could increase to approximately \$19,450,000 due to the fact that payment of certain pledges of one Government seemed to depend on the receipt of additional contributions. The continuing deficit imperiled the functioning of the Force, and the Secretary-General therefore urged Governments to respond promptly to his appeal.

#### REPORT BY THE SECRETARY-GENERAL FOR THE PERIOD FROM 2 DECEMBER 1970 TO 19 MAY 1971

During April and May 1971, the Secretary-General received several communications from the representatives of Turkey and Cyprus concerning political developments in Cyprus. By letters dated 10 and 19 April, the representative of Turkey transmitted the texts of letters addressed to the Secretary-General by Mr. Fazıl Küçük, Vice-President of the Republic of Cyprus, in which the latter took exception to speeches by Archbishop Makarios and other prominent Greek Cypriot leaders who, he said, advocated *enosis* and vowed that Cyprus would be delivered undivided to Greece. Mr. Küçük said that as a result of that attitude there had been no progress in the intercommunal talks. He rejected any solution that would leave the door open to *enosis*, as that would mean the dissolution of an independent Member State of the United Nations and would be disastrous for the Turkish Cypriot community. The Greek Cypriot leaders, he said, were openly defying the Security Council resolutions. He reiterated the Turkish Cypriot stand for a peaceful solution on the basis of independence guaranteed fully and effectively against *enosis*, and retaining the political status of partnership of the two communities.

In letters dated 3 and 6 May, the representative of Cyprus complained about bellicose statements made by the Prime Minister of Turkey, which he said were calculated to create and intensify tension during a period of peaceful negotiation, and further revealed Turkey's aims at territorial expansion in Cyprus. He took exception to a statement in which Mr. Küçük was alleged to have said that Cyprus would become Turkish and the Greeks would be thrown out. Ambassador Rossides contended that the intercommunal talks had been stalled because of the introduction by the Turkish Cypriot side of new partitionist elements under the guise of provisions dealing with local government. Such proposals, he said, ran counter to the agreed basis of the talks and were wholly unacceptable to his Government. According to the Permanent Representative of Cyprus, his Government considered that union with Greece was not realistically achievable, whereas the Turkish side sought to make the solution of an independent unitary State likewise unachievable. The sincerity of his Government in the local talks was evidenced by its constructive proposals and generous

concessions on the agreed basis of an independent unitary State. Notwithstanding all impediments, his Government would intensify its efforts for a workable and enduring solution within the principles of the United Nations Charter and accepted democratic norms.

In a letter of 12 May, the Turkish representative further protested against the pro-*enosis* policy of the Greek Cypriot Administration and said that Turkey had always been ready to work constructively towards a final, just and equitable solution which safeguarded the independence of Cyprus as well as maintained the balance of rights and interests between the two communities. By a letter of 18 May, the Turkish representative transmitted the text of a message from Mr. Küçük denying the charges made by the representative of Cyprus and stating that the failure to produce results in the talks was due to the untenable *enosis* policy pursued by the other side. In a further communication of 25 May, Mr. Küçük informed the Secretary-General that a Turkish Cypriot Member of Parliament and three other officials had been assaulted by thirty Greek Cypriot policemen while travelling to Famagusta on 23 May.

On 20 May 1971, the Secretary-General issued his report on the United Nations operation in Cyprus covering the period from 2 December 1970 to 19 May 1971. During that period, the Secretary-General said, the situation with regard to the prevention of a recurrence of fighting had remained generally calm. However, the marked lack of progress of the intercommunal talks and in efforts towards a return to normal conditions had resulted in an increase in tension and a deterioration of the political atmosphere. Moreover, the continued confrontation of two increasingly well-armed military forces made the situation all the more hazardous, despite the continuing efforts of UNFICYP to change this situation. The Secretary-General added that he and his collaborators had urged both parties to exercise restraint and moderation and especially to avoid the threat or use of drastic retaliatory measures. It was essential to continue the intercommunal talks, which were the best and probably the only path to an agreed settlement, and whose failure might bring about a new and major crisis. The parties' mutual confidence in each other's good faith and ultimate political objectives needed to be restored so as to ensure that Greek Cypriot fears of partition and Turkish Cypriot fears of *enosis* would not impede agreement. To this end, leaders of the parties concerned should restate their determination to solve the problem of Cyprus peacefully by a lasting agreement based on the independence and sovereignty of a unitary State of Cyprus.

Turning to the question of normalization, the Secretary-General urged further efforts to resolve the problem of Turkish Cypriot displaced persons, including their resettlement and rehabilitation, and the question of freedom of movement for unarmed Greek Cypriot civilians through Turkish Cypriot-controlled areas. He noted, with regard to military de-escalation and deconfrontation, that the Turkish Cypriot leadership considered that normalization in this field could not take place without impairing their basic position. Therefore, in the circumstances, he had no alternative but to recommend the extension of UNFICYP's mandate for a further period of six months until 15 December 1971. The Secretary-General said that the prospect of an apparently indefinite commitment for the United Nations in Cyprus posed fundamental problems which



required a comprehensive review, and he urged the members of the Security Council to give serious thought to constructive alternatives to the present arrangement.

CONSIDERATION BY THE SECURITY COUNCIL  
ON 26 MAY 1971

The Security Council considered the Secretary-General's report at two meetings, held on 26 May. The Council had before it a draft resolution which had been prepared as a result of prior consultations and which was identical to the text of resolution 291 (1970). This draft was unanimously adopted as resolution 293 (1971).

In the discussion, the representative of Cyprus stressed the increased intercommunal co-operation in the economic field and in public service matters as a sign of further normalization. He regretted, however, that the policy of the Turkish Cypriot leadership of a separate economy had not been reversed. The fundamental disagreement on local government prevented substantial progress in the intercommunal talks and presented the most difficult and intractable problem both in respect of its meaning and its application. Yet those talks were the only means of eventually reaching over-all agreement. His Government would continue to pursue its objective of an independent unitary State in which all Cypriots would enjoy equal rights of citizenship without discrimination as to race, language or ethnic origin.

The representative of Turkey stated that the Turkish Cypriot community had, since the beginning of efforts to work out a peaceful solution, directed itself to the re-establishment of an independent, sovereign and unitary State based on local autonomy, which did not mean

self-government. The recent emphasis on *enosis*, however, eroded the process of confidence-building. The Turkish Cypriot community had endured and withstood all the hardships of a physically separate existence. His Government had often drawn attention to the danger that the longer such a situation continued, the more normal it became, and hence to the need for an early negotiated settlement.

The representative of Greece expressed the view that the maintenance of calm in Cyprus and a return to normality would be helpful in bringing the intercommunal talks to a positive conclusion. The Government of Cyprus, in his opinion, had made a constructive contribution in this regard. The Government of Greece did not see who would assume the heavy responsibility of interrupting the intercommunal talks; for its part, the Greek Government had consistently supported all steps tending to increase co-operation between the communities.

Members of the Council who participated in the debate expressed concern over the deterioration of the political climate and the lack of progress on fundamental issues. They all concurred that the intercommunal talks provided the best mechanism for solution of the basic problems and urged the parties to proceed in those talks with flexibility and goodwill. Some members stated that mutual distrust had been the greatest obstacle to the success of the talks and appealed to both parties to show statesmanship and determination to reach agreement. Other members pointed out that the Force could not stay indefinitely and that its presence should not serve as a pretext for postponing a settlement. Still others supported the Secretary-General's suggestion that the Council should review the problem in order to find alternatives to the present arrangement regarding the Force.

## REFERENCES

For relevant documents and meetings, see:

- (a) *Official Records of the Security Council, Twenty-fifth Year, Supplement for October, November and December 1970; ibid., Twenty-sixth Year, Supplement for January, February and March 1971; and ibid., Supplement for April, May and June 1971;*
- (b) *Official Records of the Security Council, Twenty-fifth Year, 1564th meeting; and ibid., Twenty-sixth Year, 1567th and 1568th meetings.*

## Peace-keeping operations and related matters

### *A. Report of the Special Committee on Peace-keeping Operations*

On 1 October 1970, the Special Committee on Peace-keeping Operations submitted its report to the General Assembly as requested in resolution 2576 (XXIV). Annexed to it was the second report of its Working Group.

Between 20 March and 28 September 1970, the Special Committee had held six meetings, and its Working Group fourteen meetings, in addition to a number of informal meetings for the purpose of consultation.

The second report of the Working Group, which had been submitted to the Special Committee on 8 September, stated that the discussions in the Working Group had centred on chapter II of Model I, dealing with the establishment, direction and control of military observers established or authorized by the Security Council for observation purposes pursuant to Security Council resolutions. In that connexion the Working Group had held a thorough and comprehensive discussion of such questions as the need for prompt action in establishing observer missions, assistance to be rendered to the Security Council on military matters and the role of the Secretary-General with regard to the establishment of such observer missions. The Working Group had also exchanged views on the problems of determining the strength of observer missions and major support facilities for them. Other problems considered had been those dealing with the various conditions and factors relating to the participation of Member States in the military observer groups and the procedures to be followed in that connexion. There was an understanding, the report stated, that the concurrence of the host country should be sought in the selection of countries which were to provide military observers, auxiliary personnel and technical services for a particular mission. Views had also been expressed on the desirability of attaining political balance in the observer groups and on participation by Member States, irrespective of their political, social and economic systems. The Working Group had also examined the principles that should govern the appointment of the Commander or Chief of the observer groups, and related matters.

In its examination of chapter III of Model I, the Working Group had considered the legal arrangements affecting the establishment and functioning of the observer missions, including a standard form of agreement on the status of military observer missions between the United Nations and the host country and

between the United Nations and States providing personnel, equipment, facilities and services. With regard to chapter IV, dealing with financial arrangements, discussion had continued regarding the preparation of advance estimates of financial implications, the method and sources of financing and the responsibility for meeting costs to participating States over and above the costs of maintaining the same military personnel in their own countries. In conclusion, the report stated that although it had not been able to reach agreement on the components of chapters II, III and IV, the Working Group considered that its methods and procedures gave hope that it would overcome the serious difficulties which had beset the Organization for many years.

In its report, the Special Committee indicated that, in the course of the discussion following the submission of the Working Group's report, many members had expressed regret that the Working Group had been unable to complete its work on Model I, despite the encouraging progress it had made in 1969, but they had noted that the issues with which the Working Group had been faced were of a fundamental nature and could not, without jeopardizing a final positive result, be resolved in haste. The Committee believed that more time was required for consultations towards reaching agreement on Model I, which would also facilitate progress on Model II. The report also stated that there had been general concurrence in principle that the methods of the Working Group offered the best available way for seeking agreement; suggestions had nevertheless been put forward to ensure more frequent reporting from the Working Group, in order to enable the Committee to play a more constructive role in the deliberations. In that connexion, it had been pointed out that, in accordance with the Working Group's existing procedures, its meetings were open to all members of the Special Committee. In conclusion, the Special Committee recommended to the General Assembly that the Committee should be authorized to continue the work which it had undertaken.

### *B. Consideration by the General Assembly*

On 18 September 1970, the General Assembly included in the agenda of its twenty-fifth session an item entitled "Comprehensive review of the whole question of peace-keeping operations in all their aspects" and referred it to the Special Political Committee.

The Committee considered the item in the course of nine meetings held between 5 and 13 November.

Following presentation of the Special Committee's report at the 715th meeting of the Special Political Committee, the Chairman of the Special Committee, expressing regret that the Committee had not been able to submit to the twenty-fifth session a completed draft of Model I on military observers, stated that because peace-keeping operations were not provided for in the United Nations Charter, it was necessary to proceed very cautiously inasmuch as the only acceptable basis for finding solutions was unanimity. Continuous discussion with a view to bringing about unanimity was therefore essential. Referring to the financial stability of the United Nations, he reiterated the suggestion that the industrialized countries that had not yet made additional voluntary contributions might be requested to do so on the occasion of the Organization's twenty-fifth anniversary.

In the ensuing debate, the majority of speakers expressed disappointment over the lack of progress but nevertheless supported the renewal of the mandate of the Special Committee and its Working Group, so that the assembling of the existing elements of an agreement might be continued. Some delegations asked for broader participation of members in the negotiating process and more frequent progress reports by the Working Group to the Special Committee. The representative of Italy suggested that the Working Group should be increased to include all members of the Security Council. The representative of Morocco proposed that work at the forthcoming session of the Special Committee might be concentrated on one issue at a time with the hope of reaching a consensus and that, if necessary, more working groups should be established to deal with separate issues.

On 6 November, the representative of Kuwait introduced a draft resolution, subsequently sponsored also by Senegal and Swaziland. Under the draft resolution, the General Assembly would establish a special permanent fund to finance peace-keeping operations authorized by the Security Council and place it under the authority of the Security Council. The fund would be independent of the regular budget, and contributions to it would be compulsory, with the main financial burden to be borne by the permanent members of the Security Council, and the balance by other developed countries and, to a smaller extent, by developing countries, whose contributions should not exceed their economic means. The Secretary-General would be requested to appoint a group of experts to study a number of financial, administrative and technical details of the fund. He would also be requested to undertake a comprehensive study of the question of establishing a training centre for United Nations observers and commanding officers for peace-keeping operations.

On 12 November, a second draft resolution was submitted by the representatives of Canada, Czechoslovakia, France, Mexico, the Union of Soviet Socialist Republics, the United Arab Republic, the United Kingdom of Great Britain and Northern Ireland and the United States of America, subsequently joined by Sierra Leone. Under that resolution, the General Assembly would (1) take note of the report of the Special Committee on Peace-keeping Operations; (2) stress the importance of achieving agreed guidelines to enhance the effectiveness of United Nations peace-keeping operations consistent with the Charter and, to that end, urge the Committee to accelerate its work; (3) instruct the Committee to intensify its efforts

with a view to completing, by 1 May 1971, its report on the United Nations military observers established or authorized by the Security Council for observation purposes pursuant to Council resolutions and to determine in the light of the progress achieved by then whether alternative methods were advisable for the early fulfilment of its mandate to reach an agreement on peace-keeping operations in conformity with the Charter; (4) note with interest the suggestions and proposals submitted on the item and transmit to the Special Committee on Peace-keeping Operations the records of the debates, together with other documents; (5) request that the Committee study carefully and take account of the views expressed and the suggestions, proposals and documents submitted to the General Assembly at the twenty-fifth session and report on them to the Assembly at its twenty-sixth session, as appropriate, within the context of its work; (6) direct the Committee to submit to the General Assembly at its twenty-sixth session a comprehensive report on the United Nations military observers established or authorized by the Security Council for observation purposes pursuant to Security Council resolutions, as well as a progress report on any other models of peace-keeping operations.

Following submission of the nine-Power draft resolution, the representative of Kuwait, speaking on behalf of the sponsors of the three-Power draft resolution, stated that, in the light of the provisions of the nine-Power draft resolution, particularly those calling upon the Special Committee on Peace-keeping Operations to study all proposals and documents relating to the item, he would not press for a vote on the three-Power draft resolution.

On 13 November, the Special Political Committee unanimously adopted the nine-Power draft resolution, and on 8 December the General Assembly also adopted it unanimously as resolution 2670 (XXV).

### *C. Continuation of the work of the Special Committee*

The Special Committee resumed its work on 1 April 1971. In the absence of the Chairman, who had been assigned new duties by his Government, the Secretary-General presided over the meeting and made a statement emphasizing the urgency and importance of reaching agreement on the essential guidelines for United Nations peace-keeping machinery. The Committee agreed with the Secretary-General's suggestion that, pending the conclusion of consultations for the election of a new Chairman, the Committee would meet as necessary under the Chairmanship of the two Vice-Chairmen, the representatives of Canada and Czechoslovakia, who would alternate in the Chair. The Committee then decided that the Working Group should meet to continue its consideration of Model I.

The Working Group held two meetings on 21 and 27 April 1971, as well as informal consultations. On 28 April, it submitted a report to the Special Committee in which it expressed the hope that, given time, and perhaps with the introduction of new ideas or positions in accordance with the Charter, it might be able to make a positive report to the Committee on Model I, which, it pointed out, would also facilitate progress on Model II. The Working Group further

noted that, if it were asked to continue its work, it would consider, in the context of its future deliberations, the views expressed and the suggestions, proposals and documents submitted at the twenty-fifth session of the General Assembly.

At its meeting held on 6 May, the Special Committee considered the report of the Working Group and, after an exchange of views, agreed that the Working Group should continue its work along the lines indicated in that report.

### REFERENCES

For relevant documents and a list of relevant records, see *Official Records of the General Assembly, Twenty-fifth Session, Annexes*, agenda item 36.

For the summary records of the meetings of the Special Committee in 1970, see A/AC.121/SR.43-48, and in 1971, see A/AC.121/SR.49 and 50.

## Other political and security questions

*A. Disarmament and related matters*MEETINGS OF THE CONFERENCE OF THE COMMITTEE  
ON DISARMAMENT IN 1970

The Conference of the Committee on Disarmament, during its second series of meetings in 1970, from 16 June to 3 September 1970, gave consideration to General Assembly resolutions 2602 (XXIV) on the question of general and complete disarmament, 2603 (XXIV) on the question of chemical and bacteriological (biological) weapons and 2604 (XXIV) on the urgent need for suspension of nuclear and thermonuclear tests.

The Committee considered further effective measures relating to cessation of the nuclear arms race at an early date and to nuclear disarmament, non-nuclear measures, other collateral measures, and general and complete disarmament under strict and effective international control. It devoted particular attention to three issues: the sea-bed; chemical and bacteriological (biological) weapons; and the Disarmament Decade, including a comprehensive programme for general and complete disarmament.

*Question of preventing an arms race on the sea-bed*

In accordance with the recommendation in General Assembly resolution 2602 F (XXIV), the Committee continued its work on finalizing the draft Treaty on the Prohibition of the Emplacement of Nuclear Weapons and Other Weapons of Mass Destruction on the Sea-Bed and the Ocean Floor and in the Subsoil Thereof for submission to the General Assembly at its twenty-fifth session.

The Committee resumed discussion of the second revised text of the joint draft Treaty that had been submitted on 23 April by the Union of Soviet Socialist Republics and the United States of America. A number of delegations were satisfied with the revised draft; but Canada and Italy continued to have reservations, and some representatives suggested amendments to improve the text and clarify its provisions. The representatives of Argentina, Brazil, and Mexico suggested a number of amendments regarding the verification provisions of article III; and the representative of the United Arab Republic proposed that article VIII should be expanded to include obligations under other agreements on disarmament. In reply to the latter proposal, the representatives of the USSR and the United States made it clear that the draft Treaty did not affect obligations assumed under other arms control treaties, including the Treaty on the Non-Proliferation of Nuclear

Weapons and the Treaty Banning Nuclear Weapon Tests in the Atmosphere, in Outer Space and under Water. On 30 July, the representatives of Burma, Ethiopia, Mexico, Morocco, Nigeria, Pakistan, Sweden, the United Arab Republic and Yugoslavia proposed three additional amendments to the draft Treaty. Two of the amendments referred to article III and called for verification to be undertaken through appropriate international procedures within the framework of the United Nations and in accordance with its Charter. By the third amendment, a new article would be added (article V), by which States parties to the Treaty would undertake to continue negotiations in good faith on further measures relating to a more comprehensive prohibition of the use for military purposes of the seabed and the ocean floor and the subsoil thereof. The substance of the three amendments and a number of other suggestions were incorporated in a third revision of the draft Treaty, which the representatives of the USSR and the United States submitted on 1 September 1970 and explained. The representatives of Argentina and Brazil then made interpretative statements, and many other representatives expressed satisfaction with the general consensus achieved and the spirit of compromise that had resulted in inclusion of amendments responsive to their suggestions. The Committee expressed the hope that the draft Treaty would be approved by the General Assembly and opened for signature at an early date. The representative of Poland, however, suggested that the question of the prevention of an arms race on the sea-bed should remain on the Committee's agenda, a proposal which was approved by the Committee.

*Question of further limiting chemical and biological warfare*

Pursuant to General Assembly resolution 2603 B (XXIV), the Committee continued its work on all aspects of the problem of eliminating chemical and bacteriological (biological) weapons. It took into consideration, in particular, the draft Convention on the Prohibition of the Development, Production and Stockpiling of Chemical and Bacteriological (Biological) Weapons and on the Destruction of Such Weapons that had been submitted to the General Assembly by Bulgaria, the Byelorussian SSR, Czechoslovakia, Hungary, Mongolia, Poland, Romania, the Ukrainian SSR and the USSR and the draft Convention for the Prohibition of Biological Methods of Warfare that had been submitted to the Conference by the United Kingdom.

In the course of both plenary and informal meetings, many representatives submitted amendments to the draft Conventions, as well as other proposals. The



United States representative suggested that toxins should be added to the agents covered by the prohibitions of the United Kingdom draft Convention, a proposal subsequently incorporated in a revised text of the draft. Many delegations submitted proposals concerning verification. The representative of Morocco suggested that chemical and bacteriological (biological) weapons should be prohibited under a single instrument that would also contain provisions for their destruction. The same instrument would define verification procedures for bacteriological (biological) weapons, which would be totally banned on the entry into force of the instrument, and prescribe the terms and time-limit for negotiating a supplementary document on verification procedures for chemical weapons. The representative of the USSR emphasized the need for complete prohibition of chemical and bacteriological weapons but pointed out the danger of approaching their prohibition separately and the practical advisability of using national means to control the prohibition of such weapons, with appropriate procedures for submitting complaints of violation to the Security Council. The representatives of Argentina, Brazil, Burma, Ethiopia, India, Mexico, Morocco, Nigeria, Pakistan, Sweden, the United Arab Republic and Yugoslavia submitted a memorandum expressing their consensus that chemical and bacteriological (biological) weapons must continue to be dealt with together in any efforts to prohibit their development, production and stockpiling and to eliminate them from the arsenals of all States. They felt that the issue of verification was important, as in any other aspect of disarmament, and that its solution should be based on a combination of national and international measures complementing and supplementing each other.

In the course of the debate, the representative of the United States emphasized the inherent differences between chemical and bacteriological weapons from the standpoint of arms limitation, underlined the advantages of reaching early agreement to the greatest extent possible and urged immediate negotiation of a convention along the lines proposed by the United Kingdom, prohibiting production and stockpiling of all biological weapons and toxins while proceeding to study the problems that must be resolved in order to achieve progress towards further prohibition of chemical weapons.

Several representatives spoke on their Governments' unilateral renunciations of one or both of the weapons. The representatives of Brazil and Japan made statements concerning ratification of the Geneva Protocol of 1925 by their respective Governments. Many members welcomed those statements and expressed the hope that additional countries would adhere to that instrument in the near future. The representatives of Italy and Japan urged those States that had attached reservations to the Protocol to withdraw them. Several representatives noted, however, that such reservations had played a positive role in gaining wide adherence to the Protocol and in preventing the use of chemical and bacteriological (biological) weapons in the Second World War.

#### *The Disarmament Decade and a comprehensive programme for general and complete disarmament*

In accordance with General Assembly resolution 2602 E (XXIV), the Committee gave detailed atten-

tion to the possibilities of preparing a comprehensive and generally acceptable programme for cessation of the arms race and general and complete disarmament under effective international control. The Foreign Minister of Brazil, in addressing the Committee on the elaboration of such a programme, suggested certain principles for disarmament negotiations, including the need to ensure that disarmament measures did not adversely affect economic, scientific and technological development or prejudice or prejudice unresolved juridical and other questions in any outside field. The representative of India suggested that the USSR-United States joint statement of agreed principles for disarmament negotiations issued by the USSR and the United States in 1961 could be elaborated into a comprehensive programme of disarmament, taking into account the various suggestions put forward in the Committee. The representative of Italy proposed that the Committee should initiate programmes of studies concerning the reduction of armed forces and conventional armaments within the framework of a comprehensive programme of disarmament and that a commitment should be made to open negotiations on those reductions. The representatives of Mexico, Sweden and Yugoslavia submitted a draft comprehensive programme of disarmament, which contained principles and proposals as to elements and phases of the programme and procedures for its implementation. The aim of the programme, as set forth in that draft, was to achieve tangible progress so that the goal of general and complete disarmament under effective international control might become a reality.

In its report to the General Assembly, the Committee stated that because general and complete disarmament involved problems of great importance and complexity and there were a number of concrete proposals that merited thorough study by Governments and further discussion in the Committee, it would continue its discussion of the question in 1971.

Pursuant to the recommendation in General Assembly resolution 2602 D (XXIV), the Committee considered the military implications of laser technology. An examination of the problem, contained in a working paper submitted by the representative of the Netherlands, concluded that the highly speculative character of the military applications of laser technology did not seem to warrant consideration for arms control, although further developments should be followed attentively. Several representatives supported that view.

#### *Question of a comprehensive test ban*

In pursuance of General Assembly resolution 2604 B (XXIV), the Committee continued its work on the question of a treaty banning underground nuclear weapon tests. A number of working papers containing various suggestions and proposals were submitted. The United Kingdom submitted a working paper on verification of a comprehensive test ban treaty aimed at determining what detection and identification capability could be achieved in support of a comprehensive test ban treaty, given the current state of seismological technology. The representative of Canada submitted a working paper which assessed the replies received by the Secretary-General to his inquiry on the international exchange of seismological data and analysed seismological capabilities for detecting and identifying underground nuclear explosions. The

representative of Sweden submitted a paper comparing the identification capabilities referred to above in terms of the yield of underground nuclear explosions carried out in hard rock.

The basic differences in the positions of the main parties on the issue of verification remained unchanged. The United States made clear its continued support for a comprehensive ban on the testing of nuclear weapons, adequately verified, including provisions for on-site inspection, and reaffirmed its desire to contribute to international co-operation in the improvement of seismic detection and identification capabilities. The Union of Soviet Socialist Republics emphasized the importance of a political decision regarding that measure and its belief that the use of national means of detection for the purpose of underground nuclear testing was adequate.

The representative of Sweden expressed the view that while Strategic Arms Limitation Talks (SALT) continued the Committee on Disarmament should proceed with preparatory work towards a ban on underground testing of nuclear weapons, noting the advisability of underpinning, through such a ban, arms limitation measures that might be achieved through SALT.

#### CONSIDERATION BY THE GENERAL ASSEMBLY

At its twenty-fifth session the General Assembly included in its agenda the following seven items concerning disarmament: the question of general and complete disarmament; the question of chemical and bacteriological (biological) weapons; the urgent need for suspension of nuclear and thermonuclear tests; implementation of the results of the Conference of Non-Nuclear-Weapon States; establishment, within the framework of IAEA, of an international service for nuclear explosions for peaceful purposes under appropriate international control; the status of the implementation of General Assembly resolution 2456 B (XXIII) concerning the signature and ratification of Additional Protocol II of the Treaty for the Prohibition of Nuclear Weapons in Latin America (Treaty of Tlatelolco); and the economic and social consequences of the armaments race and its extremely harmful effects on world peace and security. All the items were considered by the First Committee in the course of twenty-two meetings between 2 November and 3 December 1970. The Committee held a general debate and then took up draft resolutions pertaining to the specific items before it.

#### *General and complete disarmament*

Debate in the First Committee was comprehensive and touched upon many aspects of both nuclear and conventional disarmament, the Treaty on the Non-Proliferation of Nuclear Weapons, the Strategic Arms Limitation Talks between the USSR and the United States, and the Disarmament Decade.

The documents before the Committee included the Declaration on Peace and Disarmament by the Nobel Peace Prize Laureates, presented to the President of the twenty-fifth session of the General Assembly and to the Secretary-General of the United Nations on 21 September 1970, which had been circulated at the request of Mexico, Sweden and Yugoslavia.

Specific action was taken with regard to the draft Treaty on the Prohibition of the Emplacement of Nuclear Weapons and Other Weapons of Mass Destruction on the Sea-Bed and the Ocean Floor and in the Subsoil thereof, submitted by the Committee on Disarmament; a halt in the nuclear arms race; new techniques for uranium enrichment; and a comprehensive disarmament programme.

The draft Treaty was generally viewed as an important, even if limited, achievement, whose significance would increase. On 6 November, a draft resolution, eventually sponsored by thirty-seven Member States, was submitted, by which the General Assembly would commend the Treaty, which was annexed; request the depositary Governments to open the Treaty for signature and ratification at the earliest possible date; and express hope for the widest possible adherence to the Treaty.

At the 1748th meeting on 2 November, Mexico put two questions to the Union of Soviet Socialist Republics and the United States of America, co-sponsors of the draft Treaty. First, with reference to article I, paragraph 2, which stated that the undertakings contained in paragraph 1 of the article "shall not apply either to the coastal State or to the sea-bed beneath its territorial waters", Mexico requested an explanation of the significance and scope of that exception. Secondly, with regard to the significance and scope of paragraph 3 of article I in connexion with article IX, dealing with nuclear-weapon-free zones, Mexico asked whether the relevant statements made on 1 September 1970 at the Conference of the Committee on Disarmament by the representatives of the USSR and the United States represented the authorized interpretations of their respective Governments. Replies to those questions were made by the USSR and the United States at the 1762nd meeting on 16 November.

On 10 November, Peru submitted an amendment to the preamble of the draft resolution and several amendments to the draft Treaty, which were orally revised at the 1763rd meeting on 17 November. At the same meeting, the Committee voted on the Peruvian amendments, as orally revised, and on the draft resolution. The revised amendment to the preamble of the draft resolution was unanimously adopted. All the revised amendments to the draft Treaty were rejected. The draft resolution, as amended, was then adopted by 91 votes to 2, with 6 abstentions. On 7 December, the General Assembly adopted the same text by 104 votes to 2, with 2 abstentions, as resolution 2660 (XXV). The Treaty was opened for signature by the depositary Governments on 11 February 1971.

Debate on halting the nuclear arms race had, as a starting point, General Assembly resolution 2602 A (XXIV), appealing to the Governments of the USSR and the United States to agree, as an urgent preliminary measure, on a moratorium on further testing and deployment of new strategic nuclear weapon systems.

On 13 November, Argentina, Brazil, Burma, Ethiopia, India, Mexico, Morocco, Nigeria, Pakistan, Sweden, the United Arab Republic and Yugoslavia submitted a draft resolution, subsequently co-sponsored by Peru, under which the General Assembly would urge the nuclear-weapon Powers to bring about an immediate halt in the nuclear arms race and to cease all testing and deployment of offensive and defensive nuclear weapon systems. On 30 November,

the draft resolution was adopted by 80 votes to none, with 14 abstentions. On 7 December, the General Assembly adopted the same text by 102 votes to none, with 14 abstentions, as resolution 2661 A (XXV).

On 17 November, Malta submitted a draft resolution, which was twice revised by its sponsor. By the revised draft resolution, the General Assembly would request IAEA to study the safeguards required with respect to new techniques for uranium enrichment and to report thereon to the General Assembly at its twenty-sixth session. On 30 November, the revised draft resolution was adopted by 91 votes to none, with 5 abstentions. On 7 December, the General Assembly adopted the same text by 107 votes to none, with 7 abstentions, as resolution 2661 B (XXV).

Debate on formulation of a comprehensive disarmament programme took into account General Assembly resolution 2602 E (XXIV). Numerous references were made to the draft disarmament programme submitted by Mexico, Sweden and Yugoslavia to the Conference of the Committee on Disarmament in 1970.

On 18 November, Ireland, Mexico, Morocco, Pakistan, Sweden and Yugoslavia submitted a draft resolution, to which was annexed a comprehensive programme of disarmament. A revised text of the draft resolution was submitted by the sponsors on 26 November. Then, on 1 December, the sponsors submitted their comprehensive programme of disarmament as a separate document. On 2 December, the draft resolution was further revised. Its sponsors were Argentina, Brazil, El Salvador, Ireland, Italy, Malta, Mexico, Morocco, the Netherlands, Nigeria, Pakistan, Sweden, Uruguay, Venezuela and Yugoslavia and, subsequently, Ecuador. By the revised draft resolution the General Assembly would urge the Committee on Disarmament to intensify efforts towards more rapid achievement of disarmament measures. It would express its appreciation for the important and constructive documents and views submitted at the Conference of the Committee on Disarmament, including the working papers submitted by the Netherlands on 24 February 1970 and by Italy on 19 August 1970 and the draft comprehensive programme submitted by Mexico, Sweden and Yugoslavia on 27 August 1970. The Assembly would also express its appreciation of the comprehensive programme of disarmament submitted to it by Ireland, Mexico, Morocco, Pakistan, Sweden and Yugoslavia on 1 December 1970 and recommend that the Committee on Disarmament take that programme and other disarmament suggestions into account in its further work and negotiations. On 3 December, the revised draft resolution was adopted by 91 votes to none, with 11 abstentions. On 7 December, the General Assembly adopted the same text by 106 votes to none, with 10 abstentions, as resolution 2661 C (XXV).

#### *Chemical and bacteriological (biological) weapons*

The debate on the question of chemical and bacteriological (biological) weapons reflected the growing concern of States over the continued development of such weapons and the increasing urgency for effective solutions. Many representatives stressed the need to strengthen the Geneva Protocol of 1925 by universal adherence and full acceptance of its obligations. There was also strong support for a comprehensive ban prohibiting the use, development, production and stock-

piling of chemical and bacteriological (biological) weapons. Considerable attention was given to verification procedures.

In considering the item, the First Committee had before it, in addition to the report of the Conference of the Committee on Disarmament, the text of the revised draft Convention on the Prohibition of the Development, Production and Stockpiling of Chemical and Bacteriological (Biological) Weapons and on the Destruction of such Weapons, submitted to the General Assembly by Bulgaria, the Byelorussian SSR, Czechoslovakia, Hungary, Mongolia, Poland, Romania, the Ukrainian SSR and the USSR on 23 October 1970. Two other important documents before the Committee were a revised draft Convention for the Prohibition of Biological Methods of Warfare, prepared by the United Kingdom, and a joint memorandum on the question, submitted by Argentina, Brazil, Burma, Ethiopia, India, Mexico, Morocco, Nigeria, Pakistan, Sweden, the United Arab Republic and Yugoslavia.

On 6 November, the United Kingdom submitted a draft resolution by which the General Assembly would (1) call anew for the strict observance of the principles and objectives of the Geneva Protocol of 1925 and urge all States that had not yet done so to accede to or ratify the Protocol; (2) welcome the action by a number of States to become parties to the Geneva Protocol, in particular, the accession or ratification of Brazil, Ecuador, the Ivory Coast, Jamaica, Japan, Kenya, Malawi, Malta and Morocco; (3) take note of the report of the Conference of the Committee on Disarmament; (4) take particular note of the revised draft Convention submitted by the United Kingdom, the nine-Power revised draft Convention, the twelve-Power joint memorandum and the contributions made by all the delegations to the Conference of the Committee on Disarmament; (5) request the Committee on Disarmament to give urgent consideration to reaching agreement on effective measures to deal with the problems of such weapons, taking account of the proposals referred to above; (6) request the Secretary-General to transmit to the Conference of the Committee on Disarmament all documents and records of the First Committee relating to the question; and (7) request the Committee on Disarmament to report to it at its twenty-sixth session on the progress achieved.

On 9 November, Hungary, Mongolia and Poland submitted a draft resolution concerning chemical and bacteriological (biological) weapons, by which the General Assembly would (1) reaffirm its resolution 2162 B (XXI) of 5 December 1966 and call anew for strict observance by all States of the principles and objectives of the Geneva Protocol; (2) invite all States that had not yet done so to accede to or ratify the Geneva Protocol; (3) take note of the nine-Power revised draft Convention, the revised draft Convention by the United Kingdom, the twelve-Power joint memorandum and other proposals; (4) request the Committee on Disarmament to give urgent consideration to reaching agreement on a complete ban on such weapons; (5) consider that such an agreement should provide for joint and full prohibition of their development, production and stockpiling and their exclusion from the arsenals of States through their destruction or diversion for peaceful uses; (6) request the Committee on Disarmament to submit a progress report on all aspects of the question to the Assembly at its twenty-sixth session; (7) appeal to all States, pending



agreement on a complete ban, to take all necessary steps to facilitate and achieve such a ban at the earliest possible time; and (8) request the Secretary-General to transmit to the Conference of the Committee on Disarmament all documents and records of the First Committee relating to the question.

A third draft resolution was submitted on 13 November by Argentina, Brazil, Burma, Ethiopia, India, Mexico, Morocco, Nigeria, Pakistan, Sweden, the United Arab Republic and Yugoslavia, subsequently joined by Tunisia. By that resolution, which reflected the position of the non-aligned members of the Conference of the Committee on Disarmament, as expressed in their joint memorandum, the General Assembly would reaffirm its resolution 2162 B (XXI) of 5 December 1966 and call anew for the strict observance by all States of the principles and objectives of the Geneva Protocol inviting all States that had not already done so to accede to or ratify the Geneva Protocol. It would take note of the revised draft Convention by the United Kingdom, the nine-Power revised draft Convention, and the working papers, expert views and suggestions put forward at the Conference and in the First Committee. It would take further note of the twelve-Power joint memorandum and commend the basic approach contained therein for reaching an effective solution to the problem, namely, that it was urgent and important to reach agreement on banning such weapons; that chemical and bacteriological (biological) weapons should not be dealt with separately in efforts to prohibit and eliminate them; and that verification was important and should be based on a combination of national and international measures which would complement and supplement each other and provide a system to ensure effective implementation of the prohibition. The Assembly would request the Committee on Disarmament to continue its consideration of the question and to submit a progress report to it at its twenty-sixth session. It would also request the Secretary-General to transmit to the Committee on Disarmament all documents and records of the First Committee relating to the question.

At the 1765th meeting, on 19 November, it was announced that the draft resolution submitted by the United Kingdom and that submitted by Hungary, Mongolia and Poland would not be pressed to a vote. At the same meeting, the Committee adopted the thirteen-Power draft resolution by a vote of 94 to none, with 3 abstentions. On 7 December, the General Assembly adopted the same text by 113 votes to none, with 2 abstentions, as resolution 2662 (XXV).

#### *Urgent need for suspension of nuclear and thermonuclear tests*

The item was included in the agenda in accordance with resolution 2604 (XXIV). The First Committee had before it the report of the Conference of the Committee on Disarmament and a note by the Secretary-General on creation of a world-wide exchange of seismological data. Participants in the debate maintained positions very close to those held previously, but many of the statements indicated increasing concern over the continued nuclear arms race and an urgent need to achieve a comprehensive nuclear weapon test ban. There was general agreement that continuation of nuclear weapon tests constituted one of the most acute and dangerous aspects of the arms race and that a decision to ban such tests would contribute sig-

nificantly to progress in disarmament. The United States reiterated its view that a number of on-site inspections would be needed to ensure compliance with a comprehensive test ban agreement. It also favoured an international exchange of seismological data. The USSR again indicated its willingness to conclude a treaty on the basis of national verification procedures. In its view a series of studies concerning seismology in place of a solution to the problem was inappropriate.

On 11 November, a draft resolution, sponsored by thirty Members, subsequently joined by ten others, was submitted in the First Committee. By this draft resolution the General Assembly would express appreciation of the seismological information received by the Secretary-General in pursuance of resolution 2604 A (XXIV). It would urge Governments to improve their capability to contribute high-quality seismic data that would be internationally available taking into account the suggestions contained in documents annexed to the report of the Conference of the Committee on Disarmament, and invite those Governments that were in a position to do so to consider assisting in the improvement of world-wide seismological capabilities in order to facilitate achievement of a comprehensive test ban through the assured international availability of seismic data. The Assembly would also invite members of the Conference of the Committee on Disarmament to co-operate in further study of the issue.

On 11 November, Burma, Ethiopia, India, Mexico, Morocco, Nigeria, Sweden, the United Arab Republic and Yugoslavia submitted a draft resolution, subsequently co-sponsored by Ireland and Peru. By that draft resolution the General Assembly would (1) urge all States that had not done so to adhere without further delay to the Treaty Banning Nuclear Weapon Tests in the Atmosphere, in Outer Space and under Water; (2) call upon all nuclear-weapon States to suspend nuclear weapon tests in all environments; and (3) request the Conference of the Committee on Disarmament to continue, as a matter of urgency, its deliberations on a treaty banning underground nuclear weapon tests, taking into account the proposals already made at the Conference and the views expressed in the General Assembly at its twenty-fifth session, and to report to the Assembly at its twenty-sixth session on the results of its deliberations.

On 18 November, the First Committee adopted the forty-Power draft resolution by a vote of 74 to none, with 14 abstentions, and the eleven-Power draft resolution by a vote of 88 to none, with 1 abstention. On 7 December, the General Assembly adopted the former draft resolution by 102 votes to none, with 13 abstentions, as resolution 2663 A (XXV), and the latter by 112 votes to none, with 1 abstention, as resolution 2663 B (XXV).

#### *Implementation of the results of the Conference of Non-Nuclear-Weapon States*

In accordance with resolution 2605 A (XXIV), the Secretary-General submitted a report on implementation of the results of the Conference of Non-Nuclear-Weapon States based on information submitted by IAEA, IBRD, FAO and UNDP. Only a few delegations in the First Committee referred to various aspects of the subject. Austria, Ireland and the Netherlands noted the usefulness of the IAEA reports but pointed

to the need to eliminate possible duplication in their presentation and consideration by the General Assembly.

On 19 November, a twelve-Power draft resolution was submitted by which the General Assembly would (1) note with satisfaction the report of the Secretary-General and the IAEA reports annexed thereto; (2) take note of the increase in the target for voluntary contributions to the IAEA programme of technical assistance and draw the attention of States members of the Agency to the appeals to increase funds for multilateral assistance in the nuclear field; (3) recommend that international sources of finance should keep under review their policies regarding the financing of meritorious nuclear projects, bearing in mind both the short-range and long-range contributions such projects might make to economic and technical development; (4) invite the specialized agencies, IAEA and other bodies to pursue the recommendations contained in the resolutions of the Conference of Non-Nuclear-Weapon States; (5) invite the Director-General of IAEA, in consultation with the specialized agencies and other bodies, to submit, in his annual report, information on further developments concerning the question of implementation of the results of the Conference of Non-Nuclear-Weapon States; and (6) request the Secretary-General to include the question of implementation in the provisional agenda of its twenty-sixth session.

On 25 November, the First Committee adopted the twelve-Power draft resolution by 70 votes to none, with 8 abstentions. On 7 December, the General Assembly adopted the same text by 106 votes to none, with 9 abstentions, as resolution 2664 (XXV).

*Establishment, within the framework of IAEA, of an international service for nuclear explosions for peaceful purposes under appropriate international control*

In accordance with General Assembly resolution 2605 B (XXIV) the Secretary-General transmitted to the General Assembly on 1 October, a special IAEA progress report on its studies and activities concerning peaceful nuclear explosions. During the debate in the First Committee, it was stressed that the technology involved in producing nuclear explosive devices for peaceful purposes was indistinguishable from that involved in producing nuclear weapons; therefore, production of any such explosive device by a non-nuclear-weapon State would be equivalent to the proliferation of nuclear weapons.

On 19 November, Austria, Canada, Denmark, Japan, Mexico and the Netherlands submitted a draft resolution on the item, by which the General Assembly would express its appreciation for the studies recently carried out; commend IAEA for its efforts to compile and evaluate information on the current status of nuclear technology and to make it available on an international scale; request IAEA to continue and intensify its programme; and request the Secretary-General to include the item in the provisional agenda of the Assembly's twenty-sixth session.

On 25 November, the six-Power draft resolution was adopted by 89 votes to none, with 5 abstentions. On 7 December, the General Assembly adopted the same text by 109 votes to none, with 5 abstentions, as resolution 2665 (XXV).

*Status of the implementation of General Assembly resolution 2456 B (XXIII) concerning the signature and ratification of Additional Protocol II of the Treaty for the Prohibition of Nuclear Weapons in Latin America (Treaty of Tlatelolco)*

The item concerning implementation of General Assembly resolution 2456 B (XXIII) was included in the Assembly's agenda of the twenty-fifth session at the request of Barbados, Bolivia, Costa Rica, Ecuador, El Salvador, Guatemala, Honduras, Jamaica, Mexico, Nicaragua and Uruguay.

On 30 October, a draft resolution was submitted by seventeen Latin American countries, a revised text of which was submitted on 18 November and co-sponsored also by Trinidad and Tobago. Under the revised draft resolution, the General Assembly would reaffirm the appeals it had addressed to the nuclear-weapon States, in its resolutions 2286 (XXII) and 2456 B (XXIII), to sign and ratify Additional Protocol II of the Treaty for the Prohibition of Nuclear Weapons in Latin America as soon as possible and urge them to avoid further delay in the fulfilment of such appeals. It would note with satisfaction that one of those States had already signed and ratified the Protocol and that another had signed it and was engaged in the ratification process but deplore the fact that not all nuclear-weapon States had as yet signed the Protocol. The Assembly would also include in the provisional agenda of its twenty-sixth session an item on the status of the implementation of the present draft resolution concerning the signature and ratification of Additional Protocol II. Finally, it would request the Secretary-General to transmit the present resolution to the nuclear-weapon States and to inform the General Assembly at its twenty-sixth session of any measure taken for its implementation.

Introducing the draft resolution, the representative of Mexico stressed that, although the Treaty was in full force for States parties to it, regardless of the position of the nuclear Powers, all nuclear Powers should co-operate in its implementation to ensure greater effectiveness. The commitments sought from the nuclear Powers were far from burdensome and in no way departed from the obligations arising from the United Nations Charter.

Throughout the debate there was very broad support for the position advocated by most of the Latin American countries that the nuclear Powers should ratify Additional Protocol II to ensure the Treaty's effectiveness and validity. Ratification by the United Kingdom and the expected ratification by the United States were welcomed but were not regarded as sufficient for the full success of the Treaty in the absence of binding pledges by the other nuclear Powers. The United Kingdom urged other nuclear-weapon States to ratify the Protocol and also called on States in the Treaty area to ratify the Treaty. The United States announced that Additional Protocol II had been transmitted to its Senate for ratification. The USSR stressed that it was in favour of the creation of nuclear-free zones in various parts of the world and was prepared to assume the obligation to respect the status of nuclear-free zones in Latin America. It pointed out its readiness to assume such an understanding towards Mexico, as indicated in the USSR-Mexico communiqué of 30 May 1968, and stated that it would be prepared to take similar action towards other Latin American countries that might

make their territory completely nuclear free. France commented that, in the absence of genuine nuclear disarmament, it had demonstrated its sympathy for the denuclearization of Latin America and had given assurances to the Treaty's sponsors before the Treaty was concluded.

On 18 November, the First Committee adopted the revised draft resolution by a roll-call vote of 71 to none, with 11 abstentions. On 7 December, the General Assembly adopted the same text by a roll-call vote of 104 votes to none, with 12 abstentions, as resolution 2666 (XXV).

*Economic and social consequences of the armaments race and its extremely harmful effects on world peace and security*

The item dealing with the consequences and effects of the armaments race was included in the agenda at the request of Romania by a letter dated 12 July 1970. An explanatory memorandum stated that the stockpiles of weapons of mass destruction had exceeded the supersaturation point and were threatening the survival of mankind. Nevertheless, the arms race was continuing at an ever-increasing pace, absorbing a substantial portion of the wealth of mankind and diverting it from peaceful uses to destructive purposes at a time when scores of peoples were living in poverty and vast areas of the globe were economically and culturally underdeveloped. Romania believed that a thorough consideration of the negative consequences of the armaments race would make it possible to draw certain conclusions on the basis of which practical measures could be devised to halt the arms race.

With reference to the question of military expenditures, the Secretary-General, in the introduction to his report on the work of the Organization for 1969-1970, stated that, in order to have the Governments and peoples of the world better understand the issues and problems involved, he would propose that a comprehensive international expert study be undertaken of the economic and social consequences of the continuing arms race and massive military expenditures. Such a study would complement a similar study carried out in 1962 and could delineate the implications and evaluate the effects on nations and their economies of the increasing stockpiling of armaments and diversion of resources from peaceful to military purposes. In his view, the study would contribute to better understanding of the needs and possibilities for re-ordering both national and international priorities in the decade ahead.

During the debate, the Romanian representative proposed the preparation of a report on the economic and social consequences of the armaments race that would bring those consequences to the attention of all Members, with a view to the adoption of concerted measures to reduce the danger of arms competition. Between 1964 and 1970 more than a trillion dollars had been spent for arms and armed forces. The arms race not only had an adverse effect on the economic and social life of all States but was a factor of tension and mistrust in international relations. The freezing and reduction of military budgets, he stated, would make available financial and human resources that could serve the interests of various States and help the developing countries. The Romanian initiative was

supported by a large number of non-aligned countries, many of which stressed the relationship between disarmament and economic development.

On 18 November 1970, twenty-four delegations submitted a draft resolution, which, after revision, was sponsored by two more States. Under the revised draft resolution, the General Assembly would call upon all States to take effective steps for the cessation and reversal of the arms race and for the achievement of steady progress towards disarmament. It would request the Committee on Disarmament to continue to give urgent attention to all questions meant to put an end to the arms race, particularly in connexion with nuclear weapons, and it would request the Secretary-General to prepare, with the assistance of qualified consultant experts appointed by him, a report on the economic and social consequences of the arms race and of military expenditures. In addition, it would call upon all Governments to extend their full co-operation to the Secretary-General to ensure that the study was carried out effectively, and it would call upon non-governmental organizations and international institutions and organizations to co-operate with the Secretary-General in the preparation of the report. Finally, the Assembly would request that the report be transmitted to it in time for consideration at its twenty-sixth session.

On 25 November 1970, the revised twenty-six-Power draft resolution was adopted unanimously by the First Committee. On 7 December 1970, the General Assembly unanimously adopted the same text as resolution 2667 (XXV).

MEETINGS OF THE CONFERENCE OF THE COMMITTEE ON DISARMAMENT IN 1971

The Conference reconvened in Geneva on 23 February 1971 and continued its meetings until 13 May, when it recessed until 29 June.

In accordance with General Assembly resolutions, particularly resolutions 2662 (XXV) and 2663 (XXV), the Conference continued to give high priority to examination of the question of eliminating chemical and bacteriological (biological) weapons and continued its consideration of the question of a comprehensive test ban treaty.

*Question of further limiting chemical and biological warfare*

There was general agreement on the urgent need to solve the problem of prohibiting chemical and biological weapons. Early in the debate, many speakers favoured a comprehensive ban on both types of weapons.

On 30 March, a draft Convention on the Prohibition of the Development, Production and Stockpiling of Bacteriological (Biological) Weapons and Toxins and on Their Destruction was submitted by the seven Socialist members of the Committee as a compromise to overcome the impasse created by the refusal of the Western Powers to agree to ban chemical weapons and as a first step towards complete prohibition of all chemical and bacteriological weapons. In presenting the draft on behalf of the sponsors, the USSR stressed that the draft did not signify a change in their position of principle in favour of a complete

prohibition of chemical and bacteriological (biological) weapons, and it urged parallel negotiations on chemical weapons. It also stated that a convention on biological weapons would represent the first real disarmament measure, inasmuch as it ensured the complete prohibition and destruction of those weapons.

A number of Western States, including the United States, the United Kingdom and Italy, expressed the hope that acceptance by the Socialist States of the principle of a gradual approach to the prohibition of chemical and biological weapons created, together with the United Kingdom draft Convention, a basis for achieving a consensus and for the preparation of a single draft convention to be submitted to the General Assembly at its twenty-sixth session.

Of the twelve non-aligned States, Argentina, Brazil and the United Arab Republic, while stressing their preference for the comprehensive prohibition of chemical and bacteriological weapons, were willing to accept a partial solution banning only bacteriological weapons, with an undertaking by all parties to such a convention to continue negotiations with a view to achieving an agreement on the prohibition of chemical weapons. On the other hand, Mexico, Sweden and Yugoslavia did not support an agreement limited only to bacteriological (biological) weapons and toxins, which they considered to be a measure of lesser significance, inasmuch as there was less likelihood of such weapons ever being used, and insisted on immediate negotiations for a comprehensive ban on both types.

Morocco took an intermediate position, urging that in any convention banning biological weapons, all States should make a formal commitment to accept the principle that chemical weapons be prohibited, and that, pending elaboration of the treaty provisions for such a ban, a moratorium on chemical weapons should, if possible, be achieved.

#### *Question of a comprehensive test ban treaty*

Virtually all members of the Committee stressed the importance of a comprehensive test ban. There was no change, however, in the basic approach of the United States and the USSR to the question. The latter stated clearly that any ban on underground test explosions involving the possibility of on-site inspections, a threshold ban or phasing out by quota would be unacceptable. On the other hand, the United States repeated its insistence that adequate verification of a comprehensive test ban required on-site inspection.

Almost all non-aligned members stressed the need for a comprehensive ban to fulfil the pledge of the nuclear Powers in the Treaty on the Non-Proliferation of Nuclear Weapons to halt the arms race. They deplored the increased testing since the conclusion of the partial test ban in 1963 as a continuation of the qualitative nuclear arms race which, among other considerations, resulted in radio-active pollution of soil and water. They also shared the view of the USSR that an underground test ban was possible without on-site inspection.

Canada, Italy, Japan and the Netherlands urged agreement in the coming year on some limitation of underground testing, if a comprehensive test ban

agreement could not be achieved immediately. The Western and most of the non-aligned members stressed the importance of improving the international exchange of seismic data in connexion with a further test ban of any type. Canada, supported to some extent by Sweden, Japan and the Netherlands, suggested a number of transitional measures to fill the gap between a limited underground test ban and a comprehensive ban, including advance detailed reporting of their testing programmes by nuclear-weapon signatories of the Treaty on the Non-Proliferation of Nuclear Weapons, the progressive phasing out of tests and the commitment of the nuclear Powers to the improvement of seismological verification methods. Mexico, supported by Japan and Sweden, revived the 1962 concept of the use of "black boxes" as means of solving the verification problem.

### *B. Effects of atomic radiation*

#### ACTIVITY OF THE UNITED NATIONS SCIENTIFIC COMMITTEE ON THE EFFECTS OF ATOMIC RADIATION

The United Nations Scientific Committee on the Effects of Atomic Radiation held its twentieth session at the United Nations Office at Geneva from 21 to 25 September 1970. After discussing, on the basis of studies prepared in the Secretariat, recent information on genetic effects of radiation, induction of cancer by radiation, effects of radiation on the immune response, population doses from medical and occupational exposure and radio-active contamination of the environment, the Committee expressed its intention of preparing for submission to the General Assembly at its twenty-seventh session a report dealing with such evaluations of risk as might result from its consideration of the aforementioned subjects. The Committee also discussed the contribution that it might make to the forthcoming United Nations Conference on the Human Environment in view of its experience of radiation problems.

In connexion with the problem of radio-active contamination of the environment, the Committee recalled that, so far, it had been mainly concerned with doses and risks from global contamination by radio-nuclides released by atmospheric nuclear explosions and that it had largely based its conclusions on data that it had requested of States Members of the United Nations or members of specialized agencies or IAEA. As peaceful applications of nuclear energy, particularly for the generation of electricity, were expanding at a rapidly accelerating pace, the Committee decided that, in its future reviews of environmental contamination, it would also give detailed attention to that resulting from those applications and from applications of radio-active isotopes in medicine, industry, research and other fields. To enable it to assess the respective contribution of such activities to the radiation exposure of human populations and the attendant risks, the Committee invited States Members of the United Nations or members of specialized agencies or IAEA to submit available data on releases of radio-nuclides into the environment and on measured or estimated radiation doses received by populations, including local population groups such as those that might be subject to unusual exposures because of their habitat or dietary habits.



## CONSIDERATION BY THE GENERAL ASSEMBLY

The report of the Scientific Committee was considered by the General Assembly at its twenty-fifth session. Following the debate held in the Special Political Committee, the General Assembly unanimously adopted resolution 2623 (XXV), by which it commended the Scientific Committee for the valuable contributions it had made since its inception to wider knowledge and understanding of the levels and effects of atomic radiation, drew attention to the Scientific Committee's invitation to States Members of the United Nations or members of specialized agencies or IAEA to submit available data that would enable it to assess the effects of peaceful uses of nuclear energy on the radiation exposure of human populations, commended the Scientific Committee for the discussion it had had on the contribution that might be made to the United Nations Conference on the Human Environment and recommended that the Secretary-General should fully utilize the relevant experience of the Committee in the further preparations for that Conference.

### *C. Peaceful uses of outer space*

#### RESUMED THIRTEENTH SESSION OF THE COMMITTEE ON THE PEACEFUL USES OF OUTER SPACE

The Committee on the Peaceful Uses of Outer Space resumed its thirteenth session in New York, meeting from 1 to 17 September 1970 to consider the reports of its three subsidiary bodies—the Scientific and Technical Sub-Committee, Legal Sub-Committee and Working Group on Direct Broadcast Satellites—and its report to the General Assembly.

#### *Work of the Scientific and Technical Sub-Committee*

In reviewing the work of its Scientific and Technical Sub-Committee, the Committee endorsed the various measures recommended with a view to promoting further exchange of information, practical applications of space technology, education and training, and international co-operation in the peaceful exploration and use of outer space. It endorsed, in particular, the Sub-Committee's recommendation that Member States furnishing information on their national space activities emphasize those aspects of their activities that were relevant to international co-operation and to new developments of particular interest to developing countries. In that connexion, the Committee expressed its concern that there had been a noticeable decline in the number of States supplying information and appealed to Member States that had not done so to provide such information soon.

The Committee also endorsed the recommendation for continued United Nations sponsorship of the Thumba Equatorial Rocket Launching Stations (TERLS) at Thumba, India, and the CELPA Rocket Launching Station at Mar del Plata, Argentina. It welcomed the statements made by Italy and France reaffirming, respectively, the availability of the equatorial San Marco mobile range and the space centre at Kourou, French Guyana, for international co-operation, and it requested the Sub-Committee to consider at its next session the possibility of adjusting the general principles for United Nations sponsorship of

international launching facilities laid down in General Assembly resolution 1802 (XVII) so as to be equally applicable to ranges made available for programmes of international co-operation, such as the San Marco mobile range.

The Committee reviewed the progress made in the practical application of technology and the report thereon submitted by the recently appointed Expert on Applications of Space Technology of the Outer Space Affairs Division of the Secretariat. It endorsed the expert's recommendations on the organization of technical panels and the awarding of fellowships. It noted with satisfaction that Brazil, Mexico and the United States of America had invited such technical panels to observe space applications work under way in their countries. It welcomed the United States offer to support up to ten graduate university fellowships each year and that made by Italy to provide free training courses on communication satellites, earth station technology maintenance and operations to individuals to be nominated by the United Nations in accordance with the procedures set out in the report of the Scientific and Technical Sub-Committee. It also welcomed the expert's indication that the National Committee on Space Activities of Brazil had offered fifteen scholarships, beginning in 1971, and authorized him to pursue that and similar programmes.

With regard to earth resources survey by satellites, the Committee authorized its Scientific and Technical Sub-Committee to consider at its next meeting in July 1971 whether, at what time, and in what specific frames of reference to convene a working group on earth resources surveying with special reference to satellites, and it suggested that such a group, if established, should be composed of the members of the Committee and that its meetings should not entail additional expenses.

Concerning efforts to ensure proper co-ordination of United Nations space activities, the Committee welcomed the report of the Secretary-General on steps taken by the Secretariat. It also considered his report to the Economic and Social Council on natural resources satellites and took note of the Council's decision at its forty-ninth session to request the proposed Committee on Natural Resources to examine the Secretary-General's recommendations. It agreed with the Council that, for the time being, the matter should be left in the hands of the Scientific and Technical Sub-Committee, which had already done some useful work on it.

With regard to the question of the technical aspects of registration of objects launched into outer space, the Committee took note of the findings of the Sub-Committee that, in the light of current knowledge, no significant difficulty was anticipated in identifying space objects orbiting or surviving re-entry; that for reasons of economy and safety, a marking system to survive re-entry was not considered technically practical as yet; and that the basic resources for identification of space objects orbiting or surviving re-entry lay in the various complementary national capabilities, particularly those of launching States. Some delegations, however, had not been in complete accord with all the findings, and the Sub-Committee was asked to keep the question under review in the light of changes and developments of space technology.

The Committee also noted that the geostationary orbit was recognized to be one of the natural space resources and would be used in future for various satellite systems. It expressed a desire to be kept informed of the results of utilization studies being made by ITU.

### *Work of the Legal Sub-Committee*

The Committee expressed satisfaction that the preamble and thirteen articles of a draft convention on international liability for damage caused by space objects, although subject to conditions or reservations by some delegations, had been approved by the Legal Sub-Committee. However, it noted with regret that there was still no final agreement on two outstanding issues, namely "settlement of claims" and the "applicable law", despite extensive consultations among members of the Committee at Geneva in April 1970, further clarification of members' positions during the Committee's general debate and additional consultations and negotiations afterwards. It was decided that the conclusion of an effective and generally acceptable convention on liability would remain the Committee's firm priority task.

### *Work of the Working Group on Direct Broadcast Satellites*

The Committee noted that the Working Group on Direct Broadcast Satellites, in its third report, had reaffirmed its views concerning the potential benefits of direct broadcasting from satellites and that its study of the political, legal, social and cultural implications of the new technology had emphasized the need for international co-operation and co-ordination. The Committee felt that the use of direct broadcast from satellites for educational purposes might contribute to national programmes of integration and community development and other areas of economic, social and cultural improvement. The Committee believed that the United Nations, through the Committee on the Peaceful Uses of Outer Space, should play a co-ordinating role in connexion with the work of other international organizations. The Committee also took note of the Working Group's view that the emphasis on international co-operation should be at the regional level, through participation in the establishment and operation of regional satellite broadcasting systems and programmes.

Taking into account the findings of the Working Group that it had completed the work that might usefully be undertaken at that stage, the Committee agreed to keep under review the question of reconvening the Working Group at such time as additional material of substance might become available for further study.

### CONSIDERATION BY THE GENERAL ASSEMBLY

During the twenty-fifth session of the General Assembly, the question of international co-operation in the peaceful uses of outer space was considered by the First Committee at four meetings held from 9 to 11 December 1970.

Four draft resolutions and two amendments were submitted. The first, dealing with direct broadcasting

from satellites, and eventually sponsored by ten delegations, was submitted on 9 December. Under its operative part, as orally amended by the sponsors, the General Assembly would (1) recommend that Member States, regional and international organizations, including broadcasting associations, promote and encourage international co-operation at regional and other levels, in order to allow all participants to share in the establishment and operation of regional satellite broadcasting services, programme planning or production; (2) draw attention to the potential benefit to be derived from direct broadcast satellite services, especially in developing countries, for improving their telecommunications infrastructure; (3) recommend that Member States, UNDP and other international agencies should promote international co-operation in that field in order to assist interested countries to develop the skills and techniques required for its application; (4) request the Committee on the Peaceful Uses of Outer Space to keep under review the question of reconvening the Working Group at the appropriate time; (5) recommend that the Committee, through its Legal Sub-Committee, should study the work carried out by the Working Group on Direct Broadcast Satellites as part of the question of the implications of space communications; (6) invite ITU to continue to promote the use of satellite broadcasting services by Member States and to consider, at the 1971 World Administrative Radio Conference for Space Telecommunications, appropriate provisions under which such services might be established; (7) request ITU to transmit to the Committee on the Peaceful Uses of Outer Space all information about the use of the geostationary orbit and the frequency spectrum; and (8) invite UNESCO to continue to promote the use of satellite broadcasting for the advancement of education, training, science and culture and to direct its efforts towards the solution of problems falling within its mandate.

In introducing the ten-Power draft resolution, the representative of Sweden stated that the very important field covered by the Working Group on Direct Broadcast Satellites warranted special attention by Member States and that the draft resolution's provisions were in full accord with the recommendations made in the report of the Committee on the Peaceful Uses of Outer Space.

The First Committee adopted the ten-Power draft resolution on 11 December by 91 votes to none, with 8 abstentions; the General Assembly adopted it on 16 December by 118 votes to none as resolution 2733 A (XXV).

The second draft resolution, dealing with the question of the liability convention, was submitted by nineteen delegations on 9 December. Under its operative part, the General Assembly would (1) take note of the efforts made by the Committee on the Peaceful Uses of Outer Space and its Legal Sub-Committee at its thirteenth session to complete preparation of a draft convention on liability for submission to the General Assembly at its twenty-fifth session; (2) express its deep regret that, notwithstanding some progress towards that objective, the Committee had not yet been able to complete its draft; (3) affirm that the early conclusion of an effective and generally acceptable liability convention remained the firm priority task of the Committee and urge the Committee to intensify its efforts to reach agreement; (4) note that the main

obstacle to agreement lay in differences of opinion within the Committee on two main issues—the legal rules to be applied for determining compensation payable to the victims of damage and the procedures for the settlement of claims; (5) express the view that a condition for a satisfactory liability convention was that it should contain provisions that would ensure payment of a full measure of compensation to victims and effective procedures that would lead to prompt and equitable settlement of claims; and (6) urge the Committee to make a decisive effort to reach early agreement on texts embodying the principles referred to above, with a view to submitting a draft convention on liability to the General Assembly at its twenty-sixth session.

Introducing the nineteen-Power draft resolution, the representative of Australia observed that the Committee's failure to reach agreement on the liability convention suggested the need to give the Committee more precise directives for the coming year. The provision in the draft resolution that early conclusion of an effective liability convention should remain the Committee's priority task was important, because failure to reach agreement would not only set back efforts to develop further instruments of international law affecting outer space but might prevent universal support for the agreement on the rescue and return of astronauts. In the ensuing debate, several delegations expressed concern at the lack of progress in efforts to reconcile differences on the two outstanding legal issues. The majority of speakers agreed that the Committee's primary task during its coming session should be to reach agreement on a liability convention.

On 11 December, the First Committee adopted the nineteen-Power draft resolution by 85 votes to 8, with 6 abstentions; the same text was adopted by the General Assembly on 16 December by 108 votes to 8, with 2 abstentions, as resolution 2733 B (XXV).

The third draft resolution, sponsored by thirteen delegations and submitted on 9 December, dealt with the activity of the Committee in general, including the work of its subsidiary organs. Under the terms of that draft resolution, the General Assembly would endorse the recommendations and decisions contained in the Committee's report and request the Committee to continue to study questions relative to the definition of outer space and the utilization of outer space and celestial bodies, including various implications of space communications, and any comments offered by specialized agencies and IAEA concerning the use of outer space in the fields within their competence. It would invite those States that had not yet become parties to the Treaty on Principles Governing the Activities of States in the Exploration and Use of Outer Space, including the Moon and Other Celestial Bodies and the Agreement on the Rescue of Astronauts, the Return of Astronauts and the Return of Objects Launched into Outer Space to consider ratifying or acceding to those agreements, so that they might have the broadest possible effect. It would reaffirm its belief, as expressed in General Assembly resolution 1721 D (XVI), that communication by means of satellites should be available to all nations as soon as practicable on a global and non-discriminatory basis and recommend that States parties to negotiations regarding international arrangements in the field of satellite communication

should bear that principle in mind. It would welcome the intensified efforts of the Committee to encourage international programmes to promote such practical applications of space technology as earth resources surveying for the benefit of both developed and developing countries, and it would commend to the attention of Member States and the specialized agencies the new programmes and proposals to promote international benefits from space applications noted by the Committee in its report, such as the organization of technical panels, the utilization of internationally sponsored education and training opportunities and the conduct of experiments in the transfer of space-generated technology to non-space applications. In addition, it would take note of the recommendation of the Scientific and Technical Sub-Committee that the travel and subsistence of participants in the technical panels mentioned above should be funded by their own Governments but that the United Nations might give assistance in exceptional cases within the existing programmes of the United Nations where that appeared necessary. The Assembly would also welcome the efforts of Member States to share the practical benefits of their space programmes, including earth resources surveying. It would request the Scientific and Technical Sub-Committee, as authorized by the Committee, to determine at its next session whether, at what time and in what specific frame of reference to convene a working group on earth resources surveying, with special reference to satellites. It would welcome the efforts of Member States to keep the Committee informed of their activities and invite all Member States to do so. Further, it would note with appreciation the report of the Expert on Applications of Space Technology, recall the recommendation that Member States should consider designating specific offices or individuals within their Governments as a point of contact for communications regarding the promotion of the application of space technology and inform the Secretary-General of such designations, and urge those Member States that had not designated a point of contact to do so. The Assembly would also take note of the Secretary-General's report to the Committee concerning improved co-ordination of Secretariat activities in the field and endorse the suggestion of the Scientific and Technical Sub-Committee that the Secretary-General should bring to the attention of Member States all documents relating to applications of space technology submitted to that Sub-Committee. It would approve continuing sponsorship by the United Nations of the Thumba Equatorial Rocket Launching Station and the CELPA Mar del Plata Station and recommend that Member States should consider the use of those facilities for appropriate research activities. It would note that, in accordance with resolution 1721 B (XVI), the Secretary-General continued to maintain a public registry of objects launched into orbit or beyond based on information furnished by Member States and endorse the recommendation of the Committee that he should be requested to issue an index of existing international instruments relating to broadcasting satellite services. It would request the specialized agencies and IAEA to furnish the Committee with progress reports on their work and to examine and report to the Committee on problems relating to the peaceful use of outer space in the fields within their competence. Finally, it would request the Committee to continue its work as set out in the present resolution and in

previous Assembly resolutions and to report to the Assembly at its twenty-sixth session.

On 9 December, two amendments were submitted to the thirteen-Power draft resolution. One, submitted by Czechoslovakia, Hungary and the USSR, would insert a new paragraph, by which the General Assembly would urge the Committee to complete a generally acceptable draft convention on liability in time for final consideration by the General Assembly during its twenty-sixth session. The other, submitted by Turkey, would replace the words "specialized agencies" in operative paragraph 5 with the words "specialized agencies and interested United Nations bodies", and add at the end of operative paragraph 8 the words "and in so doing to take into account the importance of appropriate co-ordination with the Committee on Natural Resources, established under Economic and Social Council resolution 1535 (XLIX)".

On 11 December, on a motion by Australia, supported by Brazil, the First Committee decided that, having adopted the nineteen-Power draft resolution earlier, there was no need to vote on the three-Power amendments. It then proceeded to adopt the Turkish amendment by 40 votes to 8, with 43 abstentions, after which, it adopted the thirteen-Power draft resolution, as amended, by 82 votes to none, with 14 abstentions. On 16 December, the General Assembly adopted the same text by 110 votes to none, with 9 abstentions, as resolution 2733 C (XXV).

The fourth draft resolution, submitted by eight delegations on 9 December, dealt with ways and means of mitigating the harmful effects of typhoons and storms. By that draft resolution, the General Assembly would recommend that WMO should take, if necessary, further action for mobilizing capable scientists, technologists and other pertinent resources from any or all nations in order to obtain basic meteorological data and discover ways and means of mitigating the harmful effects of storms and removing or minimizing their destructive potential. The Assembly would also call upon Member States to exert efforts to implement fully the WMO World Weather Watch and request WMO to report, through the Secretary-General, to the Committee on the Peaceful Uses of Outer Space at its next session and to other United Nations bodies, as appropriate, on the steps taken pursuant to the present resolution and other resolutions.

In introducing the draft resolution, the representative of the Philippines stressed the fact that while recognizing the work being done by WMO, the Assembly should recommend further action to minimize the destructive potential of natural calamities.

On 11 December, the First Committee adopted the eight-Power draft resolution by 98 votes to none, and the General Assembly adopted the same text on 16 December by 121 votes to none as resolution 2733 D (XXV).

During the Assembly's twenty-fifth session, the Committee on the Peaceful Uses of Outer Space held two organizational meetings, in the course of which it elected Mr. Kurt Waldheim (Austria) as its new Chairman to replace Mr. Heinrich Haymerle (Austria), who had been assigned to a new post.

#### D. *The sea-bed outside national jurisdiction and the convening of a conference on the law of the sea*

##### WORK OF THE COMMITTEE ON THE PEACEFUL USES OF THE SEA-BED AND THE OCEAN FLOOR BEYOND THE LIMITS OF NATIONAL JURISDICTION

The Committee held its second session of 1970 in Geneva from 3 to 28 August. During that session, the Legal Sub-Committee continued to study various formulations of the principles to be included in a declaration concerning reservation of areas of the sea-bed and the ocean floor beyond national jurisdiction for peaceful purposes, in accordance with General Assembly resolution 2574 B (XXIV). The Legal Sub-Committee's report was approved and annexed to the Committee's report to the Assembly, as was the report of the Economic and Technical Sub-Committee, which contained a review of the work carried out, in accordance with the same resolution, concerning formulation of recommendations on economic and technical conditions and rules in the context of an international régime to regulate exploitation of the resources of those areas. Also annexed to the Committee's report was a preliminary note prepared by the Secretariat on the question of possible methods and criteria whereby the international community might share the proceeds and benefits of such exploitation. The Committee itself held a general discussion on that question and decided to request a more comprehensive study by the Secretariat. The Committee also emphasized the importance of disseminating information on the subject and training the nationals of developing countries.

In accordance with Assembly resolutions 2467 (XXIII) and 2574 (XXIV), the Committee considered the question of marine pollution, in connexion with which it had before it a report prepared by the Secretary-General. The dumping of nerve gas into the Atlantic Ocean was drawn to the attention of the Committee, which adopted a statement on the matter. In addition, the Committee considered the questions of exploration and research and peaceful uses of the sea-bed areas outside national jurisdiction. It also took under consideration the Secretary-General's report on international machinery that had been requested in Assembly resolution 2467 (XXIII) and, in pursuance of resolution 2574 C (XXIV), gave the Assembly a detailed account of its discussion. It noted that during the discussion there had been reference to a number of other relevant documents, in particular the working papers submitted by France, the United Kingdom and the United States at the outset of the August session.

In concluding its report to the Assembly, the Committee stated that in studying the problems connected with the sea-bed and ocean floor it had become increasingly aware of the complexity and range of the issues involved, partly because of the substantial accumulation of information previously unavailable, or at least not assembled in forms permitting common examination of measures necessary in the general interest, and partly as a result of work done by the General Assembly and the Committee. That work had brought out a vast, interlocking array of political, security, legal, technical, economic and scientific considerations that the Committee had to take into account in the process of fulfilling the mandate entrusted to it. The Committee



further noted that the basic consequence had been to articulate the issues in greater detail rather than add to their number. It observed that, over the past two years, there had been sufficient progress to maintain confidence in the emergence of the general agreement necessary to elaborate the basis and requirements of the anticipated international régime in the form of a treaty.

#### CONSIDERATION BY THE GENERAL ASSEMBLY AT ITS TWENTY-FIFTH SESSION

On 18 September 1970, on the recommendation of the General Committee, the General Assembly adopted as item 25 of the agenda four subitems: (a) the question of the reservation exclusively for peaceful purposes of the sea-bed and the ocean floor beyond national jurisdiction; (b) marine pollution; (c) views of Member States on the desirability of convening at an early date a conference on the law of the sea; and (d) the question of the breadth of the territorial sea and related matters. The Assembly rejected a proposal that parts (c) and (d) of the item be allocated to the Sixth Committee and allocated all parts of the item to the First Committee. Parts (a), (b) and (c) had been included in item 26 of the provisional agenda. Part (d) had been included as item 8 in the supplementary list and had been proposed for inclusion in the agenda by Bulgaria, Czechoslovakia, Hungary, Iraq, Poland, Syria and the USSR.

The First Committee held a general debate on all four subitems concurrently during seventeen meetings from 25 November to 8 December and considered the draft resolutions submitted at seven further meetings between 11 and 16 December.

The First Committee had before it the report of the Committee on the Peaceful Uses of the Sea-Bed and the Ocean Floor beyond the Limits of National Jurisdiction; two reports by the Secretary-General, one on marine pollution and the other on the views of Member States on the desirability of convening at an early date a conference on the law of the sea; and the text of a draft Declaration of Principles Governing the Sea-Bed and the Ocean Floor, and the Subsoil Thereof, Beyond the Limits of National Jurisdiction. On 2 December, the draft Declaration of Principles was submitted in the form of a draft resolution by thirty-six States, subsequently joined by ten others. By the draft resolution, the General Assembly would declare that (1) the sea-bed and ocean floor, and the subsoil thereof, beyond the limits of national jurisdiction (hereinafter referred to as the area), as well as the resources of the area, were the common heritage of mankind; (2) the area should not be subject to appropriation by any means by States or persons, and no State should claim or exercise sovereignty or sovereign rights over any part of it; (3) no State or person should claim, exercise or acquire rights with respect to the area or its resources incompatible with the international régime to be established and the principles of the Declaration; (4) all activities regarding the exploration and exploitation of the resources of the area should be governed by that international régime; (5) the area should be open to use exclusively for peaceful purposes by all States, whether coastal or land-locked, without discrimination; (6) States should act in the area in accordance with the applicable principles of

international law, including the Charter of the United Nations and the Declaration on Principles of International Law concerning Friendly Relations and Co-operation among States; (7) exploration of the area and exploitation of its resources should be carried out for the benefit of mankind as a whole, taking into particular consideration the interests and needs of developing countries; (8) the area should be reserved exclusively for peaceful purposes, and international agreements should be concluded as soon as possible to implement that principle effectively and to constitute a step towards exclusion of the area from the arms race; (9) on the basis of the Declaration, an international régime applying to the area and its resources and including appropriate international machinery to give effect to its provisions should be established by an international treaty of a universal character; (10) States should promote international co-operation in scientific research exclusively for peaceful purposes; (11) States should take appropriate measures and co-operate in adopting and implementing international rules, standards and procedures to prevent pollution, contamination and other hazards to the marine environment and to protect the natural resources of the area, as well as its flora and fauna; (12) in their activities in the area, States should pay due regard to the interests of the coastal States concerned and other States that might be affected by such activities; consultations should be maintained with those coastal States in regard to such activities; (13) the Declaration did not affect the legal status of the waters superjacent to the area or of the air space above them, nor the rights of coastal States to take measures to protect their coastline or related interests; (14) every State and international organization should have the responsibility of ensuring that activities in the area were carried out in conformity with the international régime to be established; and (15) the parties to any dispute relating to activities in the area and its resources should resolve it by the procedures mentioned in Article 33 of the Charter and those agreed upon in the international régime to be established.

On 15 December, the First Committee decided without objection to give priority in voting to the draft resolution, which it adopted by 90 votes to none, with 11 abstentions. On 17 December, the General Assembly adopted the same text by 108 votes to none, with 14 abstentions, as resolution 2749 (XXV).

Three further resolutions were adopted by the General Assembly. They related to (a) identification, study and solution of problems arising from minerals production from the sea-bed and their impact on the economy of the developing countries; (b) the problems of land-locked countries; and (c) the proposed conference on the law of the sea to be held in 1973 and the enlargement of the membership of the Committee.

In regard to development of the mineral resources of the area, a draft resolution was submitted by Chile, Kuwait, Libya and Peru on 2 December. It was subsequently revised and additionally sponsored by Algeria, Brazil, the Democratic Republic of the Congo, El Salvador, Indonesia, Iraq, the Ivory Coast, Lebanon, Liberia, Madagascar, Pakistan, Yugoslavia and Zambia. Its operative paragraphs provided that the General Assembly should request the Secretary-General to co-operate with UNCTAD and other competent bodies in order to (a) identify the problems arising from the

production of certain minerals from the area beyond the limits of national jurisdiction and examine their impact on the economic well-being of the developing countries, in particular, on prices of mineral exports on the world market; (b) study those problems in relation to the scale of possible exploitation of the sea-bed, taking into account world demand for raw materials and the evolution of costs and prices; and (c) propose effective solutions for dealing with those problems. The Secretary-General would be requested to submit his report thereon to the Committee on the Peaceful Uses of the Sea-Bed and the Ocean Floor beyond the Limits of National Jurisdiction for consideration during one of its 1971 sessions, so that it might make appropriate recommendations for fostering healthy development of the world economy and balanced growth of international trade and minimizing any adverse effects caused by fluctuation in the prices of materials as a consequence of such activities. He would also be requested to keep that matter under constant review, so as to be able to submit supplementary information annually or whenever necessary and recommend additional measures in the light of economic, scientific and technological developments. The Committee would be called upon to submit a report on the question to the General Assembly at its twenty-sixth session.

The First Committee on 15 December adopted the revised draft resolution by 86 votes to none, with 18 abstentions. On 17 December, the General Assembly adopted the same text by 104 votes to none, with 16 abstentions, as resolution 2750 A (XXV).

A draft resolution on the problems of land-locked countries was submitted by Bolivia on 10 December and was subsequently co-sponsored by Mali and Zambia. As revised and with nine additional co-sponsors, the draft resolution would have the General Assembly request the Secretary-General to prepare, in collaboration with UNCTAD and other competent bodies, an up-to-date study on the question of free access to the sea of land-locked countries and to supplement a previous study with a report on the special problems of land-locked countries relating to the exploration and exploitation of the resources of the sea-bed and the ocean floor, and the subsoil thereof, beyond the limits of national jurisdiction. The Secretary-General would be requested to submit his report to the Committee for consideration at one of its 1971 sessions, so that appropriate measures within the general framework of the law of the sea might be formulated to resolve the problems of land-locked countries, and the Committee would report on that question to the Assembly at its twenty-sixth session.

The First Committee on 15 December adopted the draft resolution by 89 votes to none, with 16 abstentions. On 17 December, the General Assembly adopted the same text by 111 votes to none, with 11 abstentions, as resolution 2750 B (XXV).

Four draft resolutions were submitted concerning the proposed conference on the law of the sea and enlarged membership of the Committee, the first three of which were subsequently withdrawn in favour of the fourth.

The first draft resolution was submitted by the United States on 18 November and was subsequently co-sponsored by the Dominican Republic. As revised, the draft resolution would have the General Assembly

decide to convene an international conference on the law of the sea in 1973 to deal with a broad range of existing issues relating to the law of the sea, particularly the conclusion of one or more international agreements with respect to an equitable international régime for the area and the resources thereof, including appropriate international machinery, a precise definition of the area, and related anti-pollution measures, on the basis of the Declaration of Principles contained in resolution 2749 (XXV), as well as the breadth of the territorial sea and other related matters. It would also have the Assembly decide to enlarge the Committee on the Peaceful Uses of the Sea-Bed and the Ocean Floor beyond the Limits of National Jurisdiction. The Secretary-General would be requested to ascertain the views of Member States regarding the desirability of holding a preparatory session of the conference in the summer of 1972 open to all participants at which no final decisions would be reached.

Various amendments to the revised draft resolution were submitted on 12 December by the United Kingdom.

The second draft resolution was submitted on 19 November by Brazil and Trinidad and Tobago. By that draft resolution, the General Assembly would convene a conference on the law of the sea in the near future to deal with the broad range of existing issues relating to the régimes of the high seas, the continental shelf, the territorial sea and contiguous zone, fishing and conservation of the living resources of the high seas and questions relating to pollution and scientific research. The Assembly would also establish an *ad hoc* committee to examine those issues.

The third draft resolution was submitted on 7 December by Guyana, Indonesia, Jamaica, Kenya and Peru. As revised and subsequently co-sponsored by Ecuador and Sierra Leone, the draft resolution would have the General Assembly decide to convene a conference on the law of the sea early in 1973 to establish an equitable international régime, including an international machinery for the area and its resources, and to deal with a precise definition thereof as well as with the broad range of related issues. The Assembly would also decide to enlarge the Committee by twenty-nine members.

A series of amendments were submitted to that revised draft resolution, a further revised text of which was subsequently submitted by the same sponsors, joined by Haiti and Tunisia. By the draft resolution, as subsequently revised, the Assembly's decision to convene such a conference would be subject to the progress achieved in the Committee's preparatory work at its 1971 meetings.

The three draft resolutions were subsequently withdrawn in favour of a fourth draft resolution submitted on 15 December by twenty-three States, subsequently joined by two other States. By one of its preambular paragraphs, the General Assembly would be convinced that a new conference on the law of the sea would have to be carefully prepared to ensure its success, drawing on the experience already accumulated and using the opportunity provided by the 1972 United Nations Conference on the Human Environment to further its work. By its operative paragraphs, the Assembly would decide to convene in 1973 a conference on the law of the sea that would deal with the establishment of an equitable international régime,

including an international machinery, for the area and the resources thereof, a precise definition of the area and a broad range of related issues, including those concerning the régimes of the high seas, the continental shelf, the territorial sea and contiguous zone, fishing and conservation of the living resources of the high seas, the preservation of the marine environment and scientific research. The Assembly would further decide to review at its twenty-sixth and twenty-seventh sessions the progress of the Committee's preparatory work with a view to determining the precise agenda of the conference and related arrangements, with the provision that, if the preparatory work was determined to be insufficient, the Assembly might decide to postpone the conference. The Assembly would also decide to enlarge the Committee by thirty-nine members and would instruct it to prepare for the conference draft treaty articles embodying the international régime—including an international machinery—for the area and its resources, taking into account the equitable sharing in the benefits to be derived therefrom and the special needs of the developing countries on the basis of the Declaration of Principles contained in resolution 2749 (XXV), and a comprehensive list of subjects and issues relating to the law of the sea and draft articles thereon. UNESCO and its Intergovernmental Oceanographic Commission, FAO and its Committee on Fisheries, WHO, IMCO, WMO, IAEA and other intergovernmental bodies and specialized agencies concerned would be invited to co-operate fully with the Committee, in particular by preparing such scientific and technical documentation as the Committee might request.

Amendments to the fourth draft resolution were submitted by the Netherlands and the United Kingdom, by Malta and Turkey and by Japan. On 16 December, the representative of Canada, on behalf of the sponsors of the draft resolution, orally amended parts of the operative paragraph describing the scope of the proposed conference on the law of the sea. The amendments submitted by the Netherlands and the United Kingdom and by Japan were then withdrawn.

The representatives of Malta and Turkey withdrew one of their amendments concerning the number of members by which the Assembly would decide to enlarge the Committee. The First Committee then voted on the remaining two-Power amendments, the first of which would modify the fifth preambular paragraph in which the Assembly would note that, for various reasons, the need had been accentuated for early and progressive development of the law of the sea by adding the words "in a framework of close international co-operation". That amendment was adopted by the First Committee by 46 votes to 37, with 31 abstentions.

The two remaining amendments to the operative part of the draft resolution were rejected by the First Committee, one by 48 votes to 39, with 27 abstentions, and the other by 41 votes to 37, with 36 abstentions.

The Committee then adopted the draft resolution, as amended, by 100 votes to 8, with 6 abstentions.

On 18 December, the General Assembly voted on an amendment that would enlarge the membership of the Committee by forty-four new members, instead of thirty-nine, to be appointed by the Chairman of the First Committee in consultation with regional

groups and taking into account equitable geographical representation. The amendment was adopted by 102 votes to 1, with 17 abstentions. The General Assembly then adopted the draft resolution proposed by the First Committee, as amended, by 108 votes to 7, with 6 abstentions, as resolution 2750 C (XXIV).

By a letter dated 8 January 1971, the Chairman of the First Committee informed the Secretary-General concerning the enlarged membership of the Committee on the Peaceful Uses of the Sea-Bed and the Ocean Floor beyond the Limits of National Jurisdiction and announced the names of forty-three of the new members.

#### MEETINGS OF THE COMMITTEE IN MARCH 1971

At its session in March 1971, the Committee agreed on the organization of its work and heard general statements thereon. The three sub-committees of the whole, established by the Committee, met to organize their work under the following terms of reference agreed to by the Committee. Sub-Committee I would prepare draft treaty articles embodying the international régime, including an international machinery, for the area and its resources, on the basis of the Declaration of Principles and taking into account the economic implications resulting from the exploitation of the resources of the area, as well as the particular needs and problems of land-locked countries. Sub-Committee II would prepare a comprehensive list of subjects and issues relating to the law of the sea, including those concerning the régimes of the high seas, the continental shelf, the territorial sea and contiguous zone, fishing and conservation of the living resources of the high seas and would prepare draft treaty articles thereon. Sub-Committee III would deal with preservation of the marine environment and scientific research and prepare draft treaty articles thereon.

#### E. *The policies of apartheid of the Government of South Africa*

##### CONSIDERATION BY THE SECURITY COUNCIL

By a letter dated 2 July 1970, the Chairman of the Special Committee on the Policies of *Apartheid* of the Government of the Republic of South Africa informed the President of the Security Council of the decision of the Special Committee to bring to the Council's attention the question of the arms embargo against South Africa, together with a note on the military forces and equipment of South Africa. Recalling Security Council resolution 191 (1964), in which the Council had reaffirmed its previous call upon all States to observe the arms embargo against South Africa, the Special Committee pointed out that the embargo had not been fully implemented and that South Africa had continued to receive technical assistance and foreign capital to expand the manufacture of military equipment. The Special Committee therefore recommended that the Security Council call upon all States to implement fully, without reservations and restrictive interpretations, the previous Council resolutions concerning the arms embargo against South Africa and to cease other forms of military assistance soon.

By a letter dated 15 July, the representatives of thirty-nine States requested an urgent meeting of the Security Council to resume consideration of the question of race conflict in South Africa resulting from the policies of *apartheid* of the Government of South Africa with a view to examining in particular the situation arising from the violations of the arms embargo called for in Security Council resolutions 181 (1963), 182 (1963) and 191 (1964). Those violations, the letter stated, had enabled the South African Government to attain considerable military power, which it used not only to impose its racist policies but to flout United Nations decisions governing Namibia, Southern Rhodesia and the Portuguese-held Territories of Angola and Mozambique.

On 17 July the Security Council included the item in its agenda and considered it at five meetings held between 17 and 23 July. At those meetings, the representatives of Ghana, India, Mauritius, Pakistan and Somalia were invited, pursuant to their requests, to participate in the discussion without vote.

At the outset of the debate, the representative of Mauritius, speaking on behalf of the African States, said that the arms embargo had been the only concrete measure the Security Council had taken on the question of *apartheid* since the Sharpeville massacre of 1960; yet, despite that decision, South Africa had continued to receive arms, military equipment and spare parts, as well as licences, technical and other assistance to expand the manufacture of arms, ammunition, military vehicles and other equipment. He stated that France, which had been the major supplier, had argued, along with other Western countries, that the embargo covered only arms which could be used for internal repression and did not apply to arms and equipment for external defence. Such distinction, he declared, was not valid, in as much as South Africa had committed itself not only to repression of organized opposition to its own racial policies but to military and economic support of the white minority régimes elsewhere in southern Africa. The African States hoped that those who were contravening the embargo would realize that they were sowing the seeds of a violent conflict in the whole of Africa that would certainly involve other nations. Continuing, the representative of Mauritius said that the African States were disturbed by recent press reports that the newly elected British Government might lift the embargo and sell arms to South Africa, which could amount to £225 million over the next three years, and that France and West Germany were preparing to supply South Africa with arms, if the United Kingdom did not. The action contemplated by the United Kingdom, he said, would seriously prejudice efforts to uphold the purposes of the Charter and fundamental freedoms and human rights in South Africa. The Security Council, he concluded, must face up to its responsibilities and take all necessary steps to strengthen its arms embargo and make it mandatory.

Other African and Asian representatives expressed similar views. The representatives of Nepal, Sierra Leone, Somalia and Zambia stated that the arms embargo against South Africa had been weakened from the start by the reservations of some States and had been made virtually ineffective by the non-compliance of others. The Security Council, they maintained, should discredit attempts to undermine the force of the arms embargo by unrealistic distinctions among types of weapons. There was no external threat

against South Africa. The only threat to its security came from the vast majority of Africans in that country who were determined to put an end to white supremacy and exercise their inalienable right to freedom and independence. To furnish arms and military equipment to the South African régime on whatever ground was an act of international irresponsibility and a callous disregard of world public opinion, especially since South Africa had extended its *apartheid* policies to the international Territory of Namibia. They urged the Council to strengthen the embargo and fill the many loop-holes in its application, secure universal adherence to the embargo and call upon those States that were violating it to refrain from doing so. The representative of Somalia suggested two measures in addition to those recommended by the Special Committee: prohibition of the supply of military patents and effective action by all States to discourage skilled technicians from emigrating to South Africa to work in the armaments industry.

The representative of India, referring to the United Kingdom's intention to renew arms supplies to South Africa, stated that arguments advanced to justify that plan were not convincing. The Simonstown Agreement was out of date and irrelevant, and the argument of a communist and Soviet threat in the area was not credible. The real threat to peace and security in Southern Africa came from the South African régime's subversion against neighbouring independent countries and colonial subjects struggling for their freedom. United Nations action against South Africa had proved unsuccessful because exports of armaments by certain States to that country made the crucial difference between success and failure of the embargo. He proposed measures that the Security Council should take to implement its previous resolutions on the arms embargo and prevent the flow of arms and military hardware to South Africa, directly or through third parties, including the establishment of a Security Council subcommittee to keep the question of the embargo under constant review.

The representative of Syria said that the Council should respond to the just and minimal requests of the African countries for the strengthening of the embargo so as to diminish the capabilities of the Pretoria régime to inflict more harm on the African majority subjected to the practice of *apartheid* in South Africa and Namibia.

The representative of Ghana declared that his Government would regard the United Kingdom's resumption of the sale of arms to South Africa as a racist alignment aimed at buttressing Western European supremacy in southern Africa. He pointed out that the socialist countries of Eastern Europe had scrupulously complied with the arms embargo resolutions but that Western countries had generally violated it whenever it suited their purpose. He criticized France for having become the principal arms supplier to South Africa and asserted that other countries involved in such supply were Belgium, Western Germany, Switzerland and Canada.

The representative of Pakistan said that any increase in South Africa's capability for external defence would inevitably and automatically strengthen its means for enforcement of its *apartheid* policies. In the view of his delegation, the commitments made by the permanent members of the Security Council on the arms embargo



must be regarded as unqualified; for to interpret those commitments as partial, to admit loop-holes in the Council's resolutions on the embargo and subject it to changing doctrines of strategic defence was to thwart the objectives and undermine the basis of those resolutions. It was entirely within the power of the Council to act decisively and prevent the situation in southern Africa from becoming worse.

The representative of the Union of Soviet Socialist Republics stated that the Security Council, while condemning the racist régime in South Africa, should draw attention to the economic and military policies of the Western Powers, which promoted the survival of that régime and enabled it to maintain its racist policies by force. As was clear from the data cited in the Council, the Western Powers had never fully complied with the embargo; however, the intended action by the United Kingdom opened the way to all kinds of military assistance to South Africa and represented a challenge to the principles of the Charter and a total disregard of the Council's decisions. His delegation supported the African States' call for strengthening the arms embargo and its full implementation.

In the course of the debate, the representative of the United Kingdom read a statement made by the Foreign Secretary of the United Kingdom in Parliament. The statement expressed his Government's intention to consider the export to South Africa of certain categories of arms for the specific purpose of maritime defence related to the security of the vital sea route around southern Africa in order to give effect to the purposes of the Simonstown Agreement. The statement added that under no circumstances would there be sales of arms for the enforcement of the policies of *apartheid* or internal repression. It indicated that consultations would be held with Commonwealth Governments, and with the South African Government, and no decisions would be taken pending completion of those discussions. The representative of the United Kingdom emphasized that no decision had yet been taken and that some of the fears expressed in the Council had gone far beyond anything his Government had in mind. There was no question, he said, of lifting the arms embargo as a whole or of selling arms to South Africa for enforcement of *apartheid* or internal repression.

The representative of France reaffirmed his country's opposition to *apartheid* and said that his delegation fully understood the feelings of the African countries that it was necessary to draw the Council's attention once again to the deplorable situation in South Africa. However, his delegation's position since 1963 had been that adoption of enforcement measures by the United Nations would amount to direct interference in the internal affairs of Member States, and the Council would be exceeding its authority under the Charter. So far the Council had avoided recourse to Chapter VII, and several members had maintained certain reservations to the arms embargo against South Africa, because they felt that a Member State could not be denied the right to self-defence, recognized by Article 51 of the Charter, and had therefore drawn a distinction between arms for external defence and arms for internal repression. His Government's original assurances that it would take all steps necessary to prevent the sale to South Africa of arms that might be used for repression had subsequently been expanded

to cover equipment and material for the manufacture of such weapons. Therefore, his delegation could not accept the assertions made in the Council that France had violated the arms embargo against South Africa. He was authorized to state that his Government was anxious to avoid anything that could jeopardize the security of the African countries, particularly of Zambia, and, accordingly would, consider whether it was appropriate to take additional preventive steps.

On 21 July, the representatives of Burundi, Nepal, Sierra Leone, Syria and Zambia submitted a draft resolution which, as subsequently amended by the sponsors, would have the Security Council express, in the seventh preambular paragraph, its conviction that the situation resulting from the continued application of the policies of *apartheid* and the build-up of the South African military and police forces constituted a potential threat to international peace and security. The operative part of the draft resolution would have the General Assembly (1) reiterate its opposition to the policies of *apartheid* of the South African Government; (2) reaffirm its resolutions 181 (1963), 182 (1963) and 191 (1964); (3) condemn violations of the arms embargo called for in those resolutions; (4) call upon all States to strengthen the arms embargo by (a) implementing it fully, unconditionally and without reservations whatsoever, (b) withholding the supply of all vehicles and equipment for use of the armed forces and paramilitary organizations of South Africa, (c) ceasing the supply of spare parts for all vehicles and military equipment used by the armed forces and paramilitary organizations of South Africa; (d) revoking all licences and military patents granted to the South African Government or to South African companies for the manufacture of arms, ammunition, aircraft, and naval craft or other military vehicles and by refraining from further granting such licences and patents, (e) prohibiting investment in, or technical assistance for, the manufacture of arms and ammunition, aircraft, naval craft, or other military vehicles, (f) ceasing provision of military training for members of the South African armed forces and all other forms of military co-operation with South Africa, and (g) undertaking appropriate action to give effect to the above measures; (5) request the Secretary-General to follow closely the implementation of the resolution and to report to the Security Council from time to time; and (6) call upon all States to observe strictly the arms embargo and assist effectively in implementing the resolution.

Introducing the revised text of the draft resolution, the representative of Zambia stated that, as a result of consultations with other Council members, the sponsors had made some changes in the text and eliminated some of the difficulties confronting certain members, the main change being replacement, in the seventh preambular paragraph, of the words "a serious threat" by the words "a potential threat" to the maintenance of international peace and security. He appealed to all Council members to join in condemning *apartheid*.

The representative of the United States stated that his country abhorred and rejected the doctrine of *apartheid*. It considered that policy and its repressive implementation to be violations of South Africa's obligations under the Charter. For that reason, the United States, which in 1962 had voluntarily prohibited the sale to South Africa of arms that might be used

to enforce *apartheid*, had voted for the Council resolutions establishing the embargo, had fully carried out its obligations and intended to continue to do so. Current deliveries of arms to South Africa, he said, consisted entirely of spare parts supplied under contracts made before 31 December 1963, the effective date of the United States embargo. As regards the draft resolution, the representative of the United States declared that, although his Government supported its basic intent and many of its specific provisions, it could not support the draft in its entirety; its more sweeping provisions, which went beyond the limits to which his Government could commit itself, could not command the wide support in the Council needed to make them effective and might, on the contrary, weaken the measure of compliance required to give practical effect to the Council's recommendations. Accordingly, his delegation would abstain in the vote.

The representative of the United Kingdom, referring to the changes made by the sponsors in the draft resolution, said that it was clear that the draft did not involve Chapter VII of the Charter. His delegation was not opposed to mention of a potential threat, as that adequately reflected the real and understandable fears of South Africa's neighbours regarding that country's intentions towards them. However, the reference to "violations" in the fifth preambular paragraph was not a suitable word to use regarding Security Council recommendations. Furthermore, when the Council made those recommendations, his Government had made known its views on how it would carry them out. Nothing was further from the facts, he added, than the impression created by some speakers in the debate that the British Government's operation of the embargo was more formal than real. As made clear in the study carried out by the Special Committee on the Policies of *Apartheid* of the Government of the Republic of South Africa, the United Kingdom currently supplied only a small proportion of the arms received by South Africa and had willingly foregone orders worth tens of millions of pounds. Turning to operative paragraph 4 of the draft resolution, the United Kingdom representative said that the wide-ranging nature of its provisions would conflict with his Government's existing commitments. For those reasons, his Government would abstain on the draft resolution.

On 23 July 1970, the Council adopted the five-Power draft resolution by 12 votes to none, with 3 abstentions, as resolution 282 (1970).

The representative of Mauritius, speaking on behalf of the African States, expressed regret at the abstentions by France, the United Kingdom and the United States on the draft resolution but hoped that they would co-operate in the implementation of the resolution or, at least, not hamper its implementation.

In separate communications addressed to the President of the Security Council on 23 July and 4 August, respectively, the representatives of Jamaica and Cameroon transmitted the text of statements made by their respective Heads of Government criticizing the intended action of the United Kingdom to resume the sale of arms to South Africa. The representatives of Barbados and Trinidad and Tobago, in letters addressed to the Secretary-General on 25 and 31 July 1970, transmitted the texts of statements to the same effect made by their respective Governments.

#### REPORT OF THE SPECIAL COMMITTEE ON THE POLICIES OF *Apartheid* OF THE GOVERNMENT OF THE REPUBLIC OF SOUTH AFRICA

On 18 September 1970, the Special Committee submitted a report to the General Assembly and the Security Council reviewing its work since the twenty-fourth session of the Assembly and submitted a number of conclusions and recommendations. In an addendum to the report issued on 5 October, the Special Committee also reviewed development in South Africa since its report of 7 October 1969.

The report stated that the Special Committee had held twenty-one meetings between 26 January and 9 September 1970 and had considered a programme corresponding to its general mandate and to the special tasks assigned to it by Assembly resolution 2506 B (XXIV) and other relevant resolutions. The review of its work included accounts of hearings it had accorded a number of petitioners, particularly on the question of *apartheid* in sports, of consultations it had held with representatives of the national movement of the oppressed people of South Africa against the policies of *apartheid* and of its programme for the observance in 1971 of the International Year for Action to Combat Racism and Racial Discrimination.

In its conclusions and recommendations, the Special Committee pointed to the fact that the South African Government, by continuing to suppress demands for social, economic and political changes accepted elsewhere in the world as normal, had shown its determination to close all avenues of peaceful change in the country. The oppressed people of South Africa and the leaders of their liberation movement were now convinced that their inalienable rights and freedom could be achieved only through armed struggle and underground activities. The threat of a violent racial conflict in South Africa was, therefore, a very serious one.

The Special Committee felt that the phenomenal build-up of South African military power, despite the arms embargo instituted by the Security Council in 1963 and 1964, was fraught with danger to southern Africa as a whole and constituted a serious threat to international peace and security. It noted with satisfaction that, in adopting resolution 282 (1970) on 23 July 1970, the Security Council had expressed its concern over the situation arising from violations of its arms embargo and had endorsed the Special Committee's recommendations for strengthening the embargo, but it regretted that three permanent members of the Security Council had abstained on the resolution. The situation was sufficiently grave to merit measures of a mandatory character under the Charter. But until such time as the Security Council imposed effective mandatory sanctions against South Africa, the international community should institute other measures that would have some effect on that country's economy.

The Special Committee suggested a number of specific measures aimed at promoting greater material assistance to liberation movements in South Africa, either directly or through OAU. It emphasized the importance of disseminating information on *apartheid* and called, in particular, for a wider use of radio broadcasts on both the national and international levels in the campaign against *apartheid*. It referred to the need for co-operation among United Nations organs dealing with southern African questions. It recom-



mended that special studies be undertaken on the extent of military, economic and political involvement of various Member States in South Africa. Finally, it expressed the hope that, in conformity with their commitments to the objectives and principles of the United Nations, Member States having diplomatic, consular, economic, commercial and military relations with South Africa would re-examine their policies concerning that Government and demonstrate by deed their condemnation of *apartheid*.

#### CONSIDERATION BY THE GENERAL ASSEMBLY

The item was included in the agenda of the twenty-fifth session of the General Assembly on the recommendation of the General Committee and allocated to the Special Political Committee, which devoted twenty-five meetings to its consideration.

In introducing the report of the Special Committee on the Policies of *Apartheid* of the Government of the Republic of South Africa, the Committee's Rapporteur stated that the situation in South Africa was continuing to deteriorate, despite all the efforts of the United Nations over the past twenty-five years. The racist Government of Pretoria was still drawing support and comfort from some major Powers and from its main trading partners, and it was distressing to note that certain Member States, including some permanent members of the Security Council, had repeatedly violated and undermined the arms embargo. Effective coercive measures would have to be applied by the international community if the impending disaster of a large-scale racial war was to be averted.

The Chairman of the Special Committee expressed his belief that the elimination of *apartheid* constituted the greatest moral challenge of the times. Hope for the successful implementation of the United Nations resolutions on *apartheid*, he said, lay in the possibility of a change of heart by South Africa's main trading partners and a decision by them to honour those resolutions. The liberation movement in South Africa was growing more effective, and people in the world were becoming more aware of their moral obligation to oppose *apartheid*. He especially mentioned, in that connexion, the recent financial contribution of the World Council of Churches in support of liberation movements and the stand taken against *apartheid* by many international and national organizations. He pointed out with satisfaction that *apartheid* had been vigorously and unanimously condemned by the World Youth Assembly held at the United Nations. Both the Assembly of Heads of State and Government of OAU, held in Addis Ababa, and the Third Conference of Heads of State or Government of Non-Aligned Countries, held at Lusaka, had also denounced *apartheid* in the strongest terms and called for urgent and effective action to combat it.

The general debate in the Special Political Committee reflected the impatience delegations felt about the intractable problem of *apartheid*. Many representatives expressed their frustration that, after more than twenty-five years of discussion and debate, the *apartheid* practices of the South African Government had become harsher and more ruthless. A number of representatives expressed their satisfaction at the Security Council's action in closing certain loop-holes in the 1963 arms embargo, particularly its rejection, as invalid, of the restrictive interpretation that countries

breaking the embargo had persistently put on the scope of the ban. They unanimously condemned the alleged difference between arms for internal repression and arms for external defence as, at best, an attempt to camouflage support for the repressive measures of the South African régime against aspirations of the non-white majority. They stressed the need to have the Security Council resume consideration of the question of *apartheid* as soon as possible, with a view to making the arms embargo mandatory. Some representatives insisted on the adoption of measures to ensure full application of total mandatory sanctions under Chapter VII of the Charter against South Africa. The representative of New Zealand, while absolutely rejecting the philosophy of *apartheid*, believed that there was room for legitimate differences about action by the world community against it. The representative of the USSR, among others, emphasized the aid that South Africa was receiving from other countries.

The representative of Mexico proposed suspension of the rights and privileges inherent in South Africa's membership of the Organization under Article 5 of the Charter. The proposal was supported by several representatives. Others favoured expulsion of South Africa from the Organization under Article 6 of the Charter. However, certain doubts were also expressed on taking such measures. The representative of Norway said that, apart from any legal considerations, such a decision would cut off the channels of communication that might still influence the South African Government and people.

Pointing out the fact that the legitimacy of the liberation movement in South Africa had often been recognized by the General Assembly, a number of representatives stressed the importance of providing that movement with adequate moral, political and material support. The success of any international action in respect of southern Africa would depend largely on finding a way of providing more effective assistance to national liberation movements, and in that respect the role of the Organization could be highly significant.

Recalling statements made by delegations at previous sessions, some representatives emphasized the importance of the role of public information in making the world more fully aware of the evil effects of the *apartheid* system inside South Africa and in undermining the racist doctrine on which *apartheid* policies were founded. In that connexion, the representative of Morocco proposed to have set up an international information centre on *apartheid* and its evils, as well as anti-*apartheid* committees in all States and all large towns throughout the world which would be responsible for disseminating information and for collecting funds to support the struggle of the South African freedom fighters.

On 8 October, the representative of Somalia introduced a draft resolution concerning the strengthening of the arms embargo, which was sponsored by fifty-two delegations. Subsequently, he introduced a revised draft, paragraphs 6 and 7 of the preambular part of which took note, respectively, of the resolution adopted by OAU on 2 September 1970, mandating a delegation of five African States to urge the Governments concerned to stop selling arms to South Africa and assisting in the manufacture of arms in that country, and the resolution on *apartheid* and racial discrimination

adopted by the Third Conference of Heads of State or Government of Non-Aligned Countries, held at Lusaka from 8 to 10 September 1970. The operative part would have the General Assembly (1) call upon all Member States to take immediate steps to implement fully the provisions of Security Council resolution 282 (1970); and (2) request the Secretary-General to follow closely the implementation of the present resolution, as he was doing with Council resolution 282 (1970), and report to the General Assembly not later than 10 December 1970. The sixth and seventh preambular paragraphs and operative paragraph 1 of the revised draft resolution were carried by separate vote, following which the resolution as a whole was adopted in the Special Political Committee by 94 votes to 2, with 7 abstentions. On 13 October the General Assembly adopted the text by 98 votes to 2, with 1 abstention, as resolution 2624 (XXV).

On 29 October, the representative of Somalia introduced a draft resolution concerning the terms of reference and composition of the Special Committee on the Policies of *Apartheid* of the Government of the Republic of South Africa. On 4 November he introduced a revised draft that was eventually sponsored by forty-five Member States. The revised draft resolution would have the General Assembly (1) request the Special Committee constantly to review all aspects of the policies of *apartheid* in South Africa and their international repercussions and to report from time to time, as appropriate, to the General Assembly or the Security Council, or both; (2) draw the attention of all United Nations organs to that decision, so that undue duplication of effort might be avoided; (3) decide to expand the membership of the Special Committee by not more than seven additional members; (4) request the President of the General Assembly to appoint the additional members, taking into account the principle of equitable geographical distribution; and (5) request the Secretary-General to provide all necessary assistance to the Special Committee in the discharge of its mandate. On 4 November, the Special Political Committee adopted the revised draft by 97 votes to 1, with 5 abstentions. On 8 December, the General Assembly adopted the same text by 105 votes to 2, with 6 abstentions, as resolution 2671 A (XXV).

On 29 October, the representative of Zambia introduced a draft resolution concerning assistance to movements of the oppressed people of South Africa. On 4 November the representative of Somalia introduced a revised draft that was subsequently sponsored by forty-two Member States. Under its operative paragraphs, the General Assembly would (1) request the Secretary-General, in co-operation with OAU, to take all appropriate steps to promote economic, social and humanitarian assistance by Governments, organizations and individuals to the legitimate struggle of the oppressed people of South Africa; (2) appeal to Governments, organizations and individuals to contribute generously towards such assistance; and (3) request the Secretary-General to report to the General Assembly from time to time on implementation of that resolution. On 4 November, the Special Political Committee adopted the revised draft by 103 votes to 1, with 1 abstention. On 8 December, the General Assembly adopted it by 111 votes to 2, with 1 abstention, as resolution 2671 B (XXV).

On 29 October, the representative of Malaysia introduced a draft resolution concerning the dissemina-

tion of information on *apartheid*. On 17 November, the representative of Somalia introduced a revised text and, on 23 November, the representative of Zambia introduced a second revised version, which, after incorporation of certain oral amendments suggested by the representative of Canada, was sponsored by forty-five Member States. Under its operative paragraphs, the General Assembly would (1) request the Secretary-General to take appropriate steps to ensure the widest dissemination of information on the evils and dangers of *apartheid*; (2) invite Member States to co-operate in disseminating information in their countries and in Territories under their administration; (3) invite the specialized agencies, regional organizations, anti-*apartheid* movements and non-governmental organizations to help the United Nations information campaign against *apartheid*; (4) request the Secretary-General, in consultation with the Special Committee, to arrange for special studies and papers on the evils of *apartheid* and, through the Unit on *Apartheid* and the Office of Public Information, to increase their dissemination in various languages; (5) welcome the readiness of OAU to undertake weekly broadcasts of United Nations material to southern Africa; (6) request the Secretary-General to continue making available an adequate number of radio programmes and material to Member States willing to provide facilities for broadcasts to southern Africa; (7) request the Secretary-General, in the light of Assembly resolution 2505 (XXIV), to continue consultations with OAU to intensify the international information campaign against *apartheid*, and to report with proposals to the Assembly at its twenty-sixth session on all aspects of the matter, including technical co-operation and financial arrangements; and (8) authorize the Secretary-General to encourage and assist anti-*apartheid* movements, United Nations associations and other non-governmental organizations to publish and disseminate widely United Nations information on *apartheid* and the international campaign against it. On 24 November, the Special Political Committee adopted the final revised draft by 89 votes to none, with 7 abstentions. On 8 December, the General Assembly adopted it by 107 votes to 2, with 6 abstentions, as resolution 2671 C (XXV).

On 29 October, the representative of Somalia introduced a draft resolution in revised form concerning the programme of work of the Special Committee during the International Year for Action to Combat Racism and Racial Discrimination. Two other revised texts of the draft resolution were subsequently submitted, the first on 2 November and the second on 4 November. By the second, which was finally sponsored by forty-eight Member States, the General Assembly would (1) request the Secretary-General to take appropriate steps, in consultation with the Special Committee, to promote the widest possible campaign against *apartheid* during the International Year; (2) request and authorize the Special Committee, within the budgetary provision made for that purpose at the current session, (a) to hold consultations with experts and representatives of the oppressed people of South Africa, as well as anti-*apartheid* movements, (b) to send a mission from Headquarters to consult with the specialized agencies, regional organizations and non-governmental organizations on means to promote further concerted international action against *apartheid*, and (c) to send representatives to the United Nations seminar at Yaoundé and other international conferences on *apartheid* during the International Year; (3) invite

all national and regional trade unions to observe the International Year by organizing seminars, symposia, conferences and other activities against *apartheid* and to report to the Special Committee on ways and means by which the international campaign against *apartheid* could best be promoted through the trade union movement; (4) request the Special Committee, in consultation with OAU and the ILO, to report to the General Assembly at its twenty-sixth session on the possibilities for an international conference of trade unions in 1972 and on any alternative proposals received from the principal trade union federations for promoting concerted action against *apartheid* by the trade union movement on national and international levels; and (5) urge all States and organizations to observe the International Year in solidarity with the legitimate struggle of the oppressed people of South Africa. On 4 November, the second revised draft was adopted in the Special Political Committee by 94 votes to 1, with 8 abstentions. On 8 December, the General Assembly adopted it by 106 votes to 2, with 7 abstentions, as resolution 2671 D (XXV).

On 30 October, the representative of Nigeria introduced a draft resolution concerning the United Nations Trust Fund for South Africa that was sponsored by twenty Member States. Under the operative paragraphs, the General Assembly would authorize the Committee of Trustees of the Fund to decide on grants to voluntary organizations engaged in providing assistance to persons persecuted under repressive and discriminatory legislation in Namibia and Southern Rhodesia and to their families, to the extent that additional voluntary contributions were received for that purpose; It would also appeal for generous direct contributions to voluntary organizations engaged in assisting persons persecuted under such legislation in South Africa, Namibia and Southern Rhodesia and reiterate its appeal to all States, organizations and individuals for generous contributions to the Fund. On 4 November, the draft resolution was adopted in the Special Political Committee by 97 votes to 1. On 8 December, the General Assembly adopted it by 111 votes to 2, with 1 abstention, as resolution 2671 E (XXV).

On 3 November, the representative of Somalia introduced another draft resolution, which was reintroduced in revised form on 17 November and was finally sponsored by twenty-four Member States. By the revised draft, the General Assembly would (1) declare the policies of *apartheid* a negation of the Charter and a crime against humanity; (2) reaffirm its recognition of the legitimacy of the struggle of the people of South Africa to eliminate *apartheid* and racial discrimination and attain majority rule in the country as a whole on the basis of universal suffrage; (3) condemn the establishment of "Bantustans" as fraudulent, violative of the principle of self-determination and prejudicial to the territorial integrity of the State and the unity of its people; (4) again call upon the South African Government to end all repressive measures against African patriots and other opponents of *apartheid* and to liberate all persons imprisoned, interned or subjected to other restrictions for their opposition to *apartheid*; (5) strongly deplore the continued co-operation by certain States and foreign economic interests with South Africa in military, economic, political and other fields; (6) again draw the attention of the Security Council to the grave situation in South Africa and in southern Africa as a whole and recommend that the Council resume urgently its consideration of effective measures, includ-

ing those under Chapter VII of the Charter; (7) urge all States (a) to terminate diplomatic, consular and other official relations with the South African Government, (b) to terminate all military, economic, technical and other co-operation with South Africa, (c) to end tariff and other preferences to South African exports and facilities for investment in South Africa, and (d) to ensure that their nationals and national companies comply with the relevant United Nations resolutions; (8) request all States and organizations to suspend cultural, educational, sporting and other exchanges with South Africa and with organizations or institutions in South Africa which practise *apartheid*; (9) commend the international and national sporting organizations for their contributions to the international campaign against *apartheid* by their boycott of South African teams selected under *apartheid* policies; (10) request the Special Committee on the Policies of *Apartheid* of the Government of the Republic of South Africa to prepare reports for the General Assembly at its twenty-sixth session on continued collaboration by States with the South African Government, with particular reference to the requests contained in paragraph 5 of Assembly resolution 2505 B (XXIV); (11) request the Secretary-General to convene early in 1971 a joint meeting of the Special Committee on the Policies of *Apartheid* of the Government of the Republic of South Africa, the Special Committee on the Situation with regard to the Implementation of the Declaration on the Granting of Independence to Colonial Countries and Peoples and the United Nations Council for Namibia, in order to consider the interrelationship of the problems of southern Africa and propose measures for greater co-ordination and more effective action; and (12) request the Secretary-General to report to the General Assembly at its twenty-sixth session on implementation of paragraphs 6, 7, 8 and 11 of the resolution. After taking two separate votes on paragraphs 3 and 11, respectively, and adopting both, the Special Political Committee voted on the draft resolution as a whole, which it adopted by 76 votes to 5, with 17 abstentions. On 8 December, the General Assembly adopted the same text by 91 votes to 6, with 16 abstentions, as resolution 2671 F (XXV).

On the same date, the General Assembly, without a vote, approved the recommendation of the Special Political Committee to shorten the title of the Special Committee on the Policies of *Apartheid* of the Government of the Republic of South Africa to Special Committee on *Apartheid*. Subsequently, and in accordance with resolution 2671 A (XXV), the President of the General Assembly announced the appointment of India, the Sudan, Syria and the Ukrainian SSR as members of the Special Committee on *Apartheid*. Trinidad and Tobago was appointed to fill the vacancy created by the withdrawal of Costa Rica.

By letters dated 16 and 21 December 1970, the Secretary-General transmitted to the Security Council the text of General Assembly resolutions 2621 (XXV) and 2671 F (XXV) concerning the policies of *apartheid* of the Government of South Africa.

On 3 February 1971, in pursuance of Security Council resolution 282 (1970), the Secretary-General submitted a report to the Council in which he indicated that, by notes dated 31 July and 22 October 1970, he had transmitted to all States Members of the United Nations or members of the specialized agencies, the texts of Security Council resolution 282 (1970) and

General Assembly resolution 2624 (XXV). The report stated that, as of 29 January 1971, the Secretary-General had received a total of forty-four replies. The substantive parts of eight replies were reproduced in annex II of his report, the substantive parts of the rest having been reproduced in an earlier report and addendum submitted to the Assembly on 7 December 1970.

During February and March, the Security Council received a number of communications relating to the decision of the United Kingdom to sell certain types of weapons to South Africa. One communication was a memorandum from OAU, containing a study of the Simonstown Agreement and asserting that the United Kingdom had no obligation to sell military equipment to South Africa. OAU maintained that the Agreement, which had been concluded before the achievement of independence by most African States, was anachronistic and had little current validity. Another communication contained the text of a statement by the United Nations Council for Namibia, declaring that the United Kingdom's decision was contrary to Security Council resolutions calling upon all States to refrain from selling arms and ammunitions to South Africa. The Council also received the text of a consensus adopted by the Special Committee on the Situation with regard to the Implementation of the Declaration on the Granting of Independence to Colonial Countries and Peoples, expressing grave concern over the decision of the United Kingdom and stating that such a decision would have serious repercussions in South Africa. A fourth communication contained the text of an opinion of the Law Officers of the Crown for England and Wales on the extent of the existing legal obligations of the United Kingdom Government arising under the Simonstown Agreement of 1955, stating that the United Kingdom, contrary to the allegations contained in the OAU memorandum, had legal obligations subsisting under that Agreement.

Pursuant to Assembly resolution 2671 F (XXV), a joint session of the Special Committee on *Apartheid*, the Special Committee on the Situation with regard to the Implementation of the Declaration on the Granting of Independence to Colonial Countries and Peoples and the United Nations Council for Namibia was held from 3 to 5 May 1971.

On 12 May 1971, the Special Committee on *Apartheid* appointed a mission, consisting of the Chairman and the representatives of Hungary and India, to visit certain capitals in Europe and Africa, in order to undertake the consultations provided for in resolution 2671 D (XXV) and to attend the United Nations seminar at Yaoundé in June.

#### F. Consideration by the Security Council of the question of Namibia

The *Ad Hoc* Sub-Committee established in pursuance of Security Council resolution 276 (1970) submitted its report on 7 July 1970. The report described the Sub-Committee's activities at seventeen meetings held between 4 February and 7 July 1970, at which it had studied ways and means by which the relevant Security Council resolutions could be effectively implemented, heard petitioners and addressed requests for information relevant to its work to all Member States,

specialized agencies and other United Nations bodies concerned with the Namibian question. Annexed to the report were the substantive parts of replies received from fifty-one States and various United Nations bodies. An addendum to the report, containing the substantive parts of two additional replies from Member States, was issued on 19 September 1970.

Believing that it could best serve the Security Council by drawing attention to such proposals as would be likely to command sufficiently broad support to ensure effective implementation, the Sub-Committee decided that its report would contain those conclusions on which it had been able to reach agreement, but also reflect the views of members on questions where unanimity had not been reached. Accordingly, the report contained a series of recommendations on political, economic, legal, military and other aspects of the question of Namibia, together with the texts of reservations thereon expressed by France, Poland, Syria, the Union of Soviet Socialist Republics and the United Kingdom.

The recommendations of the *Ad Hoc* Sub-Committee were largely incorporated in the text of a five-Power draft resolution submitted to the Security Council during its consideration of the question.

In a letter dated 22 July 1970 addressed to the President of the Security Council, the representatives of Burundi, Finland, Nepal, Sierra Leone and Zambia requested an early meeting of the Council to consider the report of the *Ad Hoc* Sub-Committee. At its 1550th meeting on 29 July, the Security Council included the report and the letter in its agenda.

The Council had before it two draft resolutions. The first, sponsored by Burundi, Finland, Nepal, Sierra Leone and Zambia, in its preambular part expressed deep concern that the enforcement of South African laws and juridical procedures in Namibia had continued in violation of the international status of that Territory. The resolution would have the Council (1) request all States to refrain from diplomatic, consular or other relations with South Africa that implied recognition of its authority over the Territory of Namibia; (2) call upon all States maintaining such relations with South Africa to issue formal declarations to the Government of South Africa to the effect that they did not recognize its authority over Namibia and that they considered its continued presence in Namibia illegal; (3) call upon all States maintaining such relations to terminate existing diplomatic and consular representation as far as they extended to Namibia and to withdraw any diplomatic or consular mission or representative residing in the Territory; (4) call upon all States to ensure that companies and other commercial and industrial enterprises that they might own or control cease all dealings with Namibia; (5) call upon all States to withhold from their nationals or national companies not under direct government control, government loans, credit guarantees and other forms of financial support that might be used to facilitate trade or commerce with Namibia; (6) call upon all States to ensure that State-controlled companies cease further investment activities in Namibia; (7) call upon all States to discourage their nationals or national companies not under direct governmental control from investing or obtaining concessions in Namibia and to withhold protection of such investment against claims of a future lawful government of Namibia; (8) request all States to undertake without delay a detailed study and review of the provisions of all bilateral treaties

between themselves and South Africa that applied to Namibia; (9) request the Secretary-General of the United Nations to undertake without delay a detailed study and review of all multilateral treaties to which South Africa was a party which might be considered applicable to Namibia; (10) request the United Nations Council for Namibia to make available to the Security Council the results of its study and proposals on the issuance of passports and visas for Namibians and to undertake a study and make proposals with regard to special passport and visa regulations to be adopted by States concerning travel of their citizens to Namibia; (11) call upon all States to discourage the promotion of tourism and emigration to Namibia; (12) request the General Assembly, at its twenty-fifth session, to set up a United Nations Fund for Namibia to provide assistance to Namibians who suffered persecution and to finance a comprehensive education and training programme for Namibians, with particular regard to their future administrative responsibilities in the Territory; (13) request all States to report to the Secretary-General on measures they had taken to give effect to the provisions set forth in the resolution; (14) decide to re-establish, in accordance with rule 28 of the Council's provisional rules of procedure, the *Ad Hoc* Sub-Committee on Namibia and request it to study further recommendations on ways and means by which the relevant resolutions of the Council could be effectively implemented; (15) request the *Ad Hoc* Sub-Committee to study the replies submitted by Governments to the Secretary-General and to report on them to the Council; and (16) request the Secretary-General to give every assistance to the Sub-Committee in the performance of its tasks.

The second draft resolution, sponsored by Finland, in its preambular part, considered that an advisory opinion from the International Court of Justice would be useful for the Security Council in its further consideration of the question of Namibia and in furtherance of the Council's objectives. It would have the Security Council (1) decide to submit, in accordance with Article 96, paragraph 1, of the Charter, the following question to the International Court of Justice with the request for an advisory opinion to be transmitted to the Security Council at an early date: "What are the legal consequences for States of the continued presence of South Africa in Namibia, notwithstanding Security Council resolution 276 (1970)?" and (2) request the Secretary-General to transmit the resolution to the International Court of Justice, together with all documents likely to throw light upon the question.

The representative of Burundi introduced the five-Power draft resolution which, he said, conformed with the recommendations of the *Ad Hoc* Sub-Committee. He stated that the military expansion of South Africa had reached dangerous proportions and the fate of Namibians could not be discussed except against the background of the enormous military machine set up by South Africa to deny them their right of self-determination.

Introducing the draft resolution sponsored by his delegation, the representative of Finland said that an advisory opinion from the International Court of Justice would considerably assist in defining and spelling out in legal terms the implications for States of South Africa's continued illegal presence in Namibia. It would also be of value in defining more precisely the rights of Namibians, either in Namibia or abroad, and could

perhaps in that way accord protection to Namibians whose basic rights were being suppressed through the application of South African legislation. Moreover, the opinion could underline that South Africa had, by its conduct, forfeited its mandate.

Most of the delegations that participated in the debate indicated their support for the two draft resolutions, although some expressed reservations.

The representative of Sierra Leone said that the international status of Namibia had been guaranteed by decisions of the International Court of Justice and by numerous resolutions of the General Assembly and the Security Council, and he deplored South Africa's persistent refusal to put an end to its policy of extending *apartheid* to that Territory.

The representative of Nepal stated that the provisions in the five-Power draft resolution relating to commercial and industrial enterprises in Namibia were based largely on steps recently taken by the United States Government, and he urged other States, particularly South Africa's main trading partners, to take similar steps. His delegation would support the Finnish draft resolution on the understanding that the International Court of Justice did not undertake a review of the legality or validity of United Nations resolutions on Namibia.

The representative of Syria said that the *Ad Hoc* Sub-Committee's recommendations were designed to put material and moral pressures on the South African Government and that the five-Power draft resolution gave effect to them. In the view of his delegation, the Finnish draft resolution was a valuable device for determining the legal means available to States to oppose South Africa's occupation of Namibia.

The representative of Zambia asserted that the time had now come for the Security Council to make a direct appeal to all trade unions throughout the world to refuse to handle shipments of arms of all types to South Africa.

The representative of Colombia, in supporting the two draft resolutions, stressed the need for close co-operation between the Security Council and the *Ad Hoc* Sub-Committee.

The representative of Spain said that his delegation supported the five-Power draft resolution but felt that operative paragraph 2 was juridically unnecessary. He supported the request for an advisory opinion in the hope that it would provide a definition of the international legal consequences of failure to comply with resolutions of a United Nations body and thus help achieve the United Nations objectives in Namibia.

The representative of the USSR stated that Namibia could achieve its independence only after South Africa had withdrawn from the Territory and the Western Powers had terminated assistance to South Africa. Although expressing certain reservations in regard to operative paragraphs 10 and 11 of the five-Power draft resolution, his delegation would vote for it. Although his delegation supported the aims of the proposed Namibian fund, it believed that the fund should be supported by special taxes on foreign companies operating in African countries, including Namibia and South Africa. As for the Finnish draft resolution, he felt that it did not provide for effective measures, would delay a solution and create the illusion that legal measures could take the place of political decisions.



The representative of Poland said that operative paragraphs 1 and 2 of the five-Power draft resolution should not be interpreted by South Africa as constituting even an indirect disavowal of the position of a large number of Member States that had called for a severance of economic and military relations with South Africa itself.

The Council then proceeded to vote on the two draft resolutions. The five-Power draft resolution was adopted by 13 votes to none, with 2 abstentions, as resolution 283 (1970). The Finnish draft resolution was adopted by 12 votes to none, with 3 abstentions, as resolution 284 (1970).

In explanation of the vote, the representative of the United States said that his Government had recently announced measures which sought to discourage investment by its citizens in Namibia. United States support for the five-Power draft resolution did not, however, constitute an undertaking to contribute to a special fund for Namibia; nor could his delegation join in the reaffirmation, in the sixth preambular paragraph, of resolution 282 (1970), for which his delegation had not voted.

The representative of France stated that his delegation had consistently opposed the extension of a discriminatory and repressive policy to a Territory with international status in contradiction to the spirit of the Mandate. For that reason, it had opposed any move by South Africa to divide Namibia or incorporate it into South Africa. At the same time, it was doubtful that the United Nations had greater powers than the League of Nations had possessed, and the latter did not seem to have been empowered to unilaterally deprive a country of its Mandate. In view of such doubts, his delegation had supported the Finnish draft resolution because it provided an opportunity for the International Court of Justice to clarify the legality of the revocation of the Mandate.

The representative of the United Kingdom said that his delegation's basic position on both the legal and political aspects of the question had in no way changed. Although it believed that the people of the Territory had an undisputed right to self-determination, his delegation could hardly support a draft resolution whose basis lay in earlier resolutions on which it had abstained. His delegation had abstained in the vote on the Finnish draft resolution because it believed that the proposed submission to the International Court of Justice was based on certain assumptions which should themselves be examined by the Court.

#### *Subsequent communications*

By a letter dated 11 August addressed to the President of the Security Council, the Chairman of the Special Committee on the Situation with regard to the Implementation of the Declaration of the Granting of Independence to Colonial Countries and Peoples transmitted the text of a statement made by him drawing the Council's attention to the dangerous situation prevailing in Namibia and expressing the hope that, in the light of its resolution 283 (1970), the Council would take effective steps to achieve the objective of ending the illegal occupation of Namibia by South Africa and enabling the people of that Territory to exercise their fundamental rights.

On 18 August, the President of the Security Council issued a note stating that, after consultations among members of the Council, it had been agreed that the *Ad Hoc* Sub-Committee on Namibia re-established under Council resolution 283 (1970) should be composed of all members of the Security Council.

In a letter dated 3 November, the President of the United Nations Council for Namibia, in accordance with the request contained in paragraph 10 of Security Council resolution 283 (1970), drew the Security Council's attention to the fifth report of the United Nations Council for Namibia to the General Assembly, containing an account of the action taken by the Council for Namibia with regard to the issuance of travel documents to Namibians, and informed the Security Council that the Council for Namibia proposed to study the question of special passport and visa regulations to be adopted by States concerning the travel of their citizens to Namibia and to report to the Security Council in due course.

On 19 January 1971, the Secretary-General transmitted to the President of the Security Council the text of General Assembly resolution 2678 (XXV) concerning the question of Namibia, in which the Assembly invited the Security Council to consider taking effective measures, including those provided for under Chapter VII of the Charter, in view of the continued refusal by the Government of South Africa to comply with Council resolutions 264 (1969) and 269 (1969).

By a letter dated 8 February to the President of the Security Council, the President of the United Nations Council for Namibia transmitted a letter dated 11 January 1971 addressed to him by the Acting United Nations Commissioner for Namibia, announcing that the travel documents scheme as authorized by the General Assembly had entered into operation with the issuance of United Nations travel and identity documents to two Namibians residing in Zambia by the office of the Commissioner for Namibia in Lusaka.

[For further details concerning the consideration of the question of Namibia, see part two, chapter I, section B.]

#### *G. Consideration by the Security Council of the situation in Southern Rhodesia*

On 1 July 1970, the Secretary-General, in pursuance of Security Council resolution 277 (1970) concerning the situation in Southern Rhodesia, issued a report containing sixty substantive replies he had received from States Members of the United Nations or members of specialized agencies, and from international organizations in connexion with implementation of the provisions of that resolution. An addendum containing ten additional replies was issued on 1 October 1970.

On 6 November 1970, the representatives of Burundi, Nepal, Sierra Leone, Syria and Zambia requested the President of the Security Council to convene an early meeting of the Council to discuss the question of Southern Rhodesia in the light of disturbing political and economic developments that had taken place in that rebel Territory.



The request, together with the third report of the Committee on Sanctions submitted on 15 June 1970, were included in the agenda of the Security Council, which considered the question at two meetings held on 10 and 17 November 1970.

At its meeting on 10 November, the Security Council had before it a draft resolution submitted by the same representatives who had requested the meeting. Under its operative part, the Council, acting under Chapter VII of the Charter, would call upon the United Kingdom as the administering Power not to grant independence to Southern Rhodesia without the fulfilment of majority rule; decide that the existing sanctions against Southern Rhodesia should remain in force; urge all States to implement fully all Security Council resolutions on Southern Rhodesia, in accordance with their obligations under Article 25 of the Charter, and deplore the attitude of those States that continued to give moral, political and economic assistance to the illegal régime; urge all States not to grant any form of recognition to the illegal régime; and decide to remain actively seized of the matter.

Introducing the draft resolution, the representative of Nepal stated that the situation in Southern Rhodesia continued to remain extremely grave. The third report of the Committee established in pursuance of resolution 253 (1968) gave clear evidence that the policies of sanctions had failed to bring about the fall of the illegal régime. Southern Rhodesia continued to enjoy a substantial volume of foreign trade, owing mainly to increasing evasion of sanctions, insufficient vigilance on the part of certain industrial and maritime Powers, and the lack of co-operation by Portugal and South Africa. Moreover, the leaders of the illegal régime remained as determined as ever to pursue their racist policies and strengthen the machinery for their application. It was therefore the Council's duty to take stock of the situation and consider appropriate measures to achieve its common objective. The five-Power draft resolution was clear and non-controversial and did not commit the Security Council to any action beyond that which it had already taken. He pointed out that the most important part of the draft resolution was operative paragraph 1, which sought to clarify and state unequivocally the central issue of the situation in Southern Rhodesia, namely, the existence of a racist minority régime that denied the majority their inalienable right to self-determination. The responsibility of the United Nations and of the administering Power did not end with the overthrow of the racist régime but with the full and effective application of the principle of self-determination as recognized in Security Council resolution 217 (1965). His delegation remained convinced that more energetic Council action was required to achieve that common goal.

Other sponsors of the draft resolution stressed that, since the Security Council had last discussed the question in March 1970, the Smith régime had consolidated its political, military and economic position and had embarked on a systematic campaign of genocide directed against leaders of the liberation movement, some of whom were dying in Rhodesian concentration camps. They said that, although statistically sanctions had had some effect, the economy of Southern Rhodesia had survived without causing the white community any major difficulty.

One of the most disturbing developments was the attitude of the new British Government towards the question of sanctions against the rebel colony and its policy in negotiations with the Smith régime. The United Kingdom, the representative of Zambia said, appeared to be willing to accept a settlement that would leave the African majority of the Territory under the control of the white minority. What mattered, he added, was the principle of no independence without majority rule.

The five-Power draft resolution was supported by the USSR and Poland. The representative of the USSR said that the Security Council decisions on Southern Rhodesia had been ineffective because the Salisbury régime received direct economic and military assistance from South Africa and Portugal and, through those countries, from Western States, which continued to maintain extensive trade and other relations with those régimes. Furthermore, as the third report of the Committee established in pursuance of resolution 253 (1968) indicated, a number of States continued to trade directly with Southern Rhodesia and were even investing capital in that country's economy in gross violation of Security Council resolutions. It was obvious that without such support the illegal régime could not maintain its tyrannical rule over the Zimbabwe people. The General Assembly, in resolution 2621 (XXV), made a special appeal to the Security Council to take measures necessary to expand sanctions against the illegal régime of Southern Rhodesia and asked the Council to consider the question of imposing sanctions against South Africa and Portugal in view of their refusal to carry out the relevant decisions of the Council. It was the duty of the Council to heed those demands and adopt measures to ensure peace in Africa and free the people of Zimbabwe from the colonial yoke.

The representative of France stated that the United Nations should prefer, over recommendations that would not facilitate attainment of the objectives sought, concrete initiatives taken in concert with the administering Power. The United Kingdom was the responsible authority which was in duty bound to take measures that fit the circumstances to end the Rhodesian rebellion. The Council could not tell the British Government what it should do. Although his delegation had no objection to the substance of the draft resolution, it found operative paragraph 1 legally doubtful, as its language seemed to go beyond the powers of the Council and, if it were not changed, his delegation would have to abstain.

The representative of the United Kingdom said that the British Government had a commitment to see whether there was a realistic basis for a settlement of the Rhodesian problem in accordance with the five principles it had formulated. One of those principles was that any such settlement must be acceptable to the Rhodesia people as a whole. His Government could not accept any fresh commitment in the Security Council that would restrict it in any way in reaching a settlement that proved practicable. Nor did his Government consider it acceptable that the Council should, at this juncture, seek to lay down any conditions, for a settlement. On the question of sanctions, his delegation regretted that they had not achieved their major political objective. However, it was undeniable that sanctions continued to exert

pressure on the Rhodesian economy and to restrict its rate of development. Far from relaxing its attitude towards sanctions as alleged, the British Parliament had decided by an overwhelming vote to renew legislation imposing sanctions for another year. As for the draft resolution before the Council, it was a classic case of both too little and too much. It was too little in that two of its operative paragraphs seemed to repeat in less precise terms steps that the Council had already taken; it was too much in that operative paragraph 1 attempted to bind the United Kingdom not to grant independence to Southern Rhodesia without the fulfilment of majority rule. His Government had never accepted that commitment in a United Nations resolution, and it could not do so then. In conclusion, the United Kingdom representative said that the United Kingdom was not prepared to enter into negotiations with its position publicly dictated from outside and, for that reason, found the draft resolution unacceptable. If it were pressed to the vote, his delegation would have to vote against it.

At the same meeting, the five-Power draft resolution was put to the vote and received 12 votes in favour, 1 against (United Kingdom), with 2 abstentions. Because of the negative vote of a permanent member of the Security Council the draft resolution was not adopted.

Following the vote, the representative of the United States stated that his delegation had serious reservations about operative paragraph 1. It seemed inconsistent to reiterate, in the fourth preambular paragraph, the primary responsibility of the United Kingdom for self-determination in Southern Rhodesia and, in operative paragraph 1, to prescribe in advance, under Chapter VII of the Charter, how that goal was to be achieved. Such a binding injunction could only serve to complicate further an already difficult situation. His delegation shared the concern of other Council members over the failure of the illegal régime to agree to majority rule, but it considered it unwise to impede the achievement of that objective by prescribing too rigid a framework for its pursuit. Finally, his delegation was concerned that no effort had been made to consult in advance all the members of the Council to determine whether the draft resolution was, as the representative of Nepal had said, non-controversial. That was regrettable, for in the past, the Council had been able to act unanimously in regard to Rhodesia, and it would not have been difficult to draft a resolution that all could have supported. In the light of those considerations, his delegation had decided to abstain.

On 17 November, the Security Council met again to discuss the question, and the President announced that, during consultations held since the previous meeting, a draft resolution had been prepared which appeared to have the support of all Council members. He added that, although the French delegation had repeated its reservations of 10 November, it had associated itself with the consensus favouring adoption of the draft resolution.

A vote was then taken on the new draft resolution, which was adopted unanimously as resolution 288 (1970). By that resolution the Council (1) reaffirmed its condemnation of the illegal declaration of independence in Southern Rhodesia; (2) called upon the United Kingdom as the administering Power to take

urgent and effective measures to end the illegal rebellion in Southern Rhodesia and enable the people to exercise their right to self-determination in accordance with the Charter of the United Nations and in conformity with the objectives of General Assembly resolution 1514 (XV); (3) decided that the existing sanctions against Southern Rhodesia should remain in force; (4) urged all States to implement all Security Council resolutions on Southern Rhodesia, in accordance with their obligations under Article 25 of the Charter, and deplored the attitude of those States that persisted in giving moral, political and economic assistance to the illegal régime; (5) urged all States, in furtherance of the objectives of the Security Council, not to grant any form of recognition to the illegal régime in Southern Rhodesia; and (6) decided to remain actively seized of the matter.

After the vote, the representative of Zambia expressed his disappointment that the Council had not been able to pronounce itself on the question of no independence before majority rule. His delegation had voted for the resolution because it reaffirmed all previous Security Council resolutions on the matter and on the understanding that it would supplement the armed struggle of the Zimbabwe people. The representative of Burundi said that paragraph 2 of the resolution contained a clear reference to the rights of the people of Zimbabwe and the responsibility of the British Government to grant them independence as soon as possible. His delegation deplored the failure of the United Kingdom to seize the opportunity to end the rebellion, choosing instead to continue its timid approach to the problem.

The representative of the United Kingdom said that the resolution, unlike its predecessor, took account of his Government's position that it could not accept any fresh commitment in the Security Council which would restrict its attempts to discharge its responsibility for Rhodesia.

#### FURTHER REPORT OF THE COMMITTEE ESTABLISHED IN PURSUANCE OF SECURITY COUNCIL RESOLUTION 253 (1968)

On 16 June 1971, the Committee established in pursuance of Security Council resolution 253 (1968) submitted its fourth report to the Security Council covering its work since the submission of its third report on 15 June 1970. In the introduction to its report, the Committee recalled that the President of the Security Council had announced that as a result of consultations it had been agreed that as of 1 October 1970 the Committee would be enlarged to include all members of the Security Council. Since then, the Committee had held twenty-nine meetings at which it continued the examination of thirty-six cases of suspected violations of the provisions of resolution 253 (1968), listed in its previous report, and considered forty new cases brought to the Committee's attention as well as information on attempts to evade the sanctions against Southern Rhodesia. The Committee had also considered certain procedural issues in connexion with its future work, as well as other questions such as consular and other representation in Southern Rhodesia, representation of the illegal régime in other countries, delegations and groups entering or leaving Southern Rhodesia; airlines operating to and from Southern Rhodesia; and immigration to and tourism in that Territory.

Five annexes were attached to the report. They contained factual accounts of the cases carried over from previous reports and of new cases, of transactions conducted with or without the knowledge of reporting Governments, as well as two studies: one on the automobile industry in Southern Rhodesia and the other on imports of ammonia into Southern Rhodesia as a basic element for fertilizers.

In the course of its debate on specific cases, the Committee had noted that there were several commodities in which there appeared to be considerable trade with Southern Rhodesia in contravention of resolution 253 (1968), in spite of the efforts being made by reporting Governments. According to the report, certain goods apparently destined for Southern Rhodesia were being declared as destined for neighbouring countries in southern and eastern Africa, while goods exported from Southern Rhodesia were being imported into or allowed to transit through countries on the basis of fraudulent or accommodation documents.

In four specific cases to which the Committee drew the particular attention of the Security Council, the Committee noted that commercial transactions had been conducted with Southern Rhodesia. In one such case concerning the sale to Air Rhodesia of an aircraft by the Middle East Airlines via an intermediary in Mozambique, the Government of Lebanon had stated that the transaction had been conducted without its knowledge. In the three other cases concerning imports of Southern Rhodesian graphite into the Federal Republic of Germany, meat into Switzerland and exports of wheat by Australia to Southern Rhodesia, the Governments concerned had acknowledged in their communications to the Committee that those operations had been conducted with their knowledge and consent. With regard to the export of wheat from Australia, the Committee noted the explanation given by the Government of Australia that because wheat was a basic food-stuff of the people of Southern Rhodesia, its export thereto was a humanitarian action permitted under the provisions of paragraph 3 (d) of resolution 253 (1968).

In the chapter "Observations and recommendations", the report stated that a number of proposals had been submitted to the Committee by certain delegations for inclusion in a concluding chapter, but that the Committee had regrettably been unable to reach agreement on such a chapter. In that respect, the report mentioned the suggestions of the delegations of Argentina and Nicaragua for reconciling the different positions. To that end the Committee had established a working group to harmonize the various views, but no consensus was reached. Therefore, the Committee had decided to append to its report the summary records of its last three meetings and the original views and proposals on the basis of which the Committee had attempted to reach a compromise.

[For further details concerning the consideration of the situation in Southern Rhodesia, see part two, chapter I, section B.]

## H. Complaint by Guinea

By a telegram dated 22 November 1970, the President of the Republic of Guinea informed the Secre-

tary-General that his country had been the object of armed aggression by Portuguese forces early that day. Mercenary commando troops had landed in the capital city of Conakry, and bombing raids had been carried out at several points in the town. He appealed to the United Nations for support and requested the immediate dispatch of United Nations troops to co-operate with the Guinean national army in repelling the aggression. On the same day, Guinea requested the President of the Security Council to convene, as a matter of urgency, a meeting of the Council to consider the situation in Guinea.

In a letter of 22 November addressed to the President of the Security Council, Portugal categorically denied Guinea's charges, stating that the Government of Portugal was not involved in the internal affairs of Guinea, a country whose policy had been to attribute to Portugal responsibility for its internal difficulties. The Portuguese Government, the letter added, had no intention of deviating from its policy of scrupulous respect for the sovereignty and territorial integrity of countries bordering Portugal and hoped that the Council would reject as groundless the accusation made by Guinea.

The Security Council considered Guinea's complaint at its 1558th meeting on 22 November, at which the representatives of Guinea, Mali, Mauritania, Saudi Arabia and Senegal were invited, at their request, to participate in the discussion without the right to vote.

At the beginning of the meeting, the Secretary-General read the appeal made by the President of the Republic of Guinea and the text of a telegram he had received from the Resident Representative of UNDP in Conakry, stating that an external intervention was taking place in Guinea.

The representative of Guinea recalled previous complaints brought to the Council by his country against repeated violations of Guinea's national territory by Portuguese forces and said that during the current General Assembly debate, the Guinean Secretary of State for Foreign Affairs had drawn attention to the military and psychological preparations under way in special training camps in Guinea (Bissau), including the military training of Africans and white mercenaries, for the purpose of invading the Republic of Guinea. He charged that the armed aggression by Portuguese colonial forces had been premeditated and was aimed at the overthrow of the Guinean Government. In view of the seriousness of the situation, he asked the Security Council to condemn the Government of Portugal for its wilful attack against the territorial integrity of Guinea and to demand the immediate withdrawal of Portuguese and mercenary troops and military equipment from the Republic of Guinea. He also requested that United Nations troops should be sent immediately to restore peace and security in the area.

The representatives of African States who spoke in the debate urged the Council to act without delay to condemn Portugal's aggression and take all the necessary measures to stop the Portuguese invasion of Guinea. The events in Guinea were an indication of what was likely to happen to other independent African States bordering the Territories under Portuguese domination. Unless the Council took immediate action to protect the sovereignty and territorial integrity

of Guinea, peace and security in Africa would be gravely endangered.

A draft resolution sponsored by Burundi, Nepal, Sierra Leone, Syria and Zambia was introduced by the representative of Nepal, as an interim measure. Under its operative part the Council would (1) demand the immediate cessation of the armed attack against the Republic of Guinea; (2) demand the immediate withdrawal of all external armed forces and mercenaries, together with the military equipment used in the armed attack; (3) decide to send a special mission to the Republic of Guinea to report on the situation immediately; (4) decide that the special mission should be formed after consultation between the President of the Security Council and the Secretary-General; and (5) decide to maintain the matter on its agenda.

Commenting on the draft resolution, the representative of the United States said that, although it represented a wide area of agreement, his delegation had reservations regarding operative paragraph 4, dealing with the method of selecting the special mission. He said that the appointment of a special representative of the Secretary-General to the area would be entirely acceptable to his delegation but that, if the sponsors of the draft resolution preferred a mission composed of representatives of Governments and not of Secretariat officials, such a mission would have a political complexion and should therefore be constituted after consultations among all members of the Council. Accordingly, he proposed that the operative paragraph should be amended to read: "Decides that the special mission be formed after consultations among members of the Security Council".

The representative of Burundi said that his delegation understood that the responsibilities of the President and the Secretary-General, if properly carried out in that regard, implied consultation with all members of the Council.

The representative of the USSR objected to the proposed United States amendment, stating that the African-Asian proposal was fully compatible with the Charter and met the need for speedy action; the formula proposed by the United States, however, would involve protracted consultations.

The United States amendment was then put to the vote. There were 3 votes in favour, none against and 12 abstentions. Having failed to obtain the required majority, the amendment was not adopted. The five-Power revised draft resolution was then adopted unanimously as resolution 289 (1970).

Speaking after the vote, the representatives of the United States and the United Kingdom said that they had voted for the resolution on the understanding that, as stated by the delegation of Burundi, the President of the Security Council would consult members of the Council about the composition of the special mission.

In a joint report submitted to the Security Council on 24 November, the President of the Council and the Secretary-General announced that, in accordance with Council resolution 289 (1970), and following consultations between them as well as between the President and members of the Council, it had been decided that the special mission to the Republic of Guinea be composed of the representatives of Co-

lombia, Finland, Nepal, Poland and Zambia. The special mission, which left that evening accompanied by staff from the Secretariat, arrived in Conakry on 25 November and returned to New York on 29 November.

During and subsequent to the Council's consideration of the question twelve communications addressed either to the President of the Council or to the Secretary-General, were received concerning the situation in Guinea.

On 3 December, the special mission submitted its report to the Security Council. Describing the activities of the mission upon its arrival in Conakry, the report stated that, in addition to seeing the President of the Republic, the mission had held meetings with a Guinean Government delegation, received relevant material evidence and information from the Guinean military and paramilitary personnel, received oral or written statements from nineteen diplomatic representatives in Conakry, heard statements by members of the African Independence Party of Guinea and Cape Verde (PAIGC) and by various individuals, made visual observation of the physical effects of the hostilities and heard seven prisoners brought forward by the Guinean authorities.

According to the report, in the early hours of 22 November, a force of some 350 to 400 men had been taken ashore from two troop-carrying ships off the coast of Conakry. The invaders wore uniforms resembling those used by the army of the Republic of Guinea. They split into several groups, each of which was assigned to strategic points: army camps, the airport, the electric power station, the presidential residences and the headquarters of PAIGC. At one army camp, the attackers had released Guineans imprisoned for activities against the Guinean Government, as well as Portuguese prisoners, some of whom had been taken back to the ships. Fighting had continued until the morning of 23 November when the raiders withdrew to their ships and departed. The pattern of the operation, the report continued, suggested that the purpose of the attack was to overthrow the Government and to replace it with dissident elements, to weaken the liberation movement led by PAIGC and to free Portuguese prisoners.

Based on the information gathered, the special mission had concluded that ships manned and commanded by white Portuguese had been used to transfer the invaders to Guinean waters; that the force had consisted of Portuguese units, mainly African troops from Guinea (Bissau) commanded by Portuguese officers, and a contingent of dissident Guineans trained and armed in Guinea (Bissau); and that the invading force had been assembled in Guinea (Bissau).

In a letter dated 4 December to the President of the Security Council, the representative of Portugal stated that his Government had neither authorized nor consented to any military operation against Guinea. The letter added that the special mission should have drawn no conclusions, and the Security Council should not pronounce itself, without first informing Portugal of the facts alleged to prove Portuguese responsibility in the action against Guinea.

The report of the special mission was included in the Council's agenda and considered at five further meetings held between 4 and 8 December, in the

course of which the representatives of Algeria, Cuba, Ethiopia, Haiti, India, Liberia, Mauritius, Pakistan, the People's Republic of the Congo, Somalia, Southern Yemen, the Sudan, the United Republic of Tanzania, Uganda, the United Arab Republic and Yugoslavia were also invited, at their request, to participate in the discussion without the right to vote.

At the Council's meeting on 4 December, the representative of Guinea reiterated his Government's charges that Portugal had committed a treacherous aggression against Guinea in violation of Article 2, paragraph 4, of the Charter. Involved in the invasion of 22 November, he said, were 150 soldiers of the regular Portuguese army, 80 Portuguese marines and 150 mercenaries of various nationalities. The operation had been carried out with the full sanction of the Portuguese Governor-General of Guinea (Bissau). He charged that the aggression against his country was not an isolated event but an integral part of an overall imperialist policy against progressive African régimes. In appealing for United Nations troops his Government had demonstrated its faith in the norms of international law and its belief in the capacity of the United Nations to safeguard the sovereignty and territorial integrity of its Member States. He expressed the hope that the Council would, in the light of the findings of the special mission, apply appropriate measures to redress the aggression suffered by his country.

The majority of the representatives who took part in the discussion praised the work of the special mission and declared that Portugal should be severely condemned for its aggression. The African delegations in particular, welcomed the findings of the special mission as confirmation of the authenticity of similar charges previously brought by them against Portugal but which had not been given sufficient credence by the international community because they had not been supported by substantial and independent evidence. They expressed the hope that the Guinean complaint would be taken seriously by the Security Council in punishing the aggressor, pointing out that such action was necessary if the African people were to retain their confidence in the objectives and practices of the United Nations under the Charter. Some representatives expressed regret that the Security Council had not responded to Guinea's request for immediate dispatch of United Nations troops to the area. Together with the Asian, Latin American and Socialist delegations, they demanded not just another condemnation of Portugal but the application of measures under Chapter VII of the Charter. Some advocated expulsion of that country from the United Nations. Several delegations also pointed out that the root cause of the problem between Portugal and the African countries bordering its colonial Territories was its stubborn refusal to grant self-determination and independence to those Territories, in accordance with many United Nations resolutions, particularly General Assembly resolution 1514 (XV). They ascribed Portugal's intransigence to the material and moral support it obtained not only from its NATO partners but from the minority racist régimes of Southern Rhodesia and South Africa, a fact that the Security Council should bear in mind in considering appropriate measures against Portugal.

On 7 December, the representative of Burundi introduced a draft resolution sponsored by Burundi, Nepal, Sierra Leone, Syria and Zambia, under which

the Council would (1) endorse the conclusions of the report of the special mission to the Republic of Guinea; (2) strongly condemn the Government of Portugal for its invasion of the Republic of Guinea; (3) demand that full compensation by the Government of Portugal should be paid to the Republic of Guinea for the extensive damage to life and property caused by the armed attack and invasion and request the Secretary-General to assist the Government of the Republic of Guinea in the assessment of the extent of the damage involved; (4) appeal to all States to render moral and material assistance to the Republic of Guinea to strengthen and defend its independence and territorial integrity; (5) declare that the presence of Portuguese colonialism on the African continent was a serious threat to the peace and security of independent African States; (6) urge all States to refrain from providing the Government of Portugal with any military and material assistance enabling it to continue its repressive actions against the peoples of the Territories under its domination and against independent African States; (7) call upon the Government of Portugal to apply without further delay the principles of self-determination and independence to the peoples of the Territories under its domination, in accordance with the relevant resolutions of the Security Council and General Assembly resolution 1514 (XV); (8) solemnly warn the Government of Portugal that, in the event of any repetition of armed attacks against independent African States, the Security Council would immediately consider appropriate effective steps or measures, in accordance with the relevant provisions of the Charter; (9) call upon the Government of Portugal to comply fully with all the resolutions of the Security Council, in particular the present resolution, in accordance with its obligations under Article 25 of the Charter; (10) request all States, in particular Portugal's allies, to exert their influence on the Government of Portugal to ensure compliance with the provisions of the present resolution; (11) request the President of the Security Council and the Secretary-General to follow closely the implementation of the present resolution; and (12) decide to remain actively seized of the matter. In his statement, the representative of Burundi said that the facts and evidence which the mission had established should command a unanimous vote for the draft resolution, even though its initial text had been changed in a spirit of compromise. He appealed for effective and appropriate action to fulfil the Council's responsibility for international peace and security.

The representatives of the United States and the United Kingdom stated that, although they did not question the special mission's findings and condemned Portugal for its action, they could not support the five-Power draft resolution because some of its provisions went beyond what was reasonably justified by the situation and created presumptions about future Council action under Chapter VII of the Charter. Both representatives denied that their Governments had provided arms to Portugal for use in Africa or that NATO and its members had any role in connexion with the events in Guinea. The representative of France said that it was difficult for his delegation to endorse the report, which was obscure in some parts and would have benefited from greater thoroughness in others. Nevertheless, it was clear that Guinea had been the subject of an armed attack coming from Guinea



(Bissau), thus involving Portugal's responsibility. As regards the draft resolution, the representative of France said that, although the sponsors had rightly omitted any references to Chapter VII of the Charter, the text still contained certain provisions with regard to which his delegation had legal reservations and would therefore abstain. The representative of Spain also declared that his delegation would abstain, inasmuch as the draft resolution went beyond what it would have been prepared to accept.

By a letter of 7 December to the President of the Security Council, the Portuguese Government rejected the special mission's report which, it said, had been drawn up unilaterally and was based solely on information provided by the Guinean Government and diplomats of certain African countries, which habitually attacked Portugal in the United Nations. Portugal contended that the Portuguese origin of the ships involved had not been proved, and it was unlikely that they would have operated off the beaches of Conakry for almost two days without interference by the Guinean air force and navy. The Portuguese Government also questioned the procedures followed in the interrogation of the so-called prisoners captured by the Guinean Government.

On 8 December, the Security Council adopted the five-Power draft as resolution 290 (1970) by 11 votes to none, with 4 abstentions.

Speaking after the vote, the representative of Guinea expressed disappointment that the United Nations had not responded to his country's appeal for United Nations troops and that the Security Council had not applied sanctions against Portugal because certain members of the Council had felt that to invoke Chapter VII of the Charter, particularly Articles 41 and 42, went beyond the measures which could be taken when an African State fell victim to an aggression. The Security Council, he concluded, must safeguard international peace and security on any continent and help defend the sovereignty and independence of any of the Organization's Members.

By a note verbale of 18 December 1970, the Secretary-General transmitted the text of resolution 290 (1970) to the Governments of all States Members of the United Nations or members of the specialized agencies, drawing their particular attention to paragraphs 4, 6 and 10, and requesting them to provide him with relevant information on implementation of the resolution.

On 22 December 1970, the President of the Security Council and the Secretary-General issued an interim report in pursuance of resolution 290 (1970). The report reproduced the texts of four communications condemning Portugal's aggression against Guinea: a statement adopted by the participants in the Conference of the Political Consultative Committee of the States Parties to the Warsaw Treaty, a message from the Foreign Minister of Singapore, a message from the Chairman of the OAU Council of Ministers and a statement from the Iraqi Ministry of Foreign Affairs. The interim report stated that the Secretary-General, in pursuance of paragraph 3 of resolution 290 (1970), demanding full compensation by Portugal for the damage caused by the armed attack against Guinea, had on 8 December 1970 sent a telegram to the Government of Guinea, informing it of his readiness to dispatch a team of officials to assist that Government in

assessing the extent of the damage. In his reply of 16 December, the President of the Republic of Guinea had advised the Secretary-General to cancel the dispatch of the appraisal mission to Guinea, declaring that the moral and material damage caused to the Guinean nation could not be expressed in monetary terms and that the only reparation considered acceptable by the Government was the immediate recognition and proclamation of national independence for the African Territories of Angola, Mozambique and Guinea (Bissau).

In a note dated 23 April 1971, the Secretary-General stated that, as of that date, he had received a total of twenty-nine replies from Governments to his note verbale of 18 December 1970. Five of those replies were simple acknowledgements. The substantive parts of the other twenty-four replies were reproduced in his note.

### I. Representation of China in the United Nations

An item entitled "Restoration of the lawful rights of the People's Republic of China in the United Nations" was included in the agenda of the twenty-fifth session of the General Assembly in accordance with a request made on 14 August 1970 by Albania, Algeria, Cuba, Guinea, Iraq, Mali, Mauritania, the People's Republic of the Congo, Romania, Southern Yemen, the Sudan, Syria, the United Republic of Tanzania, Yemen and Zambia.

In an explanatory memorandum dated 31 August 1970, the representatives of those Member States said that the commemoration of the twenty-fifth anniversary of the United Nations made it imperative that the lawful rights of the People's Republic of China in the Organization should be recognized. The decision to entrust the representation of the Chinese people to the so-called Republic of China, whose unlawful authorities remained installed in the Chinese territory of Taiwan solely because of the permanent presence of United States forces, had been based on political considerations and constituted a deliberate refusal to recognize realities. The persistent refusal to restore the seat in the United Nations to the People's Republic of China was a grave denial of justice and inconsistent with one of the principles of the United Nations, that of universality. The restoration to the People's Republic of China of its lawful rights in the United Nations, it was emphasized, was urgently necessary in order to strengthen the authority and prestige of the Organization. No important international problem could be solved without the participation of the People's Republic of China. Moreover, it was impossible to exclude China, a great nuclear Power, from major decisions and at the same time require it to subscribe to obligations imposed by agreements reached without its participation. The recognition of the representatives of the Government of the People's Republic of China as the sole legitimate representatives of China in the United Nations, it was maintained, implied the immediate expulsion of the representatives of the Chiang Kai-shek régime from the seat which they unlawfully occupied in the United Nations and its affiliated bodies.

The General Assembly discussed the item at nine plenary meetings between 12 and 20 November 1970.

Two draft resolutions were submitted for consideration by the Assembly.

The first, submitted on 19 October and sponsored by nineteen States, would have the Assembly reaffirm the validity of its decision in resolution 1668 (XVI) of 15 December 1961 that, in accordance with Article 18 of the United Nations Charter, any proposal to change the representation of China was an important question.

The second draft resolution, submitted on 2 November, was sponsored by eighteen States, including those which had requested consideration of the item. Under its operative paragraph, the Assembly would decide to restore to the People's Republic of China all its rights, to recognize the representatives of its Government as the only lawful representatives of China to the United Nations and to expel forthwith the representatives of Chiang Kai-shek from the seat which they unlawfully occupied in the United Nations and in all the organizations related to it.

The representative of Algeria, speaking on behalf of the sponsors of the eighteen-Power draft resolution, said that the principle of universality was the main basis of the United Nations Charter; yet, since 1949, by systematic manoeuvres, there had been a refusal to recognize the legitimate rights in the United Nations of a Power with more than 700 million inhabitants. That not only constituted a flagrant example of international injustice but detracted from the authority and efficacy of the United Nations. The People's Republic of China, he added, maintained diplomatic and friendly relations with an increasing number of States and had always sought to settle by peaceful means existing disputes between States. Only the Government of the People's Republic of China was entitled to enjoy the legitimate rights of China in the Organization. The eighteen-Power draft resolution would give the General Assembly an opportunity to redress that situation by restoring the lawful rights of the People's Republic of China and by expelling immediately the representatives of Chiang Kai-shek from the United Nations and all its organs.

Other arguments advanced by the supporters of the eighteen-Power draft were the following. The Government of the People's Republic of China had, since 1949, exercised effective authority over the entire territory of China, with the exception of the province of Taiwan, and was the only Government that could legitimately claim to represent the Chinese people. The decision to exclude the People's Republic of China from the United Nations had been dictated not by the failure of that State to meet any of the conditions for representation but by the narrow political interest of a few Members, most notably the United States of America. There was only one Chinese State, the People's Republic of China, whose foreign policy was based on positive co-existence and international co-operation. The Republic of China was an artificial creation maintained on the Chinese province of Taiwan by United States military force. Any "two-Chinas concept" was politically and juridically unsound and could serve only to delay further the presence of the People's Republic of China in the United Nations. The People's Republic of China was a great nuclear Power whose representation was vital both to the attainment of universality and to the pursuit of international peace and security. The co-operation of the People's Republic of China was especially vital in the fields of disarmament and economic development. The question was not

one of the admission of a new Member and the expulsion of the present Member but of having a founding Member of the Organization represented by its own Government. It was therefore a question of credentials, which required only a simple majority vote.

The representative of the Republic of China, speaking in opposition to the eighteen-Power draft resolution and in support of the nineteen-Power draft resolution, stated that the Government of the Republic of China was the legally constituted Government of China and the only authority that represented the authentic, peaceful aspirations of the Chinese people. Furthermore, he considered that to seat the Chinese Communist régime in the United Nations would be to negate the purposes and principles of the Charter and to undercut the claim of the United Nations to being a moral force in the world. Because the interest of the Chinese Communist régime in the United Nations stemmed from a desire to transform the Organization into an instrument of its own policies, which were based on an exaltation of force, the representation of that régime could destroy the United Nations.

Further arguments advanced against the eighteen-Power draft included the following. The People's Republic of China, rather than having shown that it sought peaceful international co-operation, had pursued a policy of aggression and subversion. It had not explicitly expressed an interest in joining the Organization and assuming the obligations of membership but had impugned the prestige of the United Nations and tried to set its own conditions for participation. The representation of the People's Republic of China would not strengthen the United Nations by aiding in the solution of fundamental problems but would weaken the Organization by undermining the basic principles of the Charter. The expulsion of the Republic of China, which was a founding Member of the United Nations and had fulfilled its obligations of membership, would contravene both the Charter and the principle of universality.

Supporters of the nineteen-Power draft resolution stated that the Assembly should again affirm its decision that any proposal to change the representation of China was an important question, requiring a two-thirds majority for adoption. The General Assembly had recognized the vital importance of the question in resolution 1668 (XVI) of 15 December 1961, had reaffirmed its importance on numerous occasions, and there was no basis for the Assembly's reversal of those decisions. Some representatives emphasized that the draft resolution calling for the seating of the People's Republic of China and the expulsion of the Republic of China constituted a proposal for the admission and expulsion of Member States, which were defined as important questions in Article 18 of the Charter. The voting procedure provided for important questions should be maintained both to uphold the integrity of the Charter and to guarantee the essential protections that it provided for all Member States. It would be unjust and would set a most dangerous precedent to expel a Member State, which had violated none of the rules of the Organization, by a simple majority vote. Some representatives stated that, in addition to such juridical considerations, the repercussions of any decision to change the representation of China vested the question with an inherent importance. Several supporters of the nineteen-Power draft resolution felt that any decision

should be taken by a significant proportion of the membership but that that qualification should not result in the maintenance of special voting barriers.

Other representatives indicated that, although they did not specifically oppose the representation of the People's Republic of China in the United Nations, they could not support the expulsion of the Republic of China, which exercised effective authority over a territory and over a population larger than that of most Members of the Organization. Several representatives raised the possibility of the representation of both Governments in the United Nations and, in that connexion, the representative of Saudi Arabia suggested that a plebiscite should be held in Taiwan to determine whether it wished to remain independent or to merge with the People's Republic of China.

On 20 November, the General Assembly voted on both draft resolutions. It adopted the nineteen-Power draft by a roll-call vote of 66 to 52, with 7 abstentions, as resolution 2642 (XXV). The result of the vote on the eighteen-Power draft resolution was 51 in favour, 49 against, with 25 abstentions. Having failed to obtain the required two-thirds majority, the draft resolution was not adopted. After the voting, the representative of Tunisia proposed a draft resolution by which the Assembly would keep the question of the representation of China on the agenda of the twenty-sixth session and entrust the Secretary-General with the task of exploring possible solutions to the problem. Introducing the draft, he stated that, by adopting such a draft resolution, the United Nations could demonstrate the interest of all its Members in the problem of China and conclude the Assembly's examination of the item on a positive note. In response to an appeal by the representatives of Algeria and France that the substantive debate should not be reopened, the Tunisian representative withdrew his draft resolution.

### J. Question of Korea

In accordance with paragraph 5 of General Assembly resolution 2516 (XXIV) of 25 November 1969, in which the Assembly requested the United Nations Commission for the Unification and Rehabilitation of Korea (UNCURK) to keep members of the Assembly informed on the situation in the area and on the results of its efforts through regular reports to the Secretary-General and to the Assembly as appropriate, the Commission submitted a report to the Secretary-General on 13 August 1970 covering the period from 7 September 1969 up to that date. The report noted that while fewer in number than in previous years, incidents of intrusion into the demilitarized zone and of infiltration into the Republic of Korea, in violation of the Armistice Agreement, had continued to occur, with North Korea using more sophisticated equipment to infiltrate its agents, particularly into the coastal areas of the Republic of Korea rather than by way of the demilitarized zone. The report stated that the basic positions of the Republic of Korea and of the Democratic People's Republic of Korea on the question of Korean unification and on the role of the United Nations had remained unchanged. It added that, although statements made by both parties asserted their intention not to resort to armed conflict, the continued denial by the Democratic People's Republic of Korea of the role of the United Nations to preserve peace in the area led the Commission to conclude

that there had been no diminution of existing tension and that the possibilities of a resumption of hostilities could not be excluded.

By letters dated 15 August 1970, the representatives of nineteen States requested the Secretary-General to include in the agenda of the twenty-fifth session an item entitled "Withdrawal of United States and all other foreign forces occupying South Korea under the flag of the United Nations". An explanatory memorandum stated that the occupation of South Korea by those troops and their continued intensification of provocative acts against the Democratic People's Republic of Korea hindered peaceful unification of Korea by the Korean people themselves and constituted a grave threat to peace in Korea and in the Far East.

By a letter dated 15 August 1970, the representatives of those same nineteen States requested the inclusion in the agenda of an item entitled "Dissolution of the United Nations Commission for the Unification and Rehabilitation of Korea". An explanatory memorandum stated that the illegally established Commission remained a tool of the United States of America and a major obstacle to Korean unification, which was a domestic problem to be solved through direct negotiations between the two Koreas.

By a note of 15 August 1970, the Secretary-General proposed the inclusion in the agenda of an item entitled "Question of Korea: report of the United Nations Commission for the Unification and Rehabilitation of Korea". An explanatory memorandum stated that the proposal for inclusion was in accordance with the communication dated 13 August 1970 from the Chairman of UNCURK requesting the transmittal of its report to the Assembly in the event that the Korean question were included in the agenda of the Assembly's twenty-fifth session.

On 18 September 1970, on the recommendation of the General Committee, the General Assembly included in its agenda, for consideration by the First Committee, the above three items combined under a single heading, as follows: "Question of Korea: (a) Withdrawal of United States and all other foreign forces occupying South Korea under the flag of the United Nations; (b) Dissolution of the United Nations Commission for the Unification and Rehabilitation of Korea; (c) Report of the United Nations Commission for the Unification and Rehabilitation of Korea".

In accordance with decisions taken on 21 September and 3 October 1970 to consider the question of Korea in two parts, the First Committee considered the invitation aspects of the item at seven meetings from 26 to 30 October 1970. The Committee then proceeded to a consideration of the substantive aspects of the item at six meetings from 19 to 24 November 1970.

In its consideration of both aspects of the Korean question, the First Committee had before it, *inter alia*, official documents submitted by the Democratic People's Republic of Korea and by the Republic of Korea.

By a letter dated 22 August, the Minister of Foreign Affairs transmitted a memorandum issued on 22 June 1970, in which the Government of the Democratic People's Republic of Korea reiterated its basic position on the means whereby a peaceful solution could be found to the problems of Korea, namely, that following the withdrawal of the occupation forces, Korean unifica-

tion should be realized by the establishment of a unified all-Korean Government, without outside interference, through free North-South general elections on a democratic basis. As a transitional measure if necessary, before complete unification, it proposed the establishment of a Confederation of North and South Korea, in the meantime allowing trade and economic co-operation as well as scientific, cultural, social and personal contacts to materialize between the people of both parts of Korea. A peace agreement between North and South Korea and the reduction of their armies to 100,000 men each would guarantee a durable peace and accomplish peaceful unification; furthermore, the Democratic People's Republic of Korea was still prepared to consider the possibility that an international conference of countries concerned might be convened, if necessary, to settle the Korean question peacefully. In a letter dated 31 August, the Minister of Foreign Affairs transmitted the statement of 29 August of the Government of the Democratic People's Republic of Korea, in which it declared that it was the only State for the Korean nation, that it alone represented the real national interests and will of the people of North and South Korea, and that the Government of the Democratic People's Republic of Korea had always respected and continued to respect the Charter of the United Nations and its objectives. In a memorandum issued on 16 September 1970, the Government of the Democratic People's Republic of Korea demanded the participation, without the imposition of conditions contrary to the United Nations Charter, of a representative of the Democratic People's Republic of Korea in United Nations discussions on Korea. It maintained that the United Nations should repeal all its illegal resolutions on the so-called Korean question and take immediate steps to dissolve UNCURK and effect the withdrawal of all United States and other foreign forces in Korea under the flag of the United Nations. In a telegram dated 26 October transmitting the statement of 25 October of the Ministry of Foreign Affairs, the Democratic People's Republic of Korea urged the unconditional invitation of its representative to participate in United Nations discussions and declared that it would consider null and void any resolution adopted by the United Nations without the participation and consent of its representative.

In its communications dated 28 September and 7 October 1970, the Government of the Republic of Korea deplored the fact that North Korea continued to deny the competence and authority of the United Nations, and reaffirmed its continued unequivocal acceptance of the competence and authority of the Organization, within the terms of the Charter, to take action on the Korean question. It called for the continued functioning and operation of UNCURK and of United Nations forces on its territory, and declared that the withdrawal of those forces would encourage North Korea to commit renewed aggression and disrupt peace not only in Korea, but in the Far East. It reiterated its support for the often reaffirmed United Nations objectives in Korea and stated that its unification policy was in full conformity with the United Nations formula for holding free elections in both North and South Korea, representation to be in proportion to the indigenous population. It charged that the intransigent attitude of North Korea towards the authority of the United Nations, together with its dangerous campaign to infiltrate and subvert the Republic

of Korea, which reflected a policy aimed at the unification of Korea by force despite its so-called proposals for peaceful reunification, constituted a constant threat to peace in the area and prejudiced chances of peaceful settlement.

The First Committee, in its consideration of the invitation aspects of the question of Korea between 28 and 30 October 1970, had before it two draft resolutions.

Under the first draft resolution, submitted on 21 October and sponsored by twenty-seven States, the First Committee would decide to invite simultaneously, and without condition, a representative of the Democratic People's Republic of Korea and a representative of the Republic of Korea, as interested parties, to take part, without the right to vote, in the discussion of questions relating to Korea.

The second draft resolution, submitted on 23 October and sponsored by nineteen States, provided that the First Committee would (1) decide to invite a representative of the Republic of Korea to take part in the discussion of the Korean question without the right to vote; and (2) reaffirm its willingness to invite a representative of the Democratic People's Republic of Korea to take part in the discussion of the Korean question, without the right to vote, provided it first unequivocally accepted the competence and authority of the United Nations within the terms of the Charter to take action on the Korean question.

Proponents of the twenty-seven-Power draft resolution argued, *inter alia*, that while it was encouraging that the First Committee had unanimously decided to discuss the procedural question of invitations separately, some weeks before the substance, the next logical step towards a meaningful debate was for the First Committee, in recognition of the twenty-fifth anniversary of the United Nations, to issue simultaneous invitations to both parties without pre-conditions. To act otherwise was unjust and without legal foundations, and was in contravention of United Nations principles and procedures. They held that the right of the Government of the Democratic People's Republic of Korea to participate in discussions concerning Korea should not be curtailed or made subject to conditions it was likely to regard as unacceptable or as involving a loss of national sovereignty. The more so since such advance acceptance of vague United Nations competence and unspecified authority to deal with the Korean question would also entail implicit acceptance of past United Nations activities which they considered illegal, and of their consequences.

Those representatives who supported the nineteen-Power draft resolution argued, *inter alia*, that no decision should be taken by the First Committee which might suggest that the United Nations might somehow be weakening the effect of past General Assembly resolutions on Korea, or its support of the Republic of Korea, especially since such action would only increase North Korean belligerency and entail loss of prestige for the United Nations. While it was most desirable, and indeed a prerequisite, for any effective solution of the Korean question that both parties be heard by the United Nations, equity and justice demanded that they both assume equal rights and obligations. The requirement that the Government of the Democratic People's Republic of Korea first accept United Nations com-

petence and authority to deal with the Korean question was non-discriminatory. The two Koreas could not be treated in the same way because the Republic of Korea had consistently recognized the competence and authority of the United Nations to deal with the question, whereas the Democratic People's Republic of Korea continued to maintain that the United Nations did not possess and never had possessed the competence and authority to deal with the Korean question, and regarded as illegal the Organization's resolutions and responsibilities towards the Korean people.

On 30 October, the First Committee rejected the twenty-seven-Power draft resolution by a roll-call vote of 54 to 40, with 25 abstentions. At the same meeting, the Committee adopted the nineteen-Power draft resolution by a roll-call vote of 63 to 31, with 25 abstentions.

In a statement issued on 3 November 1970, the Ministry of Foreign Affairs of the Democratic People's Republic of Korea condemned and rejected as null and void the resolution adopted by the First Committee on 30 October, which provided for a "conditional invitation" to its representatives to participate in the discussion of the Korean question. It maintained that the resolution had been forced through in the Committee as a result of shameless manoeuvrings by the United States imperialists in direct violation of United Nations principles.

By a letter of 13 November 1970 to the President of the Security Council, the representative of the United States of America transmitted a report of the United Nations Command concerning alleged North Korean violations of the 1953 Armistice Agreement during the period from 1 August 1969 to 31 August 1970 inclusive. The report stated that the North Korean authorities had repeatedly dispatched their armed personnel across the military demarcation line into the Republic of Korea on missions of ambushes, raids, murder, espionage and subversion in violation of pertinent provisions of the Armistice Agreement, while consistently refusing to implement proposals for Joint Observer Team investigations of alleged violations on both sides.

In a letter dated 14 November 1970, the representative of Chile informed the Secretary-General of his Government's decision to withdraw from UNCURK in order to be in a position to explore other possibilities for action which might signify a worth-while and disinterested contribution to the cause of peace in that area.

On 19 November, when the Committee began its consideration of the substantive aspects of the question of Korea, the representative of the Republic of Korea was accordingly invited to take part in the discussion. The Committee had before it three draft resolutions.

A draft resolution, eventually sponsored by twenty-four countries, was submitted on 5 November under sub-item (a). By this draft resolution the General Assembly, confirming that, at the meetings of the Security Council held on 25 and 27 June and 7 July 1950, no unanimous agreement had been reached among the permanent members of the Security Council in the discussion of the Korean question, and considering that the occupation of South Korea by American and other foreign forces was an obstacle to the peaceful unification of Korea and that it was necessary

that action should be taken to preserve peace and security in the Far East and Asia, would decide that all American and other foreign military personnel deployed in South Korea under the title of "United Nations Forces" should be withdrawn in their entirety, with their weapons and equipment, within six months after the adoption of the resolution.

A second draft resolution, eventually sponsored by the same twenty-four countries which had sponsored the draft resolution under sub-item (a), was submitted on 5 November under sub-item (b). Under this draft resolution, the General Assembly, considering that the problem of the unification of Korea should be settled by the Korean people themselves in conformity with the principle of the right of self-determination of peoples, and noting that UNCURK had not only failed to make any contribution to its solution but created obstacles to such a solution, would decide to dissolve the Commission following the adoption of the resolution.

A third draft resolution, eventually sponsored by twenty-one States, was submitted on 12 November under sub-item (c). The operative part of the draft resolution provided that the General Assembly would (1) reaffirm that the objectives of the United Nations in Korea were 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; (2) express the belief that arrangements should be made to achieve those objectives through genuinely free elections held in accordance with the relevant resolutions of the General Assembly; (3) call for co-operation in the easing of tension in the area and, in particular, for the avoidance of incidents and activities in violation of the Armistice Agreement of 1953; (4) note with approval the efforts made by UNCURK, in pursuit of its mandate, to encourage the exercise of restraint and the easing of tensions in the area; (5) request UNCURK to pursue those and other efforts to achieve the United Nations objectives in Korea and to continue the tasks previously assigned to it, and to keep members of the General Assembly informed regarding the results of those efforts and regarding the situation in the area through regular reports submitted to the Secretary-General and to the Assembly, as appropriate; and (6) note that the United Nations forces sent to Korea in accordance with United Nations resolutions had in greater part already been withdrawn, that the sole objective of the United Nations forces at present in Korea was to preserve the peace and security of the area, and that the Governments concerned were prepared to withdraw their remaining forces from Korea whenever such action was requested by the Republic of Korea or whenever the conditions for a lasting settlement formulated by the General Assembly had been fulfilled.

Those representatives supporting the twenty-four-Power draft resolution submitted under sub-item (a), calling for the withdrawal of United States and other foreign forces, stated that the presence of foreign forces of occupation, supposedly under the United Nations flag, yet acting quite independently of the Organization under the pretext of deterring aggression from the North, was a violation of the United Nations principles of the self-determination of peoples, sovereignty and non-intervention in the domestic affairs of States. By their provocative acts they created the threat of a new war in



the Far East, hindered Korean unification and made it impossible to implement the well-known proposals made by the Democratic People's Republic of Korea.

Supporters of the twenty-four-Power draft resolution submitted under sub-item (b), calling for the dissolution of UNCURK, contended that the Commission's activities were in violation of the provisions of the Charter prohibiting interference in the domestic affairs of States. They said that the Commission, with its biased reports which slandered and misinterpreted the peaceful policies of the Democratic People's Republic of Korea, was an instrument serving only the national interests of the United States, especially in view of its diminishing active membership, hence harmful to the impartiality of the United Nations. Furthermore, the Commission had not made any constructive proposals regarding Korean unification, but had ignored the well-known practical measures to that end formulated by the Democratic People's Republic of Korea.

Those who spoke in favour of the twenty-one-Power draft resolution, submitted under sub-item (c), reaffirming United Nations objectives in Korea, in accordance with Security Council and General Assembly resolutions, maintained that the common aim of the other draft resolutions before the Committee, as well as of all proposals put forward by the Democratic People's Republic of Korea, was the denial of the competence and authority of the United Nations to deal with the Korean question, and the abnegation, on the part of the Organization, of its frequently reaffirmed pledge to help achieve peaceful reunification of Korea through the freely expressed will of its people, as well as the abdication by the United Nations of its long-standing responsibilities under the Charter to the Korean people. The dissolution of UNCURK and the withdrawal of United Nations forces from South Korea, whose presence was the result of collective action legitimately taken by the Security Council against North Korean aggression, and at the request of the Republic of Korea, would be an invitation not to peaceful unification, but to renewed aggression from North Korea. While reunification was a matter which must ultimately be settled by the parties themselves, it was essential meanwhile that United Nations forces and UNCURK be maintained in South Korea as a guarantee of the security of the Republic of Korea, which had fully endorsed and co-operated with United Nations objectives in Korea. That was particularly true as the basic positions of the parties remained unchanged, and the Democratic People's Republic of Korea continued to deny that the United Nations had the competence and authority to deal with the Korean question.

The representative of the Republic of Korea, speaking in the Committee, emphasized the need to create in Korea conditions that would be conducive to its peaceful unification. He noted that his country had repeatedly reaffirmed the United Nations formula for the unification of Korea, whereas North Korea continued to deny the competence and authority of the Organization to deal with the question. He maintained that although the North Korean authorities had put forward proposals for the peaceful unification of Korea, including the establishment of a federation, their real aim was to unify Korea by force. His country would continue to co-operate with UNCURK and with United Nations forces in Korea, the presence of which was the only factor preventing another war on the peninsula.

In their statements, several representatives of African countries appealed for a new and more flexible approach to the question of Korea by the parties concerned and by the great Powers and their allies. They emphasized that through conciliation and mediation and given a thorough re-examination of the question, the United Nations could help in the solution of the Korean problem.

On 24 November 1970, the First Committee voted on the three draft resolutions. The twenty-four-Power draft resolution calling for the withdrawal of United States and other foreign forces in South Korea serving under the flag of the United Nations was rejected by a roll-call vote of 60 to 32, with 30 abstentions.

The other twenty-four-Power draft resolution providing for the dissolution of UNCURK was rejected by a roll-call vote of 64 to 32, with 26 abstentions.

Finally, the Committee adopted the twenty-one-Power draft resolution dealing with the report of UNCURK by a roll-call vote of 69 to 30, with 23 abstentions.

On 7 December, the General Assembly considered the draft resolution recommended by the First Committee and adopted it by a roll-call vote of 67 to 28, with 22 abstentions, as resolution 2668 (XXV).

## K. Assistance to Palestine refugees

### REPORT OF THE COMMISSIONER-GENERAL OF THE UNITED NATIONS RELIEF AND WORKS AGENCY FOR PALESTINE REFUGEES IN THE NEAR EAST

In his annual report to the General Assembly covering the period from 1 July 1969 to 30 June 1970, the Commissioner-General of UNRWA said that the Agency's programmes of relief, health services and education and training had been maintained, but that unless UNRWA received additional funds to cover a prospective deficit of \$6 million in its \$47 million budget for 1971, there would have to be a radical review of those programmes. The repercussions of the substantial cuts in the education programme that would be involved might well shatter the agency and adequate positive action by the General Assembly was necessary to ensure its continued existence.

At the start of 1970, the financial position of UNRWA had been so critical that the Commissioner-General had considered there was no alternative to substantial reductions in the Agency's programme, unless he could be assured of an increase in income sufficient to cover the estimated deficit of about \$5 million. Nevertheless, after consulting the Secretary-General and taking into account the views of the Governments of the host countries, he had decided to delay major budget reductions directly affecting the refugees until the General Assembly had had a further opportunity to deal with the problem of finance. While it seemed likely that operations could be maintained until the end of 1970 without a major reduction and continued in some way into 1971 if contributions for 1971 were paid promptly in that year, the Agency would be in an even weaker financial position than it had been at the start of 1970. By that time expenditures would have been exhausted and, unless there was adequate income, there would be a breakdown in 1971.

Apart from the financial crisis, the most significant feature of the past year was a marked change in the environment in which the Agency operated, owing primarily to a transformation in the political role of the Palestine refugee community. The policies and activities of the various *fedayeen* movements were having an increasingly decisive impact on the situation in some host countries and on the attitudes of the refugees in all of them.

Meanwhile, the human problem had persisted and become more complicated. The refugees saw themselves not simply as refugees but as temporary wards of the international community, which they held responsible for the upheaval that had resulted in their having to leave their homes; they regarded UNRWA rations as their entitlement and a recognition of their position. The hope for return of the Palestine refugees to their homes continued to be deferred, and there had been no progress in implementing paragraph 11 of General Assembly resolution 194 (III) on return or compensation. They were exposed to the persisting effects of the 1967 hostilities, including military occupation with its manifold implications and the maintenance of high tension in the area, and hundreds of thousands of persons who had fled in 1967 were still displaced, despite the calls by the General Assembly and the Security Council for their return.

In East Jordan, successive confrontations between the Government and the Palestine organizations had posed many problems for the Agency and had had repercussions on its work and on staff relations. Outside interference with the Agency's operations had, however, been generally avoided. Although neither police nor other government officials had returned to the refugee camps in Lebanon, despite protracted negotiations between the authorities and representatives of the Palestine organizations, Agency services had also been maintained without interference.

On the occupied West Bank and in the Gaza Strip, the Agency had been confronted, as in the previous year, with operational problems arising out of action by Israeli military authorities on security grounds. In addition, it was still impossible to supply many of the prescribed textbooks to UNRWA/UNESCO schools in the occupied territories. In May 1970, the Government of Syria had authorized the Agency to replace tents in the emergency camps with concrete block shelters. This was a timely decision because it was only the mildness of the winter that had prevented the situation in the camps, where tents were in constant need of repair, from becoming serious. So far funds were available for only one camp.

In 1970, for the first time in the Agency's history, education (including general education, vocational training and teacher training) had become the main item of expenditure (45 per cent) surpassing the relief programmes (42 per cent) which for many years had been the major preoccupation of the Agency. Health services accounted for the remaining expenditure (13 per cent). More than half of the Agency's total staff of over 13,500 were now involved in the education programme, which was under the technical supervision of UNESCO and affected nearly 300,000 refugees each year. Enrolment figures reflected a steady expansion to keep pace with the growth in the population of school-age children. The importance of the whole Palestine refugee community attached to educa-

tion—the only UNRWA programme to go beyond mere relief and look towards the future of the Palestine youth—explained why the Commissioner-General viewed with particular concern any curtailment of that programme.

In the field of health care, the Agency's services were simple, basic and similar to those provided by the Arab host Governments for their indigent populations, free of charge. It would be impossible to reduce further any of the health services without an unacceptable risk to the refugees, in particular the vulnerable groups. The Director-General of WHO, who was responsible for the technical direction of the Agency's health services, had expressed deep concern over the possibility of cuts in the health programme.

#### STATEMENT OF THE COMMISSIONER-GENERAL OF UNRWA ON THE FINANCIAL POSITION OF THE AGENCY

By a letter dated 13 August 1970 addressed to all States Members of the United Nations and members of the specialized agencies, the Secretary-General transmitted the text of a statement of the Commissioner-General of UNRWA on the financial position of the Agency. The statement stressed the urgent need of the Agency for more funds in order to meet its obligations and to be able to maintain its services. It added that as a result of the estimated deficit of nearly \$5 million, the Agency would not be able to meet its cash obligations beyond the first months of 1971.

#### JOINT APPEAL BY THE PRESIDENT OF THE GENERAL ASSEMBLY AND THE SECRETARY-GENERAL

On 24 September 1970, the President of the General Assembly and the Secretary-General made a joint appeal in which, after expressing their profound distress at the bloodshed and suffering resulting from the fighting in Jordan, they urged all Members of the United Nations and members of the specialized agencies and non-governmental organizations, as well as private individuals, to provide the needed humanitarian aid to the Palestine refugees and to the victims of the fighting in Jordan.

#### SPECIAL REPORT BY THE COMMISSIONER-GENERAL ON THE OPERATIONS OF THE AGENCY IN JORDAN

On 30 September 1970, the Commissioner-General of UNRWA submitted to the Secretary-General a special report on the Agency's operations in Jordan. The report described the difficulties that the Agency was confronted with after the fighting had erupted in Jordan and the heavy damage that was inflicted on the refugees as a result of the hostilities.

The Commissioner-General, while expressing the need for more time to be able to assess all the damage, stated that more than one camp had been severely affected and damaged, while damage had occurred in varying degrees in the camp at Amman, where some 70,000 refugees lived and had suffered excessively. Although the Agency had most of the food and medical supplies immediately required, it would need a large amount of money to be able to repair schools, health centres and other installations and offices.

By a note dated 2 October 1970, the Secretary-General transmitted the special report to the Members of the General Assembly, asking them to give the mat-

ter their most serious attention and indicating that UNRWA urgently required additional funds to enable it to meet the emergency needs of the Palestine refugees in Jordan.

#### ADDITIONAL REPORT BY THE COMMISSIONER-GENERAL ON THE OPERATIONS OF THE AGENCY IN JORDAN

On 6 November 1970, the Commissioner-General of UNRWA submitted to the Secretary-General an additional report on the Agency's operations in Jordan. The report stated that eleven local staff members of UNRWA had been killed in the fighting. The total number of deaths among the refugees who were registered with the Agency was not known, but it was believed to be lower than estimates reported in the press at the time of hostilities. Emergency arrangements for medical care of the wounded and the provision of food-stuffs and water to those in urgent need had been continued and the normal facilities of the Agency were restored. The UNRWA/UNESCO schools would be reopened at the same time as government schools. However, the cost of repairing schools, health centres, other installations and offices might require as much as \$1 million. It was originally estimated that \$2 million might be required for repairing and reconstructing the refugee shelters. In connexion with damaged shelters, the Commissioner-General called attention to the fact that in the Jericho area there were thousands of empty shelters, together with schools, health centres, food distribution centres and other installations that were unused. He stated that if Palestine refugees who moved to the East Bank in 1967 could return to their homes, as called for by the General Assembly and Security Council in numerous resolutions, the situation on the East Bank would be greatly eased and the human distress dramatically reduced.

#### CONSIDERATION BY THE GENERAL ASSEMBLY

The annual report of the Commissioner-General, together with the related documents mentioned above, was considered by the Special Political Committee at seventeen meetings, from 18 November to 4 December 1970.

In a letter dated 12 November, the representatives of Afghanistan, Indonesia, Pakistan and Saudi Arabia asked that "the Palestine Arab delegation" be heard by the Special Political Committee. Later, on 23 November, twenty-five States requested that the Committee hear "the delegation of the Palestine Liberation Organization". On 18 and 24 November, the Committee decided, with regard to each request for participation, to authorize the persons constituting the said delegations to speak in the Committee without such authorization implying recognition of the organization.

At the opening of the debate in the Special Political Committee on 18 November, the Commissioner-General said that last year had been perhaps the most difficult in the whole history of the Agency. As stated in his report, the two most significant features of the past year were the financial crisis and the Agency's operating environment. To some extent, they were interrelated. The financial situation of the Agency had become so serious and urgent that he hoped the Committee would concentrate its attention in the early part of the debate on how best it could be resolved.

Unless there was a substantial increase in the amount pledged at the forthcoming annual pledging conference, a major crisis was inescapable.

The Commissioner-General then pointed out that the costs of UNRWA had increased because of the natural increase in the refugee population. It had moved up sharply after 1967 because the hostilities of that year had left many persons in greater need. Another factor forcing up expenditures was the increased cost of education, as the population of school age had risen and the inflationary trend in operating costs had accelerated. Moreover, the tragic events in Jordan last September had increased the hardships for the Palestinian refugees and increased the financial difficulties of UNRWA.

To reduce expenditure, he pointed out, UNRWA had cut back, where possible, its relief programme and restricted its health and sanitation activities in order to conserve funds and try to meet the demand for education, which in 1971 would account for 46 per cent of the total expenditure. In accordance with measures taken in 1970, a reduction of \$1.8 to \$2 million was expected. The Commissioner-General then expressed the hope that no further reduction would be necessary and that reductions which had already been made would be restored. However, to achieve that goal the Agency would require an increase of from \$5 to \$7 million in its estimated level of income.

On 19 November, the representative of Syria, speaking on behalf of other Arab host countries, said that the Palestinian refugees would not have needed international charity if international law and their legitimate rights, which had been affirmed and reaffirmed in numerous General Assembly resolutions, were properly respected. When the Commissioner-General pleaded for funds so that operations would not be forced to come to a halt by September 1971, it was apparent that the main cause of that situation was that the host countries could not cope with the problem alone.

Since the inception of UNRWA in 1950, the contributions of the Arab host countries to the Agency's budget had amounted to \$19 million, in addition to the \$135 million contributed directly to the refugees. Moreover, Syria was caring for 100,000 refugees who did not appear in the statistics of the Commissioner-General's report. On the other hand, Israel had paid UNRWA the sum of \$250,000 during the 1950s and a similar amount after the June war of 1967. In contrast to these figures of direct help from the Arab countries to UNRWA and to the refugees, Israel's attitude and behaviour had caused difficulties and financial losses to the Agency, especially in connexion with the demolition of shelters, schools and buildings for military purposes. In several cases, the Israeli Government had refused to pay any compensation. As for the losses sustained during the hostilities of June 1967, the claims of the Agency were still under consideration.

It was noteworthy, the Syrian representative continued, that up to 1967 the total UNRWA expenditure of \$627 million was approximately the amount that Israel had received in foreign aid in 1964 alone. The Zionists had realized that the only solution for them was expansion by means of the economic domination of the region. Since 1960, Israel had received *per annum* around \$500 to \$620 million in foreign

subsidies and had thus cornered approximately 10 per cent of the aid given by the rich countries to the countries of the Third World. Israel had maintained a climate of hostility to sustain the inflow of outside aid.

The representative of Israel replied that his Government had suggested that an international conference of the countries contributing to UNRWA, the Arab States and Israel should be convened to agree on a five-year plan for solving the refugee problem. The Arab States had rejected that proposal. He pointed out that the experience of solving the problem of fifty million refugees following the Second World War had demonstrated that refugee problems could be solved. Jewish refugees from the Arab countries, equal in number to the Palestine refugees from Israel, now composed almost half the population of Israel. However, the efforts of the United Nations since 1948 to resettle the Palestine refugees had consistently been rejected by the Arab Governments. Instead of settling them in their countries, the Arab Governments had turned the refugees into an instrument of continued warfare against Israel and a means of securing the maximum concessions. It must be recalled that General Assembly resolution 194 (III) of 11 December 1948 had made any return of refugees conditional on peace.

On 25 November, the Chairman of the Special Political Committee appealed to Members of the United Nations as well as to the international community for further efforts on behalf of the Palestine refugees. He pointed out that all delegations had agreed that grave consequences would ensue from a reduction in services resulting from inadequate UNRWA income in coming years. Therefore, he appealed to all delegations to draw the attention of their respective Governments to that grave situation before the pledging conference was held, so that further hardship and bitterness among the Palestine refugees might be averted.

On 1 December, after the meeting of the *Ad Hoc* Committee of the General Assembly for the Announcement of Voluntary Contributions to UNRWA, the Commissioner-General said in a further statement to the Special Political Committee that the financial outlook was perhaps \$1 million less disastrous, but there was still a short-fall of more than \$5 million. He added that, as much as he abhorred the idea, thought would have to be given to a reduction in services. Subsidies for education, health and relief services, previously paid to a number of Governments, would be indefinitely discontinued unless the General Assembly directed otherwise.

On 2 December, the Secretary-General made a statement on the seriousness of UNRWA's financial position. He stated that if the Agency was not to collapse in the course of 1971, it had either to reduce its services or to find the means to increase its income. After pointing out that any further reduction in the already reduced services would add to the difficulties and tension in the Middle East, the Secretary-General said that the only alternative left was to provide the agency with adequate financial means for UNRWA by making further urgent contributions.

Most of the representatives who participated in the debate felt that the programme should not be sacrificed because of the financial problem. Some suggested that part of UNRWA's expenses should be carried under the

regular United Nations budget. Others felt that consideration should be given to certain proposals made last year by the Commissioner-General on means of procuring additional income for the Agency. A number of representatives expressed the hope that those who had fled the West Bank of Jordan after the hostilities of 1967 would be permitted to return to their homes. It would improve the conditions of the refugees and other displaced persons and would lessen the financial strain on the Agency.

Many representatives believed that the question of the Palestine refugees was not only a humanitarian problem, but was also of a political nature and historically linked with the settlement of the Middle East conflict. The Palestine people were the victims of more than twenty years of injustice and there could be no solution of the Middle East crisis without the recognition of the inalienable rights of the people of Palestine.

Almost all representatives who took part in the discussion, including the permanent members of the Security Council, while emphasizing different aspects of the problem, expressed the opinion that a solution to the Middle East crisis should be based on the application of Security Council resolution 242 (1967).

#### ESTABLISHMENT OF A WORKING GROUP ON THE FINANCING OF UNRWA

After statements by the representative of Turkey, the Chairman of the Special Political Committee and the Secretary-General on the critical financial situation of UNRWA, the representative of Norway stated on 2 December that the only way to solve the immediate problem was for States Members of the United Nations to increase their contributions. As regards the long-term problem of UNRWA's finances, he suggested that consideration be given to the ways and means outlined by the Commissioner-General in a paper submitted by him last year. To study those ideas, Norway suggested the establishment of a working group to study the financial situation of UNRWA with a view to proposing a system of financing that would prevent a recurring crisis by giving the Agency a firm financial base.

On 4 December, the representative of Norway submitted to the Committee a draft resolution in which the General Assembly would request the President, in consultation with the Secretary-General, to appoint a working group, charging it with the twofold task of reporting before the end of the session on ways of maintaining the Agency's services in 1971 and then with continuing its work by assisting the Secretary-General and the Commissioner-General with the financial problems of the Agency.

On the same day, the Committee proceeded to vote on the draft resolutions before it. Priority was given to the Norwegian draft resolution, which was adopted by 85 votes to none, with 9 abstentions. The General Assembly adopted it unanimously on 7 December, as resolution 2656 (XXV).

#### OTHER DECISIONS

Besides the draft resolution on the establishment of the working group, the Committee had before it four other draft resolutions. By the first of these, sponsored by the United States, the General Assembly would (1) note with deep regret that repatriation or compensation

of the refugees as provided for in paragraph 11 of General Assembly resolution 194 (III) had not been effected, that no substantial progress had been made in the programme endorsed in paragraph 2 of Assembly resolution 513 (VI) for the reintegration of refugees, either by repatriation or resettlement and that, therefore, the situation of the refugees continued to be a matter of serious concern; (2) express its thanks to the Commissioner-General and the staff of UNRWA for their continued faithful efforts to provide essential services for the Palestine refugees, and to the specialized agencies and private organizations for their valuable work in assisting the refugees; (3) direct the Commissioner-General of UNRWA to continue his efforts in taking such measures, including rectification of the relief rolls, as to assure, in co-operation with the Governments concerned, the most equitable distribution of relief based on need; (4) note with regret that the United Nations Conciliation Commission for Palestine had been unable to find a means to achieve progress in the implementation of paragraph 11 of resolution 194 (III), and request the Commission to exert continued efforts towards the implementation thereof; (5) direct attention to the continuing critical financial position of UNRWA, as outlined in the Commissioner-General's report; (6) note with concern that, despite the commendable and successful efforts of the Commissioner-General to collect additional contributions to help relieve the serious budget deficit of the past year, contributions to UNRWA continue to fall short of the funds needed to cover essential budget requirements; and (7) call upon all Governments as a matter of urgency to make the most generous efforts possible to meet the anticipated needs of UNRWA, particularly in the light of the budgetary deficit projected in the Commissioner-General's report, and therefore urge non-contributing Governments to contribute and contributing Governments to consider increasing their contributions.

The second draft resolution was submitted by seventeen countries—Afghanistan, Argentina, Austria, Canada, Denmark, Finland, Greece, India, Ireland, Italy, Japan, Nigeria, Norway, Sweden, Turkey and Yugoslavia, and later Iran. By this draft resolution the General Assembly would (1) reaffirm its resolutions 2252 (ES-V), 2341 B (XXII), 2452 C (XXIII) and 2535 C (XXIV); (2) endorse, bearing in mind the objectives of those resolutions, the efforts of the Commissioner-General of UNRWA to continue to provide humanitarian assistance, as far as practicable, on an emergency basis and as a temporary measure, to other persons in the area who are at present displaced and in serious need of continued assistance as a result of the June 1967 hostilities; (3) strongly appeal to all Governments and to organizations and individuals to contribute generously for the above purposes to UNRWA and to the other intergovernmental and non-governmental organizations concerned.

The third draft resolution was submitted by Afghanistan, Guinea, Indonesia, Malaysia, Mauritania, Pakistan and Somalia, and later Mali. By this draft resolution, the General Assembly, after recognizing that the problem of the Palestinian Arab refugees had arisen from the denial of their inalienable rights under the Charter of the United Nations and the Universal Declaration of Human Rights, recalling its resolution 2535 B (XXIV) and bearing in mind the principle of equal rights and the self-determination of peoples enshrined in Articles 1 and 55 of the Charter and more recently

reaffirmed in the Declaration on Principles of International Law concerning Friendly Relations and Co-operation among States in accordance with the Charter of the United Nations, would (1) recognize that the people of Palestine were entitled to "equal rights and self-determination", in accordance with the Charter of the United Nations; and (2) declare that full respect for the inalienable rights of the people of Palestine was an indispensable element in the establishment of a just and lasting peace in the Middle East.

The fourth draft resolution, sponsored by five African and Asian States and Yugoslavia, was submitted in a revised form on 4 December. By this draft resolution the General Assembly would (1) consider that the plight of the displaced persons continued since they had not been able to return to their homes and camps; (2) call once more upon the Government of Israel to take immediately and without any further delay effective steps for the return of the displaced persons; and (3) request the Secretary-General to follow the implementation of the present resolution and to report thereon to the General Assembly.

On 4 December the Committee voted on the four draft resolutions before it. The results of the voting were the following: (a) the United States draft resolution was adopted by 91 votes to none, with 2 abstentions (draft resolution A); (b) the seventeen-Power draft resolution was adopted by a roll-call vote of 97 to none, with 3 abstentions (draft resolution B); (c) the eight-Power draft resolution was adopted by a roll-call vote of 46 to 19, with 37 abstentions (draft resolution C); and (d) the six-Power draft resolution was adopted by a roll-call vote of 83 to 7, with 12 abstentions (draft resolution D).

On 8 December, the General Assembly proceeded to consider the four draft resolutions recommended by the Special Political Committee. Two proposals of a procedural nature were submitted with regard to draft resolution C: the Dominican Republic maintained that adoption of the draft resolution required a two-thirds majority; the delegation of Somalia proposed that a simple majority be applied since draft resolution C came within the category of "other questions" referred to in Article 18, paragraph 3, of the Charter, on which decisions should be made by a majority of the members present and voting. A motion to give priority to the proposal of the delegation of Somalia was adopted by a roll-call vote of 50 to 31, with 38 abstentions. The proposal was then adopted by a roll-call vote of 49 to 44, with 27 abstentions. And finally the Assembly voted upon the four draft resolutions as follows: draft resolution A was adopted by 111 votes to 2, with 1 abstention, as resolution 2672 A (XXV); draft resolution B was adopted by 114 votes to 1, with 2 abstentions, as resolution 2672 B (XXV); draft resolution C was adopted by a roll-call vote of 47 to 22, with 50 abstentions, as resolution 2672 C (XXV); and draft resolution D was adopted in a recorded vote by 93 votes to 5, with 17 abstentions, as resolution 2672 D (XXV).

#### REPORT OF THE WORKING GROUP ON THE FINANCING OF UNRWA

In accordance with paragraph 2 of General Assembly resolution 2656 (XXV) of 7 December 1970, the President of the Assembly, in consultation with the Secretary-General, designated France, Ghana, Japan,



Lebanon, Norway, Trinidad and Tobago, Turkey, the United Kingdom of Great Britain and Northern Ireland and the United States of America as members of the Working Group on the Financing of the United Nations Relief and Works Agency for Palestine Refugees in the Near East.

Between 9 and 14 December, the Working Group held five meetings and then submitted to the General Assembly an interim report containing recommendations on possible measures to be taken to prevent the reduction of UNRWA's services in 1971 and to explore additional sources of income for UNRWA.

The Working Group also recommended the adoption of a draft resolution by which the General Assembly would (1) approve the report of the Working Group on the Financing of UNRWA; (2) endorse the recommendations contained in paragraph 10 of the Working Group's report and urge the full co-operation of all concerned for their implementation; (3) request the Working Group to continue its work in accordance with General Assembly resolution 2656 (XXV); (4) renew its appeal to all governments to join in a collective effort to solve the financial crisis of UNRWA.

On 15 December, the draft resolution was adopted by consensus, as resolution 2728 (XXV).

#### ACTIVITIES OF THE UNITED NATIONS RELIEF AND WORKS AGENCY FOR PALESTINE REFUGEES IN THE NEAR EAST

The Agency continued to maintain both its established and emergency programme of relief and health services for Palestine refugees and also its education programmes (general and higher education, technical and vocational training and in-service training for teachers), despite the increased numbers in the schools and the rising costs. The financial situation remained critical, but efforts to find additional resources were multiplied and met with some success, though without removing the threat of drastic reductions or financial collapse in the measurable future.

In 1970, the Agency expended or committed \$47.9 million (compared with \$46.2 million in 1969), including \$19.3 million for relief services, \$6.3 million for health services, \$21.8 million for education services and \$0.6 million of losses and damages, etc., caused by local disturbances. In the Agency's budget for 1970, education was the largest sector, outstripping relief for the first time in the Agency's history.

Income was \$43.1 million, leaving UNRWA with a deficit of \$4.9 million (the seventh annual deficit in the last eight years) and working capital reduced to \$5.6 million, less than the amount invested in the supply "pipeline", with less than one month's requirements of cash in hand. Fortunately the prompt payment of some government pledges averted an immediate cash crisis in January.

It was estimated that the projected budget for 1971 would produce a deficit of between \$6 and \$7 million, and the Commissioner-General warned the General Assembly in November that he would have to reduce expenditures by cutting refugee services unless more funds were forthcoming.

To protect the refugees' right to education, the Director-General of UNESCO issued an appeal for funds in January 1971 to Governments and private

bodies and movements. His Special Consultant, Ambassador Khalid of the Sudan, toured countries in the Middle East, North Africa, Europe, North America and Asia in an effort to save the UNRWA/UNESCO education and training programmes.

The Working Group on the Financing of UNRWA inquired into possible means of improving the Agency's financial situation and within this context the Chairman of the Working Group visited a number of countries in the Middle East, Africa and Europe in March and April 1971, to seek new contributions from Governments, to approach the World Food Programme, WHO and the ILO for greater assistance and to discuss with the host Government the problems relating to the maintenance of services to refugees.

In view of these developments and their preliminary results, reductions in programmes were deferred for the time being. By the beginning of May the deficit for 1971 had been reduced to an estimated \$2.6 million, but the outlook for 1972 was less encouraging.

The total number of refugees registered with UNRWA on 1 April 1971 was 1,456,813, an increase of 39,727 since 1 April 1970. Of that number, 835,079 (the same number as the previous year) were benefiting from all services, including basic rations, while a further 472,350 (an increase of about 50,000) were eligible for the Agency's education and medical services.

During the year, there was little movement of UNRWA-registered refugees or other displaced persons, although by early spring there were signs of a return to the East Jordan valley by some refugees who had spent four winters in the hills.

On 1 April 1971 there were some 501,110 people living in refugee camps established before 1967, i.e. in places in which housing or assistance with housing had been provided in the past by UNRWA and sanitation services are now provided (but for the general administration of which UNRWA has no responsibility). In addition, there were 117,950 people, of whom 69,560 were UNRWA-registered refugees and 48,390 were displaced persons, living in emergency camps set up in East Jordan (102,551) and Syria (15,399) after the 1967 hostilities (and for which, as for the pre-1967 camps, UNRWA has no general administrative responsibility).

In the six emergency camps in East Jordan, construction of a further 2,390 one-room shelters was begun in November 1970, financed by special contributions, to bring the number of families rehoused since 1967 to 16,000 and replace virtually all the original tents. In the four emergency camps in Syria, the Agency was unable to replace tents with concrete-block shelters before the winter of 1970-1971, but building had begun in one camp, and plans had been made to start on a second. Efforts were being made to find the balance of the \$422,000 required for this purpose for the emergency camps in Syria, where the tents had deteriorated badly after four winters' exposure to high winds, heavy rainfall and extreme temperature changes.

The Agency continued to provide preventive and curative health services for refugees through clinics, laboratories, rehydration/nutrition centres and hospitals either operated or subsidized by the Agency. The health programme also included nutritional care through supplementary feeding and milk distributions

to vulnerable groups. Additional rations continued to be provided for refugees who were displaced by the June 1967 hostilities and who were living in the emergency camps. Environmental sanitation services were provided in all camps. An active programme of health education was maintained.

During the latter part of 1970 an outbreak of cholera in the Near East threatened the health of the refugees. UNRWA co-operated with Governments in the area in campaigns of mass immunization and increased attention was given to environmental control, with the result that the number of cases among the 1.4 million refugees was limited to 177, although unhappily these included seven deaths. The cholera outbreak underlined the dangers of failure to maintain adequate health services and proper sanitation for the refugees.

The importance of UNRWA services was also demonstrated in the aftermath of the fighting in East Jordan in September 1970. More than one third of the population are either UNRWA-registered refugees or displaced persons and, as they are also the neediest, the speed with which UNRWA services resumed was a major factor in preventing much greater suffering.

The number of refugee children receiving general education in UNRWA/UNESCO schools, or in government and private schools, continued to increase significantly, and at the beginning of the 1970-1971 school year was estimated to be 300,000, of whom 235,986 were enrolled in the UNRWA/UNESCO schools. In addition, there were 2,300 students enrolled in the Agency's vocational training centres, 1,095 in its pre-service teacher training centres and 872 in universities on UNRWA scholarships.

It was again possible to hold examinations for secondary school leaving certificates in the Gaza Strip, with the active collaboration of the Governments of the United Arab Republic and of Israel and under the supervision of a team of twenty-eight UNESCO/UNRWA international staff members. In September 1970 a total of 9,051 students of both sexes sat for this examination; 6,859 received pass certificates from the Ministry of Higher Education of the United Arab Republic and 1,030 of the best students were offered places on scholarship in universities of the United Arab Republic by the Ministry. The 1971 leaving certificate examinations will begin on 19 June 1971 for 8,500 candidates.

Progress was also made on resolving the problem of the textbooks in use in UNRWA/UNESCO schools. In May 1971 the Director-General of UNESCO was able to report to his Executive Board that Israel had agreed to the importation of fifty-five textbooks into the West Bank and of fifty textbooks into Gaza (by April 1971 the Agency had succeeded in importing a total of 457,829 books into its schools in the occupied territories); that the Government of Jordan had given assurances that it would revise seventeen of its prescribed texts which had been found unacceptable by the Director-General; that commercial printers in Lebanon had taken corrective action on the very few texts which had been queried in that area; and that in the Syrian Arab Republic the Ministry of Education had set up a Special Committee to examine the contents of all textbooks in use in Syrian schools, both government and private, bearing in mind the provisions of the Constitution of UNESCO and the prin-

ciples of the Declaration of Human Rights and the United Nations Charter.

The functioning of the Agency's eight residential vocational and teacher training centres was relatively unaffected during the 1970-1971 academic year, although for security reasons the centres in Gaza, East Jordan and Lebanon were operated on a day-school basis. With funds received from the United States of America (from governmental and non-governmental sources) and the Government of the Federal Republic of Germany, work proceeded on the construction of a large new training centre in Amman and on the enlargement of three existing centres. For some years past the Agency has sent some of its best vocational trainees to Europe for further on-the-job training in industrial concerns. Regrettably, because of the events of September 1970 in Jordan, this programme had to be temporarily suspended.

The UNRWA/UNESCO Institute of Education continued its programme of in-service teacher training for Agency staff members, and has by now graduated 75 per cent of the elementary cycle teachers; when it began operations in 1964 only 10 per cent of this category were qualified. At the next higher level it is now in the process of training about three-quarters of the total staff, and has also begun training courses for Agency headteachers and school supervisors. In fulfillment of its aim of raising the quality of education in the UNRWA/UNESCO school system, it is conducting experiments in closed circuit television and producing textbooks on the history and geography of Palestine; it is also extending its training facilities to the Government of Jordan's Ministry of Education.

Through donations specially earmarked for the purpose the Agency, despite the financial difficulties affecting its recurrent budget programme, has been able to carry out a continuous large-scale construction programme of new schools or of additions to existing schools. Between July 1967 and July 1970, this amounted to a total of 378 classrooms, thirty-one science laboratories, six multi-purpose rooms and thirty-five administration rooms. During 1970-1971 construction continued on 255 classrooms, twelve laboratories, eleven multi-purpose rooms and twenty-six administration rooms. The approved programme for the coming two school years, mainly designed to avoid triple-shifting but also to replace unsuitable rented premises, envisages the construction of 141 classrooms, five laboratories, four multi-purpose rooms and fifteen administration rooms.

#### APPOINTMENT OF THE NEW COMMISSIONER-GENERAL

On 7 May 1971, the Secretary-General announced that he had accepted the resignation of Mr. Laurence V. Michelmore, the Commissioner-General of the United Nations Relief and Works Agency for Palestine Refugees in the Near East, effective 15 May 1971. Mr. Michelmore had served in that post since 1 January 1964. In accepting Mr. Michelmore's resignation, the Secretary-General expressed his deep appreciation for the outstanding services that Mr. Michelmore had rendered to the United Nations.

On the same day, the Secretary-General also announced the appointment of Sir John Shaw Rennie, G.C.M.G., O.B.E., as Commissioner-General for UNRWA. Sir John had been serving as Deputy Com-

missioner-General for UNRWA since October 1968. In accordance with General Assembly resolution 302 (IV) of 8 December 1949, the appointment had been made by the Secretary-General in consultation with the Governments represented on the UNRWA Advisory Commission.

### *L. The strengthening of international security*

As indicated in the report of the Secretary-General on the work of the Organization, the General Assembly at its twenty-fourth session adopted resolution 2606 (XXIV) by which it expressed the belief that on the occasion of the twenty-fifth anniversary of the United Nations, the General Assembly should consider appropriate recommendations on the strengthening of international security; requested Member States to inform the Secretary-General of their views and proposals concerning that question; requested the Secretary-General to report to the General Assembly thereon; and decided to include the item in the provisional agenda of its twenty-fifth session.

On 15 May 1970, the Secretary-General submitted to the General Assembly a report in pursuance of the above resolution. The report indicated that by a letter dated 3 February 1970, the Secretary-General had transmitted the text of resolution 2606 (XXIV) to all Member States. The substantive parts of the replies received from thirty States as of 15 May were reproduced in the Secretary-General's report. In six addenda issued on 4 June, 1 July, 2 August, 22 September, 1 and 9 October 1970, the Secretary-General set out the substantive portions of twenty-four additional replies from Governments.

In the introduction to his report, the Secretary-General said that the views and proposals contained in the replies from Member States indicated the great importance they attached to the strengthening of international security and recognized the complexity of issues bearing on this subject.

Summarizing his own views, the Secretary-General stated that the greatest obstacle to the strengthening of international security in recent years arose from the growing tendency of States to revert to a reliance on force as a means of resolving their international differences. The maintenance of international peace and security, which was the primary goal of the United Nations, was essential for the very existence of mankind and called for strict observance by all States of the principles of non-use of force, non-interference, equal rights and the right of each nation independently to decide its own way of life. The main prerequisite for strengthening international security was for all States to live up to the principles of the United Nations Charter and to rededicate themselves once again to the norms of international behaviour and morality set out in the Charter. The timeliness of such rededication was underlined by the existing conflicts and tensions in many parts of the world, particularly in South-East Asia and the Middle East, and the urgent need to find ways of alleviating those tensions through fresh actions taken by States and through the strengthening of the peace-keeping and peace-making functions of the United Nations. He recalled past suggestions he had made for steps to enhance the capacity of the United Nations, particularly the role of the Security Council, in maintaining international peace and security.

In conclusion, the Secretary-General stated that, while important differences existed among States regarding the principles to be proclaimed by the United Nations to strengthen international security, those differences were by no means irreconcilable, and he hoped that the General Assembly at its twenty-fifth anniversary would take meaningful action regarding this question.

On 8 July and 1 October 1970, the Permanent Representative of Poland transmitted to the Secretary-General and to the President of the General Assembly, respectively, two communications from the Government of the German Democratic Republic on the question of the strengthening of international security.

On 18 September 1970, the General Assembly, on the recommendation of the General Committee, decided to include the item in its agenda and allocated it to the First Committee, which considered it at seventeen meetings held from 28 September to 13 October and on 12 and 14 December.

When the Committee began its consideration of this question, it had before it two proposals, both submitted on 25 September. A draft declaration was sponsored by Bulgaria, the Byelorussian Soviet Socialist Republic, Czechoslovakia, Hungary, Mongolia, Poland, the Ukrainian Soviet Socialist Republic and the Union of Soviet Socialist Republics, which would have the General Assembly declare that, in the interest of strengthening international security, it was necessary for States (1) to abide strictly, in their international relations, by the purposes and principles of the United Nations, including the principles of the sovereignty, equality and territorial inviolability of each State, non-interference in internal affairs and respect for the right of all peoples freely to choose their social system; (2) to refrain from the threat or use of force against the territorial integrity or political independence of any State; (3) to abide strictly by the principles of the inadmissibility of military occupation and of the acquisition of territory through war or the use of force in violation of the Charter; (4) to implement fully the decisions of the Security Council on the peaceful settlement of armed conflicts and the withdrawal of forces from territories occupied as a result of such conflicts, as well as other Security Council decisions aimed at the maintenance of international peace and security; (5) to comply, in accordance with their obligations under Article 25 of the Charter, with decisions of the Security Council taken to suppress acts of aggression or other breaches of the peace; (6) to cease all military and other action for the suppression of the liberation movements of peoples still under colonial domination and to assist them in attaining independence in accordance with their inalienable right to self-determination; (7) to settle all disputes by peaceful means and, to that end, make fuller use of the procedures and methods provided in the Charter; (8) to contribute to the attainment of agreement on general and complete disarmament under strict international control and the adoption of nuclear disarmament measures by all nuclear States, and also agreement on regional and other individual measures to end the arms race; (9) to develop international co-operation on a regional basis for the purpose of strengthening security in accordance with the provisions of the Charter, with the participation of all States in each region; (10) to accelerate the attainment of agreement on a definition of aggression and on United Nations peace-keeping operations, on the basis of strict compliance with the

Charter; (11) to ensure full implementation of the principle of the universality of the United Nations; and (12) to be guided by the consideration that the strengthening of international security contributed to the social and economic progress of all peoples, including the developing countries, which would in turn contribute to the creation of the conditions of stability necessary for peaceful and friendly relations and co-operation among nations.

A draft resolution was submitted by Australia, Belgium, Canada, Italy, Japan and subsequently the Netherlands, under the operative part of which the General Assembly would (1) reaffirm the unconditional validity of the purposes and principles of the Charter, in particular the non-use of force or threat of force against the territorial integrity or political independence of any State; the peaceful settlement of international disputes; non-intervention in matters within the domestic jurisdiction of any State; co-operation with one another in accordance with the Charter; equal rights and self-determination of peoples; the sovereign equality of States; and the fulfilment in good faith of the obligations assumed in the Charter; (2) reaffirm that regional arrangements or agencies should deal with such matters relating to the maintenance of peace and security as were appropriate for regional action, provided that their activities were consistent with the provisions of Chapter VIII of the Charter; (3) recognize that international peace and security depended upon strict and universal observance of the principles of the Charter, particularly respect for the sovereign equality, political independence and territorial integrity of States, irrespective of their size or political or social system, and the right of their peoples to determine their own destiny free of external intervention, coercion or constraint, especially involving the threat or use of force, overt or covert; (4) reaffirm the obligations of Member States to resolve international disputes through the procedures for peaceful settlement enumerated in Article 33 of the Charter; (5) recall that under the Charter legal disputes should as a general rule be referred to the International Court of Justice in accordance with the provisions of its Statute and accordingly recommend the fullest possible utilization of the Court; (6) urge that greater advantage be taken of the Secretary-General's good offices and that greater use be made of improved methods of fact-finding and conciliation, for example, the Panel for Inquiry and Conciliation proposed in General Assembly resolution 268 (III) and the United Nations Register of Experts for Fact-Finding established under resolution 2329 (XXII); (7) call for the intensification of concerted efforts, both multilateral and bilateral, for effective measures relating to the cessation of the nuclear and conventional arms races, nuclear disarmament and the elimination of other weapons of mass destruction, and the conclusion of collateral measures as well as for a comprehensive programme of general and complete disarmament under strict and effective international control; (8) recognize that progress in that field would make the Disarmament Decade a significant step towards a more secure and peaceful world in which human and material resources would be more effectively devoted to the creation of conditions of stability and well-being; (9) urge all Member States to respond to the need for more effective, dynamic and flexible procedures for peace-making efforts and peace-keeping operations as one of the main means under the Charter for controlling situations where danger of international conflict arise; (10)

further urge Member States to support the efforts of the Special Committee on Peace-keeping Operations towards the setting up of such efficient agreed procedures; (11) draw attention to the need to ensure, on the basis of collective responsibility, that United Nations peace-keeping functions are reliably and equitably financed; (12) call upon Member States to respect the resolutions of the competent organs of the Organization regarding international peace and security and, in particular, to abide by the decisions of the Security Council upon which the Charter had conferred primary responsibility in that respect; (13) welcome the decision of the Security Council to hold periodic meetings in accordance with Article 28, paragraph 2, of the Charter; (14) recommend to the Security Council that consideration be given to making use of Article 29 of the Charter with a view to creating appropriate subsidiary organs for the peaceful settlement of disputes, and for monitoring and restraining the flow of armaments towards areas of tension or conflict; (15) invite Member States to do their utmost to enhance the authority and effectiveness of the Security Council and of its decisions by ensuring the faithful application of Article 23, paragraph 1, of the Charter, which provided that in the election of members of the Security Council, due regard be specially paid to the contribution of Members of the United Nations to the maintenance of international peace and security and to the other purposes of the Organization; (16) recall the duty of Member States to assist the United Nations in the early completion of the process of decolonization, having due regard to the freely expressed will of the peoples concerned, and the implementation of the principle of equal rights and self-determination; (17) affirm the need for continued, concerted and sustained action to promote international stability through a better and more effective system of international co-operation whereby the prevailing disparities in economic and social development might be banished and prosperity secured for all; (18) urge to that end intensified efforts during the Second United Nations Development Decade to create conditions of stability and well-being and to ensure a minimum standard of living through economic and social progress and development, promoted through joint and concentrated action by developing and developed countries; (19) call upon Member States to promote universal respect for human rights and fundamental freedoms in accordance with the Charter; (20) urge them to reaffirm their will to respect fully the obligations arising from treaties and other sources of international law; and (21) recommend the intensification of efforts towards the progressive development and codification of international law.

In the course of the general debate two additional proposals were submitted—a draft resolution sponsored by twenty-three Latin American States and a draft declaration sponsored by thirty-three non-aligned countries. The Latin American draft resolution would have the General Assembly (1) reaffirm the unconditional validity of the purposes and principles of the Charter as the basis of relations between nations, irrespective of their size, geographical location, development or political or social system; (2) reaffirm that peace and security require all States to respect strictly the principles, and to comply fully with the purposes, of the Charter of the United Nations, and to base their conduct faithfully on the ideals and standards set out in the preamble, and that consequently efforts to strengthen international security would only achieve

lasting and irreversible results in so far as they are carried out within the framework of the Charter and are aimed at establishing an international order which ensured justice for all States; (3) reaffirm that all States Members of the United Nations are bound to respect the sovereign equality of all States, to fulfil in good faith the obligations assumed by them in the Charter, to settle their international disputes by peaceful means, to refrain from the threat or use of force against the territorial integrity or political independence of any State or in any other manner inconsistent with the purposes of the United Nations and to give the United Nations, within the framework of the relevant provisions of the Charter, the assistance provided therein for the maintenance or re-establishment of international peace and security; (4) reaffirm that in case of conflict between the obligations of States under the Charter and those assumed by them under any other international agreement, the former should prevail; (5) reaffirm its responsibility with regard to the maintenance of international peace and security, in accordance with Articles 10, 11, 12 and 14 of the Charter; (6) urge all States to comply with the decisions of the Security Council and other competent United Nations bodies concerning international peace and security; (7) express grave concern over the slow progress of the negotiations on general and complete disarmament, and urge all States to make urgent and concerted efforts within the framework of the Disarmament Decade for the early cessation of the nuclear arms race, the elimination of nuclear weapons and other weapons of mass destruction, and the conclusion of a treaty on general and complete disarmament under effective international control; (8) reiterate the need to undertake, within the framework of the Second United Nations Development Decade, urgent and concerted global action to reduce and eliminate once and for all the economic gap between developed and developing countries, which was a prerequisite for the establishment of international peace and the strengthening of the security of all nations; (9) affirm its belief that there was a close connexion between the strengthening of international security, the economic development of the developing countries and disarmament, so that any progress towards any of those objectives would constitute progress towards all of them; (10) affirm that lasting peace presupposes effective respect for and full exercise of human rights, and that the elimination of violations of those rights was essential for the strengthening of international security; (11) affirm that the continuance of colonial domination seriously weakened international peace and constituted a serious threat to the security of nations; (12) express its belief that the achievement of universality of the United Nations would make its actions for strengthening international security more effective; (13) consider that regional co-operation governed by the provisions of the Charter and based on strict respect for the sovereignty and independence of States could contribute to strengthening international security; (14) call upon all Member States to respond to the urgent need for more effective, dynamic and flexible procedures in the efforts to establish peace and in peace-keeping operations as the principal means for controlling situations involving a danger of international conflict; (15) welcome the decision of the Security Council to hold periodic meetings in accordance with Article 28, paragraph 2, of the Charter; (16) recommend to the Security Council that in accordance with Article 29 of the Charter, it should consider the desirability of establishing appropriate subsidiary organs

for the peaceful settlement of international disputes in cases where such disputes were under its consideration; and (17) decide to include the item under discussion in the provisional agenda of its twenty-sixth session.

The draft Declaration of the non-aligned countries would have the General Assembly declare that, in the interest of strengthening international peace and security, all States should (1) adhere strictly to the purposes and principles of the Charter of the United Nations, including the principles of sovereign equality of States, the renunciation of the threat or use of force against the territorial integrity and political independence of any State, the settlement of international disputes by peaceful means, non-interference in internal affairs, co-operation with one another, equal rights of people and their inalienable rights to self-determination, and the fulfilment in good faith of their international obligations; (2) be guided in their international conduct by the principles elaborated in the Declaration on Principles of International Law concerning Friendly Relations and Co-operation among States in accordance with the Charter of the United Nations; (3) respect the principles of the Charter and international law and observe them in their relations with all States, irrespective of their political, economic and social systems or the levels of their development as an essential pre-condition for the strengthening of international peace and security; (4) recognize that, in case of conflict between the obligations arising under the Charter and those assumed under any other international agreement, the former should prevail; (5) adhere strictly to the principle of non-use of force as a means of settling international disputes and the principles of the inviolability of established frontiers, the inadmissibility of military occupation resulting from the use of force, and the inadmissibility of the acquisition of territory by conquest, in contravention of the provisions of the Charter, and refrain from recognizing as legal any such territorial acquisition; (6) refrain from any attempt aimed at the partial or total disruption of the national unity and territorial integrity of a State or at its political independence; (7) pursue vigorously the universality of the United Nations; (8) continue their efforts to bring about the dissolution of military alliances of the great Powers in the interest of promoting peace and relaxing international tensions, in circumstances ensuring the security of all States and peoples; (9) desist from any forcible action that would deprive people still under colonial domination of their inalienable right to self-determination, freedom and independence, discontinue all military and other acts of suppression of liberation movements of such peoples, remove any impediments to the attainment of their independence, in accordance with General Assembly resolution 1514 (XV) and other relevant United Nations resolutions, and render assistance to the United Nations in order to bring about the complete liquidation of colonialism and all other forms of foreign domination; (10) condemn the policy of *apartheid* of the Government of South Africa and all manifestations of racism, and reaffirm the legitimacy of the struggles of oppressed peoples to attain their fundamental rights and freedoms and self-determination; (11) contribute towards the attainment of early agreement on general and complete disarmament, including nuclear disarmament, under effective international control and towards preparing and implementing a programme for the Disarmament.



Decade, as well as ensure that the benefits of the technology of the peaceful uses of nuclear energy be available to all States without discrimination; (12) undertake within the Second United Nations Development Decade concerted international action towards the reduction and ultimate elimination of the gap between developed and developing countries; (13) settle their international disputes peacefully by the means provided for in the Charter; (14) accelerate the attainment of agreement on a definition of aggression; (15) make renewed efforts to settle all questions relating to United Nations peace-keeping operations in conformity with the Charter; (16) expedite the activation of enforcement measures envisaged under Chapter VII of the Charter; (17) implement the resolutions of the Security Council and the pertinent United Nations organs on the peaceful settlement of disputes and the maintenance of international peace and security, in accordance with their obligations under Article 25 of the Charter; (18) support the decision of the Security Council to hold periodic meetings in accordance with Article 28, paragraph 2, of the Charter; (19) reaffirm, in accordance with Article 14 of the Charter, the responsibility of the General Assembly to recommend measures for the peaceful adjustment of any situation likely to impair friendly relations among nations, including situations resulting from a violation of the provisions of the Charter; (20) promote mutual co-operation among States at the international, regional and bilateral levels, as a significant contribution to the strengthening of international security; (21) achieve universal respect for an observance of human rights and fundamental freedoms; (22) intensify efforts towards the progressive development and codification of international law; and (23) emphasize the need for the United Nations to exert continuous efforts to strengthen international peace and security, and decide to place the item on the agenda of the Assembly's twenty-sixth session.

The representative of Thailand submitted amendments applicable to the four draft resolutions which would, *inter alia*, add an operative paragraph calling upon the Security Council, and particularly the permanent members, to exert greater efforts to discharge more effectively their primary responsibility for the maintenance of international peace and security, especially in areas where they were most critically affected.

The representative of Pakistan submitted a set of amendments to the draft resolution of the non-aligned countries, which proposed certain changes in the fourth and fifth preambular paragraphs and in operative paragraphs 5 and 13, and the deletion of operative paragraph 2.

During the debate, in which a large majority of the Committee's members participated, all speakers considered that the question of strengthening international security was of the utmost importance and concurred that one of the main prerequisites was strict observance by all Member States of the purposes and principles of the United Nations Charter. There were, however, differences of emphasis and formulation of the principles and measures which the sponsors of each of the four draft resolutions considered essential for the strengthening of international security.

The representatives of the USSR and other socialist countries emphasized that an essential condition for the

maintenance of peace and the strengthening of international security was respect for the purposes and principles of the United Nations Charter, including the principles of the sovereignty, equality and territorial inviolability of each State, of non-interference in the internal affairs of other States and of refraining from the threat or use of force against the territorial integrity or political independence of any State. They felt that it was particularly important to state directly and unambiguously that it was inadmissible to tolerate military occupation or the acquisition of territory through military action or the use of force. They advocated increasing the role and effectiveness of the Security Council and stressed the need for the full implementation of its decisions on the peaceful settlement of armed conflicts and the withdrawal of forces from territories occupied as a result of such conflicts and for compliance with its decisions taken in the exercise of its powers to suppress acts of aggression and other breaches of the peace. Other requisites which the socialist countries stressed as important for strengthening international peace and security were cessation of military or other action for the suppression of liberation movements of peoples still under colonial or racial domination, assistance to those peoples in achieving independence, agreement on general and complete disarmament under effective international control, including the adoption of nuclear disarmament measures by all nuclear States, and realization of the universality of the United Nations.

The sponsors of the six-Power draft resolution stated that their text was intended to reflect all the principles and provisions of the Charter without any attempt at selectivity. They stressed that in order to strengthen international security every organ of the United Nations should be fully utilized, including the International Court of Justice, and recourse should be had to all the machinery provided for in the Charter, such as conciliation, arbitration, judicial settlement and regional arrangements, as well as to the good offices of the Secretary-General. As regards disarmament those delegations felt that emphasis should be placed not only on general and complete disarmament but also on cumulative collateral measures which constituted some of the most encouraging concrete contributions to strengthening international security in recent years. They also emphasized the need for establishing guidelines on peace-keeping, with an equitable apportionment of expenses, and for intensifying efforts towards the progressive development and codification of international law.

The sponsors of the Latin American draft resolution stressed that efforts to bring about international security and a relaxation of tensions could have lasting results only if they were carried out within the framework of the Charter, which provided not only the guiding principles for the conduct of relations among States, but also the machinery to strengthen security for all States. International security, they said, must not be based on a precarious balance of power, but on strict compliance with the purposes and principles of the Charter and full utilization and strengthening of the United Nations as a political institution and the centre for diplomatic negotiations. Furthermore, they felt that peace was intrinsically linked to security and security to development. Any draft resolution to be adopted by the General Assembly on international security should adequately reflect the close relationship between security, disarmament and economic develop-

ment. In emphasizing this link the Latin American representatives asserted that general and complete disarmament should not only be aimed at nuclear weapons, but should include conventional weapons as well. The resources freed by disarmament, they said, should be channelled to the promotion of economic development in the developing countries. They also expressed their belief that genuine peace and security presupposed universal respect for human rights and the complete elimination of colonialism.

The representatives of non-aligned countries stated that the principles and measures set forth in their draft Declaration were in accord with the draft Declaration on Principles of International Law concerning Friendly Relations and Co-operation among States in accordance with the Charter of the United Nations, which was under consideration by the General Assembly at its current session (later adopted by the Assembly on 24 October 1970, as resolution 2625 (XXV)), and reflected the position of the non-aligned countries on the issues of peace and security as formulated in the Declaration on Peace, Independence, Development, Co-operation and Democratization of International Relations, adopted at the Third Conference of Heads of State or Government of Non-Aligned Countries, held at Lusaka in September 1970. They stressed that the quest for international security required more than the reaffirmation of the purposes and principles of the United Nations Charter; it called for a political will on the part of all States to respect and implement the provisions of the Charter in their international relations. They emphasized in particular the principles of the non-use of force as a means of settling international disputes, the inviolability of international frontiers, the inadmissibility of military occupation resulting from the use of force and the acquisition of territory by conquest in contravention of the principles of the Charter. In their view, one of the most urgent measures for strengthening international security was the eradication of colonialism, *apartheid* and racial discrimination, which had combined to create a most explosive situation in southern Africa. They stressed that States should desist from any forcible action calculated to deprive peoples still under colonial domination of their right to self-determination and should discontinue all military and other acts of suppression of liberation movements. They felt that the implementation of the decisions of the competent United Nations organs, in particular those of the Security Council, and the improvement of the capacity and effectiveness of United Nations peace-keeping operations were vital, particularly for the security of medium and small States. They were generally opposed to regional security systems of a military character as being inconsistent with the principles of non-alignment, but favoured regional arrangements for economic, social and cultural co-operation and for the pacific settlement of disputes. They maintained that the widening gap between developed and developing nations was one of the principal obstacles to international security and that a global strategy aimed at reducing that gap and eradicating hunger, ignorance and disease was vitally necessary. Finally, they emphasized that the effectiveness of the United Nations as an instrument for the preservation of international peace and security would be greatly enhanced by the attainment of universality of membership.

On 13 October, at the conclusion of the general debate, the First Committee authorized its Chairman

and other officers of the Committee to hold consultations with sponsors of proposals and other interested delegations with a view to formulating, if possible, a single text. As a result an informal working group was established which later agreed to set up a drafting committee consisting of two representatives of the sponsors of each of the draft resolutions—Belgium, Brazil, Bulgaria, Ecuador, India, Italy, Poland and Yugoslavia.

On 12 December, the Committee received the text of a draft Declaration on the Strengthening of International Security prepared by the informal working group and co-sponsored by Belgium, Brazil, Bulgaria, Ecuador, India, Italy, Poland, Yugoslavia and Zambia, and subsequently by twenty-seven other delegations.

By this draft Declaration the General Assembly would (1) reaffirm the universal and unconditional validity of the purposes and principles of the Charter of the United Nations as the basis of relations among States irrespective of their size, geographical location, level of development or political, economic and social systems; (2) call upon all States to adhere strictly in their international relations to the purposes and principles of the Charter, including the non-use of force or threat of force against the territorial integrity or political independence of any State, the peaceful settlement of disputes, non-intervention in matters within the domestic jurisdiction of any State, co-operation with one another in accordance with the Charter, equal rights and self-determination of peoples, sovereign equality of States, and fulfilment in good faith of the obligations assumed under the Charter; (3) reaffirm that, in the event of a conflict between the obligations under the Charter and those assumed under other international agreements, the former should prevail; (4) reaffirm that States must respect the sovereignty of other States and the right of peoples to determine their own destinies, free of external intervention, coercion or constraint, especially involving the threat or use of force, overt or covert, and refrain from any attempt aimed at the partial or total disruption of the national unity and territorial integrity of any other State; (5) reaffirm that every State had the duty to refrain from the threat or use of force against the territorial integrity and political independence of any other State, and that the territory of a State should not be the object of military occupation resulting from the use of force in contravention of the Charter, that the territory of a State should not be the object of acquisition by another State resulting from the threat or use of force, that no territorial acquisition resulting from the threat or use of force should be recognized as legal and that every State had the duty to refrain from organizing, instigating, assisting or participating in acts of civil strife or terrorist acts in another State; (6) urge Member States to make full use and seek improved implementation of the means and methods provided for in the Charter for the peaceful settlement of any dispute or situation, the continuance of which was likely to endanger the maintenance of international peace and security, including negotiation, inquiry, mediation, conciliation, arbitration, judicial settlement, resort to regional agencies or arrangements, good offices including those of the Secretary-General, or other peaceful means of their own choice, it being understood that the Security Council in dealing with such disputes or situations should also take into consideration that legal disputes should as a general rule be referred by the parties to the International Court

of Justice in accordance with its Statute; (7) urge all Member States to respond to the immediate need to agree on guidelines for more effective peace-keeping operations in accordance with the Charter, which could increase the effectiveness of the United Nations in dealing with situations endangering international peace and security, and to support the efforts of the Special Committee on Peace-keeping Operations to reach agreement on all questions relating to such operations, as well as on provisions for their appropriate and equitable financing; (8) recognize the need for effective, dynamic and flexible measures, in accordance with the Charter, to prevent and remove threats to the peace, suppress acts of aggression or other breaches of the peace, and in particular for measures to build, maintain and restore international peace and security; (9) recommend that the Security Council take steps to facilitate the conclusion of the agreements envisaged in Article 43 of the Charter in order fully to develop its capacity for enforcement action as provided for under Chapter VII of the Charter; (10) recommend that the Security Council consider, in conformity with Article 29 of the Charter, the desirability of establishing subsidiary organs, on an *ad hoc* basis, and with the participation of the parties concerned, when conditions so warranted, to assist the Council in the performance of its functions; (11) recommend that all States contribute to the efforts to ensure peace and security and to establish, in accordance with the Charter, an effective system of universal collective security without military alliances; (12) invite Member States to do their utmost to enhance the authority and effectiveness of the Security Council and of its decisions; (13) recommend that Member States support the efforts of the Special Committee on the question of Defining Aggression to bring its work to a successful conclusion, thus achieving the definition of aggression as soon as possible; (14) reaffirm the Assembly's competence to discuss and recommend measures for the peaceful adjustment of any situation which it deemed likely to impair the general welfare or friendly relations among States; (15) urge all Member States to implement the decisions of the Security Council and to respect the resolutions of United Nations organs responsible for the maintenance of international peace and security and the peaceful settlement of disputes; (16) urge Member States to reaffirm their will to respect fully their obligations under international law and to continue and intensify efforts towards the progressive development and codification of international law; (17) call upon all States to desist from any forcible and other action which deprived peoples, in particular those still under colonial domination, of their inalienable right to self-determination, freedom and independence and to refrain from military and repressive measures aimed at preventing the attainment of independence by all dependent peoples in accordance with the Charter and in furtherance of the objectives of General Assembly resolution 1514 (XV), and render assistance to the United Nations and, in accordance with the Charter, to the oppressed peoples in their legitimate struggle in order to bring about the speedy elimination of colonialism; (18) affirm its belief that there was a close connexion between the strengthening of international security, disarmament and the economic development of countries, so that any progress made towards any of those objectives would constitute progress towards all of them; (19) urge all States, particularly the nuclear-weapon States, to make urgent and concerted efforts within the framework of the

Disarmament Decade and through other means for the cessation and reversal of the nuclear and conventional arms race, the elimination of nuclear weapons and other weapons of mass destruction and the conclusion of a treaty on general and complete disarmament under effective international control, as well as to ensure that the benefits of the technology of the peaceful use of nuclear energy should be available to all States without discrimination; (20) reiterate the need to undertake, within the framework of the Second United Nations Development Decade, urgent and concerted international action based on a global strategy aimed at reducing and eliminating the economic gap between developed and developing countries, which was closely and essentially correlated to the strengthening of the security of all nations; (21) reaffirm that universal respect for and full exercise of human rights and fundamental freedoms and the elimination of the violation of those rights were urgent and essential to the strengthening of international security; (22) condemn the policy of *apartheid* of the Government of South Africa and reaffirm the legitimacy of the struggle of the oppressed peoples to attain their human rights and fundamental freedoms and self-determination; (23) express its conviction that the achievement of universality of the United Nations would increase its effectiveness in strengthening international peace and security; (24) consider that the promotion of international co-operation, including regional, subregional and bilateral co-operation among States, in keeping with the provisions of the Charter and based on the principle of equal rights and on strict respect for the sovereignty and independence of States, could contribute to the strengthening of international security; (25) welcome the Security Council's decision to hold periodic meetings and express the hope that those meetings would make an important contribution to the strengthening of international security; and (26) emphasize the need for the United Nations to exert continuous efforts for the strengthening of international peace and security and request the Secretary-General to submit a report to the General Assembly at its twenty-sixth session on steps taken in pursuance of the Declaration.

In introducing the draft Declaration, the representative of Brazil remarked that the delicately balanced text was the product of intensive negotiations and realistic compromise. It would be fitting and appropriate, he added, for the General Assembly adopt to unanimously the draft Declaration at its twenty-fifth anniversary.

The representatives of Thailand and Pakistan submitted revised amendments to the thirty-six-Power draft Declaration. The Thailand amendment would add a new operative paragraph by which the General Assembly would call upon the Security Council, particularly the permanent members, to intensify both collective and individual peaceful efforts to discharge, in conformity with the Charter, its primary responsibility for the maintenance of international peace and security, especially in areas where international peace and security were most critically affected.

The representatives of India and Saudi Arabia then orally introduced sub-amendments to the revised Thailand amendment. After the Saudi Arabian sub-amendment had been orally revised, the representative of India accepted it in substitution for his own. By the Saudi Arabian sub-amendment the General Assembly

would call upon the Security Council, including the permanent members, to intensify efforts to discharge, in conformity with the Charter, its primary responsibility for the maintenance of international peace and security.

The Pakistan amendments to the thirty-six-Power draft Declaration, as orally revised, provided for the insertion in operative paragraph 17 of the phrase "or any other form of external" between the words "colonial" and "domination" and the addition at the end of that paragraph of the phrase "or any other form of external domination".

On 14 December, the First Committee voted first on the Saudi Arabian sub-amendment to the Thailand amendment and adopted it by 41 votes to 7, with 53 abstentions. The Pakistan amendments were adopted by 81 votes to 1, with 25 abstentions. Then the Committee adopted the thirty-six-Power draft Declaration, as amended, by 106 votes to 1, with 1 abstention. On 16 December, the General Assembly adopted the same text by 120 votes to 1, with 1 abstention, as resolution 2734 (XXV).

On 25 January 1971, the Secretary-General transmitted to the Security Council the text of the Declaration drawing the Council's attention to the provisions concerning the Council. By a note verbale dated 1 February, the Secretary-General transmitted to all Member States the text of the Declaration requesting information on any steps taken in pursuance thereof.

### *M. First periodic meeting of the Security Council*

On 19 October 1970, the Secretary-General issued a note in which he stated that, in accordance with the final paragraph of the consensus expressed by the President and approved by the Council on 12 June, he had drawn up, in consultation with the members of the Council, the provisional agenda of the first periodic meeting of the Council, which had then been approved by the President.

The first periodic meeting of the Council was held in private on 21 October. The Council dealt with an agenda item entitled "Review of the international situation" and approved the following final communiqué:

"1. The first periodic meeting of the Security Council envisaged in Article 28, paragraph 2, of the Charter was held on 21 October 1970 at the Headquarters of the United Nations in New York. The meeting was presided over by the Foreign Minister of Spain and attended by the Foreign Ministers of China, Colombia, Finland, France, Nepal, Nicaragua, Poland, the Union of Soviet Socialist Republics, the United Kingdom of Great Britain and Northern Ireland and the United States of America, by the Deputy Foreign Minister of Syria and by the Permanent Representatives to the United Nations of Burundi, Sierra Leone and Zambia.

"2. At the meeting, the Secretary-General delivered a statement on the international situation. The representatives of the member States of the Security Council had a general exchange of views on current issues affecting international peace and security.

They pledged their full support for seeking peaceful solutions to outstanding international disputes and conflicts, in accordance with the purposes and principles of the United Nations Charter.

"3. In reviewing issues currently before the Security Council, members of the Council also consulted on how to contribute to a peaceful political settlement in the Middle East. They reaffirmed their conviction that Security Council resolution 242 (1967) of 22 November 1967 should be supported and carried out in all its parts and that, to that end, all concerned should co-operate fully in a concerted effort to promote the establishment of a just and lasting peace in the Middle East.

"4. With regard to the problems of southern Africa, which have been considered by the Security Council, members of the Council reaffirmed their determination to continue their search for practicable means, in conformity with the Charter, that would enable the peoples of that area to exercise their inalienable right to self-determination and to enjoy their fundamental human rights in freedom and dignity.

"5. Members of the Security Council declared that the capability of the Council to act effectively for the maintenance of international peace and security should be further strengthened. They agreed that the holding of periodic meetings in accordance with Article 28, paragraph 2, of the Charter was an important step in that direction. They also agreed to examine possibilities for further improvements in the methods of work of the Security Council in promoting the peaceful settlement of disputes in accordance with the Charter.

"6. In view of the primary responsibility of the Security Council for the maintenance of international peace and security, members of the Council emphasized the importance of reaching early agreement on guidelines for future peace-keeping operations in conformity with the Charter.

"7. It was agreed that the date of the next periodic meeting of the Security Council would be determined through consultations among the members of the Council.

"8. The representatives of Burundi, Sierra Leone and Zambia reserved their position on paragraph 4. The representative of Syria stated that his Government's position was reflected in his delegation's statement made at the meeting."

### *N. Consideration by the Security Council of the question of hijacking of commercial aircraft*

On 9 September 1970, the representatives of the United States and the United Kingdom, in separate letters addressed to the President of the Security Council, requested an urgent meeting of the Council to consider the question of increasing incidents involving the hijacking of commercial aircraft engaged in international commerce and the threat to the lives of innocent travellers. On the same date the representatives of Algeria and Israel, in letters addressed to the President of the Council, requested that they be allowed to participate, without vote, in the Council's discussion.

The Security Council met on 9 September 1970. At the outset of the meeting, the representative of Finland proposed that, in view of the urgency of the situation and the consensus that had been reached during intensive consultations among the Council's members, prior to the meeting, the Security Council should proceed immediately to adopt the text of the consensus as contained in a revised draft resolution before the Council and that it then adjourn without debate.

The motion was adopted without objection and the Council, after a brief statement by the President, unanimously adopted the consensus as resolution 286 (1970), in which it appealed for the immediate release of all passengers and crews, without exception, held as a result of the hijacking of aircraft engaged in international travel and called on States to take all possible legal steps to prevent further hijacking or any other interference with international civil travel.

## O. Admission of new Members

On 13 October 1970, the General Assembly, acting upon the recommendation of the Security Council, admitted Fiji to membership in the United Nations by adoption of resolution 2622 (XXV).

At the 1565th meeting of the Security Council, held on 9 February 1971, the President of the Security Council referred the application of Bhutan for membership in the United Nations submitted on 10 December 1970 to the Committee on Admission of New Members for examination and report, as provided in rule 59 of the Security Council's provisional rules of procedure. At the 1566th meeting on 10 February, the Security Council unanimously adopted a draft resolution contained in the Committee's report, recommending to the General Assembly that Bhutan should be admitted to membership in the United Nations.

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For the report of the Conference of the Committee on Disarmament, see *Official Records of the Disarmament Commission, Supplement for 1970*, document DC/233.

For other relevant documents, see *Official Records of the General Assembly, Twenty-fifth Session, Annexes*, agenda items 27, 28, 29, 30, 31, 93 and 94.

### B. Effects of atomic radiation

For relevant documents, see *Official Records of the General Assembly, Twenty-fifth Session, Annexes*, agenda item 33.

### C. Peaceful uses of outer space

For the report of the Committee on the Peaceful Uses of Outer Space, see *Official Records of the General Assembly, Twenty-fifth Session, Supplement No. 20 (A/8020)*.

For other relevant documents, see:

- (a) *Official Records of the General Assembly, Twenty-fifth Session, Annexes*, agenda item 26;
- (b) Report of the Scientific and Technical Sub-Committee on the work of its seventh session: A/AC.105/82;
- (c) Report of the Working Group on Direct Broadcast Satellites on the work of its third session: A/AC.105/83.

### D. The sea-bed outside national jurisdiction

For relevant documents, see *Official Records of the General Assembly, Twenty-fifth Session, Supplement No. 21 (A/8021)*; and *ibid.*, *Twenty-fifth Session, Annexes*, agenda item 25.

### E. The policies of apartheid of the Government of South Africa

For relevant documents and records, see:

- (a) *Official Records of the General Assembly, Twenty-fifth Session, Supplement No. 22 (A/8022/Rev.1)*; and *ibid.*, *Twenty-fifth Session, Annexes*, agenda item 34;
- (b) *Official Records of the Security Council, Twenty-fifth Year, Supplement for July, August and September 1970*; *ibid.*, *Supplement for October, November and December 1970*; and *ibid.*, *Twenty-sixth Year, Supplement for January, February and March 1971*;
- (c) *Official Records of the Security Council, Twenty-fifth Year, 1545th to 1549th meetings*.

### F. Consideration by the Security Council of the question of Namibia

For relevant documents and records, see:

- (a) *Official Records of the General Assembly, Twenty-fifth Session, Annexes*, agenda item 62;
- (b) *Official Records of the Security Council, Twenty-fifth Year, Supplement for July, August and September 1970*; *ibid.*, *Supplement for October, November and December 1970*; and *ibid.*, *Twenty-sixth Year, Supplement for January, February and March 1971*;
- (c) *Official Records of the Security Council, Twenty-fifth Year, 1550th meeting*.

### G. Consideration by the Security Council of the situation in Southern Rhodesia

For relevant documents and records, see:

- (a) *Official Records of the Security Council, Twenty-fifth Year, Supplement for July, August and September 1970*; and *ibid.*, *Supplement for October, November and December 1970*;
- (b) *Official Records of the Security Council, Twenty-fifth Year, 1556th and 1557th meetings*.

### H. Complaint by Guinea

For relevant documents and records, see *Official Records of the Security Council, Twenty-fifth Year, Supplement for October, November and December 1970*; and *ibid.*, *Twenty-fifth Year, 1558th to 1563rd meetings*.

### I. Representation of China in the United Nations

For relevant documents, see *Official Records of the General Assembly, twenty-fifth Session, Annexes*, agenda item 97.

### J. Question of Korea

For relevant documents, see *Official Records of the General Assembly, Twenty-fifth Session, Annexes*, agenda item 98.

### K. Assistance to Palestine refugees

For the report of the Commissioner-General of the United Nations Relief and Works Agency for Palestine Refugees in the Near East (1 July 1969-30 June 1970), see *Official Records of the General Assembly, Twenty-fifth Session, Supplement No. 13 (A/8013)*.



For other relevant documents, see *Official Records of the General Assembly, Twenty-fifth Session, Annexes*, agenda item 35.

**L. The strengthening of international security**

For relevant documents, see *Official Records of the General Assembly, Twenty-fifth Session, Annexes*, agenda item 32.

**M. First periodic meeting of the Security Council**

For relevant meetings, see *Official Records of the Security Council, Twenty-fifth Year*, 1544th meeting.

**N. Consideration by the Security Council of the question of hijacking of commercial aircraft**

For relevant meetings, see *Official Records of the Security Council, Twenty-fifth Year*, 1552nd meeting.

**O. Admission of new Members**

For relevant documents and meetings, see:

- (a) *Official Records of the General Assembly, Twenty-fifth Session, Annexes*, agenda item 100;
- (b) *Official Records of the Security Council, Twenty-sixth Year*, 1565th and 1566th meetings.

*Part Two*

**Decolonization**

# The situation with regard to the implementation of the Declaration on the Granting of Independence to Colonial Countries and Peoples

### A. *Work of the Special Committee*

During the period under review, the Special Committee on the Situation with regard to the Implementation of the Declaration on the Granting of Independence to Colonial Countries and Peoples, established in accordance with General Assembly resolution 1654 (XVI), was composed of the following members: Afghanistan, Bulgaria, Ecuador, Ethiopia, Honduras, India, Iran, Iraq, Italy, Ivory Coast, Madagascar, Mali, Norway, Poland, Sierra Leone, Syria, Tunisia, Union of Soviet Socialist Republics, United Kingdom of Great Britain and Northern Ireland, United Republic of Tanzania, United States of America, Venezuela and Yugoslavia. The vacancy created by the withdrawal of Australia from membership in 1969 remained unfilled.

During its twenty-fifth session, the General Assembly had before it communications from the delegations of Honduras, Norway and Italy stating that their respective Governments had decided to withdraw from membership of the Special Committee. At its 1933rd plenary meeting, on 17 December 1970, the General Assembly agreed to the appointment of Fiji, Sweden and Trinidad and Tobago, to fill, with immediate effect, three of the four vacancies in the Special Committee. Subsequently, in letters dated 11 January 1971 addressed to the Secretary-General, the Permanent Representatives of the United Kingdom and the United States of America stated that their respective Governments had decided to withdraw from the Special Committee.

The report of the Special Committee to the General Assembly at its twenty-fifth session covered the period from 6 March to 3 December 1970. During that period the Committee held sixty-six meetings, its Working Group held thirty-six meetings and its sub-committees held sixty-one.

The Special Committee decided to give priority to the preparation of the programme of action requested of it in connexion with the tenth anniversary of the Declaration on the Granting of Independence to Colonial Countries and Peoples. The Committee dispatched an *ad hoc* group to Africa to ascertain the views of representatives of the national liberation movements from colonial Territories so that it might take those views into account in preparing the programme. The group visited Algiers, Addis Ababa, Dar es Salaam and Lusaka and met with a number of

leaders of the liberation movements, whose views were subsequently taken into account in the preparation of the programme.

The Special Committee reviewed developments concerning implementation of the various General Assembly resolutions relating to the colonial Territories and formulated recommendations for the application of further measures to ensure full implementation of the Declaration.

During the general debate, several members noted that, apart from some limited constitutional advances in certain of the dependent Territories, there had been no appreciable acceleration in the process of decolonization; moreover, in several Territories, complete achievement of the goals set out in the Charter of the United Nations and the Declaration appeared far from early or peaceful realization. In particular, it was pointed out that in southern Africa the authorities concerned had intensified their domination and repression in total disregard of the fundamental freedoms and basic human rights, of the indigenous peoples of the area.

The Committee continued its study of the activities of foreign economic and other interests that are impeding implementation of the Declaration and efforts to eliminate colonialism, *apartheid* and racial discrimination, particularly in Southern Rhodesia, Namibia and the Territories under Portuguese domination, and its examination of the military activities and arrangements by colonial Powers in Territories under their administration which might be impeding implementation of the Declaration. It also gave extensive consideration to implementation of the Declaration by the specialized agencies and other organizations within the United Nations system.

The Committee also examined the question of sending visiting missions to Territories. During its consideration of Papua and New Guinea, the Special Committee, noting that two of its members would be included in the forthcoming periodic Visiting Mission to the Trust Territory of New Guinea by decision of the Trusteeship Council, expressed the hope that, in the discharge of its mandate, the Visiting Mission would take fully into account the conclusions and recommendations previously adopted by the Special Committee concerning the Trust Territory.

In addition, the question of publicizing the work of the United Nations in the field of decolonization was taken under consideration, and a number of other specific responsibilities entrusted to the Special Com-

mittee by the General Assembly, as well as other tasks arising from the Committee's previous decisions, were dealt with.

In response to an invitation, the Special Committee sent a delegation of observers to the International Conference in Support of the Peoples of Portuguese Colonies, which was held in Rome from 27 to 29 June 1970.

In October, the Special Committee completed its consideration of the question of Fiji. Noting with satisfaction that the Territory was about to achieve the goals laid down in the Charter and the Declaration, the Committee expressed its best wishes for the peace and prosperity of the people of Fiji.

The General Assembly, at its twenty-fifth session, considered the report of the Special Committee on the special programme of activities in connexion with the tenth anniversary of the Declaration on the Granting of Independence to Colonial Countries and Peoples and, by 86 votes to 5, with 15 abstentions, adopted resolution 2621 (XXV) of 12 October 1970, which contained a programme of action for the full implementation of the Declaration.

By that resolution the General Assembly declared the further continuation of colonialism in all its forms and manifestations a crime which constituted a violation of the Charter and the Declaration. The Assembly reaffirmed the inherent right of colonial peoples to struggle by all necessary means at their disposal against colonial Powers which suppress their aspiration for freedom and independence. It considered that Member States should do their utmost to promote full implementation of the Declaration in all Trust Territories, Non-Self-Governing Territories and other colonial Territories, large and small, including adoption by the Security Council of effective measures against Governments and régimes engaging in any form of repression of colonial peoples and thus seriously impeding the maintenance of international peace and security. The Assembly also considered that Member States should render all necessary moral and material assistance to the peoples of colonial Territories in their struggle to attain freedom and independence. By that same resolution, the General Assembly drew the attention of the Security Council to the need to continue to give special attention to the problems of southern Africa with a view to ensuring full implementation of the Declaration. It suggested that the Security Council should broaden the scope of the sanctions against the illegal régime of Southern Rhodesia by declaring mandatory all the measures laid down in Article 41 of the Charter and impose sanctions on Portugal and South Africa, in view of their refusal to carry out the relevant decisions of the Security Council. It also suggested that the Security Council should urgently consider the question of imposing, under international supervision, a full and unconditional embargo on arms of all kinds to South Africa and the illegal régime of Southern Rhodesia and the adoption of measures to prevent the supply of arms of all kinds to Portugal. In addition, it called upon Member States to wage a vigorous and sustained campaign against activities and practices of foreign economic, financial and other interests operating in colonial Territories for the benefit or on behalf of colonial Powers and their allies and against military activities and arrangements by colonial Powers, inasmuch as those activities were impeding implementation of the Declaration.

At the same session, the General Assembly also adopted resolution 2708 (XXV) of 14 December 1970, by 93 votes to 5, with 22 abstentions, approving the report of the Special Committee and the programme of work envisaged for 1971. It requested the Committee to continue to seek suitable means for the immediate and full implementation of the Declaration and, in particular, to formulate specific proposals for the elimination of the remaining manifestations of colonialism. It reaffirmed its recognition of the legitimacy of the struggle of the colonial peoples and peoples under alien domination to exercise their right to self-determination and independence. In that connexion, it urged all States and the specialized agencies and other organizations to provide in consultation, as appropriate, with OAU, moral and material assistance to the national liberation movements and to withhold assistance from the Governments of Portugal and South Africa and from the illegal racist minority régime in Southern Rhodesia until they renounce their policy of colonial domination and racial discrimination. It reiterated its declaration that the practice of using mercenaries constituted a criminal act, and called upon all States to take the necessary measures to prevent the recruitment, financing and training of mercenaries in their territory. It condemned the policies pursued by colonial Powers in the Territories under their domination and requested them to withdraw immediately and unconditionally their military bases and installations from, those Territories. It requested the Special Committee to make concrete suggestions that could assist the Security Council in considering appropriate measures under the Charter with regard to developments in colonial Territories that were likely to threaten international peace and security, and it recommended that the Security Council take such suggestions fully into account. It further requested the Special Committee to continue to examine the compliance of Member States with the Declaration and other relevant resolutions on the question of decolonization, and it called upon the administering Powers to co-operate fully with the Special Committee by permitting visiting groups access to the colonial Territories. It requested the Special Committee to continue to pay particular attention to the small Territories and to recommend the most appropriate methods and the steps to be taken to enable the populations of those Territories to exercise fully and without delay their right to self-determination and independence. The Assembly requested the Secretary-General to continue to publicize the work of the United Nations in the field of decolonization and the situation of colonial peoples and their struggle for liberation, and requested Member States to co-operate with the Secretary-General in disseminating such information.

The Special Committee began its 1971 session on 11 February. On 4 March 1971, by consensus, it adopted a statement deploring the United Kingdom decision to sell helicopters and spare parts to South Africa and calling upon all States to desist forthwith from such sales or supply. The text of his consensus was transmitted by the Chairman of the Special Committee to the Permanent Representative of the United Kingdom.

The Committee decided to retain Sub-Committees I, II and III and its Sub-Committee on Petitions; but it requested the Chairman to hold consultations in order to ascertain whether the Sub-Committee on Oman should be continued. It also decided to consider

the question of Southern Rhodesia first, and then the question of Namibia and Territories under Portuguese administration.

A decision was taken to send an *ad hoc* group to various countries in Africa in order to maintain direct contact with representatives of national liberation movements. After consultations, the representatives of Bulgaria, Ethiopia, Sweden, Syria, the United Republic of Tanzania and Venezuela were selected to visit Zambia, Tanzania and Ethiopia.

Following its consideration of a petition dated 18 March from Mr. Agostinho Neto, President of the Movimento Popular de Libertação de Angola (MPLA), the Committee, on 13 April 1971, adopted a resolution condemning any use by the Government of Portugal of chemical substances, such as herbicides and defoliants, in Angola or other Territories under its domination. It called on Portugal to cease such actions in those Territories and drew the Security Council's attention to the urgent need to take measures to ensure the immediate cessation by Portugal of its colonial wars in Africa and its use of herbicides and defoliants in the Territories. It also appealed to FAO, WHO and other organizations to give urgent and favourable assistance to the peoples of the Territories and requested the Secretary-General to report on action taken by those organizations.

On 20 April 1971, the Special Committee approved the recommendation of the Working Group to send observers to a meeting of the Assembly of the World Peace Council to be held at Budapest from 13 to 16 May 1971.

## B. Decisions on individual Territories

### 1. Southern Rhodesia

The question of Southern Rhodesia was considered by the Special Committee between 6 March and 25 August 1970, and by the General Assembly in December 1970.

On 25 August 1970, the Special Committee adopted a resolution condemning the assumption of purported republican status by the illegal racist minority régime and other illegal measures adopted by that régime for the purpose of depriving the people of Zimbabwe of their legitimate rights. It also condemned the policies by which Governments, particularly the Governments of South Africa and Portugal, continued to maintain political, economic, military and other relations with the illegal régime in Southern Rhodesia in defiance of United Nations resolutions and contrary to their obligations under the Charter of the United Nations.

By the same resolution, the Special Committee condemned the failure and refusal of the Government of the United Kingdom of Great Britain and Northern Ireland, as the administering Power, to take effective measures to bring down the illegal régime in Southern Rhodesia and to transfer power to the people of Zimbabwe on the basis of universal adult suffrage and majority rule in accordance with the mandate of the General Assembly. It called upon that Government to do so immediately, if necessary by the use of force, and to ensure the immediate release of freedom fighters detained by the illegal régime. It also called upon all States, the specialized agencies and other

international institutions associated with the United Nations to co-operate with OAU in extending all moral and material assistance to the national liberation movement of Zimbabwe and to work towards isolating the illegal régime in Southern Rhodesia by all means, including the severance of political, economic, military and other relations.

In its resolution, the Special Committee also drew the attention of the Security Council to the increasingly dangerous situation in the Territory because of the further repressive measures taken by the illegal régime and stressed the necessity of extending sanctions to South Africa and Portugal.

On 3 December 1970, the General Assembly adopted, by a recorded vote of 79 to 10, with 14 abstentions, resolution 2652 (XXV), in which it reaffirmed the inalienable right of the people of Zimbabwe to freedom and independence, in conformity with the provisions of General Assembly resolution 1514 (XV), and the legitimacy of their struggle to attain that right by all the means at their disposal. It also declared illegal all measures taken by the racist minority régime, including the assumption of purported republican status, to deprive the people of Zimbabwe of their legitimate rights and to entrench its policies of *apartheid* in Southern Rhodesia. It further affirmed that any attempt to negotiate the future of Zimbabwe with the illegal racist minority régime would be contrary to the provisions of resolution 1514 (XV).

By the same resolution, the General Assembly condemned the failure and refusal of the Government of the United Kingdom to take effective measures to bring down the illegal régime in Southern Rhodesia and to transfer power to the people of Zimbabwe on the basis of majority rule, and it called upon that Government to take such measures without further delay. It also condemned the intervention of South African forces in Southern Rhodesia, in violation of Security Council resolution 277 (1970), and called upon the Government of the United Kingdom of Great Britain and Northern Ireland, as administering Power, to assume their immediate expulsion. The General Assembly also condemned the policies by which the Governments of South Africa and Portugal and other Governments continued to maintain political, economic, military and other relations with the illegal racist minority régime in Southern Rhodesia and called upon them to discontinue all such relations. It deplored the failure of the Government of the United Kingdom to report to the Special Committee on the Situation with regard to the Implementation of the Declaration on the Granting of Independence to Colonial Countries and Peoples, as requested in paragraph 16 of General Assembly resolution 2508 (XXIV) of 21 November 1969, and called upon the Government of the United Kingdom to submit that report to the Special Committee during its next session.

The resolution also called upon all States to ensure, under the terms of Security Council resolution 277 (1970), the immediate interruption of any existing means of transportation to and from Southern Rhodesia, and it further called upon all States, specialized agencies and other international organizations, in co-operation with OAU, to extend all moral and material assistance to the national liberation movements of Zimbabwe. It also called upon the Government of the United Kingdom, in view of the armed conflict in the Territory and the inhuman treatment of prisoners, to ensure the



application to that situation of the Geneva Conventions relative to the Treatment of Prisoners of War and to the Protection of Civilian Persons in Time of War.

By the same resolution, the General Assembly drew the attention of the Security Council to the gravity of the situation arising from intensified suppressive activities against the people of Zimbabwe and from armed attacks perpetrated against neighbouring States in violation of international peace and security. It further drew the attention of the Security Council to the urgent necessity of applying the following measures envisaged under Chapter VII of the Charter: (a) widening the scope of the sanctions against the illegal racist minority régime to include all the measures laid down in Article 41 of the Charter; (b) imposing sanctions against South Africa and Portugal, whose Governments had blatantly refused to carry out the mandatory decisions of the Security Council.

## 2. Namibia

During the period covered by this report, the question of Namibia was considered by the Security Council in January and July 1970, by the Special Committee on the Situation with regard to the Implementation of the Declaration on the Granting of Independence to Colonial Countries and Peoples from May to September 1970 and by the General Assembly at its twenty-fifth session. In addition, the United Nations Council for Namibia continued to give the question its constant attention.

In a report submitted to the Security Council on 7 July 1970, the *Ad Hoc* Sub-Committee established in accordance with Security Council resolution 276 (1970) recommended that the Security Council should consider the possibility of adopting certain measures, including some of a political, economic, legal and military character, to ensure implementation of United Nations resolutions concerning Namibia. It also recommended that the Security Council might wish to consider the possibility of prolonging the mandate of the *Ad Hoc* Sub-Committee.

On 29 July 1970, the Security Council discussed the report and adopted two resolutions on Namibia that substantially reflected the recommendations of the *Ad Hoc* Sub-Committee. In resolution 283 (1970) of 29 July 1970, adopted by 13 votes to none, with 2 abstentions, the Security Council requested all States to refrain from any diplomatic, consular or other relations with South Africa implying recognition of the authority of the South African Government over the Territory of Namibia. The Council called upon all States maintaining diplomatic or consular relations with South Africa to issue formal declarations to that Government to the effect that they did not recognize any authority of South Africa with regard to Namibia and to withdraw any diplomatic or consular mission or representative residing in the Territory. The Security Council further called upon all States to ensure that State-controlled companies cease dealings with or in Namibia, to discourage their nationals or companies from such dealings and to discourage the promotion of tourism or emigration to Namibia. At the same time, the Council requested the General Assembly, at its twenty-fifth session, to set up a United Nations Fund for Namibia to provide assistance to Namibians who have suffered persecution and to finance a comprehensive education and training programme for Namibians.

The Security Council also decided to re-establish the *Ad Hoc* Sub-Committee on Namibia to study further ways by which Security Council resolutions on Namibia might be implemented.

In resolution 284 (1970) of 29 July 1970, adopted by 12 votes to none, with 3 abstentions, the Security Council decided to submit the following question to the International Court of Justice for an advisory opinion: "What are the legal consequences for States of the continued presence of South Africa in Namibia, notwithstanding Security Council resolution 276 (1970)?"

During 1970, the question of Namibia was considered by the Special Committee within the context of the Declaration on the Granting of Independence to Colonial Countries and Peoples at meetings held between 14 May and 18 September.

On 11 August, at the request of the Special Committee, its Chairman made a statement expressing the Committee's position with regard to the question. In that statement, the Special Committee noted that, in open defiance of numerous resolutions of the General Assembly and the Security Council, the Government of South Africa had not only refused to withdraw from the Territory but had persisted in the application of the policies of *apartheid* and other measures aimed at destroying the unity and territorial integrity of Namibia and at consolidating South Africa's illegal occupation of Namibia. In particular, the Committee drew attention to the increasing use of armed force by South Africa in the Territory, the persistent application to the Territory of measures under the so-called Development of Self-government for Native Nations in South West Africa Act, 1968, and the South West Africa Affairs Act, 1969, the intensification of racial segregation through the forcible relocation of Africans, and the continuing series of trials of freedom fighters. The Special Committee again called on all States to co-operate fully with the United Nations in finding an early solution to the situation in Namibia, reaffirmed the legitimacy of the struggle of the people of Namibia to attain freedom and independence and expressed the hope that the Security Council would take effective steps to end the illegal occupation of the Territory by South Africa and to ensure the Namibian people enjoyment of their fundamental rights.

On 18 September, the Special Committee decided to recommend to the General Assembly the adoption of a draft resolution on petitions relating to Namibia examined by the Committee in 1970.

In its fifth report to the General Assembly, the United Nations Council for Namibia gave an account of its activities during the period from 25 October 1969 to 12 October 1970. The Council described the progress it had made towards discharging the tasks entrusted to it by the General Assembly, in particular, those relating to the issuance of travel documents for Namibians, the establishment of a co-ordinated emergency programme of financial and technical assistance, the organization of an educational and training programme, and the review of laws and practices established in the Territory by the Government of South Africa.

The Council reported that the mission it had sent to Africa in July 1970 had witnessed the signing of agreements by the Governments of Uganda and Zambia concerning the issuance of travel documents for Namibians and had pursued negotiations for similar

agreements with the Governments of Botswana, Ethiopia, Kenya and the United Republic of Tanzania. The mission had also consulted with Namibian representatives and representatives of OAU.

In its conclusions the Council stated that during the year South Africa's continued defiance of the United Nations with regard to Namibia had assumed new and disquieting dimensions. The situation had further deteriorated, and the danger of racial war, with all its implications for international peace and security, had increased. The Council remained convinced that the critical situation in Namibia called for more effective measures to ensure the removal of South Africa from the Territory. The Council recommended that the Assembly draw the attention of the Security Council to the need for such measures, including those provided for under Chapter VII of the Charter. It further recommended that the Assembly should call upon all States, particularly the permanent members of the Security Council, to lend full support to implementation of Security Council resolutions 276 (1970) of 30 January 1970 and 283 (1970) of 29 July 1970, take appropriate steps at meetings of the specialized agencies of the United Nations to obtain the suspension of all rights enjoyed by South Africa, reaffirm solidarity with the people of Namibia and provide them with moral and material assistance. The General Assembly should also call again upon the Government of South Africa to respect the Geneva Convention relative to the Treatment of Prisoners of War in dealing with the Namibian freedom fighters and should endorse the action taken by the United Nations Council for Namibia concerning the issuance of travel and identity documents to Namibians. Finally, the Council recommended that the Assembly should finance a comprehensive educational and training programme for Namibians and establish a United Nations Fund for Namibia to assist Namibians who had suffered persecution.

On 9 December 1970, the General Assembly adopted resolutions 2678 (XXV), 2679 (XXV) and 2680 (XXV) on the recommendation of the Fourth Committee.

By resolution 2678 (XXV), which was adopted by a roll-call vote of 95 to 5, with 14 abstentions, the General Assembly reaffirmed the legitimacy of the struggle of the Namibian people, condemned the Government of South Africa for its refusal to withdraw from the Territory and recommended the report of the United Nations Council for Namibia to all States. The Assembly called upon all States to co-operate with the United Nations Council for Namibia and to act to obtain the withdrawal of South Africa from Namibia. It invited the Security Council to consider effective measures to that end, including those provided for under Chapter VII of the Charter. It endorsed the action taken to secure the issuance of travel documents to Namibians and it called upon the Government of South Africa to treat captured Namibians in accordance with the Geneva Convention.

By resolution 2679 (XXV), adopted by a recorded vote of 104 to 2, with 8 abstentions, the General Assembly decided that a comprehensive United Nations Fund for Namibia should be established, and requested the Secretary-General to study the matter and report to the Assembly at its twenty-sixth session. The Secretary-General, meanwhile, was authorized, in consultation with the various bodies providing assistance to

Namibians, to make interim grants from the regular budget of the United Nations for 1971. The total amount of the grants, however, was not to exceed the current level of assistance by more than \$50,000.

In resolution 2680 (XXV), which was adopted without objection, the General Assembly took note of the matters raised in petitions examined by the Special Committee and the Committee's action thereon, and drew the attention of the petitioners to the relevant reports and decisions concerning the Territory.

Following the request by the Security Council for an advisory opinion, the International Court of Justice received written statements from the Secretary-General of the United Nations and from the following States: Czechoslovakia, Finland, France, Hungary, India, the Netherlands, Nigeria, Pakistan, Poland, South Africa, the United States of America and Yugoslavia. The oral hearings commenced on 8 February 1971 and closed on 17 March, after statements had been made by representatives of the Secretary-General of the United Nations, the Organization of African Unity and eight States.

### 3. Territories under Portuguese administration

The question of the Territories under Portuguese administration was considered by the Special Committee between 14 May and 18 August 1970 and by the General Assembly in December 1970.

In its consideration of the question, the Special Committee took into account the report of its delegation of observers to the International Conference in Support of the Peoples of Portuguese Colonies. On 18 August 1970, the Committee adopted, by a roll-call vote of 14 to 2, with 2 abstentions, a resolution on the Territories under Portuguese administration, in which it reaffirmed the right of the peoples of the Territories under Portuguese domination to self-determination and independence. It called upon the Government of Portugal to implement General Assembly resolution 1514 (XV) and, in particular, to cease all repressive activities in those Territories, to proclaim an unconditional political amnesty, to restore democratic political rights and to transfer powers to freely elected institutions representative of the populations. It also called upon the Government of Portugal, in view of the prevailing armed conflict, to apply the Geneva Convention relative to the Treatment of Prisoners of War.

As in its previous resolutions, the Special Committee called upon all States, particularly the military allies of Portugal within NATO, to withhold all military assistance to Portugal, including the supply or sale of arms and military equipment and the training of personnel. It also called upon all States to put an end to practices that exploited the Territories and to discourage their nationals from economic activities in the Territories that strengthened Portugal's domination. In particular, it appealed to all Governments that had not yet done so to withdraw from activities relating to the Cabora Bassa project in Mozambique and the Cunene River Basin project in Angola. It urged all States to grant the peoples of the Territories financial and material assistance in their struggle for the restoration of their inalienable rights and, in co-operation with OAU, to increase assistance to the national liberation movements, including the active participation of the specialized agencies and interna-

tional organizations concerned. The Special Committee also expressed appreciation to the United Nations High Commissioner for Refugees, the specialized agencies and other international organizations for their assistance and requested them, in co-operation with OAU and the national liberation movements, to increase their assistance to the refugees from the Territories.

The Special Committee drew the attention of the Security Council to the grave situation created by Portugal's continued refusal to fulfil its obligations under the Charter, to the threat to international peace and security resulting from the growing collaboration between Portugal, South Africa and the minority régime in Southern Rhodesia and to the need to make mandatory the provisions of its resolutions concerning the Territories.

On 14 December 1970, by 94 votes to 6, with 16 abstentions, the General Assembly adopted resolution 2707 (XXV), in which it reaffirmed the inalienable right of the peoples of Angola, Mozambique, Guinea (Bissau) and other Territories under Portuguese domination to self-determination and independence, in accordance with General Assembly resolution 1514 (XV), and the legitimacy of their struggle to achieve that right by all necessary means at their disposal. It called upon the Government of Portugal to apply to the Territories the principle of self-determination and independence and, in particular: (a) to cease all acts of repression and to withdraw all military forces; (b) to cease immediately all practices that violated the inalienable rights of the indigenous population, including arbitrary eviction from the land and the settlement of immigrants in the Territories; (c) to proclaim an unconditional political amnesty, to restore democratic political rights and to transfer powers to freely elected institutions representative of the populations; (d) to refrain from all attacks on, and violation of, the security and territorial integrity of neighbouring sovereign countries; and (e) to release the men and property it had seized from those States.

The General Assembly strongly condemned the persistent refusal of Portugal to implement resolution 1514 (XV) and other United Nations resolutions. It also condemned the colonial war, which threatened international security and violated the territorial integrity and sovereignty of neighbouring States; the collaboration of Portugal, South Africa and the illegal racist minority régime in Southern Rhodesia, which was designed to perpetuate colonialism and oppression in southern Africa; and the intervention of South African forces against the peoples of the Territories.

In that resolution, which included provisions similar to those of the Special Committee addressed to the Government of Portugal on treatment of prisoners of war and to all States regarding the withholding of military assistance from Portugal, the General Assembly also called upon the Government of Portugal to refrain from using chemical and biological methods of warfare against the people of Angola, Mozambique and Guinea (Bissau), in contravention of the generally recognized rules of international law embodied in the Protocol for the Prohibition of the Use in War of Asphyxiating, Poisonous or Other Gases, and of Bacteriological Methods of Warfare, signed at Geneva on 17 June 1925, and of General Assembly resolution 2603 (XXIV).

The General Assembly called upon all States to put an end to economic exploitation of the Territories and to

discourage activities by their nationals that impeded implementation of the Declaration. It welcomed the withdrawal by financial groups in certain States from participation in the Cabora Bassa project in Mozambique and requested Governments that had not yet done so to withdraw from, and to prevent companies under their jurisdiction from participating in, that project or the Cunene River Basin project in Angola.

The Assembly invited all States and specialized agencies and other organizations within the United Nations system, in co-operation with OAU, to render the peoples of the Territories the financial and material assistance necessary to continue their struggle for the restoration of their inalienable rights.

The Assembly drew the attention of the Security Council to the grave situation in the Territories and the growing collaboration between Portugal, South Africa and Southern Rhodesia and recommended that the Council should give special attention to those aspects and take effective measures to ensure full implementation of General Assembly resolution 1514 (XV) and its own relevant resolutions.

Once again, the Assembly invited the Secretary-General, in consultation with the specialized agencies and the Governments of the host countries, to develop and expand the training programmes for the indigenous inhabitants of the Territories. It requested the Secretary-General to transmit the resolution to all States and to report to the Assembly at its twenty-sixth session on implementation of the provisions.

As mentioned earlier, in April 1971 the Special Committee considered, as a matter of urgency, a petition from Mr. Agostinho Neto, President of the Movimento Popular de Libertação de Angola, and adopted a resolution condemning the use by Portugal of such chemicals as defoliants and herbicides in its Territories.

#### 4. Spanish Sahara

The question of Spanish Sahara was considered by the Special Committee in October and November 1970 and by the General Assembly at its twenty-fifth session.

On 29 October 1970, the Special Committee decided to take note of the information contained in two communications consisting of an exchange of correspondence between the Secretary-General and the Permanent Representative of Spain that had been referred to the Committee's Chairman by the Secretary-General. The Special Committee also decided to transmit to the General Assembly the working paper on the question prepared by the Secretariat in order to facilitate the work of the Fourth Committee and, subject to any directives that the Assembly might give, to consider the question at its next session.

On 14 December 1970, the General Assembly adopted resolution 2711 (XXV) by 103 votes to none, with 11 abstentions. By that resolution, the Assembly (1) reaffirmed the inalienable right of the people of the Sahara to self-determination, in accordance with General Assembly resolution 1514 (XV); (2) expressed its regret at the incidents of bloodshed that had occurred in the Territory in June 1970 and called upon the Spanish Government, in conformity with its obligations and its responsibility as administering Power, to take effective measures to create the atmosphere of *détente* required for the orderly holding

of a referendum as defined by the relevant resolutions of the General Assembly; (3) repeated its invitation to the administering Power to determine, at the earliest possible date, in conformity with the aspirations of the indigenous people of the Territory and in consultation with the Governments of Mauritania and Morocco and any other interested party, the procedures for holding a referendum under United Nations auspices, with a view to enabling the indigenous population of the Sahara to exercise freely its right to self-determination; (4) invited all States to refrain from making investments in the Territory in order to speed the achievement of self-determination by the people of the Sahara; and (5) repeated its request to the Secretary-General to appoint immediately, in consultation with the administering Power and the Special Committee, the special mission provided for in paragraph 5 of General Assembly resolution 2229 (XXI) and to expedite its dispatch to the Territory.

### 5. Gibraltar

The question of Gibraltar was considered by the Special Committee at a meeting on 29 October 1970. The Committee decided to transmit to the General Assembly the working paper on the question prepared by the Secretariat in order to facilitate the work of the Fourth Committee and, subject to any directives that the Assembly might give, to consider the question at its next session.

On 14 December 1970, the General Assembly decided to postpone consideration of the question of Gibraltar to its twenty-sixth session.

### 6. French Somaliland

The question of French Somaliland was considered by the Special Committee at a meeting on 29 October 1970. The Committee decided to transmit to the General Assembly the working paper on the question prepared by the Secretariat in order to facilitate the work of the Fourth Committee and, subject to any directives that the Assembly might give, to consider the question at its next session.

On 14 December 1970, the General Assembly decided to postpone consideration of the question of French Somaliland to its twenty-sixth session.

### 7. Fiji

On 13 April 1970, the Special Committee decided to take up the question of Fiji as a separate item and to consider it at its plenary meetings, with the understanding that its Sub-Committee on Fiji, which had been established in 1967 to visit Fiji for the purpose of studying at first hand the situation in the Territory and reporting to the Special Committee, would continue its work.

The Special Committee considered the question of Fiji on 12 May and 6 October 1970. It had before it a working paper prepared by the Secretariat, containing information on action previously taken by the Special Committee and the General Assembly and on the latest developments concerning the Territory.

On 12 May 1970, the Chairman of the Sub-Committee on Fiji reported orally to the Special Committee on recent developments relating to the Territory. He noted, in particular, the Constitutional Conference,

held in London from 20 April to 5 May 1970, and the agreement between representatives of the people of the Territory and of the administering Power, setting 10 October 1970 as the date on which Fiji would achieve independence.

At the same meeting, statements were made by the Chief Minister of Fiji and by the leader of the opposition.

On 6 October 1970, the Chairman of the Sub-Committee on Fiji made a second oral report to the Special Committee, in which he transmitted the Sub-Committee's recommendation that the Special Committee, taking into account the latest developments and the agreement reached between political leaders of the Territory, should dissolve the Sub-Committee on Fiji. He noted that the Sub-Committee took the view that its dissolution would not affect the Special Committee's position with regard to the general question of dispatching visiting missions in order to provide the United Nations with first-hand information on conditions in Non-Self-Governing Territories.

At the same meeting, the Special Committee decided to take note with satisfaction that Fiji was to achieve independence on 10 October 1970 and to conclude its consideration of the question.

At its 1863rd plenary meeting, on 13 October 1970, the General Assembly took note of a letter from the Chairman of the Fourth Committee dated 8 October 1970, informing the Assembly that the Committee had concluded consideration of the question of Fiji "by taking note with satisfaction that Fiji was about to achieve the goals in the Charter of the United Nations and the Declaration on the Granting of Independence to Colonial Countries and Peoples and extending to the people of Fiji congratulations and best wishes for peace and prosperity in the future".

On 13 October 1970 the General Assembly, having received the recommendation of the Security Council of 10 October 1970 that Fiji should be admitted to membership in the United Nations and having considered Fiji's application for membership, adopted by acclamation resolution 2622 (XXV), admitting Fiji to membership in the United Nations.

### 8. Oman

The Special Committee referred the question of Oman to the Sub-Committee on Oman for consideration and report. On 29 October 1970, the Chairman of the Special Committee read out a report concerning the work of that Sub-Committee. He stated that the members of the Sub-Committee, taking into account current developments concerning the Territory, had been in active consultation and that those consultations were continuing. In the meantime, in view of the Special Committee's desire to make its report available to the General Assembly without delay, the Sub-Committee had recommended that the Special Committee should transmit to the Assembly the working paper prepared by the Secretariat concerning the Territory, in order to facilitate the work of the Fourth Committee, and, subject to any directives that the General Assembly might give, should consider the question at its next session. That recommendation was approved by the Special Committee.

On 14 December 1970, the General Assembly adopted resolution 2702 (XXV) concerning Oman

by a recorded vote of 70 to 17, with 22 abstentions. By that resolution, the Assembly reaffirmed the inalienable right of the people of Oman to self-determination and to the natural resources of their Territory, as well as their right to dispose of those resources in their best interest. It urged the Government of the United Kingdom of Great Britain and Northern Ireland to implement fully General Assembly resolution 1514 (XV) and other relevant resolutions; recommended that the specialized agencies and international institutions concerned should study, in co-operation with the regional organizations concerned, the possibilities of extending assistance to meet the educational, technical and health requirements of the people of the Territory, and requested the Secretary-General, in consultation with the Special Committee, to intensify wide dissemination of information concerning conditions in the Territory. Finally, the General Assembly requested the Special Committee to follow developments in the Territory and to report thereon to the Assembly at its twenty-sixth session.

On 15 March 1971, the Chairman of the Special Committee had informed the Committee members that he would undertake the necessary consultations relating to the question.

9. American Samoa, Antigua, Bahamas, Bermuda, British Virgin Islands, Brunei, Cayman Islands, Cocos (Keeling) Islands, Dominica, Gilbert and Ellice Islands, Grenada, Guam, Montserrat, New Hebrides, Niue, Pitcairn, St. Helena, St. Kitts-Nevis-Anguilla, St. Lucia, St. Vincent, Seychelles, Solomon Islands, Tokelau Islands, Turks and Caicos Islands and United States Virgin Islands

The Special Committee adopted its conclusions and recommendations concerning Seychelles and St. Helena on 18 August 1970, when it approved the report of its Sub-Committee I, which had considered the item earlier in 1970. In its conclusions and recommendations, the Special Committee noted the new constitutional arrangements for the Seychelles and considered that although they represented some progress in the process of self-determination, they were nevertheless inadequate to promote the process of complete decolonization in accordance with General Assembly resolution 1514 (XV). The Special Committee noted with regret that the administering Power had failed to consult the people of the Seychelles directly on the new constitutional arrangements. It also noted that in the year under review there had been no favourable change in the situation in St. Helena. The Special Committee again called upon the administering Power to take concrete measures to enable the peoples of the Seychelles and St. Helena to exercise their right to self-determination in accordance with the Declaration without further delay. It urged the administering Power to make the necessary arrangements in the Territories to accelerate the transfer of powers to representative organs elected on the basis of universal suffrage. It also urged the administering Power not to impose upon the Territories a future status not fully accepted by the populations and to refrain from taking any measures incompatible with the Charter and the Declaration.

The Special Committee noted with regret that the administering Power continued to violate the territorial integrity of the Seychelles. It again confirmed that the detachment of a number of islands from the Seychelles by the administering Power and the establishment of

the so-called British Indian Ocean Territory for construction of a military base jointly with the United States were incompatible with the Charter and General Assembly resolution 1514 (XV). It again called upon the administering Power to respect the territorial integrity of the Seychelles by immediately returning the islands detached from it in 1965.

The Special Committee noted that the economic situation in the Seychelles and St. Helena remained unsatisfactory and was being affected by the unfair distribution of land. The Committee called upon the administering Power to safeguard the right of the peoples of the Territories to dispose of their natural resources and to take effective steps to prevent infiltration by foreign economic interests and the introduction of foreign settlers into the Territories, particularly those from South Africa. It reiterated its request that the administering Power should intensify its efforts to strengthen the economy of the Territories through economic diversification and land reforms, taking into account the urgent need to reduce the economic dependence of the Territories and to cope with the problems arising from the shortage of natural resources and skilled personnel.

Noting that the social situation in the Territories still left much to be desired, the Special Committee called upon the administering Power to promote social justice and to accelerate progress in education and health. It also requested the administering Power to co-operate with the Special Committee in making arrangements for a visiting mission to the Territories and to submit timely, up-to-date information concerning them.

The report of Sub-Committee II concerning the Gilbert and Ellice Islands, Pitcairn and the Solomon Islands was considered by the Special Committee at the beginning of October 1970. The Committee adopted the report and endorsed the conclusions and recommendations contained therein. The Committee noted the statement of the representative of the administering Power that certain steps had been taken to revise the 1967 Constitution of the Gilbert and Ellice Islands. It noted further that on 10 April 1970 a new Constitution had come into effect in the Solomon Islands and that, as a result, general elections had been held in May and June of that year. The Special Committee considered, however, that even with the introduction of these measures, the constitutional systems in those Territories fell short of its earlier recommendations to the administering Power. It reiterated its recommendation that full responsibility of government be transferred to the representatives of the people in accordance with the Declaration contained in General Assembly resolution 1514 (XV). The Special Committee noted that arrangements for the production and sale of phosphate had been reviewed in March 1970 between the Governments of Australia, New Zealand and the United Kingdom but that the question of the proportion of revenue allocations resulting from phosphate enterprises had not been discussed. Recalling that the right of the peoples and nations to self-determination included permanent sovereignty over their natural wealth and resources, the Special Committee expressed the hope that necessary steps would be taken by the administering Power and by the other two partner Governments of the British Phosphate Commissioners to ensure the full interest of the people of the Territory in question. It once again expressed the hope that all those concerned



would co-operate fully with the Secretary-General on the study concerning all aspects of the extraction and marketing of phosphate on Ocean Island so as to permit him to report on the matter at the earliest possible time.

The Special Committee took note of the statement of the representative of the administering Power concerning the granting of prospecting licences in the Solomon Islands to foreign companies but urged the administering Power to keep in view the legitimate interests of the people in that connexion and to take account of the relevant General Assembly resolution concerning foreign economic interests in colonial Territories. The Committee also expressed its concern about the prevailing educational conditions in the Territories. It requested the administering Power to take appropriate steps towards rapid educational development and to make education compulsory and free of charge at the primary level. The Special Committee again stressed the importance of sending visiting missions to the Territories. It urged the administering Powers to reconsider their position concerning visiting missions and allow a mission to visit the Territories.

The Special Committee adopted the report of Sub-Committee II on Niue and the Tokelau Islands on 7 October 1970 and endorsed the conclusions and recommendations contained therein. It welcomed the report of the administering Power that a full member system of government had been established in Niue and that the principle of one man, one vote was in force there. The Special Committee considered, however, that the chairmanship of the Niue Executive Committee, which was constitutionally filled by the Resident Commissioner, should be entrusted to an elected indigenous member. It noted the statements of the administering Power that the basic policy of its public service training scheme was to diminish the need for New Zealand officials in the Territories and that a majority of positions in the Niue public service were held by Niueans. The Committee also took note of the statement of the administering Power concerning the composition and powers of the Niue Development Board and its relationship to the New Zealand Government, and indicated that it would welcome being kept informed on the activities of that Board. The Special Committee noted that New Zealand had undertaken unconditionally to receive United Nations visiting missions in Niue and the Tokelau Islands when those Territories reached the stage of a decisive act of self-determination, but was of the view that a visiting mission should be sent to assess the stage for a decisive act of self-determination. It therefore urged the administering Power to allow a sub-committee to visit the Territories without further delay.

Also in October, the Special Committee adopted the Sub-Committee's report on the New Hebrides. The Committee expressed its serious concern that one of the administering Powers of the condominium, namely, France, continued to find it not possible to supply supplementary information concerning the Territory so as to assist the Committee to formulate its conclusions and recommendations. In that regard, the Special Committee reiterated its appeal to the Government of France to reconsider its position. It noted the statement of the representative of the United Kingdom that there was a majority of New Hebrideans among the elected members of the Advisory Council and that the Council had been increasingly active in the period under review. The Committee, however, regretted that

New Hebrideans were still in a minority in the Advisory Council and considered that the powers still vested in the Resident Commissioner were so broad and sweeping as virtually to limit the effectiveness of the Advisory Council. The Special Committee expressed the hope that there would be constitutional developments transferring full governmental authority to an elected body. Noting communications dated 22 May and 3 June 1970 from leaders of the Nagriamel movement and the statement of the representative of one of the administering Powers concerning the land situation in the Territory, the Committee considered that certain administrative measures should be taken to restore indigenous ownership of land and to ensure that such ownership was not violated. It also continued to be concerned at the slow pace of economic, social and educational development in the New Hebrides, and therefore reiterated its recommendations to the administering Power that a concerted effort should be made to accelerate that development, with the active participation of representatives of the people.

The Special Committee also approved the report of Sub-Committee II concerning Guam and American Samoa in October 1970 and endorsed the conclusions and recommendations contained therein. It took note of the statement by the representative of the administering Power that the economic development of Guam, although attributable to some extent to the growth of tourism, the establishment of industries and the development of the Territory as a communications centre, continued to revolve around the existence of military installations in the Territory, which impeded the process of its decolonization. The Committee reiterated its view that the dependence of Guam on military activities, and particularly the presence of military bases, should be brought to an end as soon as possible. The Committee noted recent constitutional developments in both Territories, including the election, for the first time, of the Governor and Lieutenant Governor of Guam in November 1970. It nevertheless considered that the administering Power should stress the political education of the peoples of the Territories, especially as regards all the options open to them, including independence. It expressed the hope that the various constitutional measures already instituted would lead to a lessening of dependence on the United States and to further progress towards self-determination by the peoples of the Territories in conformity with the Declaration contained in General Assembly resolution 1514 (XV). The Special Committee urged the administering Power to allow a mission to visit the Territories.

The report of Sub-Committee III concerning the Territories of Bahamas, Bermuda, British Virgin Islands, Cayman Islands, Montserrat, Turks and Caicos Islands and United States Virgin Islands was considered and the conclusions and recommendations contained therein endorsed by the Special Committee in October 1970; the reservations expressed by certain members were reflected in the records.

The Special Committee, *inter alia*, reaffirmed the inalienable right of the peoples of the Territories to self-determination and independence and reiterated its view that the question of size, limited population and restricted resources should in no way delay implementation of the Declaration. The Committee repeated its request to the administering Powers that they take immediate measures to transfer all powers to the peoples of the Territories, without any conditions or

reservations. Again, it urged the administering Powers to allow visiting missions to the Territories. It also expressed the view that it would be useful and desirable to invite representatives of different groups from each Territory to participate in future meetings of the Committee, in order to obtain detailed first-hand information on current developments.

The Special Committee also took note of the number of projects carried out in some of the Territories under the auspices of the United Nations and its specialized agencies, confirmed that such assistance in the economic and social development of the Territories was useful and expressed the hope that it would be sought and increased. The Committee, however, expressed concern over the establishment in some of the Territories of separate economic and financial entities that were not subject to the control of government authority. It requested the administering Powers concerned to take measures to safeguard the right of the inhabitants to control the disposition and future development of their resources.

In its conclusions and recommendations concerning individual Territories, the Special Committee noted with regret that no constitutional progress towards full implementation of the Declaration had taken place in the Territories of Bermuda, British Virgin Islands, Cayman Islands, Montserrat or United States Virgin Islands since the status of those Territories was last examined by the Special Committee and by the General Assembly.

With regard to the Bahamas, the Special Committee took note of the new Constitution introduced in 1969 and expressed the hope that it would be followed by a speedy granting of independence to the Territory.

With respect to Bermuda, the Special Committee again expressed its concern over the continuing racial inequalities and called upon the administering Power to take effective measures to abolish them.

The Committee expressed its hope that the process of consultations in the British Virgin Islands would bring about a substantial constitutional advancement and open the way to speedy implementation of the Declaration.

Concerning the Cayman Islands, the Special Committee strongly urged that, in the forthcoming elections, the people of the Territory be given an opportunity to express their views regarding their future.

The Special Committee welcomed the willingness of the Government of Montserrat to receive a visiting mission and expressed hope that the United Kingdom would admit such a mission to the Territory, inasmuch as it might promote further United Nations assistance to the Territory.

The Committee took note of the new Constitution in the Turks and Caicos Islands and urged the administering Power to take further immediate measures for the realization of the objectives of the Declaration.

With respect to the United States Virgin Islands, the Special Committee expressed its concern over the unsatisfactory and even critical conditions of the alien population and urged the administering Power to take further measures towards immediate solution of the most pressing problems in housing, welfare, economics and education.

In December 1970 the Special Committee decided, subject to any directives that the General Assembly

might give in that connexion, to continue consideration of Antigua, Dominica, Grenada, St. Kitts-Nevis-Anguilla, St. Lucia and St. Vincent at its next session, taking into account the results of consultations being held concerning those Territories and bearing in mind all the views expressed by members of the Special Committee.

On 14 December 1970, the General Assembly, by a recorded vote of 94 to 1, with 20 abstentions, adopted resolution 2709 (XXV), concerning the twenty-five Territories listed above. By that resolution, the Assembly approved the report of the Special Committee on those Territories; reaffirmed the inalienable right of the people of the Territories to self-determination and independence in accordance with the Declaration on the Granting of Independence to Colonial Countries and Peoples; called upon the administering Powers to implement without further delay resolution 1514 (XV) and other relevant resolutions of the General Assembly; expressed its conviction that questions of territory, size, geographical isolation and limited resources should in no way delay implementation of the Declaration; reiterated its declaration that any attempt aimed at the partial or total disruption of the national unity and territorial integrity of colonial Territories and the establishment of military bases and installations in those Territories was incompatible with the purposes and principles of the Charter of the United Nations and the provisions of resolution 1514 (XV); strongly urged the administering Powers to permit access by visiting missions to the Territories concerned; decided that the United Nations should render all help to the peoples of the Territories in their efforts freely to decide their future status; and requested the Special Committee to continue to pay special attention to those Territories and to report developments to the General Assembly at its twenty-sixth session.

### C. Decisions on general questions

1. Compliance of Member States with the Declaration and other relevant resolutions on the question of decolonization, particularly those relating to Southern Rhodesia, Namibia and the Territories under Portuguese administration

On the basis of recommendations contained in the forty-seventh report of its Working Group, the Special Committee decided that the compliance of Member States with the Declaration and other relevant resolutions on the question of decolonization would be taken into consideration by its subsidiary bodies in their examination of specific Territories.

By resolutions 2621 (XXV) and 2708 (XXV), the General Assembly requested the Special Committee to continue its examination of the item and to report to it at its twenty-sixth session.

2. Activities of foreign economic and other interests which are impeding the implementation of the Declaration in Southern Rhodesia, Namibia and Territories under Portuguese domination and in all other Territories under colonial domination and efforts to eliminate colonialism, *apartheid* and racial discrimination in southern Africa

On 21 and 22 October 1970 the Special Committee took up the report of its Sub-Committee I on

activities of foreign economic and other interests that are impeding implementation of the Declaration and efforts to eliminate colonialism, *apartheid* and racial discrimination in southern Africa, which included three working papers prepared by the Secretariat at the request of the Sub-Committee. The Committee adopted the report of Sub-Committee I by 14 votes to 2, with 2 abstentions, and endorsed the conclusions and recommendations contained therein.

The Committee noted with grave concern that in 1969 administering Powers had encouraged consolidation and further expansion of foreign economic and other interests in some of the Territories. The monopolies of the States possessing major interests in colonial Territories, in particular, those of southern Africa, had helped to maintain and strengthen the colonial régimes and white domination of those areas and thus had been able to exploit to their own advantage the great natural riches and cheap labour in the Territories. No legislative, administrative or other measures had been taken to restrain the continued exploitation of resources that would be needed for a viable independence. Supplementary information provided by the Secretariat and statements by representatives of national liberation movements before the Committee's *Ad Hoc* Group confirmed the conclusions of previous reports.

The Special Committee's review of economic conditions in the Territories showed that foreign monopolies continued to follow economic and financial policies detrimental to the genuine interests of the Territories. They continued to develop only those economic sectors yielding the highest profits and to manipulate agricultural production with emphasis on export crops, thus reducing the Territories to the role of supplier of agricultural products and raw material to metropolitan or other countries. They earned high profits because of special privileges granted by the colonial administrations and the pursuance of a policy of racial discrimination. African labourers received wages several times lower than those of non-indigenous workers and had no social security benefits. Trade union activities and labour movements were stifled. The high profits earned by the foreign monopolies continued to be taken out of the Territories or to remain in the hands of the exploitative minority of foreign settlers; they were not being used to improve the economic and social conditions of the indigenous peoples. Instead, the monopolies supplied the colonial régimes with funds and other forms of assistance, including military, with the aim of crushing national liberation movements.

The Special Committee distinguished between foreign investment in independent States and that in Territories. Whereas in independent States the decision to accept or refuse foreign capital was taken by legally constituted authorities, in Territories the decision was made by the administering Powers. Such foreign investment in the Territories was not only detrimental to the achievement of independence but was instrumental in prolonging the struggle for liberation. The Special Committee observed, in addition, that there were cases where foreign troops were introduced on the pretext of safeguarding foreign capital.

The Special Committee noted that the representatives of the national liberation movements had been unanimous in their bitter criticism of foreign economic

investments in Guinea (Bissau), Angola, Mozambique, Southern Rhodesia, Namibia and South Africa. Several of the big companies operating in that region had been specifically mentioned by name as profiting from the misery of the peoples of those Territories by taking advantage of the discriminatory labour conditions; at the same time, those companies were providing revenues to the Portuguese Government, the Government of South Africa and the Smith régime, enabling them to sustain their war against the colonial peoples.

In its previous report, the Special Committee noted a new major development concerning southern Africa, as a whole, namely, the Cabora Bassa project, which is the largest single internationally financed scheme in that region. During the year under review, further developments connected with that project took place. Having concluded an agreement with South Africa to guarantee the purchase of a great amount of electric power with a supply contract as an integral part of this agreement, the Portuguese Government, in September 1969, awarded the contract for the construction of the Cabora Bassa dam to the Zamco-Zambeze Consórcio Hidroelétrico LDA., a consortium headed by South African interests and comprised of seventeen companies, mostly from the Federal Republic of Germany, France and South Africa. The work on the project is expected to involve a large number of other foreign firms not part of ZAMCO. Southern Rhodesia expects to participate in the provision of various supplies needed in connexion with the project and stands to benefit from new sources of electrical power.

The Special Committee, in view of what it had found out, deeply regretted that the colonial Powers had not implemented, even in a preliminary way, General Assembly resolutions 2288 (XXII), 2425 (XXIII), and 2554 (XXIV). Their failure to comply with those resolutions, constituted a further impediment to implementation of the Declaration.

The Committee approved a number of recommendations that were subsequently adopted by the General Assembly.

On 14 December 1970, the General Assembly adopted resolution 2703 (XXV), approving the report of the Special Committee. The Assembly reaffirmed the inalienable right of the peoples of dependent Territories to self-determination and independence and to the natural resources of their Territories, as well as their right to dispose of those resources in their best interests. It affirmed that foreign economic, financial and other interests operating in colonial Territories constituted a major obstacle to political independence and to the enjoyment of the natural resources of the Territories by the indigenous inhabitants. The Assembly further declared that any administering Power, by depriving the colonial peoples of the exercise of their rights or subordinating them to foreign economic and financial interests, violated the obligations it had assumed under Chapters XI and XII of the Charter of the United Nations and impeded implementation of General Assembly resolution 1514 (XV). It condemned the activities and operating methods of foreign economic and other interests in the Territories under colonial domination, in particular the Cabora Bassa project, which was contrary to the vital interests of the people of Mozambique and represented a plot to perpetuate the

domination, exploitation and oppression of the peoples of that part of Africa by the Government of Portugal and the minority racist régimes of South Africa and Southern Rhodesia and would lead to international tensions.

The General Assembly requested those colonial Powers and States whose companies were participants in the Cabora Bassa project to withdraw their support and their companies from the scheme. It called upon the administering Powers to abolish the discriminatory and unjust system of wages applied to the inhabitants of the Territories under their administration and in all other Territories under colonial and racist régimes, notably in southern Africa, and to apply one system of wages to all the inhabitants without discrimination. In addition, the General Assembly requested the colonial Powers and States concerned to take legislative, administrative and other measures in respect of their nationals who own and operate enterprises in colonial Territories, particularly in Namibia, Southern Rhodesia and the Territories under Portuguese administration, to put a stop to activities detrimental to the interests of the inhabitants of the Territories. It requested them to comply fully with the provisions of General Assembly resolutions 2288 (XXII) of 7 December 1967, 2425 (XXIII) of 18 December 1968 and 2554 (XXIV) of 12 December 1969, and to adopt effective measures to prevent new investments, particularly in southern Africa, that run counter to the above-mentioned resolutions. It deplored the attitude of the colonial Powers and States that had not taken any action to implement the relevant provisions of the resolutions of the General Assembly.

The Assembly requested all States to take effective measures to stop the supply of funds and other forms of assistance, including military equipment, to colonial régimes that use such assistance to repress the national liberation movements.

The General Assembly requested the Special Committee to continue to study the question, and to report to it at its twenty-sixth session. Lastly, it requested the Secretary-General to use all the facilities at his disposal to render assistance to the Special Committee in the pursuit of the study.

On 25 March 1971, the Special Committee referred the question to its Sub-Committee I for consideration and report.

### 3. Military activities and arrangements by colonial Powers in Territories under their administration which might be impeding the implementation of the Declaration

In November 1970, the Special Committee considered the question of military activities and arrangements by colonial Powers in the Territories under their administration that might be impeding the implementation of the Declaration, including the report of its Sub-Committee I, which contained six working papers on specific Territories prepared by the Secretariat at the Sub-Committee's request. The Special Committee adopted the report of the Sub-Committee by 17 votes to 2, with 2 abstentions, and endorsed its conclusions and recommendations.

After having fully re-examined the situation in more than fifteen colonial Territories, the Committee noted

with regret that none of the Member States having responsibility for the administration of those Territories, had complied with the provisions of the resolutions adopted by the General Assembly requesting them to dismantle their military bases and installations in the Territories and to refrain from establishing new ones. Information available to the Special Committee showed, in fact, that the colonial Powers were increasing their military activities in many Territories; they were not only expanding existing bases but building new ones. Moreover, in some Territories having rich economic and human resources there was increasing military activity by colonial Powers aimed at subjugating the indigenous peoples and providing protection for foreign economic and other interests. It was clear, to the Special Committee that the main characteristics, objectives and purposes of such activities, as outlined in its previous reports, remained unchanged.

The Special Committee once again requested all States having responsibility for the administration of colonial and Trust Territories to comply unconditionally with General Assembly resolutions 2105 (XX), paragraph 12, 2189 (XXI), paragraph 11, 2326 (XXII), paragraph 10, 2465 (XXIII), paragraph 9, and 2548 (XXIV), paragraph 8, whereby the Assembly requested all colonial Powers to dismantle their military bases and installations in colonial Territories and to refrain from establishing new ones.

Once again, the Special Committee drew particular attention to the situation in southern Africa, where colonial and racist régimes continued to strengthen their military hold over Namibia, the Territories under Portuguese administration and Southern Rhodesia, and, by force, to deny, the indigenous peoples their inalienable right to freedom and independence.

The Special Committee noted that Portugal had intensified its war of repression against liberation movements in Mozambique, Angola and Guinea (Bissau). It observed that military activities and arrangements by that Government in the Territories under its administration continued to be based on close military co-operation between Portugal and its military allies in NATO. That situation had been emphasized in the general declaration of the International Conference in Support of the Peoples of Portuguese Colonies, held in Rome in June 1970. The Special Committee condemned the military *entente* among the Governments of South Africa, Portugal and the illegal régime of Southern Rhodesia as having been formed to suppress the peoples of the Territories. By increasing its economic and military involvement in Southern Rhodesia, Angola and Mozambique, South Africa aimed at the extension of its military presence to other parts of southern Africa.

The Special Committee drew attention to the increasing supply of arms and military equipment to South Africa by some Western Powers and the declared intention of other Western Powers to resume the sale of arms to that country. It deplored those intentions and expressed its firm conviction that such practices not only prolonged the illegal racist hold over Namibia and strengthened colonial rule in other Territories in the area but posed a threat to the security of independent African States and to international peace and security. The Committee called upon all

States to withhold from South Africa and Portugal all support and assistance, including the supply of arms and military equipment, and to refrain from helping those Governments to produce arms and ammunition.

The Special Committee noted that, contrary to the interests of the indigenous peoples, the colonial Powers had continued to maintain and use military bases and other installations in some of the smaller Territories, such as the Bahamas, Bermuda, Gibraltar, Guam and the Trust Territory of the Pacific Islands. That military activity interfered with the economic development of some of those Territories because it required extensive alienation of land and drew the population away from productive activities. The Committee requested the colonial Powers to cease their alienation of land forthwith, to return land already alienated to its rightful owners and to desist from utilizing the economic and manpower resources of the Territories for military installations. It reaffirmed the recommendations contained in its reports of 1968 and 1969 and also drew attention to paragraph 5 of the programme of action for full implementation of the Declaration contained in General Assembly resolution 2621 (XXV), according to which Member States should sustain a vigorous campaign against all military activities and arrangements by colonial Powers in the Territories under their administration.

On 14 December 1970, the General Assembly adopted resolution 2708 (XXV), declaring that the attempts of some Powers to suppress national liberation movements by repressive activities against colonial peoples were incompatible with the Charter of the United Nations, the Universal Declaration of Human Rights and the Declaration on the Granting of Independence to Colonial Countries and Peoples and posed a threat to international peace and security. It requested the Powers concerned to withdraw immediately and unconditionally their military bases and installations from colonial Territories and to refrain from establishing new ones. It requested the Special Committee to make concrete suggestions that might assist the Security Council in considering appropriate measures under the Charter with regard to developments in colonial Territories that were likely to threaten international peace and security, and it recommended that the Security Council should take such suggestions fully into consideration.

On 25 March 1971 the Special Committee referred the question to its Sub-Committee I for consideration and report.

#### 4. Question of sending visiting missions to the Territories

During the period under review, the Special Committee considered the question of sending visiting missions as a separate item at its plenary meetings. The question was also considered in connexion with its examination of specific Territories, an account of which has been given in preceding sections.

On 1 September 1970, the Special Committee adopted a resolution on the item by a roll-call vote of 20 to none, with 2 abstentions. In that resolution, the Committee recalled the relevant resolutions of the General Assembly, particularly resolutions 2548 (XXIV) and 2592 (XXIV), by which the

General Assembly reaffirmed the importance of sending visiting missions to Territories and urged the administering Powers to co-operate fully with the Special Committee by permitting such groups access to the Territories under their administration. The Special Committee declared its conviction that the sending of visiting missions constituted one of the most effective methods by which it might secure first-hand information concerning colonial Territories and ascertain the wishes and aspirations of the inhabitants. It was mindful of the constructive role played by previous United Nations visiting missions in assisting colonial Territories to achieve independence in an atmosphere of peace and stability.

The Special Committee noted with regret that the unco-operative attitude of some administering Powers concerning visiting missions continued to impede implementation of the Declaration. It appealed again to those administering Powers to reconsider their attitude and to permit such missions access to the Territories under their administration in accordance with the decisions previously taken by the General Assembly and the Special Committee. It requested its Chairman to consult with the administering Power regarding that appeal and to report thereon as appropriate to the Special Committee.

At its twenty-fifth session, the General Assembly adopted resolutions containing provisions relative to the question. By resolution 2708 (XXV), it called upon the administering Powers to co-operate fully with the Special Committee by permitting visiting groups access to the colonial Territories.

In resolution 2621 (XXV) containing the programme of action for the full implementation of the Declaration, the Assembly directed the Special Committee to continue to send visiting missions to the colonial Territories and to hold meetings at places where it might best obtain first-hand information on the situation in colonial Territories.

#### 5. Implementation of the Declaration by the specialized agencies and the international institutions associated with the United Nations

In its consideration of the item, between 20 July and 27 August 1970, the Special Committee took into account the provisions of General Assembly resolution 2555 (XXIV) concerning implementation of the Declaration by the specialized agencies and international institutions associated with the United Nations, particularly paragraph 12 thereof, by which the Assembly requested the Special Committee to continue to examine the question and to report thereon to the General Assembly at its twenty-fifth session. It was also guided by the relevant provisions of other General Assembly resolutions, in particular, paragraph 11 of resolution 2507 (XXIV) and paragraph 10 of resolution 2508 (XXIV), in which the Assembly called upon the specialized agencies and the international organizations concerned to extend all moral material assistance to the national liberation movements in the Territories under Portuguese administration and in Southern Rhodesia. The Committee also took into account the relevant provisions of Security Council resolution 277 (1970) concerning Southern Rhodesia and resolution 283 (1970) concerning Namibia. The Committee further took into account the result of the consideration of the item during 1970 by the Com-



mittee for Programme and Co-ordination, by the Joint Meetings of the Committee for Programme and Co-ordination and the Administrative Committee on Co-ordination, and by the Economic and Social Council.

The Special Committee had before it a report submitted by the Secretary-General containing replies from the international organizations concerned to identical letters transmitting to them the text of resolution 2555 (XXIV) and requesting them to provide concrete suggestions regarding the best ways and means of achieving full and speedy implementation of the relevant resolutions. It also had before it the report of its Chairman on his consultations with the President of the Economic and Social Council.

On 27 August 1970, by 17 votes to 2, with 2 abstentions, the Special Committee adopted a draft resolution in which it endorsed the report of its Chairman and expressed its deep regret that several specialized agencies and organizations concerned had not taken the steps required for full implementation of the relevant General Assembly resolutions. It made a number of recommendations that were subsequently embodied in Assembly resolution 2704 (XXV).

On 14 December 1970, the General Assembly adopted, by 83 votes to 4, with 21 abstentions, resolution 2704 (XXV), by which it approved that chapter of the Special Committee's report relating to the item. It expressed its appreciation to the Office of the United Nations High Commissioner for Refugees and to those specialized agencies and other organizations which had co-operated. The Assembly urged those which had not yet done so to take the steps required for full implementation of the resolutions that called upon them to assist the national liberation movements and to discontinue all collaboration with the Governments of Portugal and South Africa, and the illegal racist minority régime in Southern Rhodesia. It affirmed that United Nations recognition of the legitimacy of the struggle of colonial peoples entailed the extension by the United Nations system of organizations of all necessary moral and material assistance to the national liberation movements in the Territories in southern Africa, especially the liberated areas. It reiterated its appeal to the specialized agencies and other organizations to render all possible assistance to the peoples' struggle and to work out, in co-operation with OAU and the national liberation movements, concrete programmes of assistance. The Assembly recommended that, after considering the suggestions contained in the report of the Secretary-General, the specialized agencies and other organizations concerned, particularly UNDP and IBRD, should take measures, within their respective spheres of competence, to increase the scope and flexibility of their assistance to refugees from the colonial Territories and to Governments involved in preparation and execution of projects beneficial to those refugees. The Assembly invited all the specialized agencies and other international institutions concerned, particularly ICAO, UPU, ITU, and IMCO, to proceed to the urgent consideration of measures aimed at facilitating implementation of the relevant provisions of the various Security Council resolutions on colonial Territories in southern Africa, especially paragraphs 9 (b), 11 and 23 of resolution 277 (1970). It also urged those agencies and organizations to discontinue all collaboration with the Governments of Portugal and South Africa and the illegal racist minority régime in Southern Rhodesia, in accor-

dance with the resolutions of the General Assembly and the Security Council. The Assembly again urged the specialized agencies and other organizations, in particular IBRD and IMF, to take all the necessary steps to withhold financial, economic, technical and other assistance from the Governments of Portugal and South Africa until those Governments renounced their policies of racial discrimination and colonial domination; and it invited the specialized agencies to examine, in consultation with OAU the possibility of enabling leaders of the liberation movements to participate in their conferences, seminars and other regional meetings. It noted with appreciation the action recently initiated by States members of UNESCO for implementing the Declaration and relevant United Nations resolutions and requested all Governments to intensify their actions similarly in the other specialized agencies and organizations of which they were members. The General Assembly recommended that, in order to facilitate the efforts of member States to comply, the specialized agencies and the other organizations within the United Nations system should continue to examine all the problems that they might encounter in their efforts to give effect to resolution 2704 (XXV) and other relevant Assembly resolutions. It requested the Economic and Social Council, in consultation with the Special Committee, to continue to consider appropriate measures for co-ordinating the policies and activities of the specialized agencies and other organizations concerning the item. The General Assembly also requested the Secretary-General (a) to prepare for submission to the relevant bodies concerned a comprehensive report of the activities hitherto undertaken by the specialized agencies and organizations to implement its various resolutions, and (b) to continue to assist the specialized agencies and other organizations to work out appropriate measures for implementing resolution 2704 (XXV) and to report thereon to the Assembly at its twenty-sixth session. It also requested the Special Committee to continue to examine the question and to report to it at its next session.

#### 6. United Nations Educational and Training Programme for Southern Africa

In 1970, the United Nations Educational and Training Programme for Southern Africa established under General Assembly resolution 2349 (XXII) entered its third year. That Programme, which provides scholarships for study outside their own countries to applicants from Namibia, South Africa, Southern Rhodesia and the Territories under Portuguese administration, continued to expand within the means available.

In his report dated 6 November 1970, the Secretary-General stated that payments of contributions to the Programme during the period from 1 October 1969 to 31 October 1970 amounted to \$US 559,235. The Secretary-General expressed his deep appreciation to all States that had contributed to the Programme but he noted that the total contribution for the three-year period 1968-1970 had amounted to \$US 1,307,622, which was far short of the target of \$US 3 million envisaged by the General Assembly in resolution 2349 (XXII).

During the period under review, 210 new scholarships had been awarded and 295 awards had been

renewed. Of the 505 students studying under the Programme, 56 were from Namibia, 179 from South Africa, 92 from Southern Rhodesia and 178 from Territories under Portuguese administration. The majority of students were attending schools or universities in Africa and were pursuing courses from the secondary to the post-graduate level, as well as vocational and technical training.

The Secretary-General reported that the Advisory Committee established in pursuance of resolution 2431 (XXIII) and composed of the representatives of Canada, the Democratic Republic of the Congo, Denmark, India, the United Republic of Tanzania, Venezuela and Zambia, had held three meetings during 1970 and had elected the representative of Zambia as its Chairman. The Committee had discussed ways of strengthening and expanding the Programme, including, in particular, promoting contributions and granting subventions to educational institutions in Africa to enable them to provide places for persons who came under the Programme. Representatives of the United Nations Council for Namibia and the Special Committee on the Policies of *Apartheid* of the Government of the Republic of South Africa had participated in the Committee's work in an observer capacity.

The Secretary-General informed the General Assembly of the co-operation and consultations that had taken place during 1969-1970 with other United Na-

tions bodies, the specialized agencies and OAU concerning the Programme. In particular, he reported on an agreement reached in April 1970 defining the respective sectors of educational assistance to be extended to refugees from southern Africa within the competence of the United Nations High Commissioner for Refugees and the Programme.

On 14 December 1970, the General Assembly, on the recommendation of the Fourth Committee, adopted resolution 2706 (XXV) concerning the Programme, by 111 votes to 2. Under the resolution, the Assembly, having noted that available funds were still far from adequate to meet the objectives of the Programme, expressed appreciation to all who had contributed to it; strongly appealed to all States, organizations and individuals to make generous contributions; requested the Secretary-General, in consultation with the Programme's Advisory Committee, to take all possible measures for the promotion of adequate contributions; and decided that, as a further transitional measure, provision should be made under the regular budget for the financial year 1971, for an amount of \$US 100,000 to ensure continuation of the Programme. The Assembly also noted with approval that co-operation with the Office of the High Commissioner for Refugees had been strengthened and that it was the intention of the Secretary-General to undertake consultations with the ILO, UNESCO and OAU with a view to gaining their further co-operation.

## REFERENCES

- For the report of the Special Committee on the Situation with regard to the Implementation of the Declaration on the Granting of Independence to Colonial Countries and Peoples, see *Official Records of the General Assembly, Twenty-fifth Session, Supplement No. 23 (A/8023/Rev.1)* and *Supplement No. 23 A (A/8023/Rev.1/Add.1)*.
- For other relevant documents and a list of relevant records, see *Official Records of the General Assembly, Twenty-fifth Session, Annexes*, agenda items 23, 62, 63, 64, 65, 66, 67, 68-12 and 69.
- For the report of the United Nations Council for Namibia to the General Assembly, covering the period 25 October 1969 to 12 October 1970, see *Official Records of the General Assembly, Twenty-fifth Session, Supplement No. 24 (A/8024)*.
- For relevant documents and meetings of the Security Council, see:
  - (a) *Official Records of the Security Council, Twenty-fifth Year, Supplement for July, August and September 1970*;
  - (b) *Official Records of the Security Council, Twenty-fifth Year, 1550th meeting*.

## CHAPTER II

# Trust Territories

### A. *Work of the Trusteeship Council*

The Trusteeship Council held its thirty-seventh session at Headquarters from 26 May to 19 June 1970. The Council began its thirty-eighth session on 25 May 1970.

At its thirty-seventh session, the Trusteeship Council was composed of two Administering Authorities, namely, Australia (New Guinea) and the United States of America (Trust Territory of the Pacific Islands), and four non-administering members, China, France, the Union of Soviet Socialist Republics and the United Kingdom of Great Britain and Northern Ireland, which were members by virtue of their being permanent members of the Security Council.

The Trusteeship Council's principal task at its thirty-seventh session was to consider conditions in the two remaining Trust Territories, New Guinea and the Pacific Islands, and to make recommendations on them to the Administering Authorities, with a view to the fulfilment of the objectives of the International Trusteeship System. To carry out this task the Council had before it the annual reports of the Administering Authorities, supplemented by more up-to-date information submitted to the Council by their special representatives. Moreover, in the examination of conditions in the Trust Territory of the Pacific Islands, the Council had the additional information supplied in the report of the United Nations Visiting Mission to the Trust Territory of the Pacific Islands, 1970.

The Trusteeship Council also considered reports of the Secretary-General on offers by Member States of study and training facilities for the inhabitants of the Trust Territories and on dissemination of information on the United Nations in the Trust Territories, and it made arrangements for the dispatch of a visiting mission to the Trust Territory of New Guinea in 1971. The Council reported to the General Assembly on its consideration of New Guinea and to the Security Council on its consideration of the Trust Territory of the Pacific Islands.

The decisions of the Trusteeship Council and the Special Committee on the Situation with regard to the Implementation of the Declaration on the Granting of Independence to Colonial Countries and Peoples on the two Trust Territories, and of the General Assembly on New Guinea, are outlined below.

### B. *Decisions concerning Trust Territories*

#### 1. New Guinea

The Trust Territory of New Guinea and the neighbouring Territory of Papua are administered

jointly under the Papua and New Guinea Act, 1949-1968.

At its thirty-seventh session, the Trusteeship Council was encouraged that the House of Assembly was continuing to take an active interest in the problem of developing a sense of nationhood and that it had approved the creation of a Select Committee on Constitutional Development, one of whose tasks was to study the adoption of a common name, flag and national anthem for Papua and New Guinea. The Council was pleased to note that the Select Committee was studying alternative forms of constitutional government and their possible suitability for the Territory. The Council noted with satisfaction the successful operation to date of a system of ministerial members. It also noted that the Select Committee had undertaken a study of further steps that might be taken in the evolution towards self-determination.

Nevertheless, mindful of its mandate under the Charter and of the provisions of the Trusteeship Agreement and bearing in mind the provisions of relevant General Assembly resolutions, including resolutions 1514 (XV) and 1541 (XV), the Council sought to ensure that the people were brought to self-determination as swiftly as feasible. In that connexion, the Council welcomed the declaration in which the Administering Authority, while reiterating its belief that an arbitrary date should not be set for the Territory's independence, expressed anew its commitment to self-government and eventual independence and its belief in constant advancement towards self-government.

On 3 November 1970, the Special Committee adopted conclusions and recommendations concerning the Trust Territory, in which it noted the statement of the representative of the administering Power that recent constitutional changes based on the reports of the Select Committee on Constitutional Development to the House of Assembly had resulted in the expansion of the powers of the House's ministerial members and the responsibilities of the Administrator's Executive Council. It considered, however, that the inhabitants of the Territory were not yet fully participating in the management of their own affairs and that progress towards implementation of the Declaration contained in General Assembly resolution 1514 (XV) continued to be slow. The Special Committee urged the administering Power to establish a specific time-table to guide Papua and the Trust Territory of New Guinea to self-determination and independence in accordance with the Declaration.

The General Assembly, at its twenty-fifth session, examined the question of Papua and New Guinea, having before it the reports of the Trusteeship Council and the Special Committee.

On 14 December 1970, the General Assembly adopted resolution 2700 (XXV) on the question of Papua and New Guinea by a recorded vote of 98 to none, with 5 abstentions. By that resolution, the Assembly took note of the arrangements made by the Trusteeship Council, in accordance with paragraph 5 of resolution 2590 (XXIV) and in consultation with the Special Committee, concerning the composition of its visiting mission to the Trust Territory of New Guinea in 1971; invited the administering Power to co-operate fully with the visiting mission and to provide it with all the necessary facilities and assistance in the performance of its tasks; called upon the administering Power to prescribe, in consultation with freely elected representatives of the people, a specific time-table for the free exercise by the people of Papua and the Trust Territory of New Guinea of their right to self-determination and independence; and requested the administering Power to intensify and accelerate the education and technical and administrative training of the indigenous peoples and the localization of the public service.

## 2. Trust Territory of the Pacific Islands

The Trusteeship Council, at its thirty-seventh session, commended the Future Political Status Commission of the Congress of Micronesia for the thorough examination it had made of the issues facing the Micronesian people and their elected representatives. The Council noted that the Political Status Delegation of the Congress of Micronesia had held two series of discussions with officials of the Administering Authority concerning the future of the Territory and that it would be reporting to the Congress of Micronesia on the results of those discussions in July 1970. It noted also the interest shown by the Political Status Delegation and

by the public in the role played by the United Nations when the Trusteeship Agreements for former Trust Territories were being terminated. The Council, taking account of the responsibility of the Congress of Micronesia to acquaint the people of the Territory with the nature and consequences of the choice before them and the responsibility of the Administration in this matter, and taking further account of the unique difficulties of the Territory, including its geographical situation, endorsed the opinions expressed by the 1970 Visiting Mission that it would be desirable for the people of Micronesia to determine their future status sooner rather than later.

The Council urged the Administering Authority to pursue vigorously its efforts, in co-operation with the Congress of Micronesia, to prepare the people of the Territory to exercise their right to determine their own future.

On 2 November 1970, the Special Committee endorsed conditions and recommendations on the Trust Territory submitted by its Sub-Committee II. The Special Committee took note of the statement of the representative of the Administering Authority on its responsibility to the Security Council concerning the administration of the Trust Territory of the Pacific Islands and of his invitation to consult the report of the Trusteeship Council to the Security Council covering its thirty-seventh session. The Committee considered that it had insufficient information at its disposal, especially concerning the views of the Micronesians on the future status of their Territory, and reiterated its previous conclusions and recommendations concerning the Trust Territory, particularly those concerning the future status of the Territory and its economic dependence on the Administering Authority.

## REFERENCES

- For the report of the Trusteeship Council to the General Assembly, covering the period 20 June 1969 to 19 June 1970, see *Official Records of the General Assembly, Twenty-fifth Session, Supplement No. 4 (A/8004)*.
- For the relevant documents and a list of relevant records, see *Official Records of the General Assembly, Twenty-fifth Session, Annexes*, agenda items 13 and 23.
- For the report of the Special Committee on the Situation with regard to the Implementation of the Declaration on the Granting of Independence to Colonial Countries and Peoples, see *Official Records of the General Assembly, Twenty-fifth Session, Supplement No. 23 (A/8023/Rev.1)*.
- For other relevant documents, see *Official Records of the Security Council, Twenty-fifth Year, Special Supplement No. 1 (S/9893)*.

## CHAPTER III

# Other questions relating to Non-Self-Governing Territories

### A. *Information transmitted under Article 73 e of the Charter of the United Nations*

In accordance with resolution 1970 (XVIII) of 16 December 1963, the Special Committee on the Situation with regard to the Implementation of the Declaration on the Granting of Independence to Colonial Countries and Peoples took into account, in examining each of the Non-Self-Governing Territories, the information transmitted by the Administering Members under Article 73 e of the Charter.

The question of information and related questions were considered by the Special Committee as a separate item in September 1970 and by the General Assembly at its twenty-fifth session, on the basis of reports submitted by the Secretary-General to those bodies.

The Secretary-General reported that he had received information from six Administering Members, namely, Australia, France, New Zealand, Spain, the United Kingdom of Great Britain and Northern Ireland and the United States of America, and that information on constitutional matters had been included in the annual reports on the Territories under the administration of those Members. The representatives of Australia, New Zealand, Spain, the United Kingdom and the United States of America, during meetings of the Special Committee, gave additional information on political and constitutional developments in Territories under their administration.

The Secretary-General reported that he had received no information concerning the Territories under Portuguese administration, which the General Assembly, by resolution 1542 (XV) of 15 December 1960, considered to be Non-Self-Governing Territories within the meaning of Chapter XI of the Charter. Nor had he received information concerning Antigua, Dominica, Grenada, St. Kitts-Nevis-Anguilla, St. Lucia and St. Vincent. In that connexion, the United Kingdom had declared at previous sessions of the General Assembly that, having achieved the status of Associated States, those Territories had attained "a full measure of self-government".

On 25 September 1970, the Special Committee adopted a resolution that was endorsed by the General Assembly in its resolution 2701 (XXV) of 14 December 1970. The Assembly deeply deplored that, despite its repeated recommendations and those of the Special Committee, some Member States having responsibilities for the administration of Non-Self-

Governing Territories still had not seen fit to transmit information under Article 73 e of the Charter, had transmitted insufficient information or had transmitted it too late; condemned the Government of Portugal for its continued refusal to transmit information under Article 73 e of the Charter with regard to the colonial Territories under its domination, despite repeated requests; considered that, in the absence of a decision by the General Assembly itself that the Territories of Antigua, Dominica, Grenada, St. Kitts-Nevis-Anguilla, St. Lucia and St. Vincent had attained a full measure of self-government in terms of Chapter XI of the Charter, the Government of the United Kingdom of Great Britain and Northern Ireland should continue to transmit information under Article 73 e of the Charter with respect to those Territories. The Assembly once again urged the administering Powers concerned to transmit, or continue to transmit, to the Secretary-General the information prescribed in Article 73 e of the Charter, as well as the fullest possible information on political and constitutional developments in the Territories concerned. It reiterated its request that the administering Powers concerned transmit such information as early as possible and, at the latest, within a maximum period of six months following the expiration of the administrative year in the Non-Self-Governing Territories concerned.

### B. *Offers by Member States of study and training facilities for inhabitants of Non-Self-Governing Territories*

The Secretary-General, in accordance with paragraph 5 of General Assembly resolution 2556 (XXIV), reported to the General Assembly at its twenty-fifth session that, up to 31 October 1970, the following twenty-five Member States had made scholarships available to students from Non-Self-Governing Territories: Austria, Brazil, Bulgaria, Ceylon, Cyprus, Czechoslovakia, Ghana, Greece, Hungary, India, Iran, Israel, Italy, Mexico, Pakistan, Philippines, Poland, Romania, Tunisia, Turkey, Uganda, the Union of Soviet Socialist Republics, the United Arab Republic, the United States of America and Yugoslavia.

On 14 December 1970, the General Assembly, following consideration of the item by the Fourth Committee, adopted without objection resolution 2705 (XXV), in which it expressed appreciation to the Member States that had made scholarships available



to inhabitants of Non-Self-Governing Territories. It invited Member States to make generous offers of study and training facilities to inhabitants of those Territories and requested those Member States offering scholarships, as well as those which might subsequently do so, to inform the Secretary-General of the details

of the offers made under the programme and, if possible, to provide travel funds for prospective students. It requested the Secretary-General to report to it at its twenty-sixth session on implementation of the resolution and drew the resolution to the attention of the Special Committee.

### REFERENCES

For the report of the Special Committee on the Situation with regard to the Implementation of the Declaration on the Granting of Independence to Colonial Countries and Peoples, see *Official Records of the General Assembly, Twenty-fifth Session, Supplement No. 23 (A/8023/Rev.1)*.

For other relevant documents and a list of relevant records, see *Official Records of the General Assembly, Twenty-fifth Session, Annexes*, agenda items 23, 61 and 70.

### *Part Three*

## **Economic, social and humanitarian activities**

# CHAPTER I

## Human rights questions

### A. Human rights

#### 1. Observance of the International Year for Action to Combat Racism and Racial Discrimination

The General Assembly at its twenty-fifth session had before it a report of the Secretary-General, submitted in accordance with Assembly resolution 2544 (XXIV) of 11 December 1969. The report contained a summary of information on the preparations for the International Year for Action to Combat Racism and Racial Discrimination based on information received from States, the organs of the United Nations and the specialized agencies concerned.

In resolution 2646 (XXV), the Assembly reaffirmed the legitimacy of the struggle of all oppressed peoples to obtain racial equality by all possible means and called for increased moral and material support to them. It condemned the unholy alliance between South Africa, Portugal and Southern Rhodesia and declared that the policy and practice of *apartheid* contravened the principles of the Charter of the United Nations. The Assembly also condemned those States which collaborated with the racist régimes of southern Africa and called upon those Governments which still maintained relations with South Africa to terminate them immediately in accordance with the relevant resolutions of the General Assembly and the Security Council. It condemned the Government of the United Kingdom of Great Britain and Northern Ireland for its reluctance to bring down the illegal white minority régime in Southern Rhodesia. The Assembly welcomed the observance of 1971 as the International Year for Action to Combat Racism and Racial Discrimination and urged all Governments, specialized agencies and other organizations concerned to take effective and practical measures and also to undertake programmes and projects to combat and publicize the evils of *apartheid* and all forms of racial discrimination.

In the same resolution, the General Assembly requested the Secretary-General to print and disseminate widely during the Year the special study of racial discrimination in the political, economic, social and cultural spheres prepared by the Special Rapporteur of the Sub-Commission on Prevention of Discrimination and Protection of Minorities; urged eligible States to take steps to accede to or ratify the International Convention on the Elimination of All Forms of Racial Discrimination; urged all progressive forces within southern Africa to intensify their struggle, and urged the mass media of information particularly during the Year, to publicize the evils of *apartheid* and all other forms of discrimination; decided to consider the item at its

twenty-sixth session; and invited the Secretary-General to submit a further progress report.

The General Assembly also adopted resolution 2647 (XXV), in which it solemnly reiterated its condemnation of all forms of racial discrimination and appealed to Governments of countries where forms of racial discrimination still persisted to take the necessary legislative, educational and social measures to end them; vehemently affirmed the need for all men to be given an equal chance and urged Member States to do their utmost to eliminate all racial discrimination in education, employment, housing and other fields of community life and to encourage the development of multiracial activities; invited all peoples of the world to condemn the evils of racial policies and emphasized the importance of the work being done by the United Nations, in particular the Commission on Human Rights and the Sub-Commission on Prevention of Discrimination and Protection of Minorities, the specialized agencies and non-governmental organizations; and reaffirmed its intention to take the opportunity of the Year to promote social justice throughout the world.

The Commission on Human Rights, at its twenty-seventh session, considered together a group of agenda items relating to action against racism and racial discrimination, *apartheid*, nazism and racial intolerance.

The Commission, by resolution 1 (XXVII), recalling that 1971 had been designated International Year for Action to Combat Racism and Racial Discrimination, appealed to international public opinion to protest against any attempt to violate the relevant provisions of the Security Council resolutions imposing the embargo on the sale of arms to the Government of South Africa.

#### 2. International Convention on the Elimination of All Forms of Racial Discrimination

The International Convention on the Elimination of All Forms of Racial Discrimination, adopted by the General Assembly in its resolution 2106 (XX) of 21 December 1965, entered into force on 4 January 1969, the thirtieth day after the deposit with the Secretary-General of the twenty-seventh instrument of ratification or accession.

As of 15 June 1971, the Secretary-General had received instruments of ratification or accession from the following fifty States: Argentina, Bolivia, Brazil, Bulgaria, Byelorussian Soviet Socialist Republic, Canada, Central African Republic, China, Costa Rica, Cyprus, Czechoslovakia, Ecuador, Federal Republic of Germany, Finland, Ghana, Greece, Holy See, Hungary, Iceland, India, Iran, Iraq, Jamaica, Kuwait,

Libyan Arab Republic, Madagascar, Malta, Mongolia, Morocco, Nepal, Niger, Nigeria, Norway, Pakistan, Panama, Philippines, Poland, Romania, Sierra Leone, Spain, Swaziland, Syria, Tunisia, Ukrainian Soviet Socialist Republic, Union of Soviet Socialist Republics, United Arab Republic, United Kingdom of Great Britain and Northern Ireland, Uruguay, Venezuela and Yugoslavia. Thirty-three additional States have signed the Convention.

In its resolution 2647 (XXV) of 30 November 1970 relating to the elimination of all forms of racial discrimination, the General Assembly invited countries which were not yet parties to the International Convention on the Elimination of All Forms of Racial Discrimination to take any steps necessary to ratify it or accede to it if possible in 1971, on the occasion of the International Year for Action to Combat Racism and Racial Discrimination. The programme for the observance of the International Year, as approved by the General Assembly in its resolution 2544 (XXIV) of 11 December 1969, provided that the Year should be devoted to intensified action by States, the United Nations, the specialized agencies concerned, regional organizations and non-governmental organizations so as to achieve the widest possible participation by the eligible States in the Convention.

In resolution 3 (XXVII) of 4 March 1971, the Commission on Human Rights recommended to the Economic and Social Council the adoption of a draft resolution in which the Council would recommend that the General Assembly should urge all States which were not parties to the International Convention on the Elimination of All Forms of Racial Discrimination to accelerate the process of ratifying that Convention, to ratify or to accede to it as soon as possible, especially during the International Year for Action to Combat Racism and Racial Discrimination, and request them to report to the General Assembly on the measures taken by them to this effect, on any obstacles which might have been encountered and on any interim measures taken to comply strictly with the principles set out in the Declaration and the Convention. On 21 May 1971, the Economic and Social Council adopted the draft resolution recommended by the Commission (resolution 1588 (L)).

The Committee on the Elimination of Racial Discrimination, established under article 8 of the Convention, held its second and third sessions at United Nations Headquarters from 31 August to 18 September 1970 and from 12 to 23 April 1971 respectively. On 18 September 1970, the Committee submitted to the General Assembly its first annual report covering the activities of the Committee at its first and second sessions, in accordance with article 9 of the Convention. The activities of the Committee at its first session were discussed in the annual report of the Secretary-General to the General Assembly at its twenty-fifth session.

At its second session, on the basis of a draft prepared by the Secretary-General at the Committee's request, the Committee adopted further provisional rules of procedure relating to the implementation of articles 9 and 11 to 13 of the Convention and began its consideration of reports submitted by States Parties under article 9, paragraph 1, of the Convention. Its preliminary examination of eleven of those reports revealed that few, if any, provided all the information which

the States Parties had undertaken to furnish in their initial reports, that not all the reports were prepared on the lines suggested by the Committee in its communication of 28 January 1970 and that even those reports which were guided by that communication did not furnish all the categories of information specified therein. The Committee therefore agreed to send out a general communication requesting that each State Party which had already submitted its initial report re-examine it, in comparison with the list of categories of information requested in the communication of 28 January 1970, and furnish the Committee, by 1 February 1971, with information on those points which its report did not cover. Regarding six States Parties, whose reports under article 9, paragraph 1, of the Convention were due but had not been received, the Committee adopted a communication addressed to them as a reminder, in accordance with rule 66 of its provisional rules of procedure, requesting them to submit their reports by 1 January 1971.

At its third session, the Committee continued its consideration of reports submitted by States Parties under article 9, paragraph 1, of the Convention. It examined, one by one in the order in which they were received, the reports of twenty-one of the States Parties, thereby completing its examination of thirty-two out of thirty-seven reports which were due in 1970. It decided to send a reminder, in accordance with rule 66 of its provisional rules of procedure, to States Parties whose reports were due but had not been received. With regard to thirty-two States Parties whose reports it had received and examined at its second and third sessions, the Committee agreed that seventeen of those reports contained incomplete information and did not furnish all the categories of information it had requested in its communication of 28 January 1970. It therefore adopted a communication addressed to those seventeen States Parties requesting them once again to compare the information they had submitted with the communication adopted at the first session and to furnish the Committee with all pertinent information by 15 July 1971.

With regard to its consideration of copies of petitions, of reports and of other information relating to Trust and Non-Self-Governing Territories and to all other territories to which General Assembly resolution 1514 (XV) applied, in conformity with article 15 of the Convention, the Committee adopted the text of a communication to be forwarded to the Trusteeship Council and the Special Committee on the Situation with regard to the Implementation of the Declaration on the Granting of Independence to Colonial Countries and Peoples. In this communication, the Committee requested the above-mentioned United Nations bodies to obtain from administering Powers information relating to various provisions of the Convention, which the Committee enumerated in its communication, and to transmit them to the Committee in accordance with article 15 of the Convention.

In its resolution 2648 (XXV) relating to the first annual report of the Committee on the Elimination of Racial Discrimination, the General Assembly, stressing the significance, for the fulfilment of the objectives of the United Nations in the field of human rights, of the coming into force of the International Convention on the Elimination of All Forms of Racial Discrimination and of the bringing into being of the Committee on the Elimination of Racial Discrimination, took note

with appreciation of the Committee's report, submitted under article 9 of the Convention, and requested all States Parties to the Convention to give the Committee their full co-operation in order that it might fulfil its mandate under the Convention.

The second annual report of the Committee covering the work of its third and fourth sessions will be submitted to the General Assembly at its twenty-sixth session.

### 3. Prevention of discrimination and protection of minorities

#### SPECIAL STUDY OF RACIAL DISCRIMINATION

The Sub-Commission on Prevention of Discrimination and Protection of Minorities, at its twenty-third session held from 10 to 28 August 1970, examined the final report on the special study of racial discrimination in the political, economic, social and cultural spheres prepared by its Special Rapporteur. It expressed its deep appreciation to the Special Rapporteur for his valuable work on the study and congratulated him warmly on his final report, expressed its gratitude to all those who had collaborated with him in the preparation of his report, and transmitted the Special Rapporteur's report to the Commission on Human Rights for its earliest practicable consideration.

The Economic and Social Council, upon the recommendation of the Commission on Human Rights in its resolution 2 (XXVII), adopted resolution 1587 (L), in which it expressed its appreciation to the Special Rapporteur for his valuable study.

The Sub-Commission, having considered the conclusions and proposals set out in chapter XIII of the special study of racial discrimination, adopted resolution 4 (XXIII), which was in itself the basis of four draft resolutions dealing, respectively, with racial discrimination in the political, economic, social and cultural spheres; the problems of indigenous populations; policies of *apartheid* and racial discrimination; and the danger of a revival of nazism and racial intolerance.

With regard to racial discrimination in the political, economic, social and cultural spheres, the Economic and Social Council, upon the recommendation of the Commission on Human Rights in its resolution 3 (XXVII), adopted resolution 1588 (L), in which it recommended that the General Assembly should request every competent United Nations organ, specialized agency, regional intergovernmental organization and non-governmental organization in consultative status to consider, as a matter of the highest priority, at sessions to be held in 1971, the International Year for Action to Combat Racism and Racial Discrimination, and in succeeding years: (a) the further action which it might itself take with a view to speedily eliminating racial discrimination throughout the world; (b) the action which it might recommend to its subsidiary organs, to States and to international and national bodies for this purpose; (c) the follow-up measures required to ensure the full and effective implementation of its decisions in this matter. The Assembly invited non-governmental organizations in consultative status with special interest in the elimination of racism and racial discrimination to communicate to the Economic and Social Council, biennially and for the information of any interested organ of the United Nations, their endeavours and progress in the struggle

against racism, *apartheid* and racial discrimination, especially in southern Africa; recommended further that the General Assembly should pursue as a major feature of action to combat racism and racial discrimination, after the International Year and with the co-operation and assistance of every competent United Nations organ, specialized agency and affiliated national and international organization, a world-wide programme intended to build up public opinion, especially through radio and television broadcasts, as well as through the distribution of appropriate literature such as the Statement on Race and Racial Discrimination, adopted by a conference of experts on the subject convened by the United Nations Educational, Scientific and Cultural Organization in Paris in 1967, with a view to eradicating, once and for all, false racial beliefs based upon a lack of scientific knowledge; recommended further that the General Assembly should urge all States concerned to accelerate the economic and social development of their minority groups with a view to eliminating *de facto* discrimination occasioned by their low standard of living, and urged also competent organs of the United Nations and specialized agencies to extend their full co-operation, including technical and financial assistance where appropriate, to enable the States concerned to achieve the foregoing objective; stressed the significance of social and economic reforms which lead to the acceleration of the social and economic development of countries and also to the full participation of people in the process of such development and in its benefits as the basis for the actual realization of human rights and freedoms and the elimination of all forms of racial discrimination; invited the International Labour Organisation and the United Nations Educational, Scientific and Cultural Organization to provide the Commission on Human Rights with reports, at three-year intervals, on the nature and effect of any racial discrimination, especially in southern Africa, of whose existence they had knowledge in their sphere of competence.

With regard to the problem of indigenous populations, the Economic and Social Council adopted, as its resolution 1589 (L), the draft resolution recommended by the Commission on Human Rights. In that resolution the Council recommended that the Governments of all States having indigenous populations should take into account, in their policies of economic and social development, the special problems of those populations with a view to eliminating prejudice and discrimination against them; appealed to the States concerned, if they had not yet done so, to take the appropriate legislative, administrative and other measures to protect their indigenous population and to prevent any discrimination against it; invited all competent organs of the United Nations, and especially the regional economic commissions and specialized agencies concerned, to co-operate with Governments in any actions they might undertake in compliance with the present resolution; recommended to all States having legislation for the protection of indigenous populations that they should review that legislation with a view to determining whether in practice it had not already resulted, or might not result, in discrimination, or whether its effect had been to place unjust and unnecessary restrictions on certain civil and political rights; noted with interest the efforts that had been made in that connexion within the inter-American system, and invited the Organization of American States, and particularly its specialized organs and bodies, such as the



Inter-American Commission on Human Rights and the Inter-American Indian Institute, to assist in the eradication of any kind of discrimination against indigenous populations; invited similarly the specialized organs and bodies of the United Nations and the other regional bodies to take the necessary steps for the purpose of assisting in the eradication of any discrimination against indigenous populations; and authorized the Sub-Commission on Prevention of Discrimination and Protection of Minorities to make a complete and comprehensive study of the problem of discrimination against indigenous populations and to suggest the necessary national and international measures for eliminating such discrimination, in co-operation with the other organs and bodies of the United Nations and with the competent international organizations.

With regard to the policies of *apartheid* and racial discrimination, on the recommendation of the Commission on Human Rights contained in its resolution 6 (XXVII), the Economic and Social Council, in its resolution 1591 (L), requested the Security Council to find means of rigidly enforcing its own resolutions in which all Member States were called upon not to supply arms to South Africa, and of effectively implementing the pertinent resolutions of the General Assembly; urged States and, in particular, the major trading partners of South Africa to apply fully the resolutions concerning *apartheid* adopted by the General Assembly, the Security Council and other organs of the United Nations; invited the specialized agencies and, especially, the financial institutions to follow, towards South Africa, a policy in conformity with those resolutions; invited all States to strengthen and expand their programmes of assistance to the victims of *apartheid* and to respond as promptly as possible to the General Assembly's appeal for substantial contributions to the United Nations Trust Fund for South Africa; invited all States to undertake, with the assistance of non-governmental organizations, including workers, religious, social and professional organizations, universities, youth and civic groups and national women's organizations, where appropriate, an educational programme designed to acquaint the public of each country and Territory with the evil consequences of the policy of *apartheid*; also invited non-governmental organizations in consultative status with a special interest in the elimination of racism and racial discrimination, independent of any action being undertaken by States, to mount a regular and constant campaign against *apartheid* both at the national and international levels and to report their endeavours and progress biennially to the Economic and Social Council; appealed to all humanitarian organizations, and to the International Committee of the Red Cross, in particular, to take an active role in assisting the victims of *apartheid*, especially those who were detained or imprisoned; urged the Assembly to provide funds on the scale required to combat effectively the propaganda undertaken by the Government of South Africa, by which that Government sought to defend and justify the policy of *apartheid*; and invited the Secretary-General to make special efforts, utilizing the existing information services available to the United Nations, to alert world public opinion and, particularly, that of the countries trading with South Africa to the recommendations made by various United Nations bodies on the subject of *apartheid*, in order to facilitate compliance by Governments with those recommendations.

On the recommendation of the Commission on Human Rights, contained in its resolution 5 (XXVII), the Economic and Social Council in its resolution 1590 (L) dealt with measures to be taken against nazism and racial intolerance (see also section 4 below).

#### STUDY OF EQUALITY IN THE ADMINISTRATION OF JUSTICE

The Sub-Commission also considered at its twenty-third session the draft principles contained in the final report of the study of equality in the administration of justice presented by its Special Rapporteur, Mr. Mohammed Ahmed Abu Rannat. The Sub-Commission decided to adopt the draft principles on equality in the administration of justice, as amended, and to transmit them to the Commission on Human Rights for examination with regard to the advisability of preparing a convention or a declaration, or both, on equality in the administration of justice, or several instruments dealing with various aspects of the problem, and for decision as to subsequent action.

On the recommendation of the Commission on Human Rights, contained in its resolution 13 (XXVII), the Economic and Social Council, in its resolution 1594 (L), expressed its appreciation to Mr. Abu Rannat for his valuable study and requested the Secretary-General to print the Special Rapporteur's study, together with the general principles adopted by the Sub-Commission, and to circulate them as widely as possible. The Council recommended that the Commission on Human Rights should, at its twenty-eighth session, examine the draft principles relating to equality in the administration of justice and take a decision on further action.

#### 4. Measures to be taken against nazism and racial intolerance

The General Assembly at its twenty-fifth session had before it a report of the Secretary-General, prepared in accordance with Assembly resolution 2545 (XXIV), containing information received from Governments on measures they had adopted or were adopting under the resolution.

In resolution 2713 (XXV) of 15 December 1970, the General Assembly again resolutely condemned nazism, racism, *apartheid* and other totalitarian and colonial ideologies and practices which are based on terror and racial intolerance. It urged the States concerned to implement without delay the resolutions of the General Assembly and, in particular, to take legislative and other effective measures with a view to the speedy and final eradication of nazism, including its contemporary forms, of racism and of other similar ideologies and practices based on terror and racial intolerance. It called upon States during 1971, the International Year for Action to Combat Racism and Racial Discrimination, to take all effective measures to combat contemporary manifestations of nazism and other forms of racial intolerance. The Assembly decided to retain on its agenda the item concerning measures to be taken against nazism and other totalitarian ideologies and practices based on incitement to hatred and racial intolerance.

The Economic and Social Council, upon the recommendation of the Commission on Human Rights in its resolution 5 (XXVII), adopted resolution 1590

(L), in which it invited the General Assembly to resume, as soon as possible, its study of the question of international criminal jurisdiction and the question of the draft code of offences against the peace and security of mankind, with a view to the preparation of effective measures to eliminate any possibility of a revival of nazism. In that resolution, the Council also recommended the adoption of a draft resolution whereby the General Assembly would, *inter alia*, condemn all manifestations of the ideology and practice of nazism and racial intolerance, wherever they might occur; call upon States to take steps to bring to light any evidence of the manifestation and dissemination of the ideology and practice of nazism and racial intolerance and to ensure that they were rigorously suppressed and prohibited; invite all eligible States which had not yet done so to ratify and to accede to the Convention on the Prevention and Punishment of the Crime of Genocide and the Convention on the Non-Applicability of Statutory Limitations to War Crimes and Crimes against Humanity as soon as possible, and request them to report to the Assembly at its twenty-seventh session on the measures taken by them to comply strictly with the provisions of those Conventions; invite all States Members of the United Nations and members of the specialized agencies to review their legislation, in the light of the provisions of the Convention on the Prevention and Punishment of the Crime of Genocide and the Convention on the Non-Applicability of Statutory Limitations to War Crimes and Crimes against Humanity, with a view to determining whether, in the light of their circumstances, further legal measures were required to eradicate for all time the danger of a revival of nazism, racial intolerance, or other ideologies based on terror; urgently call upon those States concerned which had not yet done so to take immediate and effective measures—including legislative measures—with due regard to the principles contained in the Universal Declaration of Human Rights, to prevent the activities of Nazi and racist organizations and groups; urge those States which were unable, for serious constitutional or other reasons, to implement immediately and fully the provisions of article 9 of the United Nations Declaration on the Elimination of All Forms of Racial Discrimination and article 4 of the International Convention on the Elimination of All Forms of Racial Discrimination, both of which condemned and outlawed all propaganda and all organizations based on ideas or theories of the superiority of one race or group of persons of one colour or ethnic origin, or which attempted to justify or promote racial hatred and discrimination in any form, to take measures designed to ensure the speedy disbandment and disappearance of such organizations; those measures should provide, *inter alia*, that (a) such organizations should not be allowed to receive financial subsidies from organs of the State, private companies or individuals; (b) such organizations should not be allowed the use of public premises in which to establish their headquarters or conduct meetings of their members, the use of streets and squares in populated areas for holding demonstrations, or the use of public media of information for disseminating propaganda; (c) such organizations should not be allowed to form militarized detachments on any pretext, and offenders should be subject to prosecution in the courts; (d) persons employed by the State, particularly in the armed forces, should not be permitted to belong to such organizations. All these measures might be taken only in so far as they were compatible with the principles of

the Universal Declaration of Human Rights. The Assembly would also request the United Nations Educational, Scientific and Cultural Organization, the International Labour Organisation and other specialized agencies to consider, within their respective spheres of competence, the question of the danger of a revival of the concepts of nazism and racial intolerance; appeal to regional intergovernmental organizations to consider the question at the regional level; call upon Governments, particularly those which control mass information media of world or continental scope, the United Nations and its subsidiary bodies, specialized agencies and international and national organizations to increase public awareness of the danger of a revival of nazism and racial intolerance, especially among young people, by education, by the preparation and dissemination of information on the subject and by recalling the history of nazism and its crimes and of racial intolerance; decide to place the question of measures to be taken against ideologies and practices based on terror or on incitement to racial discrimination or any other form of group hatred on its agenda and under continuing review, and urge other competent organs of the United Nations to do likewise, so that appropriate measures could be taken promptly as required.

## 5. Slavery

At its twenty-third session, the Sub-Commission on Prevention of Discrimination and Protection of Minorities considered a progress report on the question of slavery and the slave trade in all their practices and manifestations, including the slavery-like practices of *apartheid* and colonialism, submitted by the Special Rapporteur. The Sub-Commission asked the Special Rapporteur to complete his task and requested the Secretary-General to continue to provide him with all the assistance necessary. The Sub-Commission also requested the Commission on Human Rights to recommend a draft resolution on the question for adoption by the Economic and Social Council.

On 23 March 1971, the Commission on Human Rights adopted resolution 12 (XXVII), which was based on the text proposed by the Sub-Commission.

On 21 May 1971, the Council adopted the draft resolution recommended by the Commission, as amended, as resolution 1593 (L). In that resolution, it invited the Special Rapporteur to continue his task and to submit his final report to the Sub-Commission at its twenty-fourth session, and further invited him to elaborate, in that report, on his previous studies of ways in which national and international work in the fields of narcotics control and the protection of refugees might be applied in order to secure a better implementation of existing international instruments relating to the suppression of slavery and slavery-like practices. The Secretary-General was requested once again to urge those States which had not yet ratified the Supplementary Convention on the Abolition of Slavery, the Slave Trade, and Institutions and Practices Similar to Slavery of 1956, to expedite their ratification procedures. The Secretary-General was also requested to extend his assistance to the States Parties for the purpose of arranging for the exchange of information called for by article 3, paragraph 3, of the Supplementary Convention of 1956. In addition, the Secretary-General was authorized to supplement the information received from States Parties to that Convention

by information which might be available from other official sources and to present such information to the Sub-Commission. Lastly, the Secretary-General was requested to seek the co-operation of intergovernmental and non-governmental organizations that could provide assistance in the eradication of slavery, the slave trade and other forms of servitude.

## 6. Question of the violation of human rights

### QUESTION OF THE VIOLATION OF HUMAN RIGHTS IN THE TERRITORIES OCCUPIED AS A RESULT OF HOSTILITIES IN THE MIDDLE EAST

On 15 December 1970, the General Assembly, after considering the report of the Special Committee to Investigate Israeli Practices Affecting the Human Rights of the Population of the Occupied Territories, which the Assembly had established under resolution 2443 (XXIII), adopted resolution 2727 (XXV) (see also part one, chapter I, section D).

The Commission on Human Rights, at its twenty-seventh session, also examined the report of the Special Committee and adopted resolution 9 (XXVII), in which it condemned Israel's continued violations of human rights in the occupied territories, and specifically the denial of the right of the refugees and displaced persons to return to their homes, the resort to collective punishment, the deportation, expulsion, arbitrary arrest and detention of citizens of the occupied territories, the ill-treatment and torture of prisoners, the destruction and demolition of villages and the confiscation and expropriation of property, and the evacuation and transfer of sections of the population; strongly deplored Israel's requisition of hospitals and their transformation into police stations, its abrogation of the national laws and interference with the judicial system, and its refusal to allow the use of textbooks approved by the Director-General of UNESCO for schools in the occupied territories; again called upon Israel to comply fully with its obligations under the Geneva Convention relative to the Protection of Civilian Persons in Time of War, to enable refugees and displaced persons to return to their homes, and to heed and implement the relevant resolutions of United Nations organs and the specialized agencies; reaffirmed that all measures taken by Israel to colonize the occupied territories, including occupied Jerusalem, were completely null and void, and declared that Israel's continued and increasing violations of human rights in those territories and of international law, and its deliberate and persistent refusal to abide by its legal obligations indicated the necessity of collective action on the part of the international community to ensure respect for the human rights of the population concerned; urged the International Committee of the Red Cross to co-operate with United Nations organs and particularly with the Special Committee in the fulfilment of its task and to inform the Commission at its twenty-eighth session on the steps it had taken; requested the Secretary-General to give wide publicity to United Nations documents dealing with the violations of human rights in the occupied territories, particularly to the report of the Special Committee, and to use United Nations media of information in disseminating information on the conditions of the population of the territories, the refugees and displaced persons; and decided to continue its study of the subject at its twenty-eighth session.

### REPORT OF THE *Ad Hoc* WORKING GROUP OF EXPERTS ESTABLISHED UNDER RESOLUTIONS 2 (XXIII), 2 (XXIV), 21 (XXV) AND 8 (XXVI) OF THE COMMISSION ON HUMAN RIGHTS

At its twenty-fifth session, the General Assembly had before it the report of the Secretary-General on the implementation of resolution 2547 A (XXIV) and adopted resolution 2714 (XXV) based on the 1969 report of the *Ad Hoc* Working Group of Experts submitted in accordance with Commission resolution 21 (XXV).

In resolution 2714 (XXV), the Assembly commended the *Ad Hoc* Working Group of Experts on the treatment of political prisoners in South Africa for its valuable report; reaffirmed the legitimacy of the struggles of the peoples of southern Africa to oppose the policies of *apartheid*, racial discrimination and colonialism and to assert their right to self-determination; condemned any and every practice of torture and ill-treatment of prisoners, detainees and captured freedom fighters in Namibia, Southern Rhodesia and the African Territories under Portuguese domination, as well as of persons in police custody in those Territories; again condemned any and every practice of torture and ill-treatment of prisoners and detainees in prisons and in police custody in South Africa; reaffirmed that the Standard Minimum Rules for the Treatment of Prisoners, of 30 August 1955, applied to all political prisoners or detainees, in prison or in police custody throughout South Africa, Namibia, Southern Rhodesia and the African Territories under Portuguese domination; condemned the trial of the twenty-two Africans held under the Suppression of Communism Act and further condemned their subsequent re-arrest under the notorious Terrorism Act of 1967. The Assembly reaffirmed that: (a) the condition of political prisoners in South Africa continued to cause alarm; (b) the increasing co-operation between the Government of South Africa and the illegal racist régime in Southern Rhodesia posed a further and continuing threat to the opponents of the two régimes and to captured freedom fighters; (c) sections 10 and 29 of the General Law Amendment Act, 1969, concerning the Bureau of State Security, not only constituted one of the most sinister pieces of legislation in recent years, but also contributed decisively towards making South Africa a complete police State, and the working of that law was also contrary to article 11, paragraph 1, of the Universal Declaration of Human Rights, since it prevented the accused from proving his innocence; (d) many political prisoners and detainees had died in South African prisons during 1969, in conditions which warranted a full inquiry; (e) Mr. James Lenko, a political prisoner in South Africa, had not committed suicide as reported, but had died as a result of electric shocks administered to various parts of his body; (f) the practice of compelling prisoners to testify against their erstwhile comrades was reprehensible; (g) in the Caprivi Strip, Namibian villages had been shelled by the occupying South African security forces and indiscriminate firing had been resorted to in villages that were suspected of harbouring freedom fighters; (h) the system of "Bantustans" established in South Africa was being gradually extended to the occupied Territory of Namibia; (i) in the absence of intervention by the United Nations, the occupation of Namibia by South Africa was resulting in ever increasing hardship to the non-white population as well as a total suppression of human rights there;

(j) the so-called "Constitution of Rhodesia" of 1969 was an illegal as well as a pernicious document and the "Declaration of Rights" embodied in that "Constitution" conferred few, if any, rights on non-Whites; (k) section 84 of the 1969 "Constitution of Rhodesia", providing that no court should inquire into or pronounce upon the validity of any law on the ground that it is inconsistent with the "Declaration of Rights", established a clear inconsistency in the illegal "legislation" itself and, further, brought out the authoritarian and racist character of the illegal régime in Southern Rhodesia; (l) the reserves in Southern Rhodesia consisted of poor and infertile lands into which Africans were herded like cattle; (m) the condition of Africans in the reserves was appalling and nothing was being done to improve their conditions of hygiene, diet, nutrition, sanitation, health and their educational standards; (n) in the Portuguese Territories, mass killing of suspected opponents of the régime continued unabated; (o) the most inhuman form of forced labour prevailed in the African Territories under Portuguese domination. The Assembly called upon the Government of South Africa to implement the recommendations contained in the earlier reports of the Group and also: (a) immediately to disband the Bureau of State Security; (b) to discontinue the practice by which political detainees were compelled to testify against their former colleagues; (c) to release immediately and unconditionally the twenty-two Africans re-arrested on 16 February 1970 under the Terrorism Act; (d) to grant full access at all trials of political opponents of the régime to independent outside observers; (e) to permit a full and impartial investigation into the deaths of political prisoners and detainees in its gaols as well as to indemnify fully the families of the deceased. Then the Assembly condemned the trial of the eight Namibians under the Terrorism Act, which had taken place at Windhoek between July and November 1969, and further called upon the Government of South Africa to release immediately and unconditionally those tried under the Terrorism Act, to desist forthwith from the extension of the "Bantustans" system into Namibia and to terminate its illegal occupation of the Territory of Namibia in accordance with relevant United Nations resolutions on the subject; called upon the Government of the United Kingdom of Great Britain and Northern Ireland to intervene more effectively than heretofore in Southern Rhodesia with a view to implementing the action proposed by the *Ad Hoc* Working Group in paragraphs 82 to 94 of its report, liberating the Africans from the reserves in which they were concentrated in conditions of near captivity and bondage, and repealing the entire "Constitution of Rhodesia" of 1969; requested the United Kingdom to report to the General Assembly at its twenty-sixth session the results of the effective measures it had been called upon to take; called upon the Government of Portugal to observe immediately the provisions of the Geneva Conventions of 12 August 1949, to eradicate the practice of *xibalo*, or forced labour, in its African colonies, and to introduce a system in which the products of the African farmers could be freely bought and sold in normal market conditions; condemned once again the actions of those Governments which continued to maintain diplomatic, economic, cultural and other relations with the Government of South Africa and with the illegal régime in Southern Rhodesia in violation of United Nations resolutions; called upon those Governments urgently to consider breaking off such relations and, if they had not already

done so, to report to the General Assembly at its twenty-sixth session the reasons therefor; and requested the Secretary-General to report to the Assembly at its twenty-sixth session on the implementation of the present resolution and also to report to the Commission on Human Rights at its twenty-seventh session on the measures taken to publicize the report of the *Ad Hoc* Working Group of Experts.

In accordance with resolution 8 (XXVI) of the Commission on Human Rights, the *Ad Hoc* Working Group of Experts conducted, in 1970, an investigation on the following matters: the question of capital punishment in southern Africa, the treatment of political prisoners and captured freedom fighters in southern Africa; the condition of Africans in the so-called "native reserves" and "transit camps" in South Africa, Namibia and Southern Rhodesia; grave manifestations of *apartheid* in the Republic of South Africa and grave manifestations of colonialism and racial discrimination in Namibia, Southern Rhodesia and the African Territories under Portuguese administration.

At its twenty-seventh session, the Commission considered the report of the *Ad Hoc* Working Group. In resolution 7 (XXVII), the Commission stated that it looked forward to receiving the text of the study on the question of *apartheid* (which has been declared a crime against humanity) from the point of view of international penal law; endorsed the observations, conclusions and recommendations of the Group; decided that the Group should continue to survey the developments in South Africa, Namibia, Southern Rhodesia and the Territories under Portuguese administration with particular reference to grave manifestations of colonialism and racial discrimination present in the situation prevailing in Namibia, Southern Rhodesia, Angola, Mozambique and Guinea (Bissau), resulting from the actions of the illegal South African régime in Namibia, the illegal minority régime in Southern Rhodesia and the Portuguese régime in Angola, Mozambique and Guinea (Bissau); and requested the Group to remain active and vigilant in its observation of colonial and racially discriminatory practices in Africa and bring to the attention of the Commission at its twenty-eighth session new developments in the areas of southern Africa and to submit a report, including conclusions and recommendations, to the Commission at its twenty-ninth session.

#### ALLEGATIONS REGARDING INFRINGEMENTS OF TRADE UNION RIGHTS IN SOUTHERN AFRICA

At its forty-eighth session, the Economic and Social Council, by resolution 1509 (XLVIII), authorized the *Ad Hoc* Working Group of Experts on trade union rights in the Republic of South Africa, Namibia and Southern Rhodesia, while carrying out its mandate entrusted to it by Council resolution 1412 (XLVI), and in co-operation with the ILO, other concerned specialized agencies and the major international trade union organizations, to investigate the conditions of the African producers of primary products in the Portuguese colonies in Africa, of the sector of unorganized labour, such as farm labour in the Portuguese colonies in Africa, and of the workers from Mozambique and Angola who were or had been employed in the Republic of South Africa, Namibia and Southern Rhodesia.

At its fiftieth session, the Council had before it the report of the *Ad Hoc* Working Group and a report of

the Secretary-General on publicity given to that report. By resolution 1599 (L), the Council endorsed the conclusions and recommendations of the *Ad Hoc* Working Group; strongly condemned the detention of trade union leaders in southern Africa and called for their immediate and unconditional release; condemned the treatment of African producers of primary products in the Territories under Portuguese domination; called upon Portugal to stop immediately the confiscation of African lands; called upon the Government of the United Kingdom to put an immediate end to discrimination and repression against African workers and trade unionists in Southern Rhodesia; requested the Secretary-General to bring the Group's report to the attention of the ILO; welcomed the activities of that organization in this field and requested it to submit the results of its future endeavours to the Council as soon as possible; requested the Group to investigate thoroughly the system of recruitment of African workers in Namibia, Southern Rhodesia and the Territories under Portuguese domination and to report to the Council not later than at its fifty-fourth session; and requested the Secretary-General to bring the present resolution and the Group's report to the attention of the Committee on the Elimination of Racial Discrimination, and to transmit them to the General Assembly at its twenty-sixth session.

#### MODEL RULES OF PROCEDURE FOR UNITED NATIONS BODIES DEALING WITH VIOLATIONS OF HUMAN RIGHTS

In accordance with its decision taken in resolution 9 (XXVI), the Commission on Human Rights resumed its consideration of a note prepared by the Secretary-General containing a preliminary draft of model rules of procedure for United Nations bodies dealing with violations of human rights. In resolution 14 (XXVII), the Commission decided to establish a working group of five of its members to meet, if possible, immediately before its twenty-eighth session to examine the model rules of procedure contained in the Secretary-General's note taking into account the views expressed during the twenty-seventh session of the Commission, and to report to the Commission at its twenty-eighth session; decided to resume consideration of the matter at that session; and requested the Secretary-General to transmit the model rules contained in the note to Member States for comment and to submit such comments as might be received to the working group and to the Commission.

#### 7. Question of the punishment of war criminals and of persons who have committed crimes against humanity

Pursuant to the draft resolution recommended by the Commission on Human Rights and the Economic and Social Council, the General Assembly, on 15 December 1970, adopted resolution 2712 (XXV) on the question of the punishment of war criminals and of persons who have committed crimes against humanity. In the resolution, the Assembly welcomed the entering into force on 11 November 1970 of the Convention on the Non-Applicability of Statutory Limitations to War Crimes and Crimes against Humanity; drew attention to the fact that many war criminals and persons who had committed crimes against humanity were continuing to take refuge in the territories of certain States and were enjoying protection; and called upon all States to take measures to arrest such persons and extradite them to the countries where

they had committed the crimes so that they could be brought to trial and punished in accordance with the laws of those countries; condemned the war crimes and crimes against humanity being committed as a result of aggressive wars and the policies of racism, *apartheid* and colonialism; called upon the States concerned to bring to trial persons guilty of such crimes, and to intensify their co-operation in the collection and exchange of information which would contribute to the detection, arrest, extradition, trial and punishment of persons guilty of war crimes and crimes against humanity; requested States which had not already done so to take the necessary measures for the thorough investigation of war crimes and crimes against humanity and for the detection, arrest, extradition and punishment of all war criminals and persons guilty of crimes against humanity not yet brought to trial or punished; appealed to Governments to provide the Secretary-General with information on the measures they had taken or were taking to become parties to the Convention on the Non-Applicability of Statutory Limitations to War Crimes and Crimes against Humanity; appealed to those States which had not yet become parties to the Convention to observe strictly the provisions of General Assembly resolution 2583 (XXIV) to the effect that they should refrain from any action running counter to the main purposes of that Convention; requested the Secretary-General to continue, in the light of the comments and observations submitted by Governments, the study of the question of the punishment of war crimes and crimes against humanity and the criteria for determining compensation to the victims of such crimes, in order to submit a report on the question to the General Assembly at its twenty-sixth session.

In its resolution 16 (XXVII) of 25 March 1971, the Commission on Human Rights, expressing the view that the provisions of the Convention on the Non-Applicability of Statutory Limitations to War Crimes and Crimes against Humanity related not only to crimes committed at the time of the Second World War, but also to all war crimes and crimes against humanity being committed as a result of aggressive wars, military occupation and the policies of racism, *apartheid* and colonialism, once again condemned war crimes and crimes against humanity; urgently appealed to States within whose jurisdiction persons were committing war crimes or crimes against humanity to put an end to such crimes, to punish persons guilty of such crimes severely and, in the case of heinous crimes, to extradite such persons to the States on whose territory they had perpetrated their crimes; invited those States to submit to the Secretary-General information on the measures adopted to give effect to the appeal; called upon all States to expand co-operation in the collection and exchange of information leading to the detection, arrest, extradition, trial and punishment of persons guilty of war crimes and crimes against humanity; and requested the Secretary-General to submit a report on the question to the Commission at its twenty-eighth session, when the matter would be considered further.

#### CONVENTION ON THE NON-APPLICABILITY OF STATUTORY LIMITATIONS TO WAR CRIMES AND CRIMES AGAINST HUMANITY

The Convention on the Non-Applicability of Statutory Limitations to War Crimes and Crimes against



Humanity, adopted by the General Assembly in resolution 2391 (XXIII) of 26 November 1968, was open for signature until 31 December 1969 in accordance with its article V.

As of 15 June 1971, the Convention had been signed by eleven States (Bulgaria, Byelorussian Soviet Socialist Republic, Czechoslovakia, Hungary, Mexico, Mongolia, Poland, Romania, Ukrainian Soviet Socialist Republic, Union of Soviet Socialist Republics and Yugoslavia) and ratified or acceded to by twelve (Albania, Bulgaria, Byelorussian Soviet Socialist Republic, Guinea, Hungary, India, Mongolia, Poland, Romania, Ukrainian Soviet Socialist Republic, Union of Soviet Socialist Republics and Yugoslavia). It entered into force on 11 November 1970, the ninetieth day after the date of the deposit with the Secretary-General of the tenth instrument of ratification or accession.

In its resolution 2712 (XXV) of 15 December 1970, the General Assembly requested States concerned which had not yet signed or ratified the Convention to do so as soon as possible.

### 8. Ways and means of ensuring international respect for the right of peoples to self-determination

In its resolution 2588 B (XXIV) of 15 December 1969, the General Assembly had, *inter alia*, reaffirmed the right of all peoples under colonial and foreign rule to liberation and self-determination and confirmed the principles contained in resolution VIII of the International Conference on Human Rights. The Assembly had also decided to review at its twenty-fifth session the progress in the implementation of resolution VIII and other relevant resolutions adopted by the General Assembly on the subject.

In resolution 2649 (XXV) of 30 November 1970, the General Assembly again affirmed the legitimacy of the struggle of peoples under colonial and alien domination recognized as being entitled to the right of self-determination to restore to themselves that right by any means at their disposal; recognized the right of peoples under colonial and alien domination in the legitimate exercise of their right to self-determination to seek and receive all kinds of moral and material assistance, in accordance with the resolutions of the United Nations and the spirit of the Charter of the United Nations; called upon all Governments that denied the right of self-determination of peoples under colonial and alien domination to recognize and observe that right in accordance with the relevant international instruments and the principles and spirit of the Charter; considered that the acquisition and retention of territory in contravention of the right of the people of that territory to self-determination was inadmissible and a gross violation of the Charter; condemned those Governments that denied the right to self-determination of peoples recognized as being entitled to it, especially of the peoples of southern Africa and Palestine; and requested the Commission on Human Rights to study, at its twenty-seventh session, the implementation of the United Nations resolutions relating to the right of peoples under colonial and alien domination to self-determination, and to submit its conclusions and recommendations to the Assembly, through the Economic and Social Council, as soon as possible.

The Commission on Human Rights, in response to Assembly resolution 2649 (XXV), adopted on

11 March 1971 resolution 8 (XXVII) in which it requested the Secretary-General to prepare an annotated collection of all the resolutions adopted by the various organs of the United Nations, the specialized agencies and the regional organizations relating to the right of peoples under colonial and alien domination to self-determination, and decided to continue the consideration of the question with a view to appointing a special rapporteur thereon at its twenty-eighth session. The Commission also recommended a draft resolution on the subject for adoption by the Economic and Social Council, which contained a text recommended for adoption by the General Assembly.

The Council, by its resolution 1592 (L) of 21 May 1971, recommended to the Assembly that it should, *inter alia*, confirm the legality of the people's struggle for self-determination and liberation by all available means; affirm man's basic human right to fight for those goals; and express the belief that the main objectives of international protection of human rights could not be effectively implemented while some States pursued colonialism, used force against peoples fighting for self-determination and supported régimes applying the criminal policy of racism and *apartheid*; condemn the colonial Powers that were suppressing the right of peoples to self-determination and hampering the liquidation of colonialism and racism in Africa and elsewhere; condemn States that contributed to the creation in southern Africa of a military-industrial complex; recall that it was the duty of every State to contribute to the implementation of the principle of self-determination, in accordance with the Charter; urge States to co-operate in bringing about universal respect for human rights and eliminating all forms of racial discrimination; and resolve to devote constant attention to the question of flagrant large-scale violations of human rights and fundamental freedoms resulting from the denial to peoples under colonial and foreign domination of their right to self-determination.

### 9. International instruments

#### INTERNATIONAL COVENANTS ON HUMAN RIGHTS

The International Covenant on Economic, Social and Cultural Rights, the International Covenant on Civil and Political Rights and Optional Protocol [to the International Covenant on Civil and Political Rights] were adopted by the General Assembly in resolution 2200 A (XXI) of 16 December 1966 and opened for signature at United Nations Headquarters on 19 December 1966.

As of 15 June 1971, the following forty-five States had signed both Covenants: Algeria, Argentina, Belgium, Bulgaria, Byelorussian Soviet Socialist Republic, Chile, China, Colombia, Costa Rica, Cyprus, Czechoslovakia, Denmark, Ecuador, El Salvador, Federal Republic of Germany, Finland, Guinea, Guyana, Honduras, Hungary, Iceland, Iran, Iraq, Israel, Italy, Jamaica, Liberia, Madagascar, Mongolia, Netherlands New Zealand, Norway, Philippines, Poland, Romania, Senegal, Sweden, Tunisia, Ukrainian Soviet Socialist Republic, Union of Soviet Socialist Republics, United Arab Republic, United Kingdom of Great Britain and Northern Ireland, Venezuela, Uruguay and Yugoslavia. In addition, Malta signed the International Covenant on Economic, Social and Cultural Rights thereby bringing the total number of signatures for that instrument to forty-six. Eleven States had ratified or acceded to both

Covenants (Bulgaria, Colombia, Costa Rica, Cyprus, Ecuador, Iraq, Libyan Arab Republic, Syria, Tunisia, Uruguay and Yugoslavia). Each of the two Covenants will come into force three months after the thirty-fifth instrument of ratification or accession has been deposited. The Optional Protocol is open for signature and ratification or accession by any State which has ratified or acceded to the Covenant on Civil and Political Rights. As of 15 June 1971, the Protocol had been signed by seventeen States (China, Colombia, Costa Rica, Cyprus, Denmark, Ecuador, El Salvador, Finland, Honduras, Jamaica, Madagascar, Netherlands, Norway, Philippines, Senegal, Sweden and Uruguay) and ratified by four States (Colombia, Costa Rica, Ecuador and Uruguay). Subject to the entry into force of the Covenant on Civil and Political Rights, the Optional Protocol will come into force three months after the tenth instrument of ratification or accession to it has been deposited.

In accordance with General Assembly resolutions 2200 A (XXI) and 2337 (XXII), the Secretary-General submitted a report on the status of the three instruments to the Assembly at its twenty-fifth session. The Assembly, on the recommendation of the Third Committee, decided to take note of the report of the Secretary-General and requested him to submit another report at its twenty-sixth session, which would be considered in connexion with a separate item on the agenda.

#### DRAFT INTERNATIONAL CONVENTION ON THE ELIMINATION OF ALL FORMS OF INTOLERANCE AND DISCRIMINATION BASED ON RELIGION OR BELIEF

At its twenty-fourth session, the General Assembly had decided to defer the consideration of the item relating to the elimination of all forms of religious intolerance to the twenty-fifth session. At that session, the General Assembly, upon the recommendation of the Third Committee, again decided to defer the consideration of this item to the next session.

### 10. Respect for human rights in armed conflicts

In pursuance of General Assembly resolution 2597 (XXIV), the Secretary-General continued his study on respect for human rights in armed conflicts and submitted a further report on the subject at the twenty-fifth session of the Assembly. On 9 December 1970, the General Assembly adopted resolutions 2674 (XXV), 2676 (XXV) and 2677 (XXV), concerning respect for human rights in armed conflicts. On the same day, the Assembly adopted resolution 2673 (XXV) concerning the protection of journalists engaged in dangerous missions in areas of armed conflict, and resolution 2675 (XXV) setting out certain basic principles for the protection of civilian populations in armed conflicts. In resolution 2674 (XXV), the General Assembly, expressing its appreciation for the Secretary-General's report on respect for human rights in armed conflicts, solemnly reaffirmed that, in order effectively to guarantee human rights, all States should devote their efforts to averting the unleashing of aggressive wars and armed conflicts that violate the Charter of the United Nations and the provisions of the Declaration on Principles of International Law concerning Friendly Relations and Co-operation among States in accordance with the Charter of the United Nations; condemned the actions of countries which, in

flagrant violation of the Charter, continued to conduct aggressive wars and defy the generally accepted principles of the Geneva Protocol of 1925 and the Geneva Conventions of 1949; expressed the view that the principles of the Geneva Protocol of 1925 and the Geneva Conventions of 1949 should be strictly observed by all States and that States violating these international instruments should be condemned and held responsible to the world community. The Assembly affirmed that the participants in resistance movements and the freedom fighters in southern Africa and territories under colonial and alien domination and foreign occupation, struggling for their liberation and self-determination, should be treated, in case of their arrest, as prisoners of war in accordance with the principles of the Hague Convention of 1907 and the Geneva Conventions of 1949, that air bombardments of civilian populations and the use of asphyxiating, poisonous or other gases and of all analogous liquids, materials and devices, as well as bacteriological (biological) weapons, constitute a flagrant violation of the Hague Convention of 1907, the Geneva Protocol of 1925 and the Geneva Conventions of 1949; and recognized the necessity of developing additional international instruments providing for the protection of civilian populations and freedom fighters against colonial and foreign domination as well as against racist régimes.

In resolution 2676 (XXV), the General Assembly, having noted the resolution on the humane treatment of prisoners of war adopted by the twenty-first International Conference of the Red Cross (resolution XI) and considered the view that the direct repatriation of seriously wounded and seriously sick prisoners of war and the repatriation or internment in a neutral country of prisoners of war who had undergone a long period of captivity constituted important aspects of human rights as advanced and preserved under the Geneva Convention relative to the Treatment of Prisoners of War and the Charter of the United Nations, called upon all parties to any armed conflict to comply with the terms and provisions of the Geneva Convention so as to ensure humane treatment of all persons entitled to the protection of the Convention and, *inter alia*, to permit regular inspection, in accordance with the Convention, of all places of detention of prisoners of war by a protecting Power or humanitarian organization, such as the International Committee of the Red Cross; endorsed the continuing efforts of the Red Cross to secure the effective application of the Convention, and requested the Secretary-General to exert all efforts to obtain humane treatment for prisoners of war, especially for the victims of armed aggression and colonial suppression; urged compliance with article 109 of the Convention, which required the repatriation of seriously wounded and seriously sick prisoners of war and which provided for agreements with a view to direct repatriation or internment in a neutral country of able-bodied prisoners of war who had undergone a long period of captivity; urged that combatants in all armed conflicts not covered by article 4 of the Convention be accorded the same humane treatment defined by the principles of international law applied to prisoners of war; urged strict compliance with the provisions of the existing international instruments concerning human rights in armed conflicts, and urged those who had not yet done so to ratify or accede to the relevant instruments in order to facilitate in all aspects the protection of the victims of armed conflicts.

In resolution 2677 (XXV), the General Assembly called upon all parties to any armed conflict to observe the rules laid down in the Hague Conventions of 1899 and 1907, the Geneva Protocol of 1925, the Geneva Conventions of 1949 and other humanitarian rules applicable in armed conflicts, and invited the States which had not yet done so to adhere to those instruments; expressed the hope that the conference of government experts convened in 1971 by the International Committee of the Red Cross would consider further what development was required in existing humanitarian laws applicable to armed conflicts, and that it would make specific recommendations in that respect for consideration by Governments; requested the Secretary-General to invite early comments by Governments on his reports on respect for human rights in armed conflicts, to transmit those reports and the comments of Governments thereon, together with other relevant documentation, to the International Committee of the Red Cross for consideration, as appropriate, by the conference of government experts, and to present to the General Assembly at its twenty-sixth session the comments received and to report at that session on the results of the conference of government experts to be convened by the International Committee of the Red Cross and on any other relevant developments; and decided to consider this question again, in all its aspects, at its twenty-sixth session.

#### DRAFT INTERNATIONAL CONVENTION ON THE PROTECTION OF JOURNALISTS ENGAGED IN DANGEROUS MISSIONS

In response to an appeal by the Secretary-General of 30 September 1970 on the question of respect for human rights in armed conflicts, the General Assembly, on 9 December 1970, adopted resolution 2673 (XXV) entitled "Protection of journalists engaged in dangerous missions in areas of armed conflict". In the preamble to that resolution the Assembly noted the Secretary-General's appeal; considered that it was essential for the United Nations to obtain complete information concerning armed conflicts and that journalists, whatever their nationality, had an important role to play in that regard; noted with regret that journalists engaged in missions in areas when an armed conflict was taking place sometimes suffered as a result of their professional duty, which was to inform world public opinion objectively; recognized that certain types of protection could be granted to journalists under the Geneva Conventions of 1949; expressed its awareness of the fact that those provisions did not cover some categories of journalists engaged in dangerous missions and did not correspond to their needs and its conviction of the need for an additional humanitarian international instrument to ensure the better protection of journalists engaged in dangerous missions, particularly in areas where an armed conflict was taking place. In the operative part of the resolution, the Assembly expressed its grave concern about the fate of press correspondents carrying out dangerous missions and its deepest regret that some of those correspondents had paid with their lives for their conscientious approach to their missions; invited all States and all authorities parties to an armed conflict to respect and apply in all circumstances the provisions of the Geneva Conventions of 12 August 1949 in so far as they were applicable, in particular, to war correspondents who accompanied armed forces but were not

actually a part of them. The Economic and Social Council was invited to request the Commission on Human Rights to consider at its twenty-seventh session the possibility of preparing a draft international agreement ensuring the protection of journalists engaged in dangerous missions and providing, *inter alia*, for the creation of a universally recognized and guaranteed identification document. The Commission was invited to consider the question as a matter of priority in order that a draft international agreement might be adopted as soon as possible by the General Assembly or by another appropriate international body. The Assembly requested the Secretary-General, in consultation with the International Committee of the Red Cross and other appropriate international organizations, to submit a report to it on the question, and decided to give the matter the highest priority at its twenty-sixth session.

A preliminary draft international convention on the protection of journalists engaged in dangerous missions was submitted to the Commission on Human Rights at its twenty-seventh session, but the Commission did not have time to consider it in detail at that session. On 24 March 1971, the Commission adopted resolution 15 (XXVII), entitled "The possibility of preparing a draft international agreement ensuring the protection of journalists engaged in dangerous missions and providing, *inter alia*, for the creation of a universally recognized and guaranteed identification document". In that resolution the Commission, anxious to act in close co-operation with the Secretary-General and the International Committee of the Red Cross, recommended that the Economic and Social Council consider and transmit the preliminary draft international convention, together with the relevant documentation, to the General Assembly as a valid basis for its discussions on the subject at its twenty-sixth session.

In this connexion, the Secretary-General was requested to communicate the same documentation to the Governments of States Members of the United Nations or members of a specialized agency or of the International Atomic Energy Agency or Parties to the Statute of the International Court of Justice, and, through the International Committee of the Red Cross, to the Parties to the Geneva Conventions of 1949, inviting them to send in their observations so that the General Assembly might consider them at its twenty-sixth session; and to transmit the same documentation to the Intergovernmental Conference of Experts of the International Committee of the Red Cross to be held in May 1971, requesting the Conference to make its observations on the draft convention so that the General Assembly might consider them at its twenty-sixth session. The Secretary-General was further requested to establish a group of not more than seven experts, to include in particular a consultant jurist, persons nominated by national professional organizations of journalists from different geographical regions and a representative of the International Committee of the Red Cross, for the purpose of considering the appropriate composition for an international professional committee for the protection of journalists engaged in dangerous missions, as envisaged in article 3 of the draft convention, considering the conditions, procedure and the criteria for the issue and withdrawal as well as the procedure for the recognition of the safe-conduct card, and submitting to the General Assembly at its twenty-sixth session, conclusions and

recommendations together with a draft protocol prescribing the composition, duties and methods of the international professional committee provided for in article 3 of the preliminary draft international convention.

The Economic and Social Council followed the Commission's recommendation and, in resolution 1597 (L), decided to transmit to the General Assembly the preliminary draft convention as well as the relevant records of the Commission and the Council as a valid basis of discussion.

#### BASIC PRINCIPLES FOR THE PROTECTION OF CIVILIAN POPULATIONS IN ARMED CONFLICTS

In resolution 2675 (XXV), the General Assembly, noting with appreciation the reports of the Secretary-General on respect for human rights in armed conflicts and the work in this respect undertaken by the International Committee of the Red Cross, expressing its conviction that civilian populations were in special need of increased protection in time of armed conflicts and recognizing the importance of the strict application of the Geneva Convention relative to the Protection of Civilian Persons in Time of War of 12 August 1949, affirmed the following basic principles for the protection of civilian populations in armed conflicts, without prejudice to their future elaboration within the framework of progressive development of the international law of armed conflict: (1) fundamental human rights, as accepted in international law and laid down in international instruments, continue to apply fully in situations of armed conflict; (2) in the conduct of military operations during armed conflicts, a distinction must be made at all times between persons actively taking part in the hostilities and civilian populations; (3) in the conduct of military operations, every effort should be made to spare civilian populations from the ravages of war, and all necessary precautions should be taken to avoid injury, loss or damage to the civilian populations; (4) civilian populations as such should not be the object of military operations; (5) dwellings and other installations that are used only by civilian populations should not be the object of military operations; (6) places or areas designated for the sole protection of civilians, such as hospital zones or similar refuges, should not be the object of military operations; (7) civilian populations, or individual members thereof, should not be the object of reprisals, forcible transfers or other assaults on their integrity; (8) the provision of international relief to civilian populations is in conformity with the humanitarian principles of the Charter of the United Nations, the Universal Declaration of Human Rights and other international instruments in the field of human rights; the Declaration of Principles for International Humanitarian Relief to the Civilian Population in Disaster Situations, as laid down in resolution XXVI, adopted by the twenty-first International Conference of the Red Cross, shall apply in situations of armed conflict, and all parties to a conflict should make every effort to facilitate this application.

#### 11. Periodic reports on human rights

The revised system of periodic reports established by the Economic and Social Council in resolution 1074 C (XXXIX) has been followed since 1965 and reports have been submitted for consideration in a continuing three-year cycle; in the first year, the re-

ports are on civil and political rights; in the second year, on economic, social and cultural rights, and in the third year, on freedom of information.

The first three-year cycle was completed in 1967 and the second was launched in 1968. The second series of reports on economic, social and cultural rights were considered by the *Ad Hoc* Committee on Periodic Reports, the Commission on Human Rights and the Commission on the Status of Women at their 1970 sessions.

The *Ad Hoc* Committee, following the revised calendar approved by the Council in resolution 1506 (XLVIII) with a view to allowing Governments more time in which to prepare their reports and permitting the Committee to study and evaluate those reports carefully, continued at its 1971 session the consideration of reports on economic, social and cultural rights received after its 1970 session. It was the consensus in the Committee that these reports confirmed the trends found to exist at its 1970 session and the conclusions and recommendations drawn up by the Committee and embodied in Commission resolution 13 (XXVI).

On 25 March 1971, the Commission adopted resolution 18 (XXVII), on the recommendation of the *Ad Hoc* Committee, in which it drew the attention of its Special Rapporteur on realization of economic and social rights to the material submitted by Governments and specialized agencies under the periodic reports system, covering the period from 1 July 1966 to 30 June 1969; invited Member States, in submitting their reports, to follow closely the outline of headings for the reports sent to them by the Secretary-General and to pay greater attention to the guidelines laid down by the Commission in 1967; expressed the view that the assessments of progress and problems in the promotion and protection of human rights could be of practical value only to the extent that Governments included in their reports detailed information covering specific difficulties encountered, practical measures applied or assistance needed to overcome them; and requested Member States and specialized agencies to make special reference in their reports to the action taken to overcome racism and racial intolerance in accordance with the objectives of the International Year for Action to Combat Racism and Racial Discrimination. The Commission noted with appreciation the contribution to the advancement of human rights made by those States which had submitted reports on economic, social and cultural rights; deplored the absence of information on the exercise of economic, social and cultural rights in some Territories still under colonial rule; expressed the hope that an increasing number of Member States would report in the future; urged Member States to submit their reports within the established time-limits; emphasized that it was only through the timely submission of concise reports that the international community could appreciate both the progress achieved and the problems still to be overcome; and expressed the hope that Governments would be able to submit their reports on freedom of information by 31 March 1971 so that the members of the *Ad Hoc* Committee on Periodic Reports could study them well in advance of the Committee's 1972 session.

In its resolution 1596 (L), the Economic and Social Council decided that, without prejudice to the submission of reports on freedom of information in 1971, Member States should in future be asked to submit

periodic reports once every two years in a continuing cycle: the first, on civil and political rights, to be submitted in 1972; the second, on economic, social and cultural rights, in 1974; the third, on freedom of information, in 1976. The Council also stressed that the assessment of progress and problems in the promotion and protection of human rights by the Commission and its *Ad Hoc* Committee could be of practical value only to the extent that Governments included in their reports detailed information on specific difficulties encountered and the practical measures applied or assistance required to overcome them.

## 12. Question of the realization of economic, social and cultural rights

In accordance with resolution 11 (XXVI) of the Commission on Human Rights, the Secretary-General continued the exchange of experience among States on the effectiveness of the methods and means used by them in the realization of economic, social and cultural rights. Information had been received from an additional seven States and from the ILO, WHO and UNESCO.

In its resolution 17 (XXVII), the Commission placed the item as a high priority matter on the agenda of its twenty-eighth session and recommended that the Economic and Social Council request the Special Rapporteur appointed under Commission resolution 14 (XXV), while preparing his study, to take into account the provisions of the Declaration on Social Progress and Development contained in General Assembly resolution 2542 (XXIV), which had been adopted since the study had been authorized, and to submit his final report to the Commission not later than at its twenty-eighth session, in 1972. The Council adopted the Commission's recommendation on 21 May 1971 as resolution 1595 (L).

## 13. Education of youth for the strengthening of its respect for human rights and fundamental freedoms

On 11 November 1970, the General Assembly adopted resolution 2633 (XXV) dealing with questions pertaining to youth, in which the Assembly reaffirmed resolutions 2037 (XX), 2445 (XXIII), 2447 (XXIII) and 2497 (XXIV); expressed the view that the efforts of young people should be directed towards strengthening peace based on justice and friendship among peoples, against the threat of war, against all forms of oppression and exploitation and towards the development of fruitful economic, scientific and cultural co-operation among all countries; emphasized in particular the efforts of the World Youth Assembly, held at United Nations Headquarters in July 1970; requested the Secretary-General to consult Governments and the specialized agencies concerned on the possibility of convening future world youth assemblies with improved rules of procedure; recognized the valuable contribution to international understanding made by youth organizations; emphasized the urgency of youth's participation in social, economic, political and cultural life and the importance of ensuring youth's awareness of its role in national development; welcomed youth's contribution to voluntary services; called upon Governments and all organizations concerned to ensure the education of young people in the respect for human rights, fundamental freedoms and international law; stressed the importance of youth's opposition to

military and other action designed to suppress the liberation movements of peoples still under colonial, racist, alien or military domination; urged Governments to respond to the aspirations of youth and to take measures to support the struggle for peace and justice, international security, self-determination, the liberation of peoples and territories under racist, colonial and alien domination and to eradicate racism, nazism and similar totalitarian ideologies which are based on *apartheid* and other forms of discrimination; recommended that youth should be fully involved in efforts to accelerate the over-all growth of developing countries; called upon the developed countries to respond to the appeal of young people to provide assistance to the developing countries; requested Governments and educational institutions to encourage closer association of youth in the planning and management of education programmes; and requested the Secretary-General and the specialized agencies to continue to undertake programmes and projects related to the problems and needs of youth.

The Commission on Human Rights, in resolution 11 (XXVII), called upon States not to allow repressive measures to be taken against young people voicing progressive dissent, to ensure the protection of young people from exploitation, to include the teaching of human rights in their educational programmes and to involve young people in campaigns to promote general welfare; requested the Secretary-General to prepare a report on the question of conscientious objection to military service, and decided to study that question when the report becomes available; requested UNESCO to consider the desirability of envisaging the systematic study and development of an independent scientific discipline of human rights.

## 14. Human rights and scientific and technological developments

In its resolution 2721 (XXV) of 15 December 1970, the General Assembly requested the Secretary-General to continue to study the problems relating to human rights as they arose from scientific and technological developments, as provided for in paragraph 1 of resolution 2450 (XXIII). It requested the Commission on Human Rights, at its twenty-seventh session, to give priority to the examination of the preliminary report, as supplemented by such further information as might be made available to it, including a preliminary memorandum of the World Health Organization on health aspects of human rights and scientific and technological developments, and to transmit to the General Assembly, through the Economic and Social Council, its suggestions and recommendations for the attainment of the objectives of Assembly resolution 2450 (XXIII).

In its resolution 10 (XXVII), the Commission on Human Rights recognized the need, during the Second United Nations Development Decade, to concentrate its attention on the most important problems of protecting human rights and fundamental freedoms in the context of scientific and technological progress, and in particular on: (a) protection of human rights in the economic, social and cultural fields, as well as protection of the right to work in conditions of the automation and mechanization of production; (b) the use of scientific and technological developments to foster respect for human rights and the legitimate interests of other peoples; (c) prevention of the use of scientific



and technological achievements to restrict fundamental democratic rights and freedoms. The Commission requested Governments, specialized agencies and inter-governmental and non-governmental organizations to submit material on problems arising in connexion with the protection of human rights within the context of scientific and technological progress; requested the Secretary-General to continue and supplement his studies, bearing in mind the information received from Governments and the discussions at the twenty-seventh session of the Commission, so as to present a balanced picture of all basic problems arising in connexion with the exercise of human rights and fundamental freedoms in conditions of scientific and technological progress; and further requested the Secretary-General to submit to the Commission one or more reports which could be used as a basis for exploring the possibility of preparing international instruments designed to strengthen the protection of the human rights proclaimed in the Universal Declaration of Human Rights.

#### 15. Creation of the post of United Nations High Commissioner for Human Rights

At its twenty-second and twenty-third sessions, the General Assembly was unable, owing to its heavy programme of work, to consider the question of the establishment of a United Nations High Commissioner for Human Rights, recommended by the Economic and Social Council in resolution 1237 (XLII). At its twenty-fourth session, after some preliminary discussion, the Assembly requested the Secretary-General to provide it with an analytical study relating to the Council resolutions on the subject. The Secretary-General accordingly submitted a study containing a summary of the views of Governments, as expressed in the General Assembly, the Commission on Human Rights and the Economic and Social Council on the subject involved.

At its twenty-fifth session, after some further discussion of the question, the General Assembly decided, on 14 December 1970, to defer consideration of the item to its twenty-sixth session.

#### 16. Freedom of information

In resolution 2722 (XXV) of 15 December 1970, on freedom of information, the General Assembly recalled its 1965 decision to hasten the conclusion of a convention on freedom of information and its 1968 decision that, pending the completion of that convention, it would give priority to the draft Declaration on Freedom of Information. The Assembly, however, was not able to do so in 1970 owing to its heavy programme of work, and decided to give priority to the question of freedom of information at its twenty-sixth session. The Assembly took into account the fact that consideration of the Declaration had been deferred for a decade and that the draft Convention had been on its agenda for eighteen years.

#### 17. Communications concerning human rights

From 1 June 1970 to 31 May 1971, 14,229 communications concerning human rights were dealt with in accordance with the procedure established by Economic and Social Council resolutions 728 F (XXVIII) of 30 July 1959, 1235 (XLII) of 6 June 1967, and 1503 (XLVIII) of 27 May 1970. Forty-two communi-

cations containing allegations of infringements of trade union rights were forwarded to the ILO, in accordance with Council resolutions 277 (X) and 474 A (XV).

Since 1951, the Secretary-General has been forwarding to the Government of the Federal Republic of Germany, in accordance with Council resolution 386 (XIII), information concerning the plight of survivors of concentration camps who had been the victims of so-called scientific experiments during the nazi régime. As of 15 June 1971, 619 requests for assistance had been so forwarded.

Pursuant to paragraph 3 of Economic and Social Council resolution 1503 (XLVIII), the Secretary-General prepared a document on the question of admissibility of communications for the consideration of the Sub-Commission on Prevention of Discrimination and Protection of Minorities at its twenty-third session.

The Sub-Commission, in view of the impossibility of reaching a decision on this matter at its twenty-third session, decided to transmit the relevant documentation to the Commission on Human Rights for its consideration. The Commission did not reach a decision on the question at its twenty-seventh session.

#### 18. Yearbook on Human Rights

The *Yearbook on Human Rights for 1969*, now in preparation, is the twenty-fourth volume in the series. It is to include constitutional provisions, legislation, governmental decrees and orders and court decisions bearing on human rights in more than ninety States and in certain Trust and Non-Self-Governing Territories.

#### 19. Advisory services

Under the programme of advisory services in the field of human rights, the Secretary-General organized a regional seminar in Lusaka, Zambia, from 23 June to 4 July 1970. The topic discussed was the realization of economic and social rights with particular reference to developing countries. Another seminar, on a worldwide basis, was held in Moscow, from 8 to 21 September 1970, on the participation of women in the economic life of their countries (with special reference to the implementation of article 10 of the Declaration on the Elimination of Discrimination against Women).

During 1970, the Secretary-General awarded forty-six human rights fellowships, bringing to 390 the total number of awards under this programme. Candidates nominated by Governments in 1970 continued to be of a high level as far as their qualifications were concerned. Preference was given to persons having direct responsibilities in the implementation of human rights in their respective countries. The programme for 1970 included several awards on questions relating to the status of women, the administration of justice in family courts and the rights of the child, and on two new topics, the functions of the Procureur General's Office in the protection of human rights and respect for human rights in armed conflicts. A group placement was arranged for four women, holders of 1970 human rights fellowships, whose individual programmes were expanded to include their attendance at the international seminar held in Moscow on the participation of women in the economic life of their countries. The Secretary-General, within the financial resources made available to him, has attempted to accommodate every

Member State submitting nominations by awarding at least one fellowship to each nominating Member State in order to ensure broad distribution among nationalities.

The Secretary-General in 1970, at the request of the Government of Cameroon, continued to provide the services of an expert to advise on the promotion in that country of the participation of women in national affairs and national development with particular emphasis on community development.

Attention was given to the advisory services programme by various United Nations organs, including the General Assembly. The Economic and Social Council, at its forty-ninth session, endorsed the action of the Governing Council of UNDP, which at its ninth session had taken note of the programme of technical co-operation for 1971 set out in the report of the Secretary-General, including an appropriation of \$250,000 for advisory services in the field of human rights. The General Assembly, in resolution 2738 A (XXV), appropriated funds for technical programmes, including funds for the programme of advisory services in the field of human rights. The amount set aside for the programme of advisory services for the year 1971 was \$250,000.

The Commission on Human Rights, in resolution 11 A (XXVII) on the education of youth, expressed the hope that further seminars on the role of youth in the promotion and protection of human rights would be organized under the United Nations programme of advisory services in the field of human rights, if possible, in all regions of the world. The Commission, invited the Secretary-General to explore, through such seminars and other means available, the ways in which youth might be encouraged to participate constructively, and to assist in the effective implementation of United Nations principles concerning human rights at the national and international levels.

## B. Status of women

Following the decision of the Economic and Social Council on 31 July 1970, at the forty-ninth session reaffirming the decision taken at its forty-seventh session that the Commission on the Status of Women should meet biennially, with effect from 1 January 1971, no session of the Commission on the Status of Women was held during the period under review. The Secretary-General in the meantime was engaged in giving effect to various recommendations of the Commission on the Status of Women emanating primarily from its twenty-third session, held from 23 March to 10 April 1970, of the Economic and Social Council at its forty-eighth and forty-ninth sessions, and of the General Assembly at its twenty-fifth session. Developments of interest are described briefly below.

### 1. International instruments relating to the status of women

During the past year, additional ratifications or accessions to various United Nations conventions relating to the status of women were received. Three countries (Swaziland on 22 July 1970, Bolivia on 22 September 1970, and the Federal Republic of Germany

on 4 November 1970) acceded to the Convention on the Political Rights of Women of 1952, bringing the total number of States Parties to that Convention to sixty-nine. Swaziland also acceded on 18 September 1970 to the Convention of the Nationality of Married Women of 1957, making a total of forty-three States Parties. The accession of the United Kingdom of Great Britain and Northern Ireland on 9 July 1970 to the Convention on Consent to Marriage, Minimum Age for Marriage and Registration of Marriages of 1962 brought to twenty-five the total number of States Parties to that Convention.

Resolutions of the Economic and Social Council or of the General Assembly have established reporting systems relating to certain conventions and other instruments that deal with matters pertaining to the status of women, and some of these have been in operation in the past year. The Convention on the Political Rights of Women is one case in point. Under Council resolution 1132 (XLI) Member States are invited, every two years, to furnish information on the implementation of the Convention, including information on women holding high governmental, judicial and diplomatic posts. At the request of the Commission on the Status of Women in its resolution 1 (XXII), States were asked in 1970 to supply fuller information, including statistical data, and the percentage of women elected to the national parliaments and appointed to high posts. A report was submitted to the General Assembly at its twenty-fifth session based on the information received from fifty-one Governments in response to these resolutions, and containing also information on constitutions, electoral laws and other legislation relating to the political rights of women available to the Secretary-General from other sources.

A reporting system also exists with respect to the implementation of the Declaration on the Elimination of Discrimination against Women. This was initiated in 1968 by Council resolution 1325 (XLIV). The Secretary-General will submit to the Commission on the Status of Women at its twenty-fourth session, in 1972, the second in the series of reports under this resolution which will deal with the publicity given to the Declaration and with the action taken to comply with its provisions by Member States, specialized agencies and non-governmental organizations.

Following the Commission's consideration of the implementation of the Declaration at its twenty-second and twenty-third sessions, in 1969 and 1970, the Secretary-General is preparing, and will issue in the course of 1971, a pamphlet giving the history, meaning and aims of the Declaration.

The Secretary-General is also preparing, at the request of the Commission on the Status of Women, an important study to be submitted, if possible, to the twenty-fourth session in 1972, focusing on the extent to which existing conventions contain provisions relating to rights covered by the Declaration on the Elimination of Discrimination against Women, the measures of implementation provided and the status of ratifications or accessions to the conventions concerned. This study, undertaken in pursuance of resolution 4 (XXIII) of the Commission, is intended to assist it in considering whether to draft a convention on the elimination of discrimination against women, following the Declaration of 1967.

## 2. Programme of concerted international action for the advancement of women

An important achievement of the period under review was the unanimous adoption by the General Assembly on 15 December 1970 of resolution 2716 (XXV) entitled "Programme of concerted international action for the advancement of women". This resolution was based on recommendations made by the Commission on the Status of Women at its twenty-third session, and endorsed by the Economic and Social Council in resolution 1511 (XLVIII). In the resolution, the Assembly recommended that certain objectives and targets should be achieved as widely as possible during the Second United Nations Development Decade. The objectives were general in content, while the targets related to education, training and employment, health and maternity protection, and administration and public life. The General Assembly further invited States Members of the United Nations or members of specialized agencies, and organs and agencies within the United Nations system to co-operate in achieving the objectives and targets set forth, and it recommended that concerted efforts be made to increase the resources available for technical co-operation projects that advanced the status of women, and that consideration be given to allocating a specific percentage of the available funds for the purpose. The Secretary-General was requested to make available to the Commission, at its twenty-fourth session, if possible, information on the extent to which women were participating in, and benefiting from, technical co-operation projects. The Assembly also recommended that conferences, seminars and similar meetings at the regional and international levels should be organized with the participation, wherever possible, of ministers, high government officials and specialists concerned with problems of development, and of representatives of non-governmental organizations concerned with the problem, to consider ways and means of promoting the status of women within the framework of over-all development. It also suggested that the continuous education of adults be encouraged in order to help to change their attitudes of mind towards the roles to be played by men and women and to help them assume their responsibilities in society. Finally the General Assembly noted that the family, as the cornerstone of society, must be protected.

It may be noted that the programme of work of the Commission for Social Development—and also of the Commission on the Status of Women—includes an interregional meeting of experts on the role of women in development, the preparation of which was initiated during the period under review. The aims of this meeting have a direct bearing on several of the recommendations contained in General Assembly resolution 2716 (XXV).

It is anticipated that the further development of a programme of concerted international action to promote the advancement of women and to increase their contribution to development will be carried out in close collaboration with the various United Nations bodies concerned, with the specialized agencies, especially the ILO and UNESCO, with intergovernmental organizations outside the United Nations system, including in particular the Inter-American Commission of Women, which has maintained close formal relations with the Commission on the Status of Women for many years, and with the non-governmental organizations.

One step in this direction has been the consultations which have taken place at the request of the Commission on the Status of Women (resolution 4 (XXIII)) on the Secretary-General's report on the unified long-term programme for the advancement of women, and the resolutions adopted in relation to that report, which include General Assembly resolution 2716 (XXV). The comments received from Governments, UNICEF, the specialized agencies, the regional economic commissions, interested intergovernmental and non-governmental organizations will be brought to the attention of the Commission on the Status of Women in 1972.

Activities undertaken within the framework of the programme of advisory services in the field of human rights are also important in the implementation of General Assembly resolution 2716 (XXV). The Commission asked the Secretary-General, in resolution 4 (XXIII), to examine the possibility of rendering to Member States new types of assistance under this programme.

Reflecting the desire of some members of the Commission on the Status of Women to have increased activities at the regional level, a draft resolution on this question was recommended for adoption by the Economic and Social Council during the twenty-third session of the Commission. The Council, however, decided to forward this draft to Governments for comment prior to endorsing it and the Secretary-General will accordingly present to the Commission in 1972 an analysis of the comments received.

## 3. The role of women in community, national and international life

Work on studies covering a wide variety of subjects that have a bearing on the role of women in community, national or international life has been initiated or completed in the past year in accordance with requests emanating from the Commission on the Status of Women.

The Secretary General, for example, has prepared a revised report on the participation of women in community development, based on studies submitted to the Commission in 1967 and 1969, and incorporating additional information furnished by several Governments. This report will be published in 1971 at the request of the Commission in its resolution 7 (XXII).

Following the Council's adoption on 28 May 1970 of resolution 1515 (XLVIII), the Secretary-General is preparing a report for submission to the Commission in 1972 on the condition of women and children during emergency and armed conflicts in the struggle for peace, self-determination, national liberation and independence. The report will be based on relevant information available from UNWRA, UNICEF and the International Committee of the Red Cross, as well as from any other appropriate United Nations bodies.

Another report under preparation deals with the status of women in Trust and Non-Self-Governing Territories, and is one of a series of reports issued every two years under resolution 1 (XXI) of the Commission. It is based on information received from Governments and on relevant reports and records of the Trusteeship Council and of the Special Committee on the Situation with regard to the Implementation of the Declaration on the Granting of Independence to Colonial Countries and Peoples.

Recommendations have also been made on the initiative of the Commission on the Status of Women relating to the employment of qualified women in senior and other professional positions by the secretariats of organizations in the United Nations system. Under General Assembly resolution 2715 (XXV) of 15 December 1970, which originated in the Commission, the Secretary-General has been asked to include in his report to the General Assembly on the composition of the Secretariat data on employment of women in senior and other professional levels by the secretariats of the organizations in the United Nations system (see also part five, chapter III, section A).

#### 4. The role of women in the family

During the past year, important developments have taken place with respect to the study on the status of women and family planning by the Special Rapporteur of the Commission on the Status of Women. This study was initiated in 1968 under Economic and Social Council resolution 1326 (XLIV). Recent developments have followed the recommendations made by the Commission in its resolution 7 (XXIII). In collaboration with the Secretary-General, the Special Rapporteur prepared guidelines intended to assist Governments in undertaking national surveys or case studies on the status of women and family planning, and intended also to aid United Nations bodies and non-governmental organizations in further work on this question. The guidelines, which were forwarded to Governments, specialized agencies and non-governmental organizations in March 1971, deal with three closely inter-related factors on which the Special Rapporteur's study will be based. These factors are: (a) the influence of family planning on the status of women, under which would be examined the extent to which family planning has helped or hindered or may be expected to help or hinder women as individuals in exercising their various rights, irrespective of the population factor in the country concerned; (b) the status of women as a factor influencing fertility, meaning the extent to which the exercise by women of their various rights has been found to influence, or may be expected to influence, fertility; and (c) the implications for the status of women of current trends in population growth, whether such trends are in the direction of over-population, under-population or other demographic imbalances.

In developing her study, and in accordance with the recommendations of the Commission in its resolution 7 (XXIII), the Special Rapporteur plans to hold consultations at the regional and national levels with ap-

propriate national and international officials, experts and women leaders. It is also contemplated that seminars and similar meetings on an international and regional basis will constitute a further means of assisting the Special Rapporteur in collecting information for her study, which the Commission would have to consider at its twenty-fifth session in 1974.

Another question examined in the period under review was the status of the unmarried mother. A report on this question, submitted to the Commission at its twenty-third session, has been revised and will be published in 1971. The Commission's consideration of this report at its twenty-third session resulted in two draft resolutions being recommended for adoption by the Economic and Social Council. In resolution 1514 (XLVIII) of 28 May 1970, the Council endorsed the Commission's proposals concerning social protection for the unmarried mother and her child and the question of their integration in society. These proposals included a request to the Secretary-General to devote part of the report on the implementation of the Declaration on the Elimination of Discrimination against Women to the study of the problems posed by the integration of the unmarried mother and her child in all spheres of society, on the basis of information furnished by Member States and the specialized agencies concerned. The information received pursuant to this resolution will be incorporated in the report of the Secretary-General on the implementation of the Declaration to be submitted to the Commission at its twenty-fourth session.

The second draft resolution recommended for adoption by the Council dealt with the legal and social status of the unmarried mother and recommended certain principles aimed at eliminating prevailing legal and social discrimination against the unmarried mother and according her all the necessary assistance called for by her position. The Council, however, did not adopt this draft resolution, but decided to forward it to Member States for comment. The observations received will be the basis of a report which the Secretary-General will submit to the Commission in 1972.

In 1968, the Commission on the Status of Women adopted a long-term programme of work relating to the status of women in private law calling for a series of reports to be submitted to it on completion of the study on the status of the unmarried mother. The Secretary-General has initiated work on this long-term programme and the first report will devote attention to various aspects of the legal status of married women, including legal capacity.

## REFERENCES

### A. Human rights

For the report of the Commission on Human Rights on its twenty-seventh session (22 February to 26 March 1971), see *Official Records of the Economic and Social Council, Fiftieth Session, Supplement No. 4* (E/4949).

For relevant documents, see annex III to the above report.

For other relevant documents, see:

- (a) *Official Records of the General Assembly, Twenty-fifth Session, Annexes*, agenda items 12, 46, 47, 49, 50, 51, 53 and 60, 54, 55, 56 and 59;
- (b) *Official Records of the Economic and Social Council, Fiftieth Session, Annexes*, agenda items 4 and 5;
- (c) *Final Act of the International Conference on Human Rights*: United Nations publication, Sales No.: E.68.XIV.2;

- (d) For the Standard Minimum Rules for the Treatment of Prisoners, of 30 August 1955, see *First United Nations Congress on the Prevention of Crime and the Treatment of Offenders: report prepared by the Secretariat* (United Nations publication, Sales No.: 1956.IV.4), annex I, A.

### B. Status of women

For the report of the Commission on the Status of Women on its twenty-third session (23 March to 10 April 1970), see *Official Records of the Economic and Social Council, Forty-eighth Session, Supplement No. 6* (E/4831).

For relevant documents, see annex II to the above report.

For other relevant documents, see *Official Records of the General Assembly, Twenty-fifth Session, Annexes*, agenda item 12.

## CHAPTER II

# Economic and social activities at United Nations Headquarters

### A. General framework of development

#### 1. World economic situation

As background for the discussion of the economic situation in the Economic and Social Council, a report was prepared entitled "Salient features in the world economy 1970-1971", which summarized the course of economic developments in the most recent period and highlighted those with special significance in the global context.

It was pointed out that 1970 had witnessed a marked slowdown in the growth of world output. This was concentrated mainly, though not entirely, in North America and had been brought about in large measure by efforts to curb the inflationary forces that had been increasing since 1968. These forces had spread more widely and more strongly than at any time since the early 1950s and had not been brought fully under control by April 1971 when the report was prepared. It was concluded that much of the pressure originated on the cost side of the market rather than from excess demand and that the conventional means of exerting a restraining influence through monetary and fiscal policy would have to be supplemented by a more purposeful incomes policy than most of the developed market economies had yet devised. In the report, it was pointed out that traditional methods of determining wages sometimes failed to yield socially acceptable results in an economy that was more or less fully employed and subject to rapid technological change. This was a challenge to institution building in the 1970s.

In the centrally planned economies, the year 1970 saw an acceleration in the growth of national income and a general and rapid expansion of industrial output. For the countries of the Council for Mutual Economic Assistance (CMEA) as a group, industrial output increased at a steady annual rate of between 8 and 9 per cent. There was a corresponding expansion of trade both within the group and with other countries. Agricultural performance was uneven, however; for while the Union of Soviet Socialist Republics enjoyed an excellent output, particularly in the case of grain and cotton, most of the Eastern European countries experienced a deceleration in agricultural growth and, in some cases, even a decrease in crop and/or livestock production. The resulting shortages in the supply of food-stuffs had adverse effects on the growth of consumption. Thus, sensitivity to agricul-

tural fluctuations remains an important unsolved problem for this group of countries.

In the developing countries, the rate of increase in production had receded from the high figure achieved in 1969, but preliminary data suggest that it remained slightly above the 5 per cent average registered over the decade as a whole. Agricultural output, still benefiting from the spread of high-yield varieties of cereals, increased at approximately the decade average and just about kept pace with the growth in population. The expansion in industrial production in 1970 seems to have fallen somewhat short of the 7 per cent average for the decade. Export earnings rose faster, though two thirds of the gain was in prices. In the wake of the developed market economy inflation, however, the price of manufactures moving in international trade also rose sharply, as did the unit value of developing country imports. Thus the terms of trade of the developing countries deteriorated slightly in 1970.

The report warned that the slowdown in the developed market economies would probably have a negative effect on the prices of the commodities exported by the developing countries. In combination with the continuing rise in the price of developed market economy exports, this would mean that the developing countries might begin the Second United Nations Development Decade with weakening terms of trade. Given the large and growing debt servicing burden that the developing countries now bear, this could bode ill for their external balance and hence for their ability to implement the investment objective of the International Development Strategy for the Second United Nations Development Decade adopted by the General Assembly in October 1970.

#### 2. World social situation

The 1970 *Report on the World Social Situation*, which was considered by the Commission for Social Development at its twenty-second session, is concerned with social trends by sector and region in both the developed and the developing countries. It noted that the rapid alteration in the size and composition of the population during the 1960s continued to pose a serious threat to increasing the rate of economic and social development, especially in the developing countries, and that changes in levels of living displayed important variations and disparities between the developing and more developed regions. Although *per capita* incomes have risen in all regions, the trend is



impressive only in the more developed areas. In the developing regions generally where unemployment and underemployment have persisted, the increases have been merely nominal and in many instances have been more or less cancelled out by inflation. No spectacular progress has been made in the field of health, although there has been confirmation of a rising life expectancy and more effective communicable disease control. Malnutrition and undernutrition continue to constitute basic causes of ill health. Actual housing achievements in the late 1960s fell far short of the goal of ten dwellings per 1,000 inhabitants, probably in the range of 0.5 to 3.0 units annually.

Social security programmes in the more developed regions have undergone continuing modifications, mainly in the direction of further extension of coverage. Social welfare services have continued to grow in scope and coverage and, in many of the developing countries, have focused on helping to deal with the problems of women, children, youth and disadvantaged minority groups. Global educational progress has been most clearly manifested in a general trend towards longer schooling and in further increases in enrolment at secondary and higher levels, but, in the developing areas generally, this has not prevented a decline in the quality of education, or ameliorated high drop-out rates.

In all regions, changes in socio-economic structures have followed the main patterns of the earlier period in which the importance of "blue-collar" and "white-collar" occupations has continued to grow, while that of traditional forms of manual labour has relatively declined. In the developing regions, land tenure systems are still for the most part, grossly inequitable. One major question of social progress concerns the nature and effectiveness of public administration and political institutions and, in some cases, the lack of responsiveness of existing institutions and social structures to the changing requirements of development. Growing international awareness of these trends has led to a wider recognition of the need for more integrated planning and programming to ensure social progress.

On the recommendation of the Commission for Social Development, the Economic and Social Council adopted three resolutions on the world social situation. In its resolution 1581 A (L), the Council requested the Secretary-General to send a questionnaire to all Governments concerning their experience in achieving far-reaching social and economic changes for the purpose of social progress.

In its resolution 1581 B (L), the Council endorsed the conclusion of the *1970 Report on the World Social Situation* that reduction of disparities and inequality existing between developed and developing countries presupposes, among other things, a substantial rise in the income of the developing countries, which necessitates an enlightened, equitable and progressive approach by the developed countries to the questions of trade, aid and transfer of technology; urged Governments to accelerate development by giving appropriate emphasis to social objectives in planning and development, by taking measures to greatly increase popular participation in all aspects of national life, by giving high priority to the attainment of adequate levels of living for all, especially through measures to bring about more equitable distribution of income and

to improve the effectiveness of social services, and by promoting purposeful social change and necessary structural, institutional and administrative reforms; reminded Governments of their obligations to implement the International Development Strategy for the Second United Nations Development Decade, and urged the Governments of developed countries to accelerate the achievement of the targets for trade and financial transfer to developing countries established in the Strategy, in order to bring about an early achievement of its goals and objectives, which is so essential to the amelioration of the world situation; and recommended certain guidelines for the preparation of future issues of the *Report*.

In its resolution 1581 C (L), the Council recommended that Member States intensify their efforts to enhance social progress and development, *inter alia*, by co-operating with other Members in the framework of bilateral assistance and with international agencies in multilateral programmes and other activities; and that they pursue a unified approach to development and improvement in the quality of life, that they seek to improve the collection of data, analysis and reporting in the social field, and that they undertake a continuing examination of development policies and programmes with a view to enhancing social progress. The Council also decided that the *1970 Report on the World Social Situation* should serve as a guide for the Second United Nations Development Decade and that the *Report* covering the year 1974 should serve as a major assessment at mid-decade and provide an opportunity for modifying objectives in view of changing circumstances. Guidelines were also suggested for the preparation of future issues of the *Report*.

### 3. World population situation

The first report prepared for the General Assembly on the world population situation was submitted to it at the twenty-fifth session. On the recommendation of the Population Commission, the Economic and Social Council, in its resolution 1347 (XLV), had requested the Secretary-General to submit to the Assembly biennially a concise report on the world population situation, including an assessment of the current and prospective population trends. The Assembly considered the report in discussing population and its relation to economic and social development at that session, under the agenda item entitled "Report of the Economic and Social Council". It also considered the chapter on the world population situation of the Council's annual report to the General Assembly, which contained an account of the deliberations at the forty-eighth session of the Council, as well as a draft resolution, entitled "World Population Year", recommended by the Council.

The concise report on the world population situation contained sections dealing with historic perspective, population prospects, fertility, mortality, natural increase, the role of migration, urbanization, and population policies, and has been published, with slight modifications, under the title *A Concise Summary of the World Population Situation in 1970*.

Five resolutions were adopted by the Economic and Social Council at its forty-eighth session concerning, respectively, population policies and the Second United Nations Development Decade (resolution 1483

(XLVIII)), the convening of a third World Population Conference in 1974 (resolution 1484 (XLVIII)), the World Population Year (resolution 1485 (XLVIII)), work programmes and priorities in the field of population (resolution 1486 (XLVIII)) and the report of the Population Commission (resolution 1487 (XLVIII)).

The General Assembly completed its consideration of population and its relation to economic and social development with the adoption of resolution 2683 (XXV), in which the Assembly designated 1974, the year of the third World Population Conference, as World Population Year. The Assembly recognized that, in spite of the progress made so far by Member States in coping with aspects of the population problem relevant to their respective economic, social, humanistic and cultural development, and the progress in this regard by international organizations, varied aspects of the population problem require further attention from Member States and international organizations. The Assembly was confident that the designation of the year 1974 for focusing international attention on different aspects of the population problem and for encouraging appropriate co-operative activities in the population field would make a significant contribution to the realization of the objectives in this field.

The Assembly requested the Secretary-General to prepare, in consultation with interested Member States, a detailed programme of proposed measures and activities to be undertaken by the organizations of the United Nations system during the year 1974, taking into account the different character of population problems in each country and region, the population policies of Member States, as well as the proposals contained in the Secretary-General's report on the question of holding a third World Population Conference, and to submit the programme to the Economic and Social Council in 1972 through the Population Commission at its sixteenth session. The Assembly invited Member States to participate fully in the World Population Year in the context of their policies and capacities. It also invited interested United Nations organizations to render the necessary assistance to the Secretary-General in preparing the programme of measures and activities for the World Population Year.

The Assembly stressed that assistance from United Nations organizations and interested Member States should continue to be available upon request for evolving and implementing a dynamic population policy to cope with all the problems emanating from different population levels, characteristics and trends—including assistance in the development of a comprehensive demographic research and studies programme as well as training programmes, and in the provision of advisory services in this field.

The Assembly noted that the International Development Strategy for the Second United Nations Development Decade provides for action at the national and international levels to deal with the problem of population growth in those countries which consider that their rate of population growth hampers their development. The International Development Strategy, takes account of the population factor in its statement of goals and objectives and in the outline of policy measures which Governments resolved to adopt. It states that the target for growth in average income per head was calculated on the basis of an average annual increase of 2.5 per

cent in the population of developing countries, "which is less than the average rate at present forecast for the 1970s. In this context, each developing country should formulate its own demographic objectives within the framework of its national development plan". In the policy measures for human development, it is stated, as noted in General Assembly resolution 2683 (XXV) mentioned above, that: "Those developing countries which consider that their rate of population growth hampers their development will adopt measures which they deem necessary in accordance with their concept of development. Developed countries, consistent with their national policies, will upon request provide support through the supply of means for family planning and further research. International organizations concerned will continue to provide, when appropriate, the assistance that may be requested by interested Governments. Such support or assistance will not be a substitute for other forms of development assistance." Other measures for human development, which concerns population matters, refer to the improvement of labour force statistics for formulating realistic quantitative targets for raising the level of employment; formulation and implementation of educational and training programmes; establishment of at least a minimum programme of health facilities; adoption of policies—consistent with the agricultural and health programmes—to meet nutritional requirements including production of high-protein foods, and use of new forms of edible protein; adoption of policies involving children and youth; provision of housing and related community facilities; improvement in the human environment, and maintenance of the ecological balance for human survival.

As requested by the Economic and Social Council in resolutions 1486 (XLVIII) and 1347 (XLV) and by the General Assembly in resolution 2211 (XXI), the Secretary-General continued to pursue the work programme recommended by the Population Commission, which covers training, research, information and advisory services in the priority areas of fertility and family planning, mortality and morbidity, urbanization and migration, and demographic aspects of economic development and of social development, and to give special attention to technical co-operation at country and regional levels.

The corps of United Nations population programme officers has been strengthened with the appointment of additional officers, who took up field assignments in various parts of the world at the end of 1970. Before starting their work, they completed a four-week comprehensive orientation programme covering the multidisciplinary aspects of population growth and policies. Twelve population programme officers are now carrying out assignments in Africa, Asia, the Caribbean, Latin America and the Middle East, to assist more than seventy developing countries in identifying population problems and in preparing projects for technical co-operation. In carrying out their duties, they work closely with the UNDP Resident Representatives, with staff of the regional economic commissions, and with relevant United Nations agencies and other organizations engaged in population work. It has been recognized that the project, initiated in 1969 as part of the programming machinery established in implementation of Economic and Social Council resolution 1347 (XLV), which called for additional activities of direct benefit to developing countries, has been an effective instrument in carrying out the responsibilities of the

United Nations in technical co-operation activities in the population field.

As a follow-up of the United Nations/WHO advisory mission to Pakistan on family planning, which visited that country in 1968, the Government of Pakistan requested large-scale assistance from the United Nations, UNICEF, the ILO, UNESCO, WHO and other organizations in the United Nations system for the Government's family planning programme, which is part of its Five-Year Plan for Development, during the period from 1970 to 1975. An agreement was signed in August 1970 by the Government of Pakistan and the United Nations Fund for Population Activities, which provides for the programme components to be executed by the respective organizations with financial assistance from the Fund.

An interagency mission composed of representatives of the United Nations, WHO and UNESCO visited Costa Rica for six weeks in August and September 1970, at the request of the Government, to evaluate the family planning programme.

A feasibility mission on the need for a world population institute carried out a three-month assignment from August to November 1970 and submitted its recommendations to the Secretary-General. The mission, sponsored by the United Nations in co-operation with UNESCO and WHO, and with the support of the United Nations Fund for Population Activities, explored the need for such an institute with a focus on multidisciplinary aspects of training, research and dissemination of information with respect to population policy and family planning programmes.

At the request of the Governments of Iran and Ceylon, interagency missions visited those countries for a month during January and February 1971 to review their family planning programmes, to examine them in the over-all context of the countries' economic and social development, and to advise on improved effectiveness of the programmes and the need for external aid. The missions were organized by the United Nations in co-operation with UNESCO and WHO, and with the financial assistance of the United Nations Fund for Population Activities. The reports and recommendations of the missions on their assignments have been submitted to the respective Governments.

The three regional demographic training and research centres, supported by the United Nations in Chile, India and the United Arab Republic, continued to provide basic training facilities for students. A fourth regional demographic centre is being organized in Ghana, and arrangements are under way to establish a fifth in Cameroon. Advisory services and expert assistance continued to be furnished on request through regional advisers in Africa, Asia and the Far East and the Middle East, through the staff of the regional demographic centre in Chile and through the provision of experts to assist Governments.

The services of twenty-five population experts were provided by the United Nations to twelve countries in the past year (in addition to the twelve population programme officers for more than seventy countries, mentioned above), and the services of twenty-four experts were provided to the regional demographic centres.

In order to assist countries in dealing with population problems, the training of national personnel was

stressed. About 125 fellowships were granted by the United Nations for attendance at the regional demographic centres during the period under review, and an additional sixty-seven fellowships were provided for study at other institutes.

An interregional population adviser took up a vacant post at United Nations Headquarters in 1971, and an interregional adviser on family welfare and family planning was appointed with the support of the United Nations Fund for Population Activities.

The Population Division continued to provide substantive advice and technical evaluation from an over-all policy point of view with respect to programme development in this field, and to provide substantive support to projects financed under the United Nations Fund for Population Activities, UNDP and the regular programme of technical co-operation. Approximately 100 projects of various types were taken up in 1970 under the Fund, which included the provision of experts, the granting of fellowships, meetings, inter-agency missions, and the services of population programme officers.

The *Ad Hoc* Committee of Experts on Programmes in Demographic Aspects of Economic Development was convened from 29 June to 3 July 1970, on the recommendation of the Population Commission, to advise the Secretary-General on the formulation of specific programmes of research and technical work on this subject. The Committee's review included the consideration of population as producers and consumers, the economic-demographic interactions, economic analysis of population growth, approaches to the evaluation of policy options, population projections and policy implications. The Committee stressed the importance of population as one of the key factors in international co-operation for the Second United Nations Development Decade, and of mobilizing all available resources for carrying out recommended research at the international, regional and national levels. The recommendations of the Committee and the proposals of the Secretary-General will be considered by the Population Commission at its sixteenth session in November 1971.

On the recommendation of the Population Commission, an Interregional Seminar on Demographic Aspects of Manpower was held in Moscow from 31 August to 11 September 1970, organized by the United Nations with the assistance of the Government of the Union of Soviet Socialist Republics and in collaboration with the International Labour Organisation. Regional follow-up action of this meeting and of the Interregional Seminar on Application of Demographic Data and Studies to Development Planning, held at Kiev, the Ukrainian Soviet Socialist Republic, in September 1969, was organized in 1970 or planned for 1971.

An Expert Group Meeting on the Social Welfare Aspects of Family Planning was held in March 1971, organized by the Social Development Division in co-operation with the Population Division, with financial assistance from the United Nations Fund for Population Activities.

Two expert groups are scheduled to meet in June 1971, on the recommendation of the Population Commission: an expert group meeting on population research in national institutions, and a technical meeting

on methods of analysing fertility data for developing countries.

The first session of the Preparatory Committee for the World Population Conference, which is to be held in 1974 under United Nations auspices, was convened in February 1971 to assist the Secretary-General in formulating an agenda based on the suggestions of the Population Commission and in making arrangements for the Conference. The second session of the Committee is scheduled to meet in Paris from 16 to 22 June 1971. In resolution 1484 (XLVIII), the Economic and Social Council had approved the proposal that a World Population Conference of representatives of States Member of the United Nations and members of specialized agencies be held under the auspices of the United Nations in 1974, and that participants consist of representatives of Member States and members of specialized agencies and their technical advisers, as well as of other selected specialists. The Council had authorized the Secretary-General, in association with the executive heads of interested specialized agencies and non-governmental organizations, to establish a small preparatory committee to assist him, as mentioned above.

With due regard to the varying features of regional population problems and the different character of these problems from country to country, the regional economic commissions are assuming an increasing responsibility in population matters as their staffs are strengthened. Expanded population programmes were implemented by ECAFE and ECA during the past year. A programme for Latin America is being developed by ECLA, following the Latin American Regional Population Conference held in August 1970, and ECE is expected to discuss European population problems at its twenty-sixth session.

With the expanding mandates and activities of interested United Nations agencies in the population field, interagency co-ordination has been intensified through the Sub-Committee on Population of the Administrative Committee on Co-ordination (ACC), which held two meetings during the period under review. The third session of the Sub-Committee was held in June 1970 and the fourth session in December 1970, continuing the consultations of the United Nations, UNDP, UNICEF, the ILO, FAO, UNESCO, WHO and IBRD on activities related to population. Representatives from ECA, ECAFE and the United Nations Economic and Social Office at Beirut also participated. The Sub-Committee discussed the developments in mandates and programmes; the third World Population Conference and the World Population Year, 1974; regional co-ordination; technical co-operation activities; research and studies, demographic projections, meetings and training; and arrangements regarding population studies undertaken by the Advisory Committee on the Application of Science and Technology to Development.

Two volumes in the series entitled "Manuals on methods of estimating population" were completed in 1970: *Manual V: Methods of Projecting the Economically Active Population* and *Manual VI: Methods of Measuring Internal Migration*. A study entitled *Variables and Questionnaire for Comparative Fertility Surveys* was also published. As mentioned above, *A Concise Summary of the World Population Situation in 1970* was published and a more extensive report on

the same subject, entitled *The World Population Situation Around 1970*, was completed. Two chapters on the world population situation, and measures, policies and programmes affecting fertility with particular reference to national family planning programmes, were included in the *1970 Report on the World Social Situation*, which was considered by the Commission for Social Development at its twenty-second session in March 1971 and will be before the Economic and Social Council in 1971. A report prepared for the Advisory Committee on the Application of Science and Technology as an interagency undertaking (United Nations, UNICEF, the ILO, FAO, UNESCO and WHO) after consultations with the ACC Sub-Committee on Population, was published under the title *Human Fertility and National Development: A Challenge to Science and Technology*. This report outlined the possibilities of expanded and intensified activities on research and in the application of knowledge to population problems, to be carried out by various United Nations organizations over a five-year period, subject to the approval of their governing organs and the availability of resources. Work was also completed on the chapter devoted to population for the World Plan of Action for the Application of Science and Technology to Development, which included material contributed by the United Nations and other organizations in the United Nations system concerned with population, and co-ordinated by the Population Division, as was done for the fertility report mentioned above.

There was increased collaboration and consultation among various offices in the Secretariat on the growing number of aspects related to population programmes. The expanding range of activities affecting the demographic, economic, social and human rights aspects of population and their implications for development, involved development planning and projections, statistics, social development, human rights and the status of women, housing and planning, problems of the human environment, public administration and science and technology.

## B. Second United Nations Development Decade

The preparatory work for the Second United Nations Development Decade was concluded on 24 October 1970, when the General Assembly adopted resolution 2626 (XXV), which sets forth the text of the International Development Strategy for the Decade. The text consisted of five sections: the preamble goals and objectives, policy measures for achieving the specified goals and objectives, arrangements for the review and appraisal of both objectives and policies during the Decade, and the mobilization of public opinion in support of the objectives and policies for the Decade. On 19 November 1970, the Assembly adopted resolution 2641 (XXV) in which, *inter alia*, it invited the Secretary-General, in consultation with the bodies and organizations of the United Nations family and after ascertaining the views of the Governments of States Members of the United Nations, to submit to the Economic and Social Council at its fifty-first session a report outlining the details of a system of over-all appraisal, with a view to enabling the Assembly to give consideration to that matter and take a final decision thereon at its twenty-sixth session.

In the light of Economic and Social Council resolution 1556 B (XLIX) adopted on 31 July 1970, in which the Council, *inter alia*, expressed its readiness to assume responsibility for assisting the General Assembly in the task of over-all review and progress in the implementation of the Strategy for the 1970s, a Working Group of the Committee for Development Planning, a subsidiary organ of the Council, met at Geneva to discuss the framework for appraising progress during the Decade. The report of the Working Group was considered by the Committee as a whole at its seventh session, held at Geneva from 22 March to 1 April 1971. At that session, the Committee also had before it a paper on evaluation of performance at the country level, prepared by M. L. Qureshi, a member of the Committee. In its report on that session, the Committee submitted to the Council a number of suggestions and recommendations relating to the character and functions of a system of evaluation of progress, to the information required for such evaluation and to certain organizational aspects of its own work on evaluation. The Committee also made some preliminary comments on the question of a strategy against mass poverty which, it felt, required serious attention in the context of the Second United Nations Development Decade.

In accordance with General Assembly resolution 2641 (XXV), the Secretary-General invited the views of Member States on aspects of the review and appraisal of progress during the Second United Nations Development Decade. The replies received were issued as a document for consideration by the Economic and Social Council at its fifty-first session. Consultations were also held with the secretariats of the organizations of the United Nations system. The replies of Member States and consultations with organizations were utilized for the preparation of the report of the Secretary-General outlining the details of a system of over-all appraisal of progress which was submitted to the same session of the Council.

Also in the context of the Second United Nations Development Decade, and in accordance with General Assembly resolution 2724 (XXV), the Committee for Development Planning examined, at its seventh session, the special problems of the least developed among the developing countries and, on the basis of certain criteria discussed in its report, suggested a list of countries that could be considered as least developed. In addition, the Committee suggested a series of special measures to deal with the problems of such countries. To assist the Committee in its deliberations, the Centre for Development Planning, Projections and Policies of the United Nations Secretariat prepared a note entitled "Identification of the least developed among developing countries".

Questions relating to the least developed among developing countries were also considered by a group of experts who met at Geneva from 26 April to 5 May 1971 in response to Trade and Development Board resolution 68 (X). The group expressed its broad agreement with the views of the Committee for Development Planning concerning identification of the least developed among developing countries and put forward a series of suggestions relating to the measures that could be taken in favour of these countries so as to enable them to benefit from the International Development Strategy for the Second United Nations Development Decade.

As background information for discussions at the fifty-first session of the Economic and Social Council, the Centre for Development Planning, Projections and Policies prepared a study entitled "The developing countries in the 1960s: the problem of measuring progress" which was published as the *World Economic Survey, 1969-1970*. In order to prepare the ground for appraisals of progress during the Second United Nations Development Decade called for by the General Assembly, the study was concerned with the methodological problems involved in measuring progress in developing countries. It reviewed the available data and suggested ways in which they might be used to throw light on the economic and social performance of the countries—both developing and economically more advanced—that would be implementing the International Development Strategy in the 1970s.

The study consisted of five chapters preceded by a brief introduction setting forth the principal features of the measurement problem. Chapter I dealt with the production of goods and services and the ways in which that might be measured. The next two chapters dealt with the ways in which what had been produced was used: for the purpose of immediate consumption and the raising of level of living (chapter II) and for expansion of the capacity of the economy to produce goods and services in the future (chapter III). It was pointed out (in chapter IV) that production, consumption and investment were closely interrelated operations whose continuity and growth required a viable economy, and the question of economic balance, both within individual countries and between one country and the rest of the world was discussed. Chapter V was devoted to the "rest of the world", which, in the case of the developing countries, consisted of the more advanced countries whose trade and aid policies shaped the external environment affecting the development process.

## C. Basic infrastructure for development

### 1. Development planning

A major item on the agenda of the Committee for Development Planning at its seventh session, held from 22 March to 1 April 1971, was entitled "Aspects of long-term planning at national and international levels and its implications for world development (drawing upon experience in Europe)". In its report to the Economic and Social Council on the session, the Committee pointed out that the European experience suggested a growing awareness of the need to expand the time horizon in planning and programming. Long-term studies undertaken in many countries were intended to overcome certain limitations of short-term and medium-term planning. It felt that some of the experience gained in that respect in Europe might also be of significance for the developing countries. The Committee, moreover, drew certain conclusions from the recent pattern of industrial development in Europe which it considered relevant in framing a strategy of industrialization in developing countries.

To assist the Committee in its deliberations, the secretariat of the Economic Commission for Europe prepared a paper entitled "Long-term planning and long-term trends in Europe". A paper was also prepared by J. Tinbergen, Chairman of the Committee.



As part of the work programme of the Centre for Development Planning, Projections and Policies of the United Nations Secretariat, the *Journal of Development Planning*, No. 2, was published towards the end of 1970. Designed to assist planners and policy-makers in developing countries, the issue contained five main articles on the following subjects: models of educational planning and their applications; "population pressure" and economic growth—an operational treatment; annual planning in the centrally planned economies—Hungarian practice; annual planning in Pakistan; and towards integration in Asia. The issue also contained an annotated bibliography of major United Nations publications and documents on development planning which were released in 1969.

The report of the joint mission to East Africa, which was organized by the Centre for Development Planning, Projections and Policies and the Economic Commission for Africa, was published early in 1971 under the title *Co-operation for Economic Development of Eastern Africa*. The terms of reference of the joint mission were to prepare a ten-year projection of development and to prepare a programme of action for subregional co-operation in industry, agriculture, transport and communications, energy, human resources and trade.

A joint mission, organized by the Centre for Development Planning, Projections and Policies in co-operation with ECAFE, UNCTAD and FAO, continued to provide assistance to member Governments of the Association of South East Asian States in exploring ways and means of promoting closer co-operation. The staff of the Centre also contributed to the work of the Cartagena Agreement on Andean Subregional Integration relating to the economic integration and development of five Latin American countries in the Andean region.

The Centre continued to give substantive support to the technical assistance programme of the United Nations in development planning, to provide direct advisory services, through its staff and its interregional and technical advisers, to requesting countries and to assist the Office of Technical Co-operation and substantive divisions in the formulation of over-all programming strategies.

The Centre also continued to act as the substantive executing agency for Special Fund-type projects relating to development planning. These projects are of an interdisciplinary nature and, in their execution, the Centre co-operates closely with other substantive divisions and specialized agencies. Two new interdisciplinary projects were approved during the year by the Governing Council of UNDP and preparatory work was well advanced on another one.

In addition to the above interdisciplinary projects organized at the country level, the Centre embarked on a programme to provide development planning assistance through interdisciplinary teams at the multinational level. Three such teams were organized in Africa (countries of the Central African Customs and Economic Union), Latin America (Caribbean) and Asia (South Pacific). A report on the activities of these interdisciplinary teams will be submitted to the Economic and Social Council at its fifty-first session in response to Council resolution 1552 (XLIX).

The Centre participated in two evaluation missions organized by the Office of Technical Co-operation for

the purpose of assessing the impact of United Nations technical assistance in development planning and related fields. The Centre also organized, jointly with ECA, a programming mission designed to assess the over-all technical assistance needs of an African country. The assessment of those needs was made on the basis of the priorities reflected in the development plan of the country and the availability of domestic and external resources.

The Centre continued to advise UNDP and the World Food Programme on the impact that the assistance provided by them to developing countries might have on these countries and the relation of such assistance to the development priorities of the country concerned.

## 2. Development of statistical information

Pursuant to Economic and Social Council resolution 1551 (XLIX) of 30 July 1970 and General Assembly resolution 2741 (XXV) of December 1970, steps were taken to create an International Computing Centre at Geneva for the United Nations system, which is to provide data processing, systems and information services on an interorganizational basis. The initial full participants in the Centre were the United Nations, UNDP and WHO. The Assembly has invited all other agencies in the United Nations system to consider becoming partners in the International Computing Centre.

The sixteenth session of the Statistical Commission was held at Geneva from 5 to 15 October 1970. At the request of the Commission, the Secretariat has been preparing, in co-operation with the specialized agencies, a comprehensive *Directory of International Statistics*, which provides detailed information on the statistical activities of the international organizations. This includes an inventory of statistical series produced by the organizations of the United Nations system; the magnitude of the task called for a computer operation, both to establish and maintain the inventory.

For the first time, an integrated five-year programme of international statistics was prepared for the Commission as a formal joint report by the Secretariat and the statistical services of the specialized agencies.

The formulation of guidelines in respect of an integrated system of demographic, manpower and social statistics that is linked with the national accounts has been undertaken at the Commission's request. The work is designed to assist countries to organize and extend these statistics so that they may be used jointly in making consistent and balanced social and economic policies and plans. National statistics concerning the demographic and physical environment of social problems and living conditions are now much too inadequate for these purposes; data are poorly co-ordinated and interrelated and are too limited in scope. An increasing number of countries are, therefore, attempting to improve these statistics substantially.

The guidelines will set out the concepts and structure of a framework in which these data may be integrated and linked with national accounting data on the activity and finance of the social services and will give the co-ordinated and correlated series, classifications, tabulations and social indicators of each area of statistics in the system, such as education, health, lei-

sure, housing, distribution of income and consumption, and social mobility. Models showing how the data might be used in assessing, diagnosing and projecting social conditions and in determining the demands on economic resources of plans to rectify social problems will also be included.

The development of systems of economic statistics which extend or complement the national accounts has also received much attention. At its sixteenth session, the Commission considered (a) the concepts, structure, definitions and classifications of national and sector balance-sheets; (b) a system of price and quantity statistics; and (c) a system of statistics of the distribution of income, consumption and wealth. The second system dealt with the integration of price and quantity index numbers in the input-output tables of the national accounts and the concepts and methods of gathering comparable series of price and quantity statistics and of compiling the indexes. The proposals in respect of statistics of income and related distributions concerned the detailing and further classification of national accounting data on households, furnishing, *inter alia*, a link between the systems of national accounts and the system of social statistics.

The Commission approved recommendations for the 1973 World Programme of Industrial Statistics and a classification of international trade by Broad Economic Categories (BEC).

On the recommendation of the Commission, the Economic and Social Council, at its fiftieth session, adopted resolution 1564 (L), requesting publication and wide distribution of the "Principles and recommendations for a vital statistics system" and assistance to developing countries in their implementation. The Council also adopted resolution 1566 (L), affirming that the ultimate goal of the co-ordinating work of the Statistical Commission and the Secretariat should be the achievement of an integrated system in the collection, data processing and dissemination of international statistics by the organs and agencies of the United Nations system with special regard to the requirements of reviewing and appraising economic and social progress, particularly within the context of the Second United Nations Development Decade. The resolution called for concerted action to assist the developing countries in strengthening their statistical systems as the basis for their development plans and the evaluation of their economic and social progress.

In January 1970, the Governing Council of UNDP approved a project to assist the Government of Malaysia in strengthening its Department of Statistics. The United Nations is to provide, over a four-year period, the services of a project manager and experts in eleven specialized fields, fellowships for the training of counterpart personnel in all aspects of the programme, some small items of equipment and library material. By June 1971, the project manager and five experts had taken up their posts.

In January 1971, the Governing Council approved a project to assist the Government of Mongolia in establishing a National Computer Centre, which would pave the way for gradually computerizing statistical information at the enterprise, sectoral and national levels and improving the quality, range and speed of operational research and scientific and technical computations by using the computer. The project is to

provide assistance over a period of two and a half years, including the purchase of a computer, expert services and fellowships for local personnel.

The Secretariat continued to collect and publish statistics showing the main economic and social characteristics of the world as a whole, the regions and individual countries. In addition to the regular periodical data publications (*Statistical Yearbook*, *Monthly Bulletin of Statistics*, *Demographic Yearbook*, *Population and Vital Statistics Report*, *Yearbook of National Accounts Statistics*, *Yearbook of International Trade Statistics*, *World Trade Annual and Supplement*, *Commodity Trade Statistics*, *World Energy Supplies*, *The Growth of World Industry*), the following were issued during the period under review: *Report of the Seminar on Civil Registration and Vital Statistics for Asia and the Far East*, *Indexes to the International Standard Industrial Classification of All Economic Activities* (second revision), *A Short Manual on Sampling* (vol. II). Work began on the first issue of a *Yearbook of Housing Statistics*, the main purpose of which is to make available information produced as a result of national housing censuses.

### 3. Public administration

The experience of developing countries during the First United Nations Development Decade underlines the importance of public administration to the success or failure of national efforts for economic and social development. Administrative weaknesses and deficiencies have frequently been among the major causes of the slow rate of economic and social progress. The goals and targets of the Second United Nations Development Decade and the International Development Strategy adopted by the General Assembly for their attainment accentuate the importance of public administration. Many developing countries would require an "administrative revolution" to achieve the far-reaching economic and social changes that are necessary to meet the challenges in the 1970s.

The United Nations programme in public administration must respond effectively and promptly to the requests of developing countries for assistance. This will require assistance on a greater scale and of higher quality than in the past, with priority given to projects that will help the developing countries to increase their administrative capabilities at the necessary speed.

### PROGRAMME DEVELOPMENT

A number of activities were undertaken in order to take stock of the achievements and limitations of the United Nations programme in recent years and to formulate objectives and programmes in public administration for the Second United Nations Development Decade. Pursuant to Economic and Social Council resolution 1199 (XLII) and General Assembly resolution 2561 (XXIV), steps were taken to elaborate the proposed objectives and programmes in public administration for the Second United Nations Development Decade in consultation with the specialized agencies, the International Atomic Energy Agency and interested non-governmental organizations. As part of the process, the Administrative Committee on Co-ordination reviewed an outline of the proposals at its forty-ninth session and recorded the close co-operation which existed between the United Nations Public Administration Division and the relevant units in

other organizations. Three documents were subsequently prepared for review in 1971 by the Second Meeting of Experts on the United Nations Programme in Public Administration and for consideration by the Economic and Social Council and the General Assembly: (a) "The United Nations programme in public administration: a review of progress in 1966-1970"; (b) "Proposed objectives and programmes in public administration in the Second United Nations Development Decade"; and (c) "Proposed work programme of the Public Administration Division, 1971-1975".

The Second Meeting of Experts on the United Nations Public Administration Programme was convened at Headquarters from 18 to 26 January 1971. The experts reviewed the documents mentioned above and made a series of recommendations for action by developing countries and by international organizations. They also reviewed the proposed work programme of the Division for 1971-1975 and recommended substantially augmenting the staff resources available for its implementation. The proposed work programme of the Division, as modified in the light of the deliberations of the Meeting of Experts, was considered by the Committee for Programme and Co-ordination at its eighth session together with a summary of the report of the Meeting of Experts and the above-mentioned documents. The Committee noted that the Secretary-General's proposed objectives and programmes in public administration for the 1970s constitute a good basis for a co-ordinated international programme and recommended that it be taken into account by the governing bodies of international organizations when activities in this field are programmed. The Committee approved the proposed work programme of the Division, subject to its comments on certain projects, and requested the Secretary-General to ensure that the Division was provided with the staff necessary to implement fully the work programme. The proposed objectives and programmes in public administration for the Second United Nations Development Decade and the work programme of the Division for 1971-1975 were considered by the Economic and Social Council at its fiftieth session.

The Economic and Social Council, at its fiftieth Session, reviewed the report of the Committee on Programme and Co-ordination on the Secretary-General's proposals in public administration and the report of the Meeting of Experts, and adopted resolution 1567(L) by which it endorsed the Secretary-General's proposed objectives and programmes in public administration for the Second United Nations Development Decade as the basis for a co-ordinated international programme in public administration and approved the Secretary-General's proposed work programme of the Public Administration Division for the period from 1971-1975.

#### TECHNICAL CO-OPERATION

In its current programme, the Division continued to emphasize the development and backstopping of technical co-operation projects in public administration. The additional public administration projects approved for UNDP (Special Fund) assistance brought their number to seventeen at the end of 1970. Five more requests pending approval included applications for support of two regional centres: the African Centre for Training and Research in Development Administration, a joint project with UNESCO, and the Asian

Centre for Development Administration. The approved programme in 1970 totalled well over \$5 million from all sources, although the amounts obligated remained at the 1969 level of about \$3.5 million. The increasing magnitude of the requests was accompanied by significant changes in their substantive emphasis and impact. Greater emphasis has come to be placed on the development of managerial capabilities and systems in public administration. The additional concerns of the programme include administrative aspects of subjects such as environment and population. In terms of impact, technical co-operation projects place more emphasis on institution-building, especially of key national agencies and institutions for the improvement of public administration, and on implementation of projects to improve governmental administration at various levels. The growing use of computers in public administration raises many difficult policy and operational questions. To assist the developing countries in this area, an interregional adviser on management aspects of computers in public services was recruited to undertake short-term advisory missions, which brought the number of interregional advisers to four.

#### DEVELOPMENT ADMINISTRATION

Projects in development administration emphasize programmes of major administrative reform and specific administrative requirements of governmental participation in economic development. Technical co-operation programmes in administrative reform continued to grow in number and coverage. New programmes were started in several countries. Projects in Bolivia, Surinam and Venezuela illustrate the scope and approach of administrative reform projects, which ranged from short-term assistance for formulating strategies for administrative reform to comparatively long-term and substantial assistance for surveys, development of recommendations and implementation of accepted reform measures. The Headquarters activities included preparations for an interregional seminar on major administrative reforms in developing countries, to be held in October 1971 in the United Kingdom of Great Britain and Northern Ireland at the invitation of the Government. A comparative study on administrative aspects of planning and plan implementation was undertaken to bring out common deficiencies in administrative aspects of planning and the kinds of measures required to overcome them. A new departure was made in assistance to public enterprises. Workshops were held under the UNDP (Special Fund) project for East African Railways and Harbours Corporations for programming for performance, improvement in several corporations. This approach emphasizes the application of organizational development concepts to performance improvement. Work also continued on a handbook on public enterprises, which is expected to be completed in 1972. A monograph on the administration of development programmes and projects was revised and submitted for publication. The Division provided substantive support to the ECAFE project for the establishment of an Asian Centre for Development Administration. The Director of the Division served as head of the UNDP mission which visited several countries in Asia in November 1970 to report on the ECAFE request for Special Fund assistance for the Asian Centre for Development Administration. Substantive support was given to the ECLA Meeting of Experts on Administrative Capability for Develop-

ment, held at Santiago, Chile, in November 1970, and the ECA Seminar on Administrative Framework for Development, held at Addis Ababa in December 1970.

#### PERSONNEL ADMINISTRATION AND TRAINING

Emphasis continued to be placed on civil service reform and on training in the public service. Institution-building in the training field has been one of the outstanding features of the United Nations programme in public administration. In addition to continuing assistance to on-going projects, new projects of this nature were started in the Dominican Republic, Peru and Uruguay and a second phase of the work was approved for projects in Colombia, the Niger and Somalia. In many cases, institutes of public administration have come to play an important role in civil service reform and management improvement generally. In other instances, as in Iran, for example, management training is developing as an integral part of the administrative reform project. The training programmes also place more emphasis on the training of middle-level and senior-level officials. The Headquarters activities included action-research and pilot projects. A monograph entitled *"Pour une approche globale des problèmes de personnel dans l'administration publique"* was prepared. The country papers from the United Nations Interregional Seminar on the Employment, Development and Role of Scientists and Technical Personnel in the Public Service of Developing Countries, held at Tashkent, the USSR, in October 1969, were edited and published. The report on the drafting of bills and executive instruments was prepared for the Division by the International Institute of Administrative Sciences and was published. A major project for the development of skills in the instruction of trainers was a Pilot Training Officers Development Course for the English-speaking Caribbean countries, which was held in Trinidad from 10 August to 18 September 1970, with twenty-four participants from thirteen countries and territories.

#### ORGANIZATION AND METHODS

There are over fifty country experts in this category, most of whom are engaged in advising Governments on the use of techniques traditionally associated with the field of organization and methods, such as systems and procedures improvement, records and forms management. Since many countries have now developed their own expertise in this area, there is a growing interest in newer management improvement techniques. Increasingly, they ask for assistance in the use of new techniques, such as systems analysis, operational research and information processing. Computer-based management approaches and techniques are also becoming more common. The shift in emphasis is reflected both in management improvement programmes as well as in public service training activities. Among the Headquarters activities, two seminars deserve special mention. The first was the Interregional Seminar on Administration of Management Improvement Services, which was held in Denmark from 28 September to 6 October 1970. It was financed under the Danish contribution and was attended by twenty-seven participants from developing countries. The other seminar was on the use of modern management techniques in the public administration of developing countries. The Government of the United States of America provided host facilities for the seminar, which was held

in Washington, D.C., from 27 October to 6 November 1970 and was attended by thirty-eight participants from developing countries. At both seminars there were also participants from developed countries and specialized agencies who attended at their organizations' expense. The reports of the two seminars, including the technical papers, have been submitted for publication. Preparatory work was done for an interregional seminar on computer use in government to be conducted jointly with the Statistical Office in 1971.

#### LOCAL GOVERNMENT AND ADMINISTRATION

The local government and administration projects share the general trend in public administration. Greater attention is given to the role of local government in national development and to administrative problems of regional development and rapid urban growth. In addition to giving direct substantive support to country projects, a number of activities were undertaken at Headquarters to analyse and disseminate information on local government problems.

Two studies, the *Administrative Aspects of Urbanization and Central Services to Local Authorities in Selected Eastern European Countries and the Union of Soviet Socialist Republics*, were completed and published during the year. Work continued on a comparative study on major efforts to reform local government structures and administration. The Division convened an interregional meeting of experts on credit institutions for local authorities in the Federal Republic of Germany in September 1970, financed by the German Foundation for Developing Countries, to review a draft report of a comparative study on the subject, which was carried out with the collaboration of the International Centre for Local Credit. The meeting was attended by thirty participants from twenty-five countries. The International Union of Local Authorities completed a manuscript for the Division on "Central services to local authorities". The manuscript formed part of the documentation for the Caribbean Regional Seminar on Central Services to Local Authorities, which was co-sponsored by the United Nations (ECLA and the Public Administration Division) and the International Union of Local Authorities. The Seminar was held in Georgetown, Guyana, in March 1971, and was attended by eight participants from eight Caribbean countries. The report of the Seminar provides useful insights into the special problems of improving local government in small countries which will be incorporated in the above-mentioned manuscript.

#### 4. Mobilization of financial resources

##### MOBILIZATION OF DOMESTIC RESOURCES FOR ECONOMIC DEVELOPMENT

##### *Fiscal policy and management*

In accordance with Economic and Social Council resolution 1271 (XLIH) on tax reform planning, the Secretary-General convened a Meeting of the Expert Group on Tax Reform Planning in New York from 8 to 12 September 1970. The Expert Group comprised fifteen members and the meeting was also attended by seven observers, including representatives from IMF and IBRD. In addition to the six country studies completed during 1969 and 1970, the Secretariat also prepared country studies on tax reform planning in

Jamaica, Pakistan, Trinidad and Tobago, and Turkey. These studies, together with a document on tax reform planning, were considered by the Expert Group, which discussed principally the process of and organization for tax reform planning and policy and administrative aspects of major taxes. The Expert Group emphasized particularly provision of training in tax administration at regional and subregional levels and further suggested a number of subjects which require additional research and reporting, such as financing urban government, taxation of foreigners, agricultural taxation, taxation of urban land and development of tax techniques for items such as capital gains and presumptive incomes. The report of the Expert Group has been issued and will be submitted to the Economic and Social Council at its fifty-first session.

Following the request made by the General Assembly in resolution 2562 (XXIV), the Secretary-General has prepared a report entitled "Taxation, mobilization of resources and income distribution", which will also be submitted to the Economic and Social Council at its fifty-first session. This report examines tax systems in developing countries with a view to analysing their effects on mobilization of domestic resources and contribution to income distribution. The report was compiled from six country studies and five cross-sectional functional studies on major aspects of taxation commissioned by the Secretariat, and from additional material prepared by the Secretariat. These studies are also being reproduced in the original language of submission.

The Economic and Social Council, in its resolution 1360 (XLV), requested the Secretary-General to submit periodically to the Council progress reports on the work done in the field of budget policy and management. Accordingly, a progress report will be submitted on this subject to the Council at its fifty-first session. This report will review the discussions at and recommendations made by the United Nations Interregional Seminar on Problems of Government Accounting and Financial Management, which was held at Beirut in December 1969.

The Secretariat is continuing its work on planning and multiyear budgeting, financial planning in the public sector and pricing policies of public enterprises. This work, when completed, is expected to be submitted to interregional seminars scheduled to be held in 1972 and 1973.

An Interregional Seminar on Government Auditing was held, under the auspices of UNDP, at Baden, Austria, from 3 to 14 May 1971. The Seminar was organized jointly by the United Nations and the International Organization of Supreme Audit Institutions. This was the first interregional seminar organized by the United Nations in the field of government auditing.

The agenda of the seminar comprised a study of the relationship between the supreme audit institutions and the legislature, the executive branch, and the government agencies audited. The subjects discussed at the seminar include techniques and practices of auditing; problems of pre-audit and post-audit; audit of public enterprises; and economic aspects of auditing. The discussion on these topics was combined with a review and an examination of detailed case studies concerning, for example, public purchases and control of public contracts awarded on the basis of public bids.

The United Nations Secretariat and the International Organization of Supreme Audit Institutions prepared working papers concerning various agenda items. A list of documents is included in the report of the seminar, which will be published shortly in English, French and Spanish.

The participants stressed the importance of efficient government auditing in the harmonization and efficient implementation of economic and social programmes in the public sector of developing countries. They therefore recommended that the United Nations should prepare a manual on government auditing so as to provide guidance to developing countries in modernizing their audit systems. They also recommended that, in order to strengthen and reform national government audit systems, a permanent cadre of experts should be established by the United Nations, in co-operation with the International Organization of Supreme Audit Institutions and other interested organizations. Such a group should assist developing countries both in providing advisory services as well as in organizing training programmes at the regional, subregional and national levels. It was suggested that the role and use of automatic data processing in developing countries should be considered extensively in future studies. It was believed that the use of these techniques would ensure not only speed and efficiency in automatic data processing, but also enable the use of a variety of other skills to be employed for efficient auditing. The participants recommended that UNDP should lend its strong support to giving technical assistance in this area to developing countries and particularly consider the possibilities of organizing such activities in institutional forms. Finally, the participants recommended that such a seminar should be held periodically to review the progress made in developing countries and to exchange views and experiences on modern methods of auditing.

The Seminar was attended by sixty-one participants from forty-six developing countries and twenty-two participants from nine developed countries.

#### *Export credit as a means of promoting exports from developing countries*

During the period under review, a comprehensive research and study programme was carried out in implementation of Economic and Social Council resolution 1452 (XLVII) of 8 August 1969.

Pursuant to the terms of that resolution, the Secretary-General submitted to the Council, at its forty-ninth session, a study entitled "Practical considerations relating to the establishment and operation of multinational export credit insurance schemes". The study discussed the possible financial structure of a multinational export credit insurance scheme, the types of transaction to be insured and the risks to be covered, and the duration of insurance coverage. Other questions covered by the study were the financial liability that would be incurred in case of loss due to commercial and political risks, the percentage of loss to be covered, the organization of an effective information service, and co-operation with the Bern Union and other appropriate international organizations. The study also analysed the possible contribution of a multinational credit insurance scheme to strengthening the competitiveness of exporters from developing countries and the possible advantages of such a scheme.



with respect to the financing on the international market of export credits granted by them.

During the debate on this subject in the Council, most speakers commended the Secretary-General on the study, although many representatives felt that the discussion should be deferred until the document could be considered in conjunction with the studies called for in paragraphs 2 and 3 of Council resolution 1452 (XLVII). These two studies were completed during the period under review for submission to the Council at its fifty-first session. The first study, entitled "Refinancing of short-term export credit granted by developing countries", describes the increasing need for refinancing for such credits, in view of the far-reaching changes which have taken place recently in the composition of the developing countries' exports and which are likely to accelerate in the coming years. It reviews criteria for determining the refinancing quota of each developing country and analyses possible ways of mobilizing the necessary financial resources for a refinancing scheme for short-term export credits granted by developing countries.

The second study, entitled "Refinancing of medium-term and long-term export credits granted by developing countries", envisages refinancing machinery that would operate at two levels: at the national level, through local financial institutions, such as central banks and development banks, and at the international level, through international and regional financial institutions which would refinance, wholly or partially, the credits financed by national institutions.

A report by the Secretary-General on the progress of work in this field highlighted two major developments, namely, the discussion of export credit at the eleventh session of the ECAFE Committee on Trade, and the special meeting on export credit insurance organized at Bogotá in February 1970 by the Inter-American Centre for the Promotion Exports, with the active co-operation of the United Nations, the most significant result of which was a possible decision concerning the early establishment of an association of export credit insurers in Latin America after another review of appropriate statutes within approximately one year.

During the period under review, the United Nations, pursuant to Economic and Social Council resolution 1358 (XLV) and in co-operation with the Government of Yugoslavia, organized the first Interregional Seminar on Export Credit Insurance and Export Credit Financing, which was held in Belgrade from 28 September to 7 October 1970. The report of the Seminar as well as a report by the Secretary-General, which outlined a work programme for the implementation of the Seminar's suggestions, were completed for submission to the Council at its fifty-first session. A paper entitled "Status of work in the field of export credit insurance and export credit financing" was submitted to the UNCTAD Intergovernmental Group on Trade Expansion, Economic Co-operation and Regional Integration among Developing Countries, which met from 2 to 18 November 1970.

#### *Permanent sovereignty over natural resources*

Pursuant to General Assembly resolutions 2158 (XXI) and 2386 (XXIII), the Secretary-General completed a report, entitled "The exercise of permanent sovereignty over natural resources and the use of

foreign capital and technology for their exploitation", which was submitted to the Assembly at its twenty-fifth session. Part one of the report covered the problem of the legal framework for foreign participation in the exploitation of natural resources, profit-sharing between host countries and natural resources enterprises, the training of national personnel by such enterprises and the placement on the world market of non-commercial reserves of primary commodities. Part two reviewed the contractual arrangements between twenty-six developing countries and foreign investors for the exploitation of natural resources and the marketing of natural resources products.

At the conclusion of the debate on this subject, the Assembly adopted resolution 2692 (XXV), in which it requested the Secretary-General to continue submitting reports along the lines set out in resolutions 2158 (XXI) and 2386 (XXIII) and invited the Economic and Social Council to instruct the Committee on Natural Resources to include in its work programme a periodic report on the advantages derived from the exercise by developing countries of permanent sovereignty over natural resources, with particular reference to the impact of such exercise on the increased mobilization of resources, especially of domestic resources for their economic and social development, on the outflow of capital therefrom as well as on the transfer of technology. The Assembly further invited Member States to inform the Committee on Natural Resources, through the Secretary-General, of the progress achieved to safeguard the exercise of permanent sovereignty over their natural resources, including measures taken to control the outflow of capital in a manner compatible with the exercise of their sovereignty and international co-operation.

The Committee on Natural Resources, at its first session, requested the Secretary-General to submit to it, at its next session, a report covering a number of specific points and the Secretary-General accordingly invited Member States to submit information on those points for inclusion in the report to be submitted to the Committee at its second session.

#### PRIVATE INVESTMENT (INCLUDING PATENTS, INTERNATIONAL FIRMS AND TRANSFER OF TECHNOLOGY AT THE FIRM LEVEL)

##### *Private foreign investment*

In accordance with Economic and Social Council resolution 1451 (XLVII), which called for the convening of foreign investment panels by the Secretary-General at the regional and global level and for further research on specific aspects of foreign investment, the Division, in co-operation with the Inter-American Development Bank, the OAS and their affiliates, and with ECLA and the Latin American Institute for Economic and Social Planning, organized a panel on foreign investment in Latin America. It included Latin American government officials and private businessmen, leading executives from the international business community and representatives of the regional and global international organizations and institutions concerned.

The Division provided substantive support in the Second Economic Consultative Committee Meeting of the International Chamber of Commerce, the United Nations and the General Agreement on Tariffs and

Trade, held in Paris on 11 December 1970. It is expected that the third meeting will be convened in 1971 at United Nations Headquarters. The meeting will consider arrangements for the transfer of technology, among other questions.

Following the recommendations made by the Panel on Foreign Investment in Latin America held at Medellín, Colombia, a round table on foreign investment in Latin America was convened in Rome from 25 to 29 January 1971 with the active participation of the United Nations. The Rapporteur, in his report presented to the Medellín Panel, placed particular emphasis on the need for similar meetings in the future, since they would contribute greatly to the improvement of the investment climate in developing countries.

Subsequent to the convening of the Panel on Foreign Investment at Medellín, the Japanese Government invited the United Nations to hold the third panel in Tokyo, which is scheduled to take place from 29 November to 2 December 1971. The discussions will centre on three main themes: (a) forms of participation by foreign enterprise in the development process (including divestment); (b) cost-benefit analysis of foreign investment; and (c) transfer of technology and its relation to foreign investment.

#### *Review of the forms of transfer of management and production techniques at the enterprise level*

In accordance with Economic and Social resolution 1311 (XLIV) and resolution 33 (II) of the United Nations Conference on Trade and Development, the Division is carrying out empirical studies on the forms of transfer of operative technology to enterprises in developing countries, such as turnkey contracts, sales of equipment with maintenance contracts, visits by foreign experts, on-the-job training and licensing arrangements relating to patented and non-patented know-how.

The country case studies on Argentina, Brazil, Nigeria, Mexico and Senegal are being processed, while those on India and Lebanon have been circulated to participants. Country case studies on Chile, Pakistan and the Philippines have already reached an advanced stage of preparation and work will soon be undertaken on a study on Kenya. The Division is in contact with OECD concerning basic data on transfer of operative technology to Greece and Yugoslavia. A synthesis of the country case studies and of UNITAR surveys is being completed for submission to the interregional meeting of experts to be convened at Headquarters from 21 to 26 June 1971. Background information will include the country case studies and UNITAR surveys on the experience of selected industries in developed countries concerning the transfer of operative technology to developing countries.

#### *Incentives for the inflow of capital, import of technology and for the promotion of local inventiveness*

The Division completed a general paper on the use of tax incentives to facilitate the import of foreign technology into developing countries, which will also be submitted to the 1971 meeting on transfer of operative technology to be held from 21 to 26 June 1971. Another paper, which is an empirically based assessment of the national economic policies and the financial practices of multinational corporations, is

also being processed for submission to the same meeting.

#### *Ad Hoc Group of Experts on Tax Treaties between Developed and Developing Countries*

A progress report by the Secretary-General and the second report of the *Ad Hoc* Group of Experts on Tax Treaties between Developed and Developing Countries were submitted to the Economic and Social Council at its forty-ninth session. The Council unanimously endorsed the reports in its resolution 1541 (XLIX) and authorized the Secretary-General to convene a third meeting of the *Ad Hoc* Group of Experts at Geneva in 1971. The two comprehensive reports submitted by the Group represent, in the unanimous view of the Council, valuable guidelines for negotiators from developing countries.

The following papers were prepared by the Division for inclusion as part two of the report of the *Ad Hoc* Group: services rendered by corporations; apportionment of business profits; the scope of business profits; international tax treatment of losses; taxation of interest; interest on deferred export credit sales; possibility of establishing an international panel of tax experts; and international measures to discourage capital outflow from developing countries for purposes of tax evasion.

The Group paid special attention to a question of importance to the developing countries, namely, how tax agreements, particularly clauses relating to exchanges of information, could be used to control tax evasion and capital outflow in such a way as to afford the developing countries access to the means of information available to the developed countries.

A detailed questionnaire on international income tax evasion has been prepared and circulated to Governments and will serve as the basis of a comprehensive study on the question, to be submitted to the *Ad Hoc* Group of Experts at its third meeting in October 1971. This subject was referred to the Group for special attention by the Secretary-General of UNCTAD.

In addition, three studies on international tax evasion or avoidance in Mexico, India and various French-speaking African countries will be submitted to the same meeting.

#### *Studies on international tax problems*

Preliminary reports have been prepared on general relief provisions and dividends for the third meeting of the *Ad Hoc* Group of Experts in October 1971. A series of studies on taxation in capital exporting countries of investment income from developing countries will also be submitted to the meeting. The study of France is being printed and studies on the Federal Republic of Germany and the United Kingdom of Great Britain and Northern Ireland are being carried out.

A report on incentives for reinvestment has been prepared for the meeting on the basis of material collected by means of a questionnaire. Preliminary reports have been prepared on the fiscal and financial aspects of anti-pollution measures for the United Nations Conference on the Human Environment to be held in Stockholm in 1972.

In addition a report was prepared on tax and near-tax barriers in capital-exporting countries on imports from developing countries.

#### 5. Application of science and technology to development

During the year under review, science and technology continued to figure prominently in the work programmes and activities of the organizations of the United Nations system. A number of relevant resolutions dealing with science and technology were adopted by the Economic and Social Council at its forty-ninth session and by the General Assembly at its twenty-fifth session. The Council attached the highest importance to the strengthening of activities of the bodies and organizations of the United Nations system dealing with specific problems of the application of science and technology to development and with the question of the transfer of operative technology to developing countries. The General Assembly expressed its conviction that science and technology constituted one of the main pillars of economic and social development. In this connexion, special mention should be made of General Assembly resolution 2626 (XXV) containing the International Development Strategy for the Second United Nations Development Decade, and resolution 2658 (XXV) concerning the role of modern science and technology in the development of nations and the need to strengthen economic and technico-scientific co-operation among States.

The International Development Strategy states that "the international community must rise to the challenge of the present age of unprecedented opportunities offered by science and technology in order that the scientific and technological advances may be equitably shared by developed and developing countries, thus contributing to accelerated economic development throughout the world". To achieve its goals and objectives, a number of policy measures were outlined in the Strategy, including suggestions for action in the field of science and technology.

The General Assembly, in resolution 2658 (XXV), recognized the interest of all countries in benefiting from the achievements of modern science and technology for the acceleration of their economic and social development and in having access to the world's intellectual and technical resources, and requested the Secretary-General, with the assistance of the Advisory Committee on the Application of Science and Technology to Development and taking into account its work on a World Plan of Action for the Application of Science and Technology to Development, to prepare a study which would evaluate the main implications of modern science and technology, particularly for development, and, on this basis, appraise the results achieved since the United Nations Conference on the Application of Science and Technology for the Benefit of the Less Developed Areas, held in 1963. The study should suggest ways and means of implementing earlier recommendations and of removing difficulties which have been identified; suggest practical ways and means of strengthening international co-operation in the new applications of science and technology in the economic and social fields; and suggest additional forms of international action within the framework of the United Nations system to ensure that scientific and technical achievements are more effectively applied to the needs of all countries, giving special consideration to the

situation of the developing countries. This resolution reflects the increasing concern in the United Nations system with the general impact of science and technology, not only in the economic and social areas, but also in relation to the whole of mankind. In this connexion, it should be noted that the matter has also been raised in the United Nations Scientific Advisory Committee which, at its meeting in Vienna in April 1970, expressed the belief that there was an urgent need for the United Nations to study the problems—political, economic, social and ecological—arising from the development of science and technology, not only in their individual aspects, but also in their total impact on society and its future. Other resolutions on science and technology adopted by the General Assembly at its twenty-fifth session were related to the increase in the production and use of edible protein; transfer of technology, including know-how and patents; human rights and scientific and technological developments; and the Fourth International Conference on the Peaceful Uses of Atomic Energy.

The Office for Science and Technology, which is responsible for matters relating to science and technology in the United Nations Secretariat and serves as the secretariat for the Advisory Committee on the Application of Science and Technology to Development and the United Nations Scientific Advisory Committee, continued to encourage the application of science and technology to development and to undertake any action needed to ensure and stimulate the follow-up of the recommendations of these two Committees and the relevant resolutions of the Economic and Social Council and of the General Assembly in the field of science and technology.

The Secretary-General's report, entitled *Application of Computer Technology for Development*, was prepared in accordance with General Assembly resolution 2458 (XXIII), and submitted to the Economic and Social Council at its forty-ninth session. The report comprised two principal parts: the first dealt with programmes for developing countries with respect to computer technology; and the second discussed caveats, barriers and incentives relating to computer technology. There were four principal conclusions and a number of recommendations, which require appropriate action by Governments of both the developed and developing countries, by the United Nations and organizations of the United Nations family, by national and international organizations and institutes, by industry, both public and private, and by national and international professional and user organizations in the field of computer science and technology and in related areas.

Since it was not possible to issue the report in time for Governments to study it thoroughly, the Economic and Social Council decided, in resolution 1538 (XLIX), to defer to its fiftieth session any discussion of the report in depth. Because of the importance of the report, however, the Council requested the Secretary-General to ensure its wide circulation. The Council also requested that the General Assembly defer its consideration of the report to its twenty-sixth session, and recommended the regional economic commissions, UNDP, the specialized agencies, IAEA and other interested organizations to continue to assist the Secretary-General in the study of the question. In compliance with the Council's request, the report has been published and circulated to all those concerned.

At the conclusion of its consideration of the report at the fiftieth session, the Economic and Social Council adopted resolution 1571 (L), in which it requested the Secretary-General to circulate the report widely to Governments of Member States and to international governmental and non-governmental organizations interested in the application of computer technology for development. The Council further requested the Secretary-General, in consultation with the Advisory Committee on the Application of Science and Technology to Development and the specialized agencies, particularly UNESCO, aided by the Intergovernmental Bureau for Informatics, to prepare for the fifty-third session of the Council another report on this subject, taking into account the discussion of the present report in the Council and in the General Assembly and the comments made on it by Governments and organizations consulted. The Council also invited UNDP to consider granting to developing countries suitable assistance for the application of computer technology to development and urged the Governments of Member States, the specialized agencies and IAEA, and other international organizations concerned, to help the Secretary-General to promote international co-operation among Member States in the application of computer technology to development.

With regard to the machinery, the Secretary-General indicated in his report that a number of questions would arise concerning the establishment of a protein policy body, as proposed by the Advisory Committee on the Application of Science and Technology to Development, including an examination of the means of ensuring that full use should be made of a strengthened FAO/WHO/UNICEF Protein Advisory Group in the provision of technical advice to the protein policy body in its work.

The report was considered by the Council at its forty-ninth session. Since it was not possible to make specific recommendations, the Council decided to transmit the report to the General Assembly with a brief statement of its views. It also decided to draw the attention of the Assembly to the need for intensifying the efforts of the institutions of the United Nations system in that field and also to the discussions that had taken place in the Council on that point.

The General Assembly considered the report at its twenty-fifth session and adopted resolution 2684 (XXV) in which the Secretary-General was requested to prepare, with the assistance of independent experts and in close consultation with the agencies and organizations of the United Nations system, a concise report on the possible elements of a broad statement of strategy, as contemplated by the Advisory Committee on the Application of Science and Technology to Development, suggesting the role of Governments and the contribution of the United Nations system in closing the protein gap and including recommendations regarding those proposals already put forward which were found to be both desirable and feasible, together with an indication of the possible means of their implementation. The Secretary-General was requested to submit the report, through the Economic and Social Council, to the General Assembly at its twenty-sixth session. In the meantime, it was recommended that the Secretary-General should take all possible steps in pursuance of paragraphs 3 and 5 of Assembly resolution 2416 (XXIII), that UNDP should give increasing

attention to projects directly related to the protein problem and that the Protein Advisory Group, the specialized agencies and other United Nations organizations should continue and intensify their current activities in this field. In implementing this resolution, a meeting of the Panel to Assist the Secretary-General in the Formulation of a Strategy Statement on the Protein Problem Confronting the Developing Countries was convened at Headquarters from 3 to 7 May 1971.

The report of the Panel will be submitted to the Economic and Social Council for consideration at its fifty-first session and subsequently to the General Assembly at its twenty-sixth session. It contains a number of recommendations addressed to the Governments of both developing and developed countries. With regard to the machinery for a concerted effort to solve the protein problem, the Panel recommended that the Protein Advisory Group should be expanded to include all organizations concerned in the United Nations system. It also recommended the establishment of a high-level governmental committee within the United Nations system with the responsibility of mobilizing international opinion and action directed towards the protein problem. Underscoring the need to provide adequate financial resources at both the national and international level, the Panel recommended that a specific fund should be established to avert the protein crisis.

The first progress report of the Secretary-General on the increase in the production and use of edible protein was prepared in accordance with General Assembly resolution 2416 (XXIII). This report was a sequel to the one that had been before the Assembly at its twenty-third session, and was based on information supplied by organizations of the United Nations family. The report also contains the comments and proposals of the Advisory Committee on the Application of Science and Technology to Development, analyses the developments and activities over the past two years that had a bearing upon the protein problem, and sets out a number of observations and proposals made by the Advisory Committee concerning the machinery in the United Nations family to deal with the protein problem confronting the developing countries.

In the light of the review of activities over the past two years bearing on this problem, the Secretary-General believed it would be useful to re-emphasize the importance of the policies and proposals contained in the report of the Advisory Committee, entitled *International Action to Avert the Impending Protein Crisis*, and to draw attention again to the conclusions and recommendations in his earlier report to the General Assembly.

A further report on the future institutional arrangements for science and technology in the United Nations system, prepared by the Secretary-General pursuant to Economic and Social Council resolution 1454 (XLVII), was considered by the Council at its forty-ninth session. The purpose of the report was to present the general trend of the views expressed by the Governments and organizations consulted, and to identify the range of options available for immediate action and for determining the points requiring further study. The scope of the report was limited to institutional arrangements devised for the system as a whole at

both the intergovernmental and the secretariat levels. No reference was made in it to the types of machinery set up by individual organizations to meet their own problems, except for those of the United Nations Secretariat. In concluding the report, the Secretary-General observed that, although many valuable comments and suggestions had been received from Governments and organizations, no general conclusions could be drawn from them. The majority of Governments had seemed to prefer to await his report or the discussion of it in the Council before taking a position on the issues raised by Council resolution 1454 (XLVII). In the light of the wide range of opinions reflected in the responses received from Governments and organizations, the Secretary-General believed that it would be useful at that stage to identify some general needs and tasks pertinent to the United Nations and its family of organizations with respect to science and technology, and to enumerate some of the options concerning possible institutional arrangements. The Council, following consideration of the report at its forty-ninth session, adopted resolution 1544 (XLIX) in which it noted that the Trade and Development Board of UNCTAD had decided to consider at its tenth session, as a matter of high priority, necessary action regarding appropriate institutional arrangements to deal with the aspects of the transfer of operative technology that fall within its jurisdiction. The Council reiterated the need for reinforcement and co-ordination of current and contemplated activities; recognized that so far no consensus or majority opinion had emerged on how best to meet the need for reinforcement or co-ordination; and decided, pending further clarification of the issues involved by the relevant bodies of the United Nations, to postpone until its fifty-first session its decision on the subject.

After about four years of intensive work and close collaboration with members of the United Nations family of organizations, other intergovernmental and non-governmental organizations and individual consultants, the Advisory Committee completed its work on the World Plan of Action, the objectives of which were approved by the Council in resolution 1155 (XLI) and subsequently by the General Assembly in resolution 2318 (XXII). The report, which consisted of two volumes, was adopted by the Advisory Committee at its fourteenth session and will be placed before the Council for consideration at its fifty-first session.

Volume one of the Plan, prepared by the Advisory Committee, outlines action in terms of a limited number of priority areas for new research, priority areas for the application of existing knowledge and the building up of indigenous science and technology infrastructures in developing countries. It also contains the recommendations of the Advisory Committee which are addressed to Governments and other institutions in the developing countries. The Advisory Committee specifically recommends the setting up of a science and technology fund or account within UNDP for the purpose of initiating programmes outlined in the World Plan of Action. A draft resolution incorporating these recommendations has been submitted to the Council for consideration and adoption.

Volume two consists of more detailed proposals for a wider number of areas. It is based on material selected from that submitted to the Committee by the

groups indicated above. The World Plan of Action is presented in general terms, and within the major areas enumerated by the Committee, specific programmes and projects remain to be worked out. The Committee feels strongly that this work should only be done effectively at the regional level, and has therefore recommended that the Council request the regional economic commissions, in close co-operation with the specialized agencies, to consider the proposals contained in the World Plan of Action in the light of the needs of the countries in each respective region with a view to preparing specific regional plans of action for each region.

In accordance with General Assembly resolution 2318 (XXII), the Advisory Committee maintained close co-ordination between its work on the World Plan of Action and the preparations for the Second United Nations Development Decade. In this connexion, it should be noted that the recommendations in the strategy statement for the application of science and technology prepared by the Advisory Committee have been incorporated in the statement on the International Development Strategy for the Second United Nations Development Decade. The strategy statement adopted by the Advisory Committee was published under the title *Science and Technology for Development: Proposals for the Second United Nations Development Decade*.

Among the problems to which the Advisory Committee has given its continuing attention is science and technology in relation to industrial development. During the year under review, the Advisory Committee adopted two reports dealing with this subject, both of which will be submitted to the Economic and Social Council at its fifty-first session. One of these reports deals with technologies appropriate for industrial development. The factors which render a particular technology appropriate for their circumstances are enumerated and, in addition to the problem of choice of technologies, questions of appropriate product and plant design are considered. Recommendations are made to developing countries and for supporting action by industrialized countries at the national policy levels and at the enterprise levels. Proposals for action by the United Nations system are outlined and a draft resolution is included for consideration and adoption by the Council. The second report deals with problems in the effective provision and use of industrial research services. The report is limited to an examination of the relationship between the supplier and the user of industrial research services, and the obstacles and possible solutions to the effective use of such services. In the report, recommendations are made for action in the developing countries (at the national level, at the research organization level and at the industrial enterprise level), and for assistance from industrially advanced countries and through the United Nations system.

With regard to the transfer of technology, the Advisory Committee feels that it is desirable to avoid a limited definition of its coverage so that the transfer process can be viewed as a system of many parts. During the year, the Committee reviewed the progress made and action taken on its earlier recommendations, in particular those set forth in its third report, the work carried out by the Division of Public Finance and Financial Institutions and UNITAR, the work



programme proposed for UNCTAD, and the channels and mechanisms for the transfer of technology. The Committee welcomed the establishment by UNCTAD of the Intergovernmental Group on Transfer of Technology.

Other problems which were given attention by the Advisory Committee during the year under review include science education, population, global research projects, collaboration between scientists of developed and developing countries, and the role of science and technology in reducing the impact of natural disasters. With the issue of its second report on science education, the Advisory Committee completed a stage of its work in the field of science education. In collaboration with UNESCO, arrangements are now being made for the preparation of a book on science education based on working papers which had been submitted to the Advisory Committee as well as its reports.

With regard to the population problem, the Committee decided that it would submit a report on this subject to the Council in 1972. It agreed upon an outline for the report and approved the arrangements made for its preparation. The Committee also took note of a publication entitled *Human Fertility and National Development—A Challenge to Science and Technology*, which was jointly prepared by the United Nations, UNICEF, the ILO, FAO, UNESCO and WHO.

The Advisory Committee expressed disappointment at the decision of UNDP to reduce the percentage of funds available for global research projects from 3 to 1 per cent. The Advisory Committee was aware of the difficulty in identifying valuable projects which would come within the global category and believed that a better understanding was required of the problems involved in bridging the gap between reports, recommendations and ideas, on the one hand, and projects which had been sufficiently formulated to promote action by UNDP, on the other. It has therefore decided to undertake a study of the definitions and criteria which can define such projects. The study would examine examples of global research projects selected from those presented to UNDP as well as earlier recommendations of the Committee itself, and those in the World Plan of Action. The study is to be submitted to the Advisory Committee at its next session.

During the year under review, the Committee continued to stress the importance of stimulating and encouraging collaboration between scientists in developed and developing countries, and involving the scientific community of advanced countries in the problems of developing countries.

The Advisory Committee stressed the importance of ensuring that when international scientific meetings are held in developing countries, care should be taken to ensure that such meetings deal with subjects of immediacy and relevance to the host countries and to their scientific-technical communities. The Committee recommended that international scientific organizations should be encouraged to hold a proportion of their meetings in developing countries. It also recommended that UNESCO should be requested to proceed with a survey of research institutions and laboratories in developed countries which have been engaged over the past years in continuing programmes of research

on problems of specific interest to developing countries. It was recommended that three to four case studies should be carried out on scientific problems of importance to developing countries. The Advisory Committee again stressed the need to establish or strengthen bilateral links between research institutions of developed and developing countries, and recommended that UNESCO should take up with the Governing Council of UNDP the implementation of the Committee's recommendation endorsed by the Economic and Social Council in resolution 1543 (XLIX).

The Advisory Committee has taken note of the growing concern of the United Nations system in dealing with problems of natural disasters which have always caused great damage to human life and property. As a contribution to the action envisaged by the General Assembly in resolution 2717 (XXV), the Advisory Committee decided, after consultation with the Office for Inter-Agency Affairs, to undertake a preliminary study on this subject, which would have the following objectives: to identify the areas where more research should be applied to enable scientists to understand better the phenomena of natural disasters; to identify the areas where more technical research should be applied to improve protection against natural disasters; and to delineate the feasibility of study with a view to the establishment of a network of sensors using satellites, aircraft, sea and land platforms, and the linking of this network with national and international means for emergency action.

In accordance with General Assembly resolution 2575 (XXIV), the Secretary-General submitted to the General Assembly at its twenty-fifth session a progress report on preparations for the Fourth International Conference on the Peaceful Uses of Atomic Energy, which will take place from 6 to 16 September 1971 at Geneva. In his report, the Secretary-General presented information on the latest proposals and new cost estimates for the Conference. He informed the General Assembly that the preparation for the Conference continued in 1970 with the assistance of the United Nations Scientific Advisory Committee and in close co-operation with IAEA. As recommended by the Advisory Committee, the theme of the Conference should be "Benefits for mankind from the peaceful uses of atomic energy". The provisional agenda of the Conference, which emphasizes subjects of interest to public officials, economists and planners, as well as technologists in the field of peaceful uses of atomic energy, was approved by the Advisory Committee and includes the following six main items: nuclear power and special applications; nuclear fuels, cycles and materials; health, safety and legal aspects of nuclear energy; applications of isotopes and radiation; international and administrative aspects of nuclear energy; and aspects of nuclear technology of particular interest to developing countries. Negotiations were being undertaken by the United Nations Office at Geneva with the management of the Palais des Expositions in Geneva regarding the proposed exhibition to be held in conjunction with the Conference, the proposed theme of which is "Atoms for development". The Advisory Committee recommended that the President of the Conference should be a representative of the United States of America. In accordance with this recommendation, Professor Glenn T. Seaborg was appointed President of the Conference.

With regard to the cost estimates for the Conference, the Secretary-General reported that, as a result of the arrangements reached with IAEA regarding the publication of the documentation of the Conference and after further examination of the requirements, the total cost of the Conference was now estimated at \$728,500, which represents a reduction of \$204,300, or some 22 per cent, when compared to the original estimate of \$932,800. The General Assembly, in resolution 2651 (XXV), endorsed the proposals contained in the Secretary-General's report; noted with appreciation the contributions and close co-operation of IAEA in the preparations for the Conference; commended the Advisory Committee for its work in drawing up the provisional agenda, which it approved; and noted with satisfaction the Secretary-General's consideration for the needs of economy.

During the period covered by this report, the United Nations Scientific Advisory Committee held one meeting in New York, on 24 March 1971, to consider the present status of the Conference and to approve the abstracts which had been submitted by the participating countries. At the same meeting, the Advisory Committee also had a preliminary discussion on the possibility of undertaking studies on the impact of science on man and society. The Committee decided to hold further informal discussions on this subject with the Secretary-General at Geneva in September 1971.

## D. Social development

### 1. Social policy and planning

In accordance with a request by the Economic and Social Council in its resolution 1494 (XLVIII), which was affirmed by the General Assembly in its resolution 2681 (XXV), a study was initiated on a unified approach to development analysis and planning. This project is designed to provide national planners with guidance in methods of data collection and analysis (including development indicators), plan formulation and implementation for the purpose of promoting optimum integration of economic, social and institutional aspects of development. An interdisciplinary team, including members with practical experience in development planning, began work on the study. Additional financial resources for the project were made available by the Government of the Netherlands in the form of a voluntary contribution.

At its twenty-second session, the Commission for Social Development considered the *1970 Report on the World Social Situation*. On its recommendation, the Economic and Social Council adopted resolution 1581 (L) on the world social situation. For a further discussion of this report, see chapter II, section A-2 above.

The detailed work programme of the Commission for Social Development for 1971 to 1973 within the framework of a five-year programme of activities covering the period from 1971 to 1975 was approved by the Economic and Social Council in its resolution 1583 (L). The Council also approved in the same resolution the priority given in the work programme to major questions relating to social policy and development planning, social reform and institutional change, and the utilization of human resources. The Council requested the Secretary-General to continue his effort to place emphasis on practical action in

the work programme, particularly on technical co-operation and other operational activities, and to strengthen co-operation with UNDP. It stressed the importance of an appropriate distribution of emphasis at the national, regional and global levels in the implementation of the work programme and especially of an increased role for regional bodies in matters within the field of their competence, and the need for close and continuing co-operation between the United Nations and the specialized agencies.

On the recommendation of the Commission, the Council also adopted resolution 1584 (L) on criminality and social change in which it endorsed the Declaration and conclusions and recommendations of the Fourth United Nations Congress on the Prevention of Crime and the Treatment of Offenders, and requested the Secretary-General to implement to the fullest extent the resolutions of the Congress that are applicable to the United Nations by intensifying international efforts to advance knowledge, exchange experience and develop policy, practice and popular participation in crime prevention as proposed by the Secretary-General, and especially by direct aid to Governments requesting it; the development and extension of regional institutes for training and research in the prevention of crime and the treatment of offenders; the organization of seminars, training courses, workshops and meetings of experts at the national, regional and inter-regional levels, and the full involvement of Governments, universities and non-governmental organizations in this exchange of information and experience, and wider dissemination of information on the prevention of crime and the treatment of offenders. The Council also invited Member States to give more immediate consideration to ways of strengthening national and international action for crime prevention, and decided to enlarge the membership of the Advisory Committee on the Prevention of Crime and the Treatment of Offenders from ten to fifteen, in order to provide the variety of professional expertise needed on social defence questions spread over a wide geographical area, and to consider dissolving the Consultative Group on the Prevention of Crime and the Treatment of Offenders in the light of this enlargement. The Council requested the Secretary-General to consult with the heads of the regional economic commissions and the United Nations Economic and Social Office at Beirut with a view to involving them more closely in international action in the field of the prevention of crime and the treatment of offenders, and to include in the provisional agenda of the twenty-sixth session of the General Assembly an item entitled "Criminality and social change" to enable the Assembly to consider fully the situation arising from increasing criminality and such measures as might be necessary to deal with it.

The Commission for Social Development, in its resolution 7 (XXII), also recommended to the Economic and Social Council certain measures that would help the Commission play an effective role in the implementation of the International Development Strategy. This will be taken up at the Council's fifty-first session. By its resolution 1585 (L), the Economic and Social Council, on the initiative of the Commission, recommended in its report to the General Assembly the adoption of a declaration on the rights of mentally retarded persons.

In March 1971, the Commission formulated a number of conclusions to be used as guidelines in

the field of social security in the context of national development by the United Nations, the ILO and other organizations concerned, by individual countries and by development planners.

The First Asian Conference of Ministers responsible for Social Welfare was held at Manila in September 1970, under the auspices of the Government of the Philippines. It was the first regional meeting of its kind convened in implementation of one of the major recommendations of the International Conference of Ministers Responsible for Social Welfare, which was held by the United Nations at New York in September 1968. Representatives from eighteen countries in the ECAFE region and from the United Nations and specialized agencies attended the meeting. Among other things, the Conference recommended that the United Nations family of organizations be requested to assist developing countries in the region which have a shortage of social welfare manpower; that regional experts and advisers on specialized fields be drawn from countries within the ECAFE region in order to take advantage of their familiarity with the cultural background and the general situation in the region; that the exchange of indigenous training materials and personnel within the region be promoted; that certain measures be taken to strengthen the ECAFE Division of Social Development to enable it to establish closer working relations with Member countries; and that in order to promote social development more effectively in the region, it was necessary for Member Governments to emphasize and incorporate social development components, particularly those concerning social welfare, in their respective national development plans. Suggestions were also addressed to UNICEF and the specialized agencies to make their social development programmes more effective in the region. A proposal was approved in principle to establish in the Philippines a regional training and research centre for social welfare.

In March 1971, the League of Arab States held in Cairo a regional conference of Arab Ministers of Social Affairs, which adopted a Charter for Social Action in the Arab States along the lines of the United Nations Declaration on Social Progress and Development. A number of resolutions were adopted concerning the field of social development and planning, and ways and means of co-operation among Arab States at the regional level and with the United Nations and the specialized agencies.

The Economic and Social Council, on the recommendation of the Commission for Social Development, approved at its fiftieth session the convening in 1972 of a conference of European Ministers responsible for social welfare. The Government of the Netherlands has offered to provide host facilities for the conference.

An Interregional Meeting of Experts on the Social Welfare Aspects of Family Planning was held at Headquarters in March 1971. The group's recommendations related to (a) the contribution of social welfare personnel and institutions in countries with national family planning policies and programmes and their pioneering role in countries with no official programme; (b) the manpower requirements for social welfare personnel in family planning, the types, levels and content of training to be provided depending on the diversified needs of the countries concerned; (c) the co-operation needed at the regional and international levels to support national programmes in this field, in the form of advisory

services, studies and seminars, with particular reference to the role to be played by the United Nations in co-operation with other international agencies.

A Symposium on Social Policy and Planning was held in Copenhagen in June-July 1970. The Symposium focused the attention of government ministers and officials, who could influence policies and decision-making processes in their countries, on the need for greater attention to cross-sectoral relationships in development policy and planning, and for co-ordination and integration of plans for the social sectors with those of the economic sectors. Background papers were prepared on social policy and the politics of social development, the United Nations approach to social planning, organization for planning, research and evaluation, plan implementation and international resources.

The first United Nations training programme in social planning using the correspondence method was completed in October 1970 with the holding of a seminar attended by twenty-three participants. The seminar supplemented the correspondence course by affording an opportunity for an exchange of experience among the participants.

A country study on social policy and distribution of income (with particular reference to the distribution of social services at the local level) was undertaken in Jamaica. This was the first such study within a larger project and will be followed by other projects in Africa and Asia.

Both the correspondence course in social planning and the project on social policy and distribution of income are mainly financed by voluntary contributions from the Government of Sweden.

The United Nations continued to provide the services of a director for the United Nations Asia and Far East Institute for the Prevention of Crime and the Treatment of Offenders until August 1970, at which time the Institute became the full responsibility of the Government of Japan. The Organization is, however, maintaining a continued interest in the Institute.

The work of interregional advisers on social policy and development continued by means of a series of missions in the various regions. Venezuela was one of the first countries in Latin America to initiate country programming activities to implement the new UNDP procedures that have been recently approved. The first round of meetings called in March 1971 by the National Council for Economic and Social Planning and Co-ordination was attended by representatives of the United Nations, UNDP and a large number of Venezuelan public and private agencies concerned. It is expected that the procedure of consultation thus initiated would result in more flexible use of resources and greater complementarity and co-ordination of technical assistance projects in the future. It also appeared that the national planners would give special attention in the coming years to social projects aimed at reducing or eliminating marginality, upgrading human resources and bringing local government bodies more effectively into the provision of services and infrastructure for social development.

The Fourth United Nations Congress on the Prevention of Crime and the Treatment of Offenders, attended by more than 1,500 delegates from eighty-five countries, was held at Kyoto, Japan, in August 1970.

The Congress adopted a Declaration calling for broader and more extensive international action to fight crime and delinquency. The four items on the agenda of the Congress are listed below, followed in each instance by a summary of the recommendation and conclusion reached on that subject.

(1) Social defence policies in relation to development planning.

There was a need to provide for an effective coverage and integration planning for social defence both sectorally and intersectorally;

(2) Participation of the public in the prevention and control of crime and delinquency.

Regional and interregional meetings of experts, workshops and seminars should be held with a view to advancing crime prevention and to increasing international communication to promote the inclusion of social defence issues in national planning; the United Nations Asia and Far East Institute should launch a general survey of the modalities of public participation in the prevention and treatment of crime and delinquency in the region served by the Institute;

(3) Standard Minimum Rules for the Treatment of Prisoners in the light of recent developments in the correctional field.

Efforts should be exerted through the Commission for Social Development and the Economic and Social Council to secure the endorsement of these Rules by the General Assembly at its twenty-sixth session and an international evaluation of the adherence to the Rules should be made with a view to achieving wider adherence to them;

(4) The organization of research for policy development in social defence.

The United Nations should assume a stronger role in promoting national research and encouraging cross-national comparative studies and it should serve as a clearing-house to make available to Member Governments the increasing number of research studies which are being conducted; special attention should be paid to the possibility of United Nations fellowships being used more widely and more effectively for the training of research workers in social defence; the possibility of holding an international meeting of Ministers of Justice or of other ministers with appropriate responsibilities in the social defence field should be studied as an urgent question.

The Advisory Committee of Experts on the Prevention of Crime and the Treatment of Offenders met in Kyoto immediately after the Congress adjourned and suggested detailed measures to implement the recommendations of the Congress.

Two interregional advisers on social defence undertook short-term missions to a number of countries. They advised on such matters as the prevention of juvenile delinquency, legislation (penal code, code of criminal procedure, child welfare laws), administration of institutions for young and adult offenders, management of institutions for offenders of all age groups, organization of probation, parole, institutes for criminological research and penological experiments.

An interregional adviser on family welfare and family planning was appointed to advise Governments on policies and programmes in the field of social welfare aspects of family planning.

As a follow-up to the study entitled *Social Welfare Planning in the Context of National Development Plans*, a regional seminar on the problems and methods of social welfare planning was held under the auspices of the United Nations at Rennes, France, in September 1970. The seminar was attended by forty-two participants representing fifteen countries, together with representatives of OECD and four non-governmental organizations.

A report on industrial social welfare services was completed at the end of 1970 with the support and co-operation of the regional economic commissions. It is based on country monographs prepared by consultants in Brazil, India, Poland, the United Arab Republic, the United Kingdom of Great Britain and Northern Ireland and Zambia. At the invitation of the Government of the Union of Soviet Socialist Republics an interregional seminar on industrial social welfare services will be convened in 1971.

A report entitled "The question of the elderly and the aged" was submitted to the General Assembly at its twenty-fifth session. Owing to lack of time, the consideration of this question was postponed to the twenty-sixth session of the Assembly, when it will be given priority.

## 2. Social reform and institutional change

Work on land reform continued as an important element in the field of social reform and institutional change. Particular attention was given to the role of agrarian reform in the Second United Nations Development Decade. As requested by the Economic and Social Council in its resolution 1495 (XLVIII), the United Nations has participated in the work of the FAO Special Committee on Agrarian Reform and a study on United Nations policies and activities in the field of land reform was prepared. The Special Committee held two meetings and completed its field visits in Africa, Asia, Latin America, the Middle East and Europe. The Special Committee will hold its final meeting in July 1971 to prepare its report, which is expected to assess the experience gained in the field of agrarian reform during the First United Nations Development Decade, to define the role of agrarian reform within the Second United Nations Development Decade, and to recommend a strategy for agrarian reform within the context of general social and economic development in the coming decade.

In the area of community development, rural development, and regional and zonal development, some of the United Nations advisers have been called upon by Governments to assist in planning and implementing programmes of land reform, including land settlement, in training personnel engaged in land reform and in evaluating the effects of such programmes. In Paraguay, for example, the United Nations experts have continued to assist in a pilot project for rural settlement in the Central Zone. In the United Arab Republic and the Ivory Coast, assistance from UNDP and the World Food Programme is being utilized to support government efforts for population settlement on the reclaimed lands resulting from the building of the high dams. In Kenya and Laos, United Nations experts have been assisting non-agricultural aspects of integrated rural development. In the United Republic of Tanzania a United Nations expert has assisted in research and evaluation of certain aspects of government work in

rural and community development, including co-operatives. In Cameroon, the United Nations has been called upon to provide assistance in promoting the role of women in national development.

Pursuant to Economic and Social Council resolution 1491 (XLVIII), consultations were undertaken with the specialized agencies concerned and the International Co-operative Alliance regarding arrangements for the implementation of a concerted programme on co-operatives and the preparation of a progress report for submission to the Council in 1972.

The global project involving research on social and economic implications of large-scale introduction of new varieties of food grains (the "green revolution"), with an estimated total cost of a little over half a million dollars, was approved by the Governing Council of UNDP. Work on the project has advanced and field studies are being carried out.

In accordance with General Assembly resolution 2393 (XXIII), the Economic and Social Council had before it at its fiftieth session a note by the Secretary-General entitled "Capital punishment" summarizing and analysing the information provided by the Governments of Member States in reply to the Secretary-General's inquiry of 10 March 1969. The note gives a brief résumé of the legal safeguards available to persons liable to capital punishment for ordinary crimes and for offences against the State and certain other military and exceptional crimes in the reporting countries. It also gives an account of the changes which have taken place since 1965 regarding the restriction of the use of the death penalty or its abolition.

After discussing the question, the Council adopted resolution 1574 (L) in which it noted with satisfaction the legal safeguards already provided by the countries where the death penalty obtains, and considered that further efforts should be made by Member States to ensure full and strict observance of the principles contained in articles 5, 10 and 11 of the Universal Declaration of Human Rights, and articles 14 and 15 of the International Covenant on Civil and Political Rights and, in particular, of the principle that no one should be subjected to torture or to cruel, inhuman or degrading treatment or punishment, that everyone was entitled to a fair and public hearing by an independent and impartial tribunal, that everyone had a right to be presumed innocent until proved guilty and to enjoy all guarantees necessary for his defence. The Council also affirmed that the main objective to be pursued was that of progressively restricting the number of offences for which capital punishment might be imposed with a view to the desirability of abolishing that punishment in all countries; invited Member States which had not yet done so to inform the Secretary-General of their attitude to possible further restriction of the death penalty or to its total abolition by providing the information requested in paragraph 2 of General Assembly resolution 2393 (XXIII); and requested the Secretary-General to circulate as soon as possible to Member States all the replies submitted either before or after the adoption of the resolution.

### 3. Human resources and popular participation in development

The Secretary-General's report, entitled "Outflow of trained personnel from developing to developed coun-

tries", requested by the General Assembly in its resolution 2417 (XXIII), was issued. It is based primarily on five countries (Cameroon, Colombia, Lebanon, the Philippines and Trinidad and Tobago) seriously concerned with the problem of the outflow of high-level and middle-level personnel. The report supported the view often expressed that there are serious shortages at various levels of trained personnel in some of the countries and that the emigration of those cadres has definitely contributed to retarding development.

To meet the problem of the outflow, a number of suggestions were made which were to be pursued both at the national and international levels. These include the need (a) for improved fact-finding machinery to study the problem; (b) to re-orient educational and training systems to the development needs of the country; (c) to develop an integrated approach to development planning and the deployment of manpower; (d) to make conditions of work and pay for high-level and middle-level personnel more attractive; and (e) for Governments to establish a two-way flow of information between nationals and prospective employers in the countries concerned. Perhaps the most important recommendation is that Governments of developing countries should concentrate on development goals rather than strengthening migration controls as a basic strategy for keeping needed specialists at home.

The Economic and Social Council, at its fiftieth session, considered the report and unanimously adopted resolution 1573 (L) in which it requested the Secretary-General to continue to study, in close co-operation with UNITAP, the problem of the "brain drain" with a view to assessing its consequences for the economic development of the developing countries; and, in particular, to prepare a study on the effect of the influx of foreign specialists on the economies of countries admitting them, and, in conjunction with the specialized agencies concerned, a preliminary study of means and methods of strengthening co-operation among developing countries for the purpose of overcoming the problem of the "brain drain". It also drew the attention of the Governments of the developing countries to the need, as part of their development plans and with respect for the Universal Declaration of Human Rights, to adapt educational programmes to national requirements in order to achieve a suitable correlation between the training of skilled personnel and employment opportunities, to encourage the return of scientists and skilled personnel and to promote the training of technicians by providing certain incentives, to exchange information with other countries about the measures taken and the results achieved in halting the outflow of technicians and skilled personnel, and to seek the necessary technical assistance from developed countries, UNDP and other international agencies, in accordance with the International Development Strategy for the Second United Nations Development Decade. The Council also called upon developed countries, UNIDO, UNDP, IAEA and the various organs, commissions and agencies in the United Nations system to assist developing countries, at their request, to establish and strengthen the existing scientific and technological research centres, at both the national and the regional level, in accordance with the International Development Strategy. The Council invited the developed countries, without prejudice to the international agreements in force and



with respect for the Universal Declaration of Human Rights, to refrain from taking any special measures to induce scholarship students and trainees from the developing countries to settle permanently in their countries, and requested the developed countries to encourage their private investors in developing countries to absorb local, trained personnel, scientists and technicians within existing and planned projects, as a means of helping the developing countries to reduce the outflow. The organizations of the United Nations system, and especially UNDP, were urged with due regard to their recruitment, contracting and subcontracting procedures, to increase further employment of local qualified experts and to use, as far as possible, indigenous technology and services in the planning and implementation of projects they carry out in the field.

The training and utilization of human resources for development were the focal points of community development activities during the period under review. Considerable progress was made in the building of local institutions for popular participation in development and the training of personnel to assist Governments in the formulation and implementation of national plans for human resources training and development. Technical assistance advisory services for the promotion of local institutions were provided to Swaziland, the United Republic of Tanzania and Zambia. Community development advisers were charged with the special responsibility of training national personnel in the Ivory Coast, Nigeria, the Philippines, Togo and Tunisia.

The publication entitled *Training for Social Welfare: Fifth International Survey* was issued early in 1971 and is devoted to new approaches in meeting manpower needs.

A report entitled *Popular Participation in Development: A Global Review of Trends in Community Development* was also completed. It reviews policy issues relating to community development and provides new direction to community development programmes in the light of available experience in the countries of Africa, Asia, Europe, Latin America and the Middle East.

A preliminary text of the study entitled "The building of local institutions for development" was completed. It analyses the need for and the problems of building local institutions for development.

Assistance in integrated rural and regional development was extended by United Nations advisers in Kenya, Laos and Nepal, and in community development in Cameroon, Nigeria and the United Republic of Tanzania.

Following the successful experience at the National Centre for Training and Applied Research in Venezuela, similar projects are now in operation in Saudi Arabia and the Republic of China. A project in the United Arab Republic became operational in January 1971 with the arrival of a project manager. Several other countries, including Colombia, Mexico, Panama and Thailand, either submitted requests or indicated interest in co-operating with the United Nations in establishing institutions of this kind whose primary function is to provide training for officials responsible for policy-making and planning for community development at the national level, for senior supervisory

staff for project areas, and for instructors who, in turn, will train local workers for community development projects. Where countries are dealing with specific developmental problems, such as land settlement in the United Arab Republic, the focus of training at the institutes will be to improve efficiency of the staff and personnel in these fields.

The General Assembly, in its resolution 2497 (XXIV), requested that the Secretary-General should prepare a report on strengthening co-operation with youth and international youth organizations, including the establishment of effective channels of communication. A preliminary report was discussed at the Inter-Agency Meeting on Youth held at Geneva in July 1970, and it is expected that the final report will be submitted to the Economic and Social Council and the General Assembly in 1972. Youth participation in development and in the over-all work of the United Nations is treated within the subject-matter of this report. The activities with regard to meetings sponsored by the United Nations that involve youth, work with youth and non-governmental organizations, have been directed partly at gathering more reliable material for this report. The recent decision of the General Assembly, in resolution 2659 (XXV), to establish an international group of volunteers, to be known as United Nations Volunteers, is considered a significant contribution to advancing the participation of youth in development.

Practical assistance to Governments to help them establish and develop national youth policies and programmes continued to be a principal part of United Nations activities in the youth field. This assistance included the holding of seminars, the study of national youth service programmes, the study on the world social situation of youth, and preparations for a symposium on the participation of youth in the Second United Nations Development Decade. Advisory services to Governments on youth policies and programmes centred around the visits of the interregional adviser and social affairs officers concerned with youth policies and programmes to more than twenty countries during the period under review. Longer-term field projects were started in Jamaica and the Sudan, while those in the United Arab Republic and Zambia are expected to be initiated soon.

The participation of women in development has become an area of more intense activity. Plans were made through interagency co-operation for an expert group meeting in 1972 to make recommendations on the integration of women in the total development effort as an objective of the Second United Nations Development Decade. Country studies were initiated to identify problems, examine policies, programmes and development plans, which may have a direct and positive bearing on women's participation and integration in development.

In collaboration with UNICEF, technical guidance for women's programmes was provided in approximately thirty countries. In co-operation with the Social Development Division and FAO, UNICEF carried out an assessment of its programmes in this field for its Executive Board. One of the main conclusions of the assessment report was that investments in country programmes would yield greater results if they were an integral part of larger programmes for raising levels of family and community living and

were set in the context of national development plans. Emphasis was placed on relating women's programmes to health services, family planning, community development, *animation rurale*, social welfare services, co-operatives, vocational training, housing and other services.

The Latin American Conference on Rehabilitation of the Disabled was held in Mexico City in October 1970. The United Nations provided ten fellowships to social workers, psychologists and non-medical administrators of rehabilitation services for the disabled from Bolivia (two participants), Brazil, Chile, Colombia, the Dominican Republic, Ecuador, El Salvador, Honduras and Uruguay.

Two studies were completed, one on rehabilitation of the war disabled and another on rehabilitation counselling. Preparatory work was begun on the joint United Nations/ILO/WHO study on legislation, organization and administration of rehabilitation services.

The twelfth issue of the "Summary of information on projects and activities in the field of rehabilitation of the disabled" was published. It contains information on current activities and future plans of forty-nine international organizations and agencies in the field of rehabilitation of the disabled covering their technical assistance projects in more than 100 different countries and territories, their regional activities, international meetings, publications and films.

#### 4. Research and training programme in regional development

The *Ad Hoc* Advisory Committee for the Research and Training Programme in Regional Development met in New York from 1 to 4 September 1970. The Committee reviewed the progress made in the programme which the United Nations is promoting in terms of Economic and Social Council resolution 1086C (XXXIX), and made recommendations for its future direction and development. The Committee was of the view that the nature and scope of regional development had changed considerably since the Council adopted the resolution under which the programme was being promoted, and that a thorough review of the existing legislation and policies was urgently needed to determine whether a new resolution or new administrative arrangements might help to advance the objectives of the programme. The widespread interest in both developed and developing countries in the regional (subnational) approach to development demanded a more vigorous promotion of the programme by the United Nations.

The Committee's recommendations included the need for continuing high-level counsel to the United Nations on regional development activities, particularly those concerned with research and training to regional development; a concerted effort to be made within the next two years to strengthen training and research centres which have already been established or are just being started, particularly in association with ongoing United Nations activities in regional (subnational) development; the provision by the United Nations Secretariat of a continuing and comprehensive survey of existing research and training activities in various parts of the world as well as a continuing survey of regional development efforts under the auspices of the United Nations family of organizations

with a view to advancing their integration in terms of their research and training activities; and development of teaching and training materials.

On the recommendation of the Commission for Social Development, the Economic and Social Council adopted resolution 1582 (L) in which it endorsed the recommendations of the *Ad Hoc* Advisory Committee for the Research and Training Programme in Regional Development. It also endorsed the conclusions of the Advisory Committee that regional development was a potential instrument for the integration and promotion of social and economic development efforts within a country in order, particularly, to: (a) induce rapid structural change and social reform, especially to achieve a broader distribution of returns from development among less privileged groups in society; (b) increase popular participation in setting development goals and in developmental decision-making and organizational processes; (c) create more effective institutional and administrative arrangements and operational approaches to carry out development plans; (d) achieve a better distribution of population and human activities and settlement through a more effective integration of urban and rural development; and (e) include more effectively environmental considerations in development programmes. The Council also requested the Secretary-General, in co-operation with the specialized agencies, UNDP and other multilateral and regional institutions, to work out arrangements by which resources could be mobilized and utilized for research and training within regional development projects supported by them, and called upon those Member States which had acquired experience and had resources to offer in regional development to co-operate with the Secretary-General in increasing the resources and facilities for the research and training programme in that field. The Council recommended that the Secretary-General avail himself, as needed, of the services of senior experts knowledgeable and experienced in regional development to advise him on further development of the programme.

A Documentation and Information Service has been established in the Social Development Division in connexion with the research and training programme in regional development. The Service will provide a central point of reference and dissemination, initially, for information on regional development generated through United Nations activities and, subsequently, for literature and documentation from the wider academic field. A panel of high-level consultants has been engaged on a short-term basis to assist in the development of the centre, to prepare teaching materials, and guide research at the research and training centres which are being established under the United Nations programme. The establishment and initial operation of the Service and the provision of consultants are being financed through a voluntary contribution made by the Government of the Netherlands.

Many countries have shown interest in co-operating with the United Nations in establishing research and training activities related to this programme. These include Chile, Czechoslovakia, Nigeria, Spain and Yugoslavia. The growing interest in the regional (subnational) approach to national development has taken the form of regionalization of national policies and plans and concentrated development of selected regions, such as the northern region of Thailand, the

development of the north-west highlands of Guatemala, the programmes for the modernization of rural life in the Andes in Bolivia, Ecuador and Peru, the development of the Guajira Peninsula (Colombia-Venezuela) and the regional development programme of the Niger.

The third training course for regional development planners was held at Chubu Centre, Nagoya, Japan, from January to May 1971.

#### 5. United Nations Research Institute for Social Development

Most of the Institute's research was increasingly concentrated on a few large projects concerned with the interrelationship of social and economic factors in development. One such project on the social and economic implications of the introduction of new high-yield varieties of foodgrain (the "green revolution") had been approved by the Governing Council of UNDP with generally strong support from Governments.

One of the Institute's projects brought to a conclusion during the year was a multiregional study of rural co-operatives. Case studies on Africa, Asia and the Far East and Latin America were published as well as an analytic report on Latin America. A draft report was issued also concerning the country case studies on the preparation of the child for technological and economic modernization. National research institutions were heavily involved in these projects.

Widening use was made of the Institute's research findings. Apart from the regular distribution of published reports and the annual review of *Research Notes*, material arising from the Institute's work was included in the correspondence course on social planning of the Social Development Division. The Institute also contributed extensively to the regular training courses for social planners organized by the Social Development Division, and to training courses at the United Nations regional institutes.

### E. Mobilization of natural resources

#### 1. Exploitation of natural resources

In accordance with its resolution 1482 (XLVIII), the Economic and Social Council gave further consideration, at its forty-ninth session, to the question of the creation of an intergovernmental body in the field of natural resources, and adopted resolution 1535 (XLIX) in which it decided to establish a Committee on Natural Resources. The Council decided to amend this resolution at its resumed forty-ninth session, in order to expand the membership of the Committee from twenty-seven to thirty-eight.

The significance which the Council attached to the establishment of the Committee on Natural Resources is demonstrated by its comprehensive terms of reference, which include responsibilities for assistance to the Council in providing guidance in the programming and implementation of activities of the United Nations system for the development of natural resources; the establishment of guidelines for the provision and for the improvement and strengthening of advisory services to the Governments of Member States; the selection and follow-up of priority questions concerning

long-term problems and trends of world-wide significance; and recommendations on appropriate priorities, programme emphasis and other relevant matters concerning the exploration and exploitation of natural resources.

The first session of the Committee took place in New York from 22 February to 10 March 1971. The extensive documentation attempted to focus on major short-term and long-term problems, issues and opportunities, and on institutional questions which could have a major impact on the scope and magnitude of United Nations technical co-operation in the field of natural resources.

The documentation dealt with questions concerning world-wide, long-term problems of water supply and included proposals for convening an international water development conference in 1975, as well as the initiation of studies concerning water grids. It also dealt with the large energy potential in many developing countries, suggesting the possibility in the future of establishing intercontinental transmission lines for exporting energy to and interchanging electric power between large centres of consumption in industrialized countries. Environmental questions relating to water, energy and mineral resources were also emphasized.

In the institutional field, the documentation dealt with specific proposals concerned with the establishment of an advisory service system for natural resources, whereby experts in the field, with the consent of the Governments concerned, could be released for short consultative missions to other developing countries, and of a natural resources revolving fund for the financing of exploration projects from voluntary contributions from developing countries, in the way of repayment of the funds, in the case of successful exploration projects, in order to achieve supplemental mutual assistance among developing countries in the exploration of their natural resources.

The performance of the Committee at its first session must be evaluated within the framework of the Committee's need to seek its identity and for the Secretariat to attune itself to this identity, within the broad framework of the terms of reference. This, in fact, can be said to have been the underlying theme of the session.

Thus, while the documentation was well received by some representatives but was the subject of critical remarks from others, it did convey the urgent need for seeking the full use of technological innovations and for bringing forth institutional arrangements conducive to increased technical co-operation activities by the United Nations. Even though the Committee did not formulate an integrated work programme, it laid the foundations for the establishment of guidelines for action in the field of natural resources through a consensus paper prepared by a working group to be considered by the Committee at its second session. It also initiated action in the institutional field through its recommendation to the Council for the approval of the proposal for the advisory services, and by the setting up of an intergovernmental working group to consider the detailed administrative, institutional and financial aspects of the proposal concerning the revolving fund.

At its fiftieth session, the Economic and Social Council considered the report of the Secretary-General

on the Sixth United Nations Regional Cartographic Conference for Asia and the Far East, and adopted resolution 1570 (L) requesting the Secretary-General, *inter alia*, to make the necessary arrangements to convene in Japan, during the second half of 1973, the Seventh United Nations Regional Cartographic Conference for Asia and the Far East.

The activities of the Resources and Transport Division continued to be oriented mainly towards field projects. The Division is responsible for the execution of 107 UNDP (Special Fund) projects in the fields of cartography, mineral, energy and water resources, as well as transport, and it provided substantive support for about 200 technical assistance experts in the field.

Exploration projects continue to yield considerable results, and the copper finds reported below will stir the interest of investors beyond the high level reported last year.

Work in geothermal exploration is now bearing its first fruit, and in a project nearing completion the discovery of geothermal resources is expected to add significantly to the energy potential of the country concerned. Greater emphasis is also being given to institutional and managerial questions, and the growing interest in natural resources development activities in developing countries has led to an increase in the demand for United Nations advisory services for the review of agreements and for assistance with modern legislation either in general or for specific aspects of resources development.

As in the past, the Resources and Transport Division endeavours to ensure the maximum possible degree of success in its projects by the use of the latest technological developments. Examples include recent thermal scanning surveys conducted in Ethiopia and Kenya in the search for geothermal energy resources; multispectral scanning and photography and true and false colour photography aerial surveys being carried out in several projects; radio-active surveys by gamma ray spectrometry undertaken recently and new surveys about to begin in Malawi and Gabon in the search for radio-active ore bodies and for geological mapping; an airborne mercury spectrometric survey planned for Turkey to prospect for mercury associated base and precious metal deposits.

While the technological developments mentioned above have their primary applications in exploration activities, they are also becoming important tools for the detection and measurement of pollution. Multi-spectral photography and scanning are playing increasingly important roles, for example, in water pollution studies, including the tracing of oil spills, thermal pollution, fresh-salt water interfaces, sewage pollution, water depth and sedimentation studies, and are daily finding a host of new applications to the study of environmental problems. The airborne mercury spectrometer is equally useful for the detection of mercury contamination, and gamma ray spectrometry finds obvious uses in the detection of pollution by radio-active particles.

By the application of these techniques in its exploration activities, the United Nations not only increases its operational capacity in such activities, but is developing a unique capacity to carry out international environmental investigations concerning the detection and measurement of pollution in a way

similar to that of a few geological institutions which are now initiating such studies with use of the techniques described above.

In connexion with the transfer of technology to developing countries, considerable efforts were devoted to the convening of seminars, symposia and groups of experts with a view to spreading the understanding of the economic significance of resources and of the use of certain technological developments. The publication programme of the Division continued to supplement those activities.

As the development and management of natural resources and transport questions play a key role in relation to the problems of the human environment, the Resources and Transport Division is actively involved in the preparations for the United Nations Conference on the Human Environment, in close co-operation with the secretariat of the Conference and the specialized agencies. In this respect, the Division is participating in a number of technical meetings and in the preparation of working papers and has submitted outlines of background papers as well as data concerning the training of environmental specialists and the exchange of information relating to the human environment.

The Division is acting as the focal point for the implementation of a number of agenda items concerning the planning and management of transport facilities, the environmental aspects of natural resources management, including mining, energy, water resources and transport, and the identification and control of pollutants of broad international significance related to the above-mentioned fields. In this connexion, the Resources and Transport Division is preparing seventeen basic papers for the Conference on the Human Environment and is contributing to a basic paper on the organizational implications of action proposals, including current and future activities in the field of human environment.

#### MINERAL RESOURCES

As in previous years, technical responsibility for the execution of UNDP (Special Fund) projects in the development of mineral resources continued to be a major operational activity of the Resources and Transport Division. The non-operational activities in this field were stepped up considerably and the number of studies and seminars programmed was increased to reflect the steadily growing importance of certain sectors which have not figured prominently heretofore, but which can be expected to come to the forefront in future work programmes of the Division and of the new Committee on Natural Resources.

An Interregional Seminar on Mineral Economics was held in Ankara, Turkey, from 12 to 23 October 1970, in co-operation with the Turkish Mineral Research Institute. The Seminar was attended by twenty-seven participants from twenty-six countries and thirty-seven participants from Turkey. The economics of mineral exploration, mineral resources and government policy, mining legislation and taxation, as well as trade, transport and marketing of minerals, were among the subjects discussed at the eighteen lectures presented.

The following studies were completed during the year:

(a) A survey on bacterial processing of minerals, in which the current status and recent technical developments in bacterial leaching of deposits of low-grade ores are reviewed;

(b) Prospects for further processing of selected minerals in developing countries, in which the possibilities of processing certain mineral ores through various stages of concentration, smelting and refining, on or near the site of mining operations, are evaluated, and the technical and economic implications for the developing countries are considered;

(c) Structural analysis of our genesis in the Caribbean island arc, the north coast of South America and the east coast of Central America, in which the major tectonic features of the region are plotted and the areas which deserve priority in future exploration programmes are delineated;

(d) Effects of mineral resources development on the environment, in which the extent of environmental pollution of air, water and land caused by various mining operations in developing countries is described, and the technical and economic problems involved in the application of current technology for the control of pollution from mines are analysed;

(e) Economics of off-shore mining, in which the major economic and technological factors which influence off-shore mining are discussed, the investment costs are estimated, the extent of current off-shore mineral production is described and the location and type of minerals mined are shown;

(f) Study on small-scale mining within the social and economic context of developing countries, in which the significant technical and economic characteristics of small-scale mining within the social and economic context of the developing countries are analysed and recommendations are made concerning the consideration that individual countries might give to both the direct and indirect encouragement of small-scale mining.

Among the sectors in which assistance from the United Nations is expected to increase considerably during the Second United Nations Development Decade are the environmental implications of mineral development, new methods for exploiting low-grade ores and tailings dumps containing valuable metals, possibilities of further processing of minerals in the country of origin, mining legislation and mineral economics, as well as the technical and economic possibilities for off-shore mining. Many of these fields interact with one another and will consequently need to be approached in a co-ordinated manner.

One such sector is the subject of the request of the Government of Burma, prepared with the help of a United Nations technical adviser, for assistance in executing an off-shore tin/tungsten exploration project. This project can be expected to lead to an increase in Burma's present production of these minerals towards 1939 levels roughly ten times present production.

In operational activities, copper was again the metal that provided the highlights. The second phase of the mineral survey in Panama has led to the discovery of a new mineral belt in the Cordillera along the San Blas coast adjacent to the Colombian border. The belt contains copper as the main mineral with indications of molybdenum, zinc and gold associated with granodioritic intrusive and andesitic volcanic rocks. Considering that significant copper mineralization has also

been reported by two mining companies, which embarked on exploration programmes after the first phase of the mineral discovery, there are reasonable expectations that a mining industry may develop in Panama where none existed previously. The exploration potential of the neighbouring countries is, by imputation, upgraded substantially.

The mineral survey project in Turkey has also identified porphyry copper-type mineralization in its area and detailed investigations are proceeding to determine the economic potential. Here again, identification of this type of mineralization, which has major development importance in view of the large tonnages involved and the scale of operations necessary for economic exploitation, upgrades the exploration potential of the region, which in turn attracts investment for mineral development activities.

Another important discovery of what may eventually prove to be one of the world's largest copper-molybdenum mines was at Los Pelambres, Chile. During the early part of 1970, drilling was so encouraging that a large-scale drilling contract for 3,600 metres was signed late in the year.

In Guinea, the previously known iron ore deposit at Mt. Nimba was to be investigated in order to establish a minimum of 200 million tons of reserves of high-grade ore (above 60 per cent Fe). Mapping and drilling by the project have so far proved reserves on the order of 400 million tons of high-grade ore. The drilling programme is still in progress and will be finished about July 1972.

At earlier stages of investigation, geochemical anomalies in copper, molybdenum and other base metal indications are under active investigation by mineral survey projects in Ecuador, Honduras and elsewhere. Carnotite mineralization in Somalia offers possibilities of economic uranium deposits.

An example of the perennial effort to introduce new methods in the United Nations mineral exploration programmes is the mineral project just started in Lesotho, which is testing the application of airborne multispectral photographic and infra-red thermal sensing surveys for locating kimberlite intrusives, which could have importance for the diamond industry in that country. Along the same lines, an airborne mercury vapour detecting system is presently being tested in the mineral project in Turkey. As well as having application in the direct search for mercury deposits, mercury haloes are important pathfinders often found in association with metallic mineral deposits. Such methods are expected to find increasingly greater application in the years ahead and will usefully complement the more orthodox ground and airborne exploration techniques.

#### WATER RESOURCES DEVELOPMENT

The main emphasis of the activities of the Resources and Transport Division in the field of water resources development has been upon the comprehensive and integrated development of water resources both with regard to the integration of physical interdependencies in water resources systems in terms of quantity and quality and with regard to economic interdependencies. The work of the Division deals with surface water and groundwater and also such non-conventional water supply technologies as desalination and rainmaking.



With regard to the management problems of water resources, growing emphasis has been placed upon the consideration of the environmental aspects of water resources systems, problems of long-term forecasting, water resources administration and legislation.

A growing number of projects assist Governments in the assessment and identification of ground-water resources, such as in Togo, where the project explores ground-water in the coastal region, or in Tunisia, where intensified ground-water exploration in northern and central regions is being carried out under another Special Fund project.

In order to cope with the growing need for a more effective institutional framework, a number of projects provide assistance in the establishment of a ground-water service, as in Mali and in Mauritania, or the establishment of an over-all water management department, as in Afghanistan.

Similarly complex are projects on a regional scale on international river basins. Two new projects of this nature were approved by the Governing Council at its session in January 1971 for execution by the Resources and Transport Division, including projects for the integrated development of the Vardar/Axios River basins in Greece and Yugoslavia, and for planning development of the Kagera River basin in Burundi, Rwanda and the United Republic of Tanzania. Other comprehensive river basin projects under execution included those for the Vistula River system in Poland, the Sava River basin in Yugoslavia and the Sittang River valley in Burma.

The objective of a fourth type of project is the strengthening of the study and decision-making capability of developing countries through institutions concerned with applied research and training of specialized personnel. Examples include the Kuwait Water Resources Development Centre, which aims both at training personnel for desalination plants as well as the conduct of applied research and post-graduate training.

Fully in line with the growing needs for interdisciplinary social science applications to ever more complex water resources problems is the newly established National Institute for Water Resources Economics, Law and Administration in Mendoza, Argentina. The United Nations furnished assistance in the establishment and the initial operation of the Institute which will provide post-graduate training and consultant services. In Indonesia, the Institute of Hydraulic Engineering will strengthen the Government's applied research and water development planning capabilities.

Finally, mention should be made of assistance rendered to Governments in the study on inland navigation. The Resources and Transport Division is currently responsible for two projects of this type in the La Plata basin, including assistance to the Government of Argentina in the improvement of navigation on the Paraná River and assistance to the Government of Paraguay in studying the navigability of the Paraguay River south of Asunción. In addition, the Division supported individual technical assistance experts in a number of countries during the year in such varied fields as water supply, dam design, hydrology, hydraulic engineering and hydrogeology.

Apart from the operational responsibilities in the field of water resources, the United Nations Water

Resources Development Centre, which is under the Resources and Transport Division, is responsible for co-ordinating the activities of the United Nations system in this field. In accordance with Economic and Social Council resolution 1033 D (XXXVII), the Division continued to provide the secretariat for the annual meetings of the Sub-Committee on Water Resources Development of the Administrative Committee on Co-ordination. Interagency surveys of planned activities, including studies, operational projects in the pipeline and meetings, are prepared and submitted to the sub-Committee, in addition to annual activities reports for the previous year. During the last session of the Sub-Committee, the Water Resources Development Centre continued its efforts to underline the substantive policy co-ordination functions of the Sub-Committee.

During the period under review, the Resources and Transport Division concentrated its efforts in non-operational activities in the field of water resources on issues of policies and institutions. A study on the legal régime of consumptive water use, which was based on the analysis of more than 200 water laws in over fifty countries, was completed and submitted for publication. The report of a panel of experts on the legal and institutional implications of international water resources development was also completed and circulated to panel members for comment and final observations.

Following the first session of the Panel of Experts on Water Resources Development Policies, which took place at Buenos Aires, Argentina, in June 1970, the preparatory work is being carried out for a second session to be held at Delft, at the invitation of the Government of the Netherlands. At this session, the panel will approve the report on its first session and formulate recommendations for national and international action on water resources policies.

### ENERGY

The activities of the United Nations in the field of energy relate to the exploration, development and utilization of conventional as well as new sources of energy in their primary as well as secondary forms. These activities range from general energy surveys to specific aspects of one particular form of energy development, such as petroleum geology, power planning, or the study of export markets for gas.

In the field of operational activities, the United Nations has provided guidance and services to technical assistance and pre-investment projects, as well as to interagency programmes and the Fund of the United Nations for the Development of West Irian.

With regard to conventional sources of energy, such as petroleum, natural gas, coal and lignite, the United Nations provides substantive support in respect of projects financed under the technical co-operation programmes, and conducts studies and organizes seminars, symposia and other meetings on their technical, economic, legal and administrative aspects.

United Nations activities in the development of non-conventional and new sources of energy, such as geothermal, oil shale, solar, wind and tidal power, have been directed towards the application of technical advances in developing countries.

The generation, transmission and distribution of electric power is an important aspect of energy development and a number of operational (field) and

non-operational activities have been undertaken in this area (other than nuclear power).

Technical assistance missions of an advisory nature have been undertaken, for example, to Haiti to advise on possible technical assistance in the field of electric power and to formulate a future work programme in the electric power field, and to Dahomey, Madagascar, Sierra Leone and Togo to advise on problems connected with the implementation of electric power projects.

The United Nations provided technical assistance in such matters as the planning of over-all power systems in Ecuador, Senegal, Syria and Thailand; the programming and implementation of specific projects for power generation in Haiti, Iraq, Western Samoa and Zambia; power transmission and distribution in Bolivia, Colombia, Iran, the Khmer Republic, Pakistan, Syria and the United Arab Republic; and energy programming in Bolivia and Mali.

Three UNDP (Special Fund) projects in electrification were executed during the year in Madagascar, Dahomey and Togo, and Sierra Leone. In addition, work continued on the rehabilitation of electric power and water pumping stations under the Fund of the United Nations for the Development of West Irian.

In view of the rapidly changing world energy situation in which petroleum plays such a dynamic role, an *ad hoc* panel of experts was convened at United Nations Headquarters from 9 to 18 March 1971 to undertake a co-ordinated analysis of the demand and supply prospects of crude petroleum and products during the Second United Nations Development Decade. In pursuance of the aims of the Decade, special emphasis was given to the petroleum situation and prospects of developing countries. The report of the panel will be submitted to the Committee on Natural Resources at its second session, which is expected to be convened early in 1972.

A significant development in United Nations activities connected with petroleum has been the great increase in the number of requests for advice and assistance in connexion with off-shore petroleum agreements, and the drafting of petroleum legislation. The United Nations assisted the following Governments in petroleum exploration and production agreements as well as petroleum legislation and concession agreements: Bahamas, Barbados, Dahomey, Ecuador, El Salvador, Ghana, Liberia, Malta, Mauritius, the Niger, Panama, Trinidad and Tobago, Turks and Caicos Islands, and Uganda. Requests have also been received for assistance in setting up administrative machinery within Governments to deal with the petroleum industry. The United Nations is at present carrying out a marine seismic survey for Chile for the purpose of choosing sites for exploratory wells to develop the petroleum resources of the Chilean continental shelf.

The United Nations, in co-operation with the Government of Italy, convened a Symposium on the Development and Utilization of Geothermal Resources at Pisa, Italy, from 22 September to 1 October 1970. Three hundred and eighteen participants from forty-six countries took part and 182 papers were presented on a wide range of subjects, including the use of geothermal resources for power generation as a direct source of heat and as a raw material for water desalination and the extraction of useful minerals. A

report of the symposium was issued in February 1971. A full report of the proceedings together with the papers presented at the Symposium is being published by the International Geothermal Research Institute of Italy as a series of special issues of the journal *Geothermics*.

In the context of the energy needs of many developing countries, geothermal energy has assumed a special significance as an indigenous source and the development of these resources is assuming greater global significance because of its low cost and the increasing awareness of the problems arising from pollution when fossil fuels are used. Recent progress in this field holds out the hope that future developments will make a significant contribution to energy needs.

In circumstances such as those in northern Chile, where investigations are being carried out at the El Tatio geothermal field, among others, under the project for the development of geothermal resources, the possibility of a multipurpose development including the production of electric power, desalted water and minerals, is being studied and considerable economies are promised by such multipurpose development.

Geothermal resources development projects assisted by the United Nations were under way in El Salvador, Ethiopia, Kenya and Turkey.

Several studies in various aspects of energy development were prepared during the period and are expected to be published in 1971 and 1972. These include a study on petroleum refining in developing countries; a study on the development of natural gas resources; a review of natural gas transport techniques with particular reference to liquefied natural gas; a review of off-shore hydrocarbons; a study on cost accounting and the fixing of electricity rates, a study on the problems of meeting electricity peak demands; a study on the legal framework of electricity enterprises in developing countries; and a report on the United Nations Symposium for the Development and Utilization of Oil Shale Resources.

#### SURVEYING AND MAPPING

A most important part of the activity of the Resources and Transport Division in the field of cartography (surveying and mapping) are the substantive services provided through its Cartography Section in connexion with the United Nations technical co-operation programmes. Technical co-operation activity has been focused on the introduction of suitable modern techniques, training of personnel, and establishment or strengthening of national surveying and mapping institutions. Under the Special Fund component of UNDP, the Cartography Section of the Resources and Transport Division was responsible for the execution of seven projects in surveying and mapping, namely, in Ceylon, Colombia, India, the Ivory Coast, Jamaica, Pakistan and the Sudan. In Ceylon, where project field operations ended in February 1971, the Institute of Surveying and Mapping for training of survey technicians has been established at Diyatalawa, and a pilot study for the purpose of introducing cadastral mapping and land registration by suitable modern methods has been completed. In a follow-up phase of the project, an advanced training course will be established at the Institute of Surveying and Mapping. The project in Colombia will provide the national mapping

organization with a super-wide-angle photogrammetric mapping system, including an appropriate air navigation instrumentation for aerial photographic operations, for the purpose of giving efficient cartographic support to the national efforts for development of the Choco Valley. In India, a pilot production centre for pre-investment surveying and mapping has been established together with a survey training institute. The Centre for Survey Training and Map Production was officially inaugurated in July 1970, and it is now fully operational. Under a second phase of the project, to be initiated in July 1971, additional assistance will be given to the training institute. The project in Pakistan, which was completed in October 1970, and the projects in the Ivory Coast and the Sudan, all have the aim of strengthening the over-all efficiency of the national surveying and mapping activities. In Jamaica, a photogrammetric mapping and map reproduction division has been established within the Survey Department. The Topographical Division is already playing an important role in the country's development programme.

Under the Technical Assistance component of UNDP, ten experts served in various disciplines of surveying and mapping.

In pursuance of Economic and Social Council resolution 1313 (XLIV), adopted on 31 May 1968, the Sixth United Nations Regional Cartographic Conference for Asia and the Far East was convened at Teheran from 24 October to 7 November 1970. The Conference was attended by 166 representatives and observers from thirty-six countries, as well as observers from the Food and Agriculture Organization of the United Nations, two intergovernmental organizations and five international scientific organizations. The substantive servicing of the Conference was provided by officers from the Cartography Section of the Resources and Transport Division.

The Economic and Social Council, at its fiftieth session considered the report of the Committee on Natural Resources as well as the comments of the Committee for Programme and Co-ordination at its eighth session, and adopted resolution 1572 (L), in which the Council endorsed the setting up of an intergovernmental working group on the revolving fund and approved the establishment of special natural resources advisory services.

In pursuance of the decision of the Economic and Social Council to convene a second conference on the standardization of geographical names, the *Ad Hoc* Group of Experts on Geographical Names held its third session in New York, from 2 to 12 February 1971, to prepare an agenda for the conference. The meeting was attended by twenty-three experts representing twelve of the fourteen major linguistic/geographical divisions. Preparations for the conference, which will be held during the second quarter of 1972, are under way.

A United Nations interregional seminar on photogrammetric mapping techniques was held in Zurich, Switzerland, from 15 March to 3 April 1971. The seminar, which was organized in co-operation with the Government of Switzerland, was attended by twenty-six photogrammetric engineers from developing countries and several observers from Canada, the Philippines, Sweden and Switzerland. Lectures were presented by twelve international and thirteen Swiss

photogrammetric specialists. An exhibition of modern photogrammetric instrumentation and a demonstration programme were arranged in connexion with the seminar.

During the period covered by this report, the following publications and reports were finalized: *World Cartography*, volume X, containing a study on the status of world topographic mapping and a guide to standard technical specifications for aerial photography; *World Cartography*, volume XI, containing reports on earth-observation satellites, the state of the art of side-looking radar for mapping and resources studies, and on land registration in developing countries; and the *International Map of the World on the Millionth Scale: Report for 1969*.

Material has been prepared for *World Cartography*, volume XII, and for volumes I and II of the report of the Sixth United Nations Regional Cartographic Conference for Asia and the Far East, held at Teheran in 1970.

## 2. The sea

Activities relating to the sea continued to increase in scope and intensity. As reported below with regard to the work of the Ocean Economics and Technology Branch of the Resources and Transport Division (formerly known as the *Ad Hoc* Unit for Marine Science and Technology), these activities included the co-ordination of activities of marine affairs, the continuing review of the question of marine mineral resources, the study of marine pollution, activities concerning education and training, and servicing of the Committee on the Peaceful Uses of the Sea-Bed and the Ocean Floor beyond the Limits of National Jurisdiction.

### CO-ORDINATION OF ACTIVITIES IN MARINE AFFAIRS

Pursuant to General Assembly resolution 2580 (XXIV), the question of co-ordination of the marine activities of the United Nations system was taken up by the Economic and Social Council at its forty-ninth session, following a request by the Committee for Programme and Co-ordination that the Secretary-General ascertain the views of Member States and the opinion of the various agencies and organizations concerned as to the desirability of such a review. The Economic and Social Council consequently adopted resolution 1537 (XLIX) calling for a review of the various traditional uses of the seas, as well as the foreseeable new uses and the likely effects of these uses on the marine environment. This report is now under preparation with the co-operation of all organizations concerned.

Following the adoption by the General Assembly of its resolution 2560 (XXIV), a first progress report on the implementation of the long-term and expanded programme of oceanic exploration and research was prepared in co-operation with all the organizations concerned and will be presented to the Economic and Social Council at its fifty-first session.

### CONTINUING REVIEW OF MARINE MINERAL RESOURCES

In accordance with the request of the Economic and Social Council contained in resolution 1112 (XL), the subject of mineral resources of the seas has been kept under constant review. A report entitled *Mineral*

*Resources of the Sea* was published in 1970. An updated report, covering the period from 1968 to 1971, will be presented to the Economic and Social Council at its fifty-first session. Due to the rapid advances made in off-shore petroleum technology and the recent experiments in mining manganese nodules, this report devotes considerably more space to this subject than the earlier version.

### MARINE POLLUTION

Following General Assembly resolution 2566 (XXIV), a report on the prevention and control of marine pollution was prepared by the Secretary-General with the co-operation of the specialized agencies concerned drawing upon the expertise of the Joint Group of Experts on the Scientific Aspects of Marine Pollution, and on the papers and recommendations of the FAO Technical Conference on Marine Pollution and its Effects on Living Resources and Fishing held at Rome, in December 1970.

This report will be submitted to the Economic and Social Council at its fifty-first session as well as to the Preparatory Committee for the United Nations Conference on the Human Environment. The Inter-Governmental Working Group on Marine Pollution for the Conference on the Human Environment will hold its first meeting from 14 to 18 June 1971 and will have this report as one of its information papers.

The United Nations has now joined IMCO, FAO, UNESCO, WMO, WHO and IAEA in sponsoring the Joint Group of Experts, whose third session was held in February 1971. A report entitled "Review of harmful and chemical substances" was prepared in accordance with General Assembly resolution 2566 (XXIV) and has been incorporated in the report to be submitted to the Economic and Social Council.

### EDUCATION AND TRAINING

The United Nations has started to implement a programme of education and training of administrators responsible for the development of off-shore mineral resources. The first of a series of seminars on the subject was held in Trinidad and Tobago in April 1971 and was attended by more than thirty participants from developing countries. The objective of the seminar was to enable high-level government officials from these countries to obtain a rounded view of the many problems relating to the development of the marine mineral resources of the continental shelf.

The programme of lectures included an account of bathymorphic charting, exploration and exploitation techniques both for hydrocarbons and hard minerals, problems of safety and pollution control, economics of off-shore exploration and production, legal aspects and some prospective views concerning future development in deeper waters.

### COMMITTEE ON THE PEACEFUL USES OF THE SEA-BED AND THE OCEAN FLOOR BEYOND THE LIMITS OF NATIONAL JURISDICTION

At its twenty-fifth session, the General Assembly adopted several resolutions having a direct bearing on the work of the Department of Economic and Social Affairs, and expressly on the Ocean Economics and Technology Branch of the Resources and Transport Division.

The General Assembly, in resolution 2750 A (XXV), requested the Secretary-General to identify problems arising from the production of certain seabed minerals, to examine the impact they will have on the economic well-being of the developing countries, to study these problems and propose effective solutions for dealing with them. In resolution 2750 B (XXV), the Assembly requested the Secretary-General to prepare and bring up to date a study of matters relating to the question of free access to the sea of land-locked countries and to complement this report with a study of special problems of land-locked countries relating to the development of the resources of the sea-bed and the ocean floor. The General Assembly, by resolution 2750 C (XXV), supplemented the terms of reference of the Committee on the Peaceful Uses of the Sea-Bed and the Ocean Floor beyond the Limits of National Jurisdiction and enlarged it by forty-four members. The Committee, which now consists of eighty-six members, was instructed to prepare for a conference on the law of the sea, which is to be convened in 1973. The conference will deal with all questions relating to the establishment of an equitable international régime—including an international machinery—for the area and the resources of the sea-bed, a precise definition of the area in question, the régimes of the high seas, the continental shelf, the territorial sea and contiguous zone, fishing and conservation of the living resources of the high seas, the preservation of the marine environment and scientific research.

As the scope of work of the Committee has been considerably expanded, so has the work of the departments concerned, which include the Ocean Economics and Technology Branch of the Department of Economic and Social Affairs and the Section for Seabed and Ocean Floor Affairs of the Department of Political and Security Council Affairs.

During the Committee's meeting in March 1971, an agreement on organization established the Main Committee and three sub-committees of the whole with work mandates for each committee. The Ocean Economics and Technology Branch provided the Secretary for Sub-Committee I, which deals with the international régime and machinery, and Deputy Secretaries for the Main Committee and Sub-Committees II and III.

At its summer session in July 1971, the Committee on the Peaceful Uses of the Sea-Bed and the Ocean Floor will receive two reports from the Department of Economic and Social Affairs, one of which deals with the methods and criteria for the sharing of benefits, and the other with the impact of the exploitation of marine minerals on the world mineral market. These reports have been prepared with the co-operation of UNCTAD. (See also part one, chapter IV, section D, and part four, chapter IV, section M.)

### F. Housing, building and planning

#### ACTION TAKEN BY THE GENERAL ASSEMBLY

The General Assembly, at its twenty-fifth session, had before it the report on the sixth session of the Committee on Housing, Building and Planning submitted to the Economic and Social Council at its forty-eighth

session, and a report of the Secretary General, entitled "Housing, building and planning: problems and priorities in human settlements". The Secretary-General's report was prepared in response to General Assembly resolution 2598 (XXIV), which requested him to ascertain the problems and priorities confronting Member States in this sector and to give information on trends in building and financing costs and the need for low-income housing, rural housing, community facilities and environmental improvements, together with conclusions and recommendations on these matters.

The General Assembly adopted resolution 2718 (XXV) on 15 December 1970, recommending that Member States, with the assistance, upon request, of the United Nations bodies concerned, should formulate definite and long-term housing, building and planning policies and programmes for the improvement of human settlements, devoting particular attention, *inter alia*, to the problems of rapid urbanization, improvement of housing and community facilities, comprehensive planning approaches, regional planning for balanced rural and urban development, development of the building industry and building technology, and patterns of land use. The General Assembly also recommended that Member States and the United Nations organizations concerned should undertake a number of measures for the amelioration of conditions in the field of housing and human settlements, such as elaboration by each country of national policies and programmes for the development of housing and a network of human settlements during the 1970s, establishment of national and regional centres for studies, research and training, acceleration of domestic savings, and the expansion of low-cost housing through both public and private programmes and on a self-help basis. The General Assembly invited developed countries and the international organizations concerned, especially the financial institutions, to increase assistance in this field during the present decade.

In this resolution, the Assembly also invited the Economic and Social Council and the Committee on Housing, Building and Planning to consider additional innovative approaches for the improvement of housing and human settlements. Furthermore, the Assembly considered that the Centre for Housing, Building and Planning should play a major role in the formulation and co-ordination of United Nations programmes and projects in this field, and that it should be strengthened as a matter of high priority. Finally, the Assembly requested the Secretary-General to submit, through the Economic and Social Council, an analytic review and progress report on the implementation of this resolution.

At its twenty-fifth session, the General Assembly also adopted the International Development Strategy for the Second United Nations Development Decade, which included among goals and objectives the expansion and improvement of housing facilities, especially for low-income groups, and remedying the ills of unplanned urban growth and backward rural areas.

#### ACTION TAKEN BY THE ECONOMIC AND SOCIAL COUNCIL

At its forty-eighth session, the Economic and Social Council had requested the Secretary-General, *inter alia*, to submit, at its fiftieth session, reformulated pro-

posals for a campaign to focus world attention on housing. At the organizational meeting of its fiftieth session, the Council decided to receive these proposals through the Committee on Housing, Building and Planning, in order to have the benefit of the views of this technical body.

The Council also decided to draw the attention of the Committee on Housing, Building and Planning to paragraph 4 of General Assembly resolution 2718 (XXV), which invited the Council and the Committee to consider additional innovative approaches for the improvement of housing and human settlements.

#### ACTION TAKEN BY THE COMMISSION FOR SOCIAL DEVELOPMENT

At its twenty-second session in March 1971, the Commission for Social Development considered the draft of the *1970 Report on the World Social Situation*, including the addendum, entitled "Housing, building and urban and physical planning", which was prepared by the Centre for Housing, Building and Planning for the Social Development Division. It will be included in the printed version of the *1970 Report on the World Social Situation*, as approved by the Commission.

#### ACTIVITIES OF THE CENTRE FOR HOUSING, BUILDING AND PLANNING

The major activities of the Centre concerned technical co-operation and the preparation of documentation for the General Assembly, the seventh session of the Committee on Housing, Building and Planning and the United Nations Conference on the Human Environment, to be held at Stockholm in 1972. Since there was no session of the Committee on Housing, Building and Planning during the period under review, as it now meets biennially, the Centre continued to implement the work programme approved by the Committee at its sixth session.

The Centre expanded its activities in the collection, evaluation and exchange of information on problems and trends in human settlements around the world, and engaged in consultation and liaison activities with other United Nations bodies, libraries, organizations, institutions and the professional community.

As mentioned above, the Centre prepared a report on problems and priorities in the housing, building and planning field, including recommendations for national and international action. This report will be submitted to the Committee on Housing, Building and Planning at its seventh session as background for the discussion of over-all developments in this field, the review of activities of the Centre in implementation of the International Development Strategy for the Second United Nations Development Decade and in considering the "innovative approaches for the improvement of housing and human settlements".

Housing activities which are part of the work programme of the Centre include policies, programming and administration, financing of housing and community facilities, social aspects of housing and urban development, and rural housing and community facilities. In the field of financing of housing and community facilities, the report entitled "Proposals for action on finance for housing, building and planning"



was completed pursuant to Economic and Social Council resolution 1170 (XLI). This report proposed specific national and international actions to increase the flow of funds to this sector, in addition to a description of the main characteristics of financing housing and urban development in developing countries and an increased level of commitment by the United Nations and its specialized agencies. The Centre collaborated with the regional economic commissions in sponsoring meetings and conducting surveys on housing finance, and is administering requests for technical assistance in housing finance. The Centre also convened an interagency working party on procedures for financing housing and community facilities in February 1971, which was attended by representatives of the major international lending organizations. At this meeting, it was agreed, *inter alia*, to co-operate more closely in technical assistance and follow-up investment operations, thereby taking advantage of the complementarity between the large and multifaceted technical assistance programme of the United Nations and the funding capabilities of the international lending organizations. In order to bring the concepts of housing finance to bear on the problems of low-income groups, research began on techniques to mobilize the financial, physical and organizational resources of these groups towards resolving their own housing problems. The Centre collaborated with the Economic Commission for Africa in a subregional seminar on housing finance for the countries of East Africa, and also participated in an ECAFE meeting on housing finance.

A special study on social aspects of housing and urban development, prepared under Economic and Social Council resolution 1168 (XLI), was completed and reviewed at an *ad hoc* expert group meeting in August 1970. The report, entitled "The social programming of housing and urban areas", made clear that the traditional intersectoral approach to programme planning could no longer be considered adequate, and recommended a combined sectoral and general approach to achieve the goals of social policy. A publication entitled *Social Aspects and Management of Housing Projects: Selected Case Studies*, reviewed the experience in this field of Hong Kong, India, Poland, the United Kingdom of Great Britain and Northern Ireland and Venezuela.

In August and September of 1970, an interagency interdisciplinary expert team visited Colombia, Ecuador and Venezuela on the first stage of the multinational demonstration project on rural housing, community facilities and related services. The objectives of this mission were to demonstrate the use of local resources in planning and building rural settlements and to encourage other Governments to initiate similar rural demonstration projects. A follow-up mission in January 1971 advised the responsible local government agencies in Colombia and Ecuador on the implementation of previous recommendations.

A study of the economics and financing of rural housing and community facilities in developing countries was prepared in order (a) to evaluate the importance of the rural housing sector in the over-all framework of socio-economic development, and (b) to study the present means of financing rural housing and community facilities in developing countries and determine potential sources for such financing. The Centre is collaborating with the newly established Inter-

national Association for Rural Housing in Caracas, Venezuela.

In an effort to define and determine the components of housing policy, draft policy guidelines were prepared for each of the major regions of the world by consultants. Research was also initiated on a macro-system for housing policy and programming to develop a set of mathematical tools to formulate and/or change national housing policies and programmes.

In the field of building and building technology, a group of experts in September 1970 discussed the project on guidelines on design of low-cost housing and community facilities, and formulated recommendations for future work in co-operation with the International Union of Architects. The United Nations and the Union agreed to undertake publication of selected case studies of housing projects around the world.

As recommended by the Committee on Housing, Building and Planning at its sixth session, two regional meetings of directors of building research organizations were held in March 1971 for Africa and Asia and the Far East, respectively. Participants agreed on further collaboration and the exchange of technical information among the regional economic commissions, the Centre and UNIDO. Working groups on specialized subjects were organized, and individual institutions assumed responsibilities for the co-ordination of specific topics, including building environmental studies, fire research, rural housing design and construction, organic building materials, use of industrial and agricultural wastes, and building economics and management. Similar regional meetings are scheduled to be held in 1972 for countries of Latin America and the Middle East. By 1973, it is expected that worldwide co-ordination on building research in developing countries will function so that maximum use can be made of the available resources.

In collaboration with FAO, UNIDO, the International Union of Forestry Research Organizations and the Government of Canada, preparations were completed for the World Consultation on the Use of Wood in Housing (with emphasis on the needs of developing countries) in July 1971. The Centre participated in the work of the organizing and programme committees, and submitted a paper for the conference. A United Nations seminar will be held in conjunction with the World Consultation, bringing together participants from developing countries. Preparations are being made for a seminar on low-cost earthquake and hurricane-resistant construction, to be held in Yugoslavia in November 1971.

The final report was completed on the housing project undertaken in 1969 with the co-operation of the Governments of Costa Rica, El Salvador, Guatemala, Honduras and Nicaragua, and in collaboration with the United Nations, the WHO/Pan American Health Organization, the Organization of American States, the Inter-American Development Bank and the United States Agency for International Development.

The Centre participated in the Seventh Inter-American Congress of the Construction Industry and in the second regional seminar on productivity in the housing construction industry, held at Buenos Aires, Argentina, in November 1970. Recommendations of the seminar called for new approaches to urban hous-

ing and reiterated the need for research, training and dissemination of information. The Centre contributed the chapter on housing, building and urban development to the World Plan of Action for the Application of Science and Technology to Development recommended in February 1971 by the Advisory Committee on the Application of Science and Technology to Development at its fourteenth session for action by Member States during the Second Development Decade. Two elements of building technology were considered items of high priority: mass-construction techniques and the use of local materials in low-cost housing construction.

The Centre completed a study on earthquake-resistant construction with recommendations for the structural design of buildings in seismic areas. Other studies completed were on the functional requirements in the design of low-cost housing and on community facilities and government policies and measures for the industrialization of building. The latter study clarifies government policies on industrialization of building for developing countries and offers a practical guide to Governments and individual enterprises for mass-housing construction.

In the area of slums and squatter settlements, the pilot demonstration programme, undertaken pursuant to Economic and Social Council resolution 1224 (XLII), is helping developing countries find effective ways for the gradual improvement of slums and squatter settlements. Under this programme, exploratory missions to a number of Asian countries (India, the Philippines, the Republic of Korea and Thailand) and East African countries (Kenya, Malawi, the United Republic of Tanzania and Zambia) were undertaken in collaboration with the regional economic commissions. Additional missions to countries in West Africa (the Democratic Republic of the Congo, Ghana, Senegal, Togo and Upper Volta) will be completed in 1971. In accordance with the Council's resolution, exploratory consultations are proceeding with countries which could support this programme by providing personnel or *matériel*. Consultations also took place to obtain the assistance of the specialized agencies in this regard.

An international glossary was completed on physical planning designed to establish a common terminology among planners and facilitate the exchange of information. The Centre, in co-operation with the Government of Yugoslavia, sponsored an interregional seminar in Dubrovnik, Yugoslavia, in October and November 1970, on the role of physical planning for tourism development. The seminar was designed to facilitate the exchange of information and experience among senior officials and professionals from developing countries responsible for tourism planning, to discuss physical planning in the context of comprehensive development, and to review the policies and programmes for effective formulation and implementation of tourism.

Major attention was focused on urban land policies and land use control measures. Surveys were completed covering Africa, Asia, Europe and the Middle East; case studies were undertaken on Cuba, the Dominican Republic, Jamaica, Mexico, Poland and Sweden. The preliminary results of these studies were submitted to an expert group meeting on urban land policies and land use control measures in Decem-

ber 1970. The subjects for discussion were urban land supply and demand, urban land tenure, land use, and legislation and control measures which could stop undesirable land practices.

The economics of urbanization, a new part of the Centre's work programme, was approved by the Committee on Housing, Building and Planning at its sixth session. The Centre prepared a comprehensive research programme in 1970 outlining the central economic issues in urban development and suggesting a research approach, and, in 1971, a project was completed which relates modern analytical techniques to decision-making. The objective is to provide a framework and an illustrative model whereby techniques such as linear-programming, cost-benefit analysis, programme budgeting and input-output tables, can be adapted to conditions in developing countries.

In accordance with General Assembly resolution 2718 (XXV) and previous directives of United Nations bodies, the Centre plays a major role in the formulation and co-ordination of United Nations programmes and projects relating to the problems of housing and human settlements, as well as a catalytic role in their implementation. The Centre has thus been involved in the preparation of documentation for the United Nations Conference on the Human Environment, to be held at Stockholm in 1972. Since the Centre is primarily concerned with human settlements and the environment of human settlements, it is responsible for documentation for the item of the conference agenda entitled "Planning and management of human settlements for environmental quality".

In addition to participating in the sessions of the Preparatory Committee for the United Nations Conference on the Human Environment, the Centre has helped lay the groundwork for the Conference through its work programme related to this field. In June 1970, the Centre sponsored, in co-operation with the International Trade Union of United Automobile, Aerospace and Agricultural Implement Workers of America, a symposium on the impact of urbanization on man's environment. The symposium, which provided a preliminary forum for examining current views on environmental problems, recommended a comprehensive approach to the problems of urbanization and the environment in formulating objectives and developing administrative structures. A summary statement and conclusions of the symposium was issued in September 1970, and the final report will be published in 1971.

The Centre's participation in meetings of the Administrative Committee on Co-ordination in August and October 1970 related to the agenda of the Conference on the Human Environment. In co-operation with the secretariat of the Conference, the Centre convoked an international panel of experts in January 1971 to review the part of the agenda of concern to the Centre. A revised agenda was presented to the Preparatory Committee in February, and subsequently approved. The Centre is preparing six basic papers and co-ordinating others in preparation by units of the Secretariat and the specialized agencies. It is also responsible for a position paper and action papers to be submitted to the Preparatory Committee at its third session, to be convened in September 1971.

In accordance with the request of the Committee on Housing, Building and Planning at its sixth session,

the Centre commenced publication of a periodical entitled *Human Settlements*, which is the only comprehensive source of information at the international level about the activities of the United Nations family of organizations in housing, building and planning. The purpose of this bulletin is to keep the Committee informed of the Centre's progress during the period between the biennial meetings, to keep governmental and non-governmental organizations, technical institutions and the professional community abreast of developments, to disseminate widely information on the work of the United Nations and its agencies in this field, and to continue to bring to the attention of Member States the important data available in the Centre.

The Centre collaborated with the United Nations Statistical Office in preparing the first issue of the *Yearbook of Housing Statistics*, which will be published in 1972.

Pursuant to General Assembly resolution 2598 (XXIV) and Economic and Social Council resolution 1299 (XLIV), work began on determining the type and availability of information needed for the first of a series of comprehensive world housing surveys, to be published quinquennially, as soon as availability of data permits.

In 1970, an ILO monograph on training needs for the construction trade in developing countries, which was reprinted from a report presented to the Committee on Housing, Building and Planning, at its sixth session was distributed to Member States. The ILO, in collaboration with the Centre, is also examining the feasibility of a similar study on vocational training at subprofessional levels for the housing and planning fields.

The Centre prepared the draft annotated provisional agenda for the seventh session of the Committee on Housing, Building and Planning, and completed the required documentation. It will be recalled that the Committee, at its sixth session, approved a six-year work programme for the Centre, to be reviewed at its biennial sessions for the following biennium. A detailed and comprehensive work programme was developed, within the general framework already approved, for submission to the Committee.

The Committee had noted, at its sixth session, the paucity of voluntary contributions received for the establishment of an international institute for documentation on housing, building and planning, under Economic and Social Council resolution 1301 (XLIV), and requested that the Secretary-General renew his efforts to obtain financial contributions from Member States. The Secretary-General appealed again for assistance, but failed to obtain additional funds.

The Secretary-General prepared "reformulated proposals" for a campaign to focus attention on housing for consideration by the Committee at its seventh session. The "reformulated proposals" were prepared in pursuance of Economic and Social Council resolution 1507 (XLVIII) and submitted to the Committee in accordance with a decision of the Council taken at the organizational meeting of its fiftieth session. It has been suggested in these proposals that a decision on the campaign issue might very well be postponed until such time as one could have a clear idea of the scope and type of action to flow from the Conference on the

Human Environment and the measures to mobilize public opinion in support of the objectives and policies of the Second United Nations Development Decade.

The Centre also prepared a report on co-ordination and co-operation in the field of housing, building and planning, which includes the work programmes of the specialized agencies, the regional economic commissions and the United Nations Economic and Social Office at Beirut.

#### TECHNICAL CO-OPERATION ACTIVITIES

During the period under review, approximately 150 experts and twenty-nine associate experts were provided to fifty-eight countries under the United Nations programme of technical co-operation. Twelve new technical co-operation projects and one Special Fund project were initiated in 1971. Short-term missions were carried out in El Salvador, Ethiopia, Haiti, Nigeria, Panama, Turkey and Zambia by interregional advisers and by consultants attached to the Centre for Housing, Building and Planning. Twenty-six fellowships were awarded for participation in the Interregional Seminar on Physical Planning for Tourism Development.

At its meetings in June 1970 and January 1971, the Governing Council of UNDP approved an additional three projects in the housing, building and planning field. To date twenty-three projects have qualified for Special Fund financing at a total cost of \$53,647,032, including UNDP Governing Council earmarkings and Government counterpart contributions.

In response to Economic and Social Council resolution 976 G (XXXVI), the Centre completed a report covering the biennium 1968-1969 on funds expended in international programmes for housing, building and planning for submission to the Committee on Housing, Building and Planning at its seventh session. The report analyses the current status of international aid and assistance to the housing, building and planning sector according to Governments and agencies which expend funds in this field. It noted that the reporting countries and international agencies have expended \$US 460 million during the biennium 1968-1969 compared to the \$US 500 million reported for the previous biennium, even though the expenditure by international organizations had increased.

### G. Transport and tourism

#### TRANSPORT DEVELOPMENT

In compliance with Economic and Social Council resolution 1490 (XLVIII), additional information on the precise role, functions, responsibilities, terms of reference, organization and financial implications of the proposed United Nations transport centre was provided to the Council. The subject was also considered by the Committee for Programme and Co-ordination at its eighth session. In view of the divergent opinions, however, the Committee was not able to arrive at a decision on the proposal for the establishment of the centre and recommended, therefore, that the Council consider this matter in the light of the debate in the Committee taking into account the full competence of the regional economic commissions and the appropriate specialized agencies in their respective fields of action.

The Council, at its fiftieth session, considered a revised version of the proposal for a transport centre in the light of the comments made by the Committee for Programme and Co-ordination and various United Nations bodies. It called for a clearinghouse operation on transport research and experience in the fields of inland and combined (intermodal) transport. The estimated cost was lowered to an annual expenditure of \$557,900 after the Centre's functions were fully developed.

As the debate did not produce a compromise, the Council adopted a motion that no decision be taken on the two draft resolutions submitted. In conjunction with the discussion of the provisional agenda for the fifty-first session, the Council decided that the question of a transport centre should be placed on the provisional agenda of the fifty-second session of the Council.

The Council also considered the preparations for the United Nations/IMCO Conference on International Container Traffic to be convened at Geneva in 1972. The Council adopted two resolutions concerning the preparation for the Conference.

In resolution 1568 (L), the Council stressed that the Conference should have as its guiding principle the development and facilitation of container traffic on a global basis, while safeguarding the interests of the developing countries, and requested the Secretary-General to ascertain the views of Governments of Member States with respect to the priorities of topics and areas of action to be considered by the Conference and to convene a small intergovernmental preparatory group to review the responses of the Governments and propose a specific agenda for the Conference.

The Secretary-General was also requested by the Council to prepare a study on the economic implications, in particular for the developing countries, of the proposed convention on the international combined transport of goods.

The UNCTAD Committee on Shipping had recommended that the Council be requested to carry out this study. The Council invited the UNCTAD Committee on Shipping, the regional economic commissions, the United Nations Economic and Social Office at Beirut and IMCO to review the matter in the light of the results of the study in order to determine whether the draft convention or alternative proposals are ready for international consideration.

In resolution 1569 (L), the Council decided to invite to the Conference all States Members of the United Nations or members of specialized agencies or of IAEA and, in an advisory capacity, the specialized agencies and IAEA and also, as observers, interested intergovernmental organizations and interested non-governmental organizations having consultative status with the Council or having such status or special working arrangements with IMCO.

During the period under review, the following research studies were issued: *Transport Modes and Technologies for Development*; "Report of the United Nations Interregional Seminar on Coastal Shipping, Feeder and Ferry Services"; and *Coastal Shipping, Feeder and Ferry Services*. A study entitled *Institution Building for Transport Development in Developing Countries* is being printed. Three other studies were prepared during this period: "A survey of problems

of transport technology in developing countries"; a "Survey of ongoing and completed projects in road technology"; and the "Impact of transportation on human environment".

Technical co-operation for the development of transport continued to be provided to a large number of developing countries. Twelve UNDP Special Fund projects on various questions of transport and two large projects under programmes of the Fund of the United Nations for the Development of West Irian dealing with the development of road and water transport in West Irian are under execution. In addition, under technical assistance programmes, about eighty experts in inland and coastal transport, including related public works, were posted on assignments in different countries; six transport experts were assigned to the regional economic commissions to assist Governments in solving their transport problems; and about fifty fellowships were awarded to nationals of developing countries for study abroad in various aspects of transport development. The expert missions were carried out for the establishment of transport policies, assessment of transport needs, organization of transport programmes, and preparation of feasibility studies and pre-investment surveys of specific transport projects. The areas covered transport planning, operation, administration, organization and management, as well as technical questions connected with the extension, improvement and maintenance of transport infrastructure and equipment.

#### TOURISM

At its forty-ninth session, the Economic and Social Council considered a report by the Secretary-General on co-operation and relationships between the United Nations and the International Union of Official Travel Organizations, which was submitted pursuant to General Assembly resolution 2529 (XXIV).

In view of the fact that an Extraordinary General Assembly of the Union was scheduled to meet in September 1970 to revise the statutes of the organization, and that the United Nations could establish an operational link by concluding an agreement with the transformed Union only after the statutes had been revised, the Council decided to postpone consideration of the report until its fiftieth session.

At the invitation of the International Union of Official Travel Organizations, representatives of the Secretary-General attended the Extraordinary General Assembly, which was held in Mexico City from 17 to 28 September 1970. The Assembly adopted the statutes of the World Tourism Organization on 28 September 1970. The statutes are to enter into force 120 days after fifty-one States have formally ratified them.

Consultations were held from 17 to 19 March 1971 at United Nations Headquarters between the representatives of the Secretary-General of the United Nations and the Secretary-General of the Union concerning the further implementation of General Assembly resolution 2529 (XXIV), particularly the drawing up of a draft agreement between the United Nations and the World Tourism Organization. The matter was also considered by the Committee for Programme and Co-ordination at its eighth session.

It was recognized that in all likelihood there would be a delay of possibly two years in the effective estab-

lishment of the new organization, owing to the time it usually takes for a multilateral instrument requiring so many acceptances to enter into force. It was agreed that periodic consultations would continue in order to keep developments under review and with a view to facilitating the formal negotiations when they took place.

The Committee for Programme and Co-ordination expressed the hope that the consultations would continue and made a number of recommendations with respect to the considerations to be kept in mind, such as the decisive and central role that the World Tourism Organization was to play in the field of tourism.

At its fiftieth session, the Economic and Social Council had before it, in addition to the recommendations of the Committee for Programme and Co-ordination, the report on co-operation and relationships between the United Nations and the International Union of Official Travel Organizations as well as a note by the Secretary-General transmitting the text of the statutes of the World Tourism Organization.

On the recommendation of the Social Committee, the Council adopted without objection a decision by which it took note of the report of the Committee for Programme and Co-ordination on its eighth session regarding "discussions" between the United Nations and the International Union of Official Travel Organizations with a view to drawing up a draft agreement between the United Nations and the World Tourism Organization. The Council expressed the hope that such "consultations" would be continued and recommended that during these "negotiations" it should be kept in mind that the World Tourism Organization would have the decisive and central role in the field of world tourism in co-operation with the existing machinery within the United Nations, and that the fundamental aim of the World Tourism Organization would be the promotion and development of tourism with particular attention to the interests of the developing countries. The Council also recommended that it be provided with periodic progress reports on the negotiations with the International Union of Official Travel Organizations at its summer sessions, beginning in 1971, and that steps, as appropriate, be taken, with due regard to UNDP procedures, to enable the designation of the World Tourism Organization as a participating and executing agency of UNDP. The Council recommended that the Secretary-General, in consultation with concerned specialized agencies and other interested organizations, submit proposals to it, through the Committee for Programme and Co-ordination, at an early date, on measures to improve the planning and co-ordination of activities undertaken by the United Nations system in the field of tourism.

Some delegates expressed reservations and felt that it was premature to consider the arrangements of future links between the United Nations and the World Tourism Organization before it had been formally established. In this connexion, they stressed that no effective negotiations could take place before the competent intergovernmental bodies of the World Tourism Organization could issue the necessary instructions for such negotiations.

As of 1 January 1971, the UNCTAD secretariat ceased substantive work on tourism and abolished the

Tourism Section of the Division of Invisibles. It was assumed that if any work in this field were required by an UNCTAD body, arrangements would be made for it to be carried out by the appropriate unit of the United Nations Secretariat.

During the past year, aid for the development of tourism continued to be provided with the substantive support of the Resources and Transport Division. The countries that have been assisted in the past year or are shortly to be assisted, in response to requests, include Afghanistan, Cameroon, China (Taiwan), the Gambia, India, Iran, Jamaica, Kenya, Lesotho, Madagascar, Malta, Mauritius, Mexico, Morocco, Senegal and Swaziland.

In addition, two regional projects are being prepared, namely, a tourism survey of the region covered by the South Pacific Commission and a survey of the tourism potential of Iran, Pakistan and Turkey, the three signatories of the tripartite agreement known as Regional Co-operation for Development.

A study on comparative tourism legislation, which is to include a draft model tourism law, with special reference to developing countries, is nearing completion.

Aid to developing countries has also been provided in connexion with projects in physical planning, with the substantive support of the Centre for Housing, Building and Planning. For example, Yugoslavia is being assisted in the preparation of a "Physical development plan for the North Adriatic region", which is an extension of the South Adriatic projects completed in 1970 and includes the preparation of twelve detailed plans for areas where tourism facilities are to be concentrated. A request for UNDP/Special Fund assistance for the preparation of a master plan for tourism development and related feasibility studies in Fiji is under examination.

An interregional seminar on physical planning for tourism development was organized by the United Nations in co-operation with the Government of Yugoslavia and took place in Dubrovnik from 19 October to 3 November 1970. The purpose of this seminar was to facilitate the exchange of knowledge and experience among senior officials and professionals from developing countries responsible for preparing development plans for tourism, to discuss the role of physical planning and to review policies, programmes and techniques for the effective formulation of tourism development programmes. It was attended by twenty-six participants from developing countries as well as a number of observers.

#### TRANSPORT OF DANGEROUS GOODS

The Committee of Experts on the Transport of Dangerous Goods, the Group of Experts on Explosives and the Group of Rapporteurs on the Packing of Dangerous Goods carried out activities related to the classification and enumeration of materials the introduction of which had been made possible by scientific and technological development. Activities during the year also concerned the packing of dangerous goods which had been the subject of a series of general measures connected with the specifications of packing actually in use and tests to be applied to these packings; it had also been the subject of specific measures on the packing of explosives.



Future activities envisaged by the three bodies concern in particular measures to be taken in the event of an accident in the course of transport and the study of recommendations on tanks designed for the transport of dangerous goods. In connexion with these projects, the Economic and Social Council was requested by the Committee of Experts to broaden its terms of reference.

The attention of the Council was also drawn to the progress noted by the Committee of Experts in the field of harmonization of codes and regulations relating to the transport of dangerous goods.

The Council, in its resolution 1488 (XLVIII), noted the work of the Committee and requested the Secretary-General to amend its recommendations in accordance with the proposals contained in the reports of the Committee on its fifth and sixth sessions, and to issue a revised version of the recommendations on the transport of dangerous goods and distribute it to Governments of Member States, the specialized agencies, IAEA and other interested international organizations. The recipients were invited to send to the Secretary-General such comments as they might wish to make and to inform him of the extent to which the recommendations were, or would be, applied within the framework of national or international regulations, as the case might be.

Before the end of 1970, the Secretary-General had prepared and issued the revised version of the recommendations as requested by the Council.

The Economic and Social Council enlarged the terms of reference of the Committee to allow it to study questions concerning the construction, testing and use of tanks other than those permanently fixed to, or forming part of, the structure of sea-going vessels or inland waterway craft.

The Council also suggested that the Committee consider enlarging the list of dangerous goods, grouping dangerous goods within classes by the type and degree of the danger, giving each of the dangerous goods a numerical designation which would indicate the group of compatibility, and supplementing the enlarged list of dangerous goods with indications of the properties and the category of danger of such goods, the fire-fighting means, other safety measures regarding such goods and their packing.

In view of the primary role played by the Committee of experts in the co-ordination of the transport of dangerous goods, the Council decided that the membership of the Committee might be raised to ten should Governments of Member States wish to make available, at the request of the Secretary-General and at their own expense, experts to serve on the Committee. The Council also decided that the Group of Experts on Explosives should continue to function as a subsidiary body of the Committee of Experts.

The Group of Rapporteurs on the Packing of Dangerous Goods held its tenth session in August 1970, at which it considered in particular the procedure and methods of work to be followed in the study of tanks for the transport of dangerous goods.

Within the Economic Commission for Europe a procedure was agreed upon to make possible the simultaneous revision of the instruments governing the transport of dangerous goods by rail and road, respectively.

Work continued on the preparation of prescriptions relating to tanks. At the twenty-sixth session of the Commission delegations expressed their satisfaction with the improvements in the European Agreement Concerning the International Carriage of Dangerous Goods by Road (ADR). The Commission also took note of the financial implications of the Joint Meetings of the RID Committee of Experts and the ECE Group of Experts on the Transport of Dangerous Goods.

### H. Relations with non-governmental organizations

At the end of 1970, the non-governmental organizations in consultative relationship with the Economic and Social Council numbered 469. Of these, sixteen were in category I, 157 in category II and 296 were on the Roster.

During the year under review, non-governmental organizations submitted numerous written statements, which were circulated as documents of the Council, its commissions or other subsidiary bodies. In addition, organizations were heard on various occasions by the Council, its commissions and other subsidiary bodies.

In accordance with the criteria set forth in Council resolution 1296 (XLIV), the Committee on Non-Governmental Organizations, during its session in January 1971, completed its consideration of applications and reapplications from non-governmental organizations for consultative status, as well as other items referred to it by the Council at its resumed forty-eighth session. The Committee reported to the Council thereon.

At its 1738th meeting, the Council referred the item on non-governmental organizations to the Social Committee, which considered it at its 652nd and 653rd meetings. The Social Committee had before it the report of the Council Committee on Non-Governmental Organizations, which contained recommendations on (a) the granting of status to and reclassification of non-governmental organizations, (b) the request of a non-governmental organization to place an item on the Council's agenda, and (c) arrangements between the United Nations and the International Criminal Police Organization (INTERPOL). The Social Committee also had before it a draft resolution on the contribution of non-governmental organizations towards the implementation of the International Development Strategy for the Second United Nations Development Decade, sponsored by Brazil, Ghana, Pakistan and the Sudan.

At its 1769th meeting, the Council had before it the report of the Social Committee containing its recommendations on the report of the Council Committee on Non-Governmental Organizations, and took the following decisions: (a) it placed eleven organizations in category II and nine on the Roster, and granted the requests of nine other organizations for reclassification to category II; (b) it decided that the request of one organization in category I to place an item on the Council's agenda at its fiftieth or fifty-first session might more appropriately be considered by UNESCO; (c) by a vote of 24 to none, with 2 abstentions, it adopted the draft resolution on arrangements for co-operation between the United Nations and the International Criminal Police Organization

(INTERPOL). The Council also adopted the draft resolution, as orally amended by the sponsors, on the contribution of non-governmental organizations towards the implementation of the International Development Strategy. In addition, the Council took note of chapter V of the report of the Council Committee on Non-Governmental Organizations, which contained (i) suggestions put forward by the Secretary of the Council with regard to the preparations to be undertaken by the Secretariat for the review of non-governmental organizations in consultative status, in accordance with paragraph 40 (b) of Council resolution 1296 (XLIV), and (ii) suggestions by members of the Council Committee on Non-Governmental Organizations concerning improvements to be made in its future work. The Council also had before it a note by the Secretary-General informing the Council that he intended to place one organization on the Roster.

The Secretary-General administered the consultative arrangements established by the Council under resolution 1296 (XLIV) by means of consultations, correspondence, assistance to organizations in connexion with hearings before the Council and its subsidiary bodies and the submission of documents, and by sending representatives to a number of the principal conferences held by non-governmental organizations. Material was prepared on the various organizations granted status by the Council, which were reviewed in accordance with Council resolution 1225 (XLII), as well as on those organizations applying or reapplying for consultative status under the provisions of Council resolution 1296 (XLIV). Under Council resolution 334 B (XI), the Secretariat continues to co-operate with the Union of International Associations in the preparation of the annual edition of the *Yearbook of International Organizations*.

## REFERENCES

### A. General framework of development

#### 1. World economic situation

For relevant documents, see:

- (a) *Official Records of the General Assembly, Twenty-fifth Session, Annexes*, agenda item 12;
- (b) *Ibid.*, Supplement No. 3 (A/8003 and Corr.1) and Supplement No. 3 A (A/8003/Add.1);
- (c) *World Economic Survey, 1960-1970*, United Nations publication, Sales No.: E.71.II.C.1.

#### 2. World social situation

For relevant documents, see:

- (a) *Official Records of the General Assembly, Twenty-fifth Session, Annexes*, agenda items 59 and 42;
- (b) *Official Records of the Economic and Social Council, Fiftieth Session, Annexes*, agenda item 2;
- (c) For the report of the Commission for Social Development on its twenty-second session (1-22 March 1971), see *Official Records of the Economic and Social Council, Fiftieth Session, Supplement No. 3* (E/4984);
- (d) *1970 Report on the World Social Situation* (to be issued as a United Nations publication).

#### 3. World population situation

For relevant documents, see:

- (a) *Official Records of the General Assembly, Twenty-fifth Session, Annexes*, agenda items 12 and 42;
- (b) *Ibid.*, Supplement No. 3 (A/8003 and Corr.1) and Supplement No. 3 A (A/8003/Add.1);
- (c) *Official Records of the Economic and Social Council, Forty-eighth Session, Annexes*, agenda item 4;
- (d) *A Concise Summary of the World Population Situation in 1970*: United Nations Publication, Sales No.: E.71.XIII.2;
- (e) *Manual V: Methods of Projecting the Economically Active Population*: United Nations publication, Sales No.: E.70.XIII.2;
- (f) *Manual VI: Methods of Measuring Internal Migration*: United Nations publication, Sales No.: E.70.XIII.3;
- (g) *Variables and Questionnaires for Comparative Fertility Surveys*: United Nations publication, Sales No.: E.69.XIII.4;
- (h) *Human Fertility and National Development: A Challenge of Science and Technology*: United Nations publication, Sales No.: E.71.II.A.12.

### B. Second United Nations Development Decade

For relevant documents, see:

- (a) *Official Records of the General Assembly, Twenty-fifth Session, Annexes*, agenda item 42;
- (b) *Official Records of the Economic and Social Council, Fifty-first Session, Annexes*, agenda items 3 and 4;
- (c) *World Economic Survey, 1969-1970*: United Nations publication, Sales No.: E.71.II.C.1.

### C. Basic infrastructure for development

#### 1. Development planning

For relevant documents, see:

- (a) For the report of the Committee on Development Planning on its seventh session (22 March-1 April 1971), see *Official Records of the Economic and Social Council, Fifty-first Session, Supplement No. 7* (E/4990);
- (b) *Official Records of the Economic and Social Council, Fifty-first Session, Annexes*, agenda item 4;
- (c) *Journal of Development Planning*, No. 2: United Nations publication, Sales No.: E.70.II.A.1;
- (d) *Co-operation for Economic Development of Eastern Africa. Report of the Eastern African Team. Part One: Introduction and Summary of Recommendations*: United Nations publication, Sales No.: E.71.II.A.3.

#### 2. Development of statistical information

For the report of the Statistical Commission on its sixteenth session (5-15 October 1970), see *Official Records of the Economic and Social Council, Fiftieth Session, Supplement No. 2* (E/4938).

For other relevant documents, see:

- (a) *Official Records of the Economic and Social Council, Fiftieth Session, Annexes*, agenda item 7;
- (b) *Statistical Yearbook, 1970*: United Nations publication, Sales No.: E/F.71.XVII.1;
- (c) *Monthly Bulletin of Statistics*, vol. XXIV, Nos. 7-12 (July-December 1970); vol. XXV, Nos. 1-6 (January-June 1971);
- (d) *Demographic Yearbook, 1970*: United Nations publication, Sales No.: E/F.71.XIII.1;
- (e) *Population and Vital Statistics Report*: Statistical Papers, Series A, vol. XXII, Nos. 3-4 (data available as of 1 July and 1 October 1970); vol. XXIII, Nos. 1-2 (data available as of 1 January and 1 April 1971);

- (f) *Report of the Seminar on Civil Registration and Vital Statistics for Asia and the Far East* (Copenhagen, Denmark, 22 July-10 August 1968): United Nations publication, Sales No.: E.70.XVII.15;
- (g) *Yearbook of National Accounts Statistics, 1970*, vol. I, *Individual Country Data*; vol. II, *International Tables* (to be issued as United Nations publications);
- (h) *Yearbook of International Trade Statistics, 1969*: United Nations publication, Sales No.: E.71.XVII.5;
- (i) *1969 World Trade Annual* (5 volumes) and *Supplement* (5 volumes). Data supplied by the Statistical Office of the United Nations; published commercially by Walker and Company, New York;
- (j) *Commodity Trade Statistics*: Statistical Papers, Series D, vol. XVII (1967 data), No. 37; vol. XVIII (1968 data), Nos. 34-36; vol. XIX (1969 data), Nos. 17-36; vol. XX (1970 data), Nos. 1-15;
- (k) *World Energy Supplies, 1966-1969* (to be issued as a United Nations publication);
- (l) *The Growth of World Industry, 1969 Edition*, vol. I, *General Industrial Statistics, 1960-1968*: United Nations publication, Sales No.: E.71.XVII.12; vol. II, *Commodity Production Data, 1960-1969*: Sales No.: E.71.XVII.7;
- (m) *Indexes to the International Standard Industrial Classification of All Economic Activities*: United Nations publication, Sales No.: E.71.XVII.8;
- (n) *A Short Manual on Sampling*, vol. II, *Computer Programmes for Sample Designs*: United Nations publication, Sales No.: E.71.XVII.4.

### 3. Public administration

For the report of the Committee for Programme and Coordination on its eighth session (22 March-8 April 1971), see *Official Records of the Economic and Social Council, Fiftieth Session, Supplement No. 5* (E/4989).

For other relevant documents see:

- (a) *Official Records of the Economic and Social Council, Fiftieth Session, Annexes*, agenda item 10;
- (b) *United Nations Interregional Seminar on the Employment, Development and Role of Scientists and Technical Personnel in the Public Service in Developing Countries*: United Nations publication, Sales No.: 70.II.H.3;
- (c) *Administrative Aspects of Urbanization*: United Nations publication, Sales No.: E.71.II.H.1;
- (d) *Central Services to Local Authorities in Selected Eastern European Countries and the Union of Soviet Socialist Republics*: United Nations publication, Sales No.: E.70.II.H.2.

### 4. Mobilization of financial resources

For relevant documents, see:

- (a) *Official Records of the General Assembly, Twenty-fifth Session, Annexes*, agenda item 45;
- (b) *Official Records of the Economic and Social Council, Forty-ninth Session, Annexes*, agenda items 4 (b) and 19; and *ibid.* *Fiftieth Session, Supplement No. 6* (E/4969); and *ibid.*, *Fifty-first Session, Annexes*, agenda item 5;
- (c) *Tax Reform Planning*: United Nations publication, Sales No.: E.71.XVI.1.

### 5. Application of science and technology to development

For relevant documents, see:

- (a) *Official Records of the General Assembly, Twenty-fifth Session, Annexes*, agenda items 95 and 20;

- (b) *Official Records of the Economic and Social Council, Forty-first Session, Supplement No. 12* (E/4178), *ibid.*, *Forty-ninth Session, Annexes*, agenda item 14; and *ibid.*, *Fifty-first Session, Annexes*, agenda item 10;
- (c) *The Application of Computer Technology for Development*: United Nations publication, Sales No.: E.71.II.A.1;
- (d) *International Action to Avert the Impending Protein Crisis*: United Nations publication, Sales No.: E.68.XIII.2;
- (e) *Science and Technology for Development: Proposals for the Second United Nations Development Decade*: United Nations publication, Sales No.: E.70.I.23;
- (f) *Human Fertility and National Development: A Challenge to Science and Technology*: United Nations publication, Sales No.: E.71.II.A.12.

## D. Social development

### 1. Social policy and planning

For the report of the Commission for Social Development on its twenty-second session (1-22 March 1971), see *Official Records of the Economic and Social Council, Fiftieth Session, Supplement No. 3* (E/4984).

For other relevant documents, see:

- (a) *Official Records of the General Assembly, Twenty-fifth Session, Annexes*, agenda item 12;
- (b) *Social Welfare Planning in the Context of National Development Plans*: United Nations publication, Sales No.: E.70.IV.11;
- (c) *Report of the Fourth United Nations Congress on the Prevention of Crime and the Treatment of Offenders* (Kyoto, Japan, 17-26 August 1970): United Nations publication, Sales No.: E.71.IV.8.

### 2. Social reform and institutional change

For relevant documents, see *Official Records of the Economic and Social Council, Fiftieth Session, Annexes*, agenda item 4.

### 3. Human resources and popular participation in development

For relevant documents, see:

- (a) *Official Records of the Economic and Social Council, Fiftieth Session, Annexes*, agenda item 3;
- (b) *Training for Social Welfare: Fifth International Survey*: United Nations publication, Sales No.: E.71.IV.5;
- (c) *Popular Participation in Development: A Global Review of Trends in Community Development*: United Nations publication, Sales No.: E.71.IV.2.

## E. Mobilization of natural resources

### 1. Exploitation of natural resources

For relevant documents, see:

- (a) *Official Records of the General Assembly, Twenty-fifth Session, Annexes*, agenda item 45;
- (b) *Official Records of the Economic and Social Council, Forty-ninth Session, Annexes*, agenda item 4; *ibid.*, *Resumed Forty-ninth Session, Annexes*, agenda items 8 and 10; *ibid.*, *Fiftieth Session, Annexes*, agenda item 8; and *ibid.*, *Fiftieth Session, Supplement No. 6* (E/4969);
- (c) *United Nations Symposium on the Development and Utilization of Geothermal Resources* (Pisa, Italy, 22 September to 1 October 1970): ST/TAO/SER.C/126;
- (d) *World Cartography*, vol. X: United Nations publication, Sales No.: E.70.I.4; vol. XI: Sales No.: E.71.I.6.

## 2. The sea

For relevant documents, see:

- (a) *Official Records of the General Assembly, Twenty-fifth Session, Annexes*, agenda item 25;
- (b) *Official Records of the Economic and Social Council, Forty-ninth session, Annexes*, agenda item 13; and *ibid.*, *Fifty-first Session, Annexes*, agenda item 12;
- (c) *Mineral Resources of the Sea*: United Nations publication, Sales No.: E.70.II.B.4.

## F. Housing, building and planning

For the report of the Committee on Housing, Building and Planning on its sixth session (2-12 September 1969), see *Official Records of the Economic and Social Council, Forty-eighth Session, Supplement No. 2* (E/4758).

For other relevant documents, see:

- (a) *Official Records of the General Assembly, Twenty-fifth Session, Annexes*, agenda item 48;
- (b) *Official Records of the Economic and Social Council, Fiftieth Session, Supplement No. 3* (E/4984);
- (c) *Social Aspects and Management of Housing Projects: Selected Case Studies*: United Nations publication, Sales No.: E.70.IV.6.

## G. Transport and tourism

For relevant documents, see:

- (a) *Official Records of the Economic and Social Council, Resumed Forty-eighth Session, Annexes*, agenda item 10 (b); *ibid.*, *Forty-ninth Session, Annexes*, agenda item 20; and *ibid.*, *Fiftieth Session, Annexes*, agenda items 9, 12 (b) and 14;
- (b) *Transport Modes and Technologies for Development*: United Nations publication, Sales No.: E.70.VIII.1.
- (c) Report of the United Nations Interregional Seminar on Coastal Shipping, Feeder and Ferry Services: ST/TAO/SER.C/118;
- (d) *Coastal Shipping, Feeder and Ferry Services*: United Nations publication, Sales No.: E.70.VIII.3;
- (e) *Transport of Dangerous Goods (1970)*, vols. I-IV: United Nations publication, Sales No.: E.70.VIII.2.

## H. Relations with non-governmental organizations

For relevant documents, see:

- (a) *Official Records of the General Assembly, Twenty-fifth Session, Supplement No. 3* (A/8003 and Corr.1) and *Supplement No. 3 A* (A/8003/Add.1);
- (b) *Official Records of the Economic and Social Council, Fiftieth Session, Annexes*, agenda item 15.

## CHAPTER III

# Regional economic commissions and the United Nations Economic and Social Office at Beirut

A number of important developments during the period under review seem to indicate that the role of the regional economic commissions and the United Nations Economic and Social Office at Beirut would be enhanced during the Second United Nations Development Decade.

The International Development Strategy for the Second United Nations Development Decade assigned to the regional commissions and the United Nations Economic and Social Office at Beirut the main responsibility for appraisals and evaluation of progress made in economic and social development at the regional level. Within the scope of this Strategy, the regional commissions and the Office have formulated regional long-term work-programmes for the 1970s which, in turn, will be related to national development programmes in their respective regions.

Another important decision which bears on the role of the regional commissions and the Office was embodied in Economic and Social Council resolution 1553 (XLIX), in which the Council requested the Secretary-General to prepare a study on the United Nations regional structures. He will recommend, as soon as possible, concrete measures to improve the existing regional structures on the basis of reports prepared by the executive secretaries of the regional economic commissions and the Director of the United Nations Economic and Social Office at Beirut based on replies received from Governments to a questionnaire prepared by the Secretary-General in consultation with the specialized agencies. It is to be hoped that the recent decisions by UNDP to adopt the country programming procedure and to reorganize its administrative structure, including the establishment of regional bureaux, would lead to more effective co-operation and co-ordination at the regional level between the regional commissions and the United Nations Economic and Social Office at Beirut with UNDP.

In the field of technical assistance, the Department of Economic and Social Affairs, jointly with the regional commissions and the Office, has organized the first multinational, interdisciplinary United Nations Development Advisory Teams to assist Governments of groups of neighbouring countries with regard to their development programmes. This will assist in harmonizing subregional development efforts and in co-operating closely with existing subregional multinational groupings.

The regional commissions and the United Nations Economic and Social Office at Beirut, persisted in their

endeavours to achieve increased regional and sub-regional co-operation. As an illustration, mention may be made of the establishment of a Pepper Community by the Economic Commission for Asia and the Far East (ECAFE) which producer countries outside the region were invited to join. In the Commission, progress was achieved towards the establishment of monetary and trade agreements as a result of the meeting of the Council of Ministers for Asian Economic Co-operation, held at Kabul; moreover, the Economic Commission for Europe (ECE) established a permanent subsidiary body entitled Senior Advisers to ECE Governments on Science and Technology. The Economic Commission for Latin America (ECLA) decided to establish a Committee of High-level Government Experts, composed of the developing countries members of the Commission, to analyse the achievement and appraisal of the objectives of the International Development Strategy in Latin America. The Economic Commission for Africa (ECA), at its tenth session, called on all concerned with African economic co-operation to intensify their efforts in this direction, and urged the Executive Secretary to pursue vigorously and intensify the new policy of decentralization of the Commission's activities.

The regional commissions, in co-operation with FAO and bilateral agencies, are participating in programmes, which are gathering momentum as a result of the "green revolution", to introduce improved nutritional conditions and in programmes whose objectives are to anticipate unfavourable repercussions in the wake of increased food production and supplies.

It is also being realized that genuine progress can only be achieved when the fruits of development benefit the least developed of the developing countries as well as national groups which are underprivileged, thus raising the standards of living and the quality of life on a wider basis at the international as well as the national level. In this connexion, the regional commissions and the United Nations Economic and Social Office at Beirut have been paying greater attention to activities concerned with social aspects of economic development and with ways and means of helping the least developed among the less developed countries. It should also be mentioned that the regional commissions and the Office have become increasingly involved in matters pertaining to the human environment, and especially in the preparations for the United Nations Conference on the Human Environment to be held at Stockholm in 1972. The Economic Commission for Europe whose membership consists of most in-



dustrialized countries of the world, pioneered activities in this field and its Symposium on Problems relating to Environment, held in May 1971 at Prague, would make a useful contribution to the preparatory work of the Conference. Both ECA, at its tenth session, and ECLA, at its fourteenth session, adopted resolutions relating to the Stockholm Conference calling upon the member Governments to utilize the services of the regional commissions in connexion with their participation in that Conference.

### A. Economic Commission for Europe

At its twenty-sixth session, held in April 1971, the Economic Commission for Europe adopted resolutions on the following subjects: the work of the Commission as a whole, scientific and technological co-operation, industrial co-operation and the twenty-fifth anniversary of ECE. The Commission approved its programme of work and priorities for 1971/1972 and its long-term programme of work for 1972-1976. Other decisions of the Commission related to the following subjects: chemical industries; application of modern mathematical-economic methods and computer techniques to economic research; energy problems in Europe; standardization; automation; mechanical and electrical engineering; foreign trade; scientific and technological co-operation; industrial co-operation; problems of environment; study of long-term economic trends in the ECE region; and problems of air pollution.

Among the above-mentioned decisions, it may be noted that in the field of foreign trade—one of the priority areas in the Commission's programme of work—the Commission requested the Executive Secretary to convene, at the end of September, an informal meeting of trade experts from countries of the ECE region with a view to facilitating further consideration of such problems as what practical measures might be taken to remove obstacles to intra-European trade and to promote and diversify trade. In another of the Commission's priority areas, namely, scientific and technological co-operation, the Commission decided to establish a new principal subsidiary body, entitled Senior Advisers to ECE Governments on Science and Technology, and defined its terms of reference. In another priority area, the field of environment, the Commission decided to establish a new principal subsidiary body, entitled Senior Advisers to ECE Governments on Environmental Problems, and to authorize the Executive Secretary, upon full consultations with all ECE Governments, to convene a meeting of this body on an *ad hoc* basis as soon as practicable.

Pursuant to resolution 4 (XXV) of the Economic Commission for Europe on the development of foreign trade, the Committee on the Development of Trade considered practical measures to remove obstacles to intra-European trade and to promote and diversify trade. In so doing, the Committee used as a basis for its discussion the *Analytical Report on the State of Intra-European Trade*, presented to the Commission at its twenty-fifth session, as well as the report submitted to it by the Executive Secretary, the Chairman and Vice-Chairman of the Committee. The Committee reached agreement on a new comprehensive and action-oriented programme of work, which is based on the analytical report.

The Committee asked the Executive Secretary to explore the desirability of convening an informal meeting on problems arising in general economic policy and trade policy—on which he reported favourably to the Commission at its twenty-sixth session. It also agreed to convene a special meeting on the simplification of trade procedures and a seminar on East-West trade promotion, marketing techniques and business contacts. The Committee is devoting special attention to the trade aspects of scientific, technological and industrial co-operation and to trade problems of southern European countries.

The Governmental Experts on Scientific and Technological Co-operation, at their second meeting, in March 1971, gave special consideration to the following topics: promotion of the transfer of technology; technological forecasting; dissemination of scientific and technological information; and policy for the effective application of science and technology in the economy. They agreed that efforts should be concentrated on a limited number of priority topics of direct relevance to the practical and policy requirements of Governments and accordingly drew up a programme of work providing for the preparation of seminars, symposia and studies in these fields. The Experts recommended the establishment of a new principal subsidiary body, the Senior Advisers to ECE Governments on Science and Technology.

The Senior Economic Advisers to ECE Governments, at their eighth session, considered, as a major topic, investment in human resources and manpower planning. Pursuant to resolution 7 (XXII) of the Economic Commission for Europe on the study of long-term trends in the region and the development of co-operation, the Senior Economic Advisers recommended that, at the ninth and subsequent sessions, a review should be made of long-term trends in the structure of the economies of the ECE region before concentrating on a specific aspect of these trends. Thus the specific topic for the ninth session will be structural trends in the manufacturing industry, and for subsequent sessions, items such as the social implications of economic development, the economic aspects of environmental policy and the impact of technological progress.

The programme of work recommended by the governmental experts on mathematical economic methods and computer techniques applied to economic research at their first meeting, in 1969, was initiated. In particular the first ECE seminar on mathematical methods and computer techniques took place at Varna in September 1970, and one expert meeting was organized, in June 1970, on methods for international trade projections.

In pursuance of the programme of work drawn up under resolution 7 (XXII) of the Economic Commission for Europe, the secretariat published a study entitled "Structural trends and prospects in the European economy" (part one of the *Economic Survey of Europe*, 1969) including projections by major sectors in individual countries up to 1980. In continuance of the same programme, the secretariat submitted to the Commission at its twenty-sixth session a preliminary version of a study entitled "Structural trends in European manufacturing industry". Papers on European experience in planning and on major trends in European industrial production and trade

were submitted to the Committee for Development Planning at its seventh meeting held at Geneva in April 1971.

The Committee on Electric Power continued work on the long-term prospects of the electric power industry, on the inter-connexion between electric power transmission networks of Eastern and Western European countries, and on the economic problems raised by the planning and operation of power stations or by electric power distribution and rural electrification. New activities were started in the field of nuclear power and a symposium on the economic integration of nuclear power stations in electric power systems was held at Vienna in October 1970, and was jointly organized by ECE and IAEA. In addition, three other symposia were held in 1970 in Bulgaria, Yugoslavia and Turkey, respectively, on the application of operational research methods in solving economic problems of planning and operating large electric power systems and the use of computers for that purpose, on the prospects for the development of hydro-electric schemes and for their incorporation in future energy supply systems, and on the use of ash, in particular, in the production of concrete and prefabricated construction elements.

The Coal Committee studied the coal situation in Europe in 1969 and its prospects, and completed its work on various economic and technical problems in the field of production and utilization of coal. A symposium was held in the USSR on the systems of exploitation and management of large open-pit coal mines, and one took place in Czechoslovakia on the use of computers in the coal industry.

The Committee on Gas continued to focus its attention primarily on economic problems arising from the use, transport and storage of gas and to review the gas situation in Europe, including the state of gas markets, and to study the methods of forecasting gas demand. A symposium on the problems relevant to natural gas markets in Europe was held in Spain.

The Steel Committee undertook a study on the long-term prospects of steel production, consumption and trade (1975, 1980, 1985) and a number of other projects concerning economic and technological trends in the iron and steel industry. Preparations were made for a seminar on air and water pollution arising in the iron and steel industry, and a study tour was undertaken of steel plants in Japan. The Committee continued its annual review of the steel market.

Under the auspices of the Chemical Industry Committee, a concise report on the situation of the chemical industry in Europe in 1969 and early 1970 was prepared and issued. Work was started on the study of market trends and prospects for chemical products, 1960-1970, which will be published in the course of 1972.

The Working Party on Automation held its first session and decided to organize, in September 1971, a seminar on the application of computers as an aid to management, preparations for which have been started, and in 1972, a seminar on numerically-controlled machine tools. A study entitled *Economic Aspects of Automation* was published at the beginning of 1971.

The Inland Transport Committee continued to focus its attention on the problems of road safety and road

transport and of combined transport. Two European Agreements to supplement the Vienna Conventions on Road Traffic and on Road Signs and Signals were opened for signature on 1 May 1971. A set of detailed recommendations concerning fitness standards for drivers was elaborated in collaboration with the World Health Organization (WHO).

Preparatory work continued for the United Nations/IMCO Conference on International Container Traffic to be convened in 1972 in accordance with a decision of the Economic and Social Council of the United Nations and a resolution by the IMCO Assembly. The text of a draft revised Customs Convention on Containers was adopted and circulated to potential participants in the Conference.

The revised text of the Agreement on the International Carriage of Perishable Foodstuffs and on the Special Equipment to be used for such Carriage—to replace the Agreement concluded in 1962—was open for signature from 1 September 1970 until 31 May 1971.

Proposals for amendment to the European Agreement concerning the International Carriage of Dangerous Goods by Road were prepared by the Group of Experts on the Transport of Dangerous Goods.

Preparatory work was carried out for the ECE Symposium on Problems relating to Environment, held at Prague in May 1971, including the preparation of national monographs on the state of environment in ECE countries and of discussion papers by Government-appointed rapporteurs, international organizations and the secretariat. Pursuant to resolution 7 (XXV) of the Economic Commission for Europe, a meeting of Senior Governmental Advisers on Environment was held in December 1970. The advisers discussed governmental objectives, policies, organizational arrangements and legislation in the field of environment. There was also an exchange of views on information needed to promote strong and workable environmental action on national and international scales. Preliminary consideration was given to a tentative programme of action by ECE in the field of environment and to arrangements for carrying out such programmes.

A group of experts on housing, building and planning problems and policies in the less developed countries of southern Europe examined country monographs prepared by participating countries and had in-depth discussions on selected topics at two meetings held at Madrid, in June 1970, and at Rome, in March/April 1971. The Third ECE Seminar on the Building Industry was held at Moscow in October 1970 and a report on the proceedings was issued.

A seminar on river basin management, held in London in June 1970, adopted a number of conclusions and recommendations which will be submitted to the Committee on Water Problems for endorsement at its session in June 1971. Work continued on the preparation of a manual on the compilation of balances of water resources and needs and on a number of specialized studies in the field of water management and water pollution control.

In November 1970, a seminar on the desulphurization of fuels and combustion gases was held in Geneva, at which a number of conclusions were adopted. These conclusions were endorsed by the Working Party on Air Pollution Problems at its session in January 1971.

At its eighteenth plenary session, the Conference of European Statisticians continued work on the extension of the systems of national accounts and balances and the links between them, the development of a system of demographic and social statistics and indicators, the preparation of standard classifications, the formulation of programmes for promoting the comparability of national data in numerous fields, the exchange of experience in the use of computers for statistical purposes and the co-ordination of international statistical work in the ECE region.

The Committee on Agricultural Problems reviewed the situation with respect to Europe's agriculture and trade in agricultural products in 1970. A symposium on the comparative agronomic and economic aspects of new and traditional forms of fertilizers, jointly organized with FAO, was held in December 1970.

On the basis of an elaborate questionnaire, a report of special interest to less developed countries of the ECE region was prepared by the secretariat on policy measures actually applied in Europe for the promotion of beef production.

The Timber Committee reviewed developments in the market for forest products in 1970 and the outlook for 1971. A symposium on the production and industrial processing of eucalyptus was held in Portugal in June and July 1970. A preparatory meeting of experts was held in January 1971 for the symposium on wood as a competitive and versatile material. The Joint FAO/ECE/ILO Committee on Forest Working Techniques and Training of Forest Workers held its eighth session in June 1970, and under its auspices the study group on mechanization of forest work held its fourth session in November 1970, and the study group on methods and organization of forest work held its sixth session in March and April 1971.

## B. Economic Commission for Asia and the Far East

The Economic Commission for Asia and the Far East (ECAFE) held its twenty-seventh session at Manila from 20 to 30 April 1971.

The Commission adopted seven resolutions on the following subjects: the renaming of ECAFE; special problems of land-locked countries; Asian Plan Action for the Application of Science and Technology to Development; the Special International Conference of UNIDO; the establishment of the Asian Centre for Development Administration; periodic performance appraisal at national and regional levels during the Second United Nations Development Decade; and strengthening and co-ordination of regional structures of the United Nations.

The Commission endorsed draft resolutions for adoption by the Economic and Social Council on the inclusion of the British Solomon Islands Protectorate, Tonga and Nauru within the geographical scope of ECAFE, and the admission of Tonga and Nauru as members and the British Solomon Islands Protectorate as an associate member.

During the session, the Commission witnessed the signing of the Agreement to Establish the Pepper Community by representatives of the Governments of India, Indonesia and Malaysia.

The Commission approved the programme of work and priorities for 1971 and 1972 and took note of the time-table of project development and long-term planning proposals.

In reviewing the economic and social situation in the region, the Commission welcomed the emphasis, as recorded in the *Economic Survey of Asia and the Far East, 1970*, on the social aspects of development in conformity with the increasing need to combine economic growth with social justice.

In the context of the social aspects of development, the Commission was concerned that the region continued to face great income disparity, unemployment, poor living conditions and inadequate social progress. During the Second United Nations Development Decade, therefore, development strategies must incorporate appropriate socio-economic and institutional changes and reforms.

The Commission felt that the essential relationship between the economic and social aspects of development was well exemplified by the relation of man to his environment and that many environmental issues had a special regional character.

The Commission commended the report of the Expert Group on Criteria and Machinery for Periodic Performance Evaluation during the Second United Nations Development Decade. The Commission felt that, at the national level, each developing country should bear the responsibility for appraising progress achieved through the establishment of its own evaluation machinery. The Commission reaffirmed that it had the major responsibility for review and appraisal at the regional level and that it should work in collaboration with regional banks and other regional or subregional institutions and with the United Nations agencies.

In reviewing matters related to regional co-operation, the Commission noted with appreciation the decisions and recommendations of the Council of Ministers for Asian Economic Co-operation, which met at Kabul in December 1970. It commended, in particular, the efforts made to ensure expeditious finalization of a regional arrangement for co-operation in the trade and monetary field and urged that further action be accelerated in regard to the establishment of the Asian Clearing Union and an Asian Reserve Bank.

The Commission reviewed the substantial progress made by the Asian Institute for Economic Development and Planning, as presented in the report of its Governing Council, and noted that active steps were under way for the designing and construction of permanent buildings for the Institute on the new campus of the University of Singapore.

The Commission appreciated the increasingly active role of the Asian Development Bank in promoting regional co-operation and multinational projects, and urged that its activities in that direction be expanded. An appeal was made generally by the Commission that the Bank accord priority consideration to the needs of the least developed member countries.

The Commission emphasized the vital need to stimulate trade between the developing countries in the region through the early adoption of a programme of trade expansion supplemented by other trade facilitation measures in accordance with the Kabul Declaration on Asian Economic Co-operation and Develop-

ment. It expressed its appreciation for the successful work of the UNCTAD Special Committee on Preferences.

The Commission noted the progress made by the Government of India in the preparations for the Third Asian International Trade Fair, to be held at New Delhi in 1972.

The Commission agreed with the main finding of the Second Asian Conference on Industrialization that, in view of the diverse conditions to be found in the countries of the ECAFE region, it was inadvisable to attempt to suggest a common strategy for them all in the 1970s.

Reviewing the work of the Asian Industrial Development Council, the Commission recognized that the Asian Industrial Survey should be so organized and conducted as eventually to provide an operational base for promoting, strengthening and sustaining programmes of regional co-operation in industry, trade and technology.

The Commission expressed the hope that all countries of the region would extend their support to the recently established Southeast Asia Iron and Steel Institute.

The Commission noted that the Joint ECAFE/UNESCO Science and Technology Unit had been established earlier in the year.

The Commission commended the Committee for Co-ordination of Joint Prospecting for Mineral Resources in Asian Offshore Areas on its achievements for countries in the Western Pacific area. The proposal to establish a similar body for the South Pacific met with general support from the countries concerned.

The Commission heard with interest the statement made on behalf of the United Nations Conference on the Human Environment, to be convened at Stockholm in June 1972. It urged all countries to play a full part in the Conference and its preliminary work, such as regional seminars.

The Commission endorsed the early establishment of the Trans-Asian Railway Network as a regional project.

With regard to shipping, the Commission desired that an integrated long-term plan on the operational aspects of shipping be prepared to complement the Trade Committee's work, together with a short-term programme to assist countries in the region to develop their merchant marines and to make operational arrangements at the national, subregional and regional levels.

Noting the progress made in the feasibility survey for the Asian telecommunication network, the Commission recommended that ECAFE and ITU rapidly implement the resulting project.

The Commission was gratified that the possibility of travelling over great distances along the routes of the Asian Highway had been well demonstrated by the two Asian Highway rallies held recently, and it endorsed the holding of a third rally in 1971 starting from Istanbul, Turkey, and passing over the western section of route A-2 so as to demonstrate the ease with which road travel between Europe and Asia could be accomplished.

The Commission noted the progress made by the secretariat in refining and amplifying the Lower Mekong Indicative Basin Plan and endorsed the intention of the secretariat to proceed with studies of the potential resources of other international river basins in collaboration with the countries concerned.

The Commission commended the Typhoon Committee on its activities and noted with appreciation the continued collaboration between ECAFE and WMO in this important subregional project and on work for cyclone damage controls.

The Commission was pleased to learn that the Mekong Committee proposed to embark upon a programme of pioneer agricultural projects in the four riparian countries, for which a first-phase programme of project preparation had been drawn up in collaboration with the International Bank for Reconstruction and Development.

The Commission firmly believed that training in data processing should be imparted to a large number of persons and endorsed the recommendation of the Conference of Asian Statisticians at its tenth session that a long-term plan for training be drawn up.

The Commission reviewed the first report of the Asian Statistical Institute for the period from 1 April 1970 to 31 March 1971. It noted that the Institute's first ten-month general course had commenced with the participation of thirty-two fellows from fifteen developing countries.

The Commission was of the opinion that social development research should be an area of top priority for the secretariat, so as to enable it to identify scientifically the true scope and dimensions of social problems and ensure proper training for social planners.

Decisions with respect to population control programmes must be taken by the countries themselves, in order to reflect the varied cultural and social values of the population concerned. The Commission noted that, in view of the differing contexts, there were no clear-cut or universal answers to the problem of rapid population growth; it must be dealt with in accordance with each country's concept of development. It therefore commended the increasing emphasis of the Asian Population Programme on more direct assistance to country programmes.

The Commission noted with satisfaction that agricultural production in the ECAFE region had continued to show remarkable growth. It realized the impact of the increased cereal production in the region on international trade, and the need for international consultations to adjust the trade and production policies of the countries concerned.

With respect to technical assistance, UNDP (Special Fund) and other activities, the Commission considered the secretariat report in connexion with the preparatory study on regional structures in pursuance of Economic and Social Council resolution 1553 (XLIX). It was satisfied with the present arrangement, under which ECAFE served as a general-purpose body co-operating with regional offices of the specialized agencies and the regional project centres, all of which were located on the basis of technical considerations.

It was recognized that ECAFE had a significant role to play in providing assistance in the formulation of economic development plans and in assisting in the

planning and programming of technical co-operation, particularly through the new concept of country programming.

The Commission agreed that public administration in the 1970s would have to assume a more positive and multidisciplinary role.

In regard to the location of the Asian Centre for Development Administration, it was unanimously decided by the Commission that a definite decision should be temporarily postponed so that a consensus could be reached through appropriate channels.

In regard to the question of changing the name of the Economic Commission for Asia and the Far East, in connexion with General Assembly resolution 2686 (XXV), the Commission decided that no change would be made in ECAFE's well-established name for the present and noted that social development was strongly emphasized in the work of the Commission.

The Commission welcomed the recommendations by the Joint Inspection Unit on the regional economic commissions, as set forth in its report, and noted the implementation of several of these recommendations.

### C. Economic Commission for Latin America

During the past year, the secretariat of the Economic Commission for Latin America (ECLA) continued its study of the various issues involved in the implementation of the International Development Strategy for the Second United Nations Development Decade, analysed current economic trends in the region and carried out background studies for the analysis and interpretation of conditions in Latin America, including several studies on the external sector. It examined the importance of the public enterprises sector in the light of the investment generated and continued to explore the subject of financial development as part of the broader problem of the mobilization of resources.

In connexion with the earthquake which occurred in Peru on 31 May 1970, a joint mission was sent to that country by ECLA and the Latin American Institute for Economic and Social Planning. As a result of the work of this mission, a request was submitted to UNDP for the preparation of a project for the rehabilitation of the destroyed area.

In the social field, the ECLA secretariat carried out studies on social or socio-economic change and the components of the social structure; it analysed the relations between demographic change and changes in the main features of economic and social policy; and studied the problem of employment and the utilization of human resources.

For a regional conference on population problems, held in Mexico City from 17 to 22 August 1970, notes were prepared on population in relation to development policies and on demographic change and rural development in Latin America. Furthermore, a study was completed on the regional aspects of development in Latin American countries.

In the field of public administration, the secretariat carried out research and, in particular, provided advisory services to Governments, and sponsored or co-sponsored meetings on related problems. It convened a meeting of experts on administrative capability

for development, and prepared some of the background documentation. A study on organization and methods was presented to the interregional seminar on the administration of management improvement services, held in Copenhagen from 28 September to 6 October 1970.

The secretariat of ECLA began a substantive change of emphasis and orientation in various aspects of its work in connexion with trade policy. Much more attention was devoted to the factors which shaped trade policy at the national level, and to its objective and instruments, as well as to its formulation in the context of the region's economic development strategy for the coming decade. Four notes were prepared for the Meeting of the Special Committee on Latin American Co-ordination, held at Brasilia from 2 to 4 February 1971, which dealt with certain proposals regarding the United States sugar imports and the International Coffee Agreement, and possible repercussions of such proposals on the price policies of basic commodities; protective policies and measures in industrialized countries and their possible effects on the economy of Latin American countries; the orientation of UNIDO's activities in Latin America during the Second United Nations Development Decade; and the relations between Latin America and the European Economic Community. A study was prepared on the evolution and prospects of Latin American exports to Japan, which is included in the *Economic Survey of Latin America, 1970*. During 1970, the fifth course on trade policy was held in Santiago.

In the field of industrial development, the Commission's secretariat continued to analyse the industrial development process and industrialization policies in Latin America, and to formulate ideas for possible strategies in the development of the manufacturing sector of the Latin American countries. In a study on the industrial policy in Latin America, it contributed new background material for analysis of the nature and dynamics of industrial development in the region; in another study it examined the basis for a survey of development problems in the Andean region, and issued an account of the proceedings and recommendations of the Regional Consultation on the Development of the Forest and Pulp and Paper Industries in Latin America. For this meeting, the joint ECLA/FAO/UNIDO Forest Industries Advisory Group prepared several documents dealing with the wood-based panel and sawmilling industries in Latin America; world pulp and paper production, consumption and trade; packaging paper development and overseas export possibilities for selected Latin American forest products. The Division concerned convened a Working Group on Economies of Scale in the Latin American Automotive Industry, in collaboration with UNIDO and the Inter-American Development Bank.

In the transport field, the secretariat of ECLA has been concentrating on the problems of modernizing the railway infrastructure, equipment and operating systems, and reducing financial deficits. During the period under review, it completed a study on the international railways in South America in relation to the regional economic integration.

Concerning agricultural questions, the secretariat continued its regular analysis of production, consumption and trade in respect of agricultural products in the context of continental integration and prepared



other studies on selected issues of special relevance for agricultural development. In a study on the current situation, problems and prospects of the wheat trade in the countries of the Latin American Free Trade Association (LAFTA), it reviewed several aspects of the wheat economy. The secretariat also completed similar studies on maize, sugar and beef. A note on the situation of and prospects for the milk industry in Latin America was presented to the Third Inter-American Conference at the Ministerial Level on Foot-and-Mouth Disease and other Zoonoses, held at Buenos Aires from 14 to 17 April 1970. A note was prepared on the development of the cattle-raising industry in Latin America for the Sixth Pan-American Congress of Veterinary Medicine and Zootechnics, held in Santiago from 28 September to 3 October 1970. Other studies on agricultural questions referred to the subregional agricultural policies in the countries of the Andean Pact; employment and income in the dynamics of Latin American agriculture, which has been prepared in collaboration with the Latin American Institute for Economic and Social Planning; and to technology policy and agricultural development, prepared jointly with the Training and Research Institute for Agrarian Reform of Chile. The secretariat also co-operated with the ILO in the preparation of a report on full employment and analysed several agricultural models in Latin America. Furthermore, in co-operation with FAO, it prepared a report on the situation and prospects of agricultural trade in the Andean countries, which the Board of the Andean Subregional Integration Agreement (Cartagena Agreement) had requested.

Under its Natural Resources and Energy Programme, the secretariat of the Commission dealt mainly with studies on surface and ground-water resources that could help accelerate the rate of economic and social development through the efficient use of such resources. This involves, on the one hand, planning water resource utilization for each basin (surface and ground-water) within the context of national development planning, planning for the development of national regions, and over-all development strategy; and, on the other hand, considering the water basin as a large but single system covering all the multiple uses of water resources. During the period under review, the ECLA secretariat made a survey of water resources in Uruguay, which is part of a series of country studies on this subject. Other studies included an appraisal of investment options for the Regional Technical Conference on the Role of Meteorological Services in the Economic Development of Latin America, held in Santiago from 30 November to 5 December 1970; a paper on the collection and use of data on water resources in Latin America; a survey of current trends in water management for irrigation in selected countries; a paper which summarizes the Commission's activities in the development of Latin America's water resources; and two monographs on hydrometeorological activities in Latin America and on the contribution of meteorology to the economic development of the region, which were presented at the above-mentioned Conference. The secretariat also prepared a note on problems of the human environment, and continued to collect and analyse statistics for the use of its staff and for general information in the economic and social fields.

The *Statistical Bulletin for Latin America*, volume VII, Nos. 1 and 2, was prepared, as well as a preliminary list of mining and manufactured products. Other studies referred to industrial statistics in Latin

America; to products and income by major groups of items at current prices in Latin America and the Caribbean, as well as to capital formation and its financing by major groups of items; and to gross domestic product of the Latin American countries.

During the period under review, the primary objective of the activities of the Latin American Economic Projections Centre was to evaluate the prospects for the growth rate of the Latin American countries during the 1970s. A study was prepared on the economic and social classification of the countries in the region, and another study on economic projections for the Latin American countries in the Second United Nations Development Decade, which contains an analysis of the projected values for the most important economic magnitudes in the Latin American countries during that decade.

In addition, the Centre prepared a study on consistent demand equations in Brazil, and another on price levels and regional distribution of real income in that country in 1960.

The Mexico Office continued to supply secretariat services and basic documents to the Central American Economic Co-operation Committee and its subsidiary organs. Basic research and advisory services were performed for the Central American Governments and agencies with a view to making the Central American Common Market fully operational, achieving further progress in economic integration and facilitating sub-regional and sectoral agreements between Central America and the rest of the Latin American countries. Studies prepared during this period referred to development and economic integration in Central America, social problems of the Salvadorean population that emigrated to Honduras, employment in Central America, the second stage in the revision process of the Central American tariffs, the industrial sector in the Central American economy, land tenure and rural development in Central America, transport cost of merchandise, and port operations in Santo Tomas de Castilla y Barrios, Guatemala. Other studies were centred on various aspects of energy problems and water resources in Central American countries and on recent problems of the Central American Common Market.

The Rio de Janeiro Office prepared a study on the growth of international enterprises and their importance in Latin American development, which is included in the *Economic Survey of Latin America, 1970*, and another study on industry and exports of manufactures.

The Montevideo Office provided advisory assistance to the LAFTA secretariat and other specialized regional agencies. Studies prepared by this Office referred to a recent evaluation and the immediate prospects of LAFTA and to the integration process in that area.

The Bogotá Office prepared a note on the evolution of the Cartagena Agreement.

The Office for the Caribbean made studies on the likely impact of the introduction of the new tariff on trade in agricultural products and by-products, and on the harmonization of incentives to industry. Furthermore, this Office prepared a report on the social aspects of development as a contribution to the report on the world social situation; a paper on regional action in the field of human resources development for the Sixth Conference of the Heads of Governments of the Commonwealth Caribbean; and a report on the integration process in the Caribbean Free Trade Association.

Multidivisional programmes were the development of the River Plate Basin and the Export Promotion Programmes. During this period, a preliminary draft of the socio-economic survey of the Santa Cruz de la Sierra region in Bolivia was completed, the purpose of which was to furnish the basic data required for the preparation of the prefeasibility study of the construction of a Bolivian port on the Paraguay River (Puerto Busch). A regional course on export promotion was held in Santiago and interdisciplinary missions were organized with the participation of various units of the secretariat of the Commission.

During the period under review, several meetings were held in Central America on questions related to the utilization of electricity within the Common Market, technical assistance for the region, population and co-ordination of maritime transport and port development. The subjects of other meetings included the forest and pulp and paper industry in Latin America, industrial statistics, regional development planning, the automotive industry, documentation, social planning, land tenure and rural development.

The fourteenth session of the Economic Commission for Latin America was held in Santiago, Chile, from 27 April to 8 May 1971. Aside from the examination of the recent economic trends in Latin America, the main item of the agenda was Latin America and the Second United Nations Development Decade. The Commission considered the conceptual and practical aspects of the International Development Strategy as it relates to Latin America and, in particular, the action programme that the Commission and its secretariat should undertake in order to carry out the responsibilities assigned to them in the Strategy. These include promoting the implementation of the Strategy, organizing periodic appraisals of the progress of the action programme for the Second Development Decade, providing technical assistance to countries and directing the research and information activities of the secretariat.

In this respect, the Commission adopted resolution 310 (XIV) in which it recommended that the countries in the region define their development goals and objectives, strengthen and perfect their planning machinery, improve their statistical services and make available periodically basic data for the review and appraisal of national and regional development. A Committee of High-level Government Experts of the developing countries of ECLA was established to serve as a forum for analysing the different aspects connected with the achievement and appraisal of the objectives of the International Development Strategy in Latin America.

Fifteen resolutions were adopted by the Commission at its fourteenth session.

Resolution 299 (XIV) on the Latin American Institute for Economic and Social Planning, which is under the aegis of ECLA, provided for the enlargement of its Governing Council from eleven to thirteen members, in order to ensure better geographical distribution.

A second resolution recommended that priority be accorded by the secretariat to the study of the methodological aspects of long-term plans and economic policy instruments.

Regarding the question of the human environment, the Commission, in resolution 301 (XIV), recommended that Governments should take an active part in

the regional seminar scheduled to be held towards the end of August 1971 in Mexico in preparation for the United Nations Conference on the Human Environment to be held at Stockholm in 1972, and requested the secretariat to carry out special studies in this field.

The Commission recommended that the secretariat should continue its work in connexion with natural resources and energy, within the context of national development programmes and the International Development Strategy, and in co-operation with other international organizations.

In resolution 303 (XIV), emphasis was given to the need to promote the work of the Latin American Centre for Economic and Social Documentation, which was recently established within ECLA, and the Commission recommended that the Centre develop a programme to provide technical assistance in the establishment of national centres for documentation.

The Commission also recognized the Latin American Demographic Centre as an autonomous agency under the aegis of ECLA and requested it to continue its activities in the field of population.

In resolution 305 (XIV), the Commission requested the ECLA secretariat to continue its active co-operation with the Governments of the Caribbean Free Trade Association, particularly with respect to their sub-regional economic integration programmes, so that CARIFTA might meet its goals and objectives.

With respect to the improvement of statistical services, the Commission recommended, in addition to the harmonization of the national systems of the Latin American countries, the co-ordination of systems and programmes of foreign trade statistics.

It also requested the ECLA secretariat to continue to co-operate actively with the Governments and agencies of the region in all questions that were specially important for restructuring the Central American Common Market and urged firm support of the Central American Economic Integration Programme.

With a view to reducing as far as possible the disparities that exist in the levels of technology between Latin America and other more highly developed regions, the Commission, in resolution 308 (XIV), requested the secretariat to devise means for carrying out studies on the promotion and application of technology and to facilitate its transfer to interested countries. A stimulus to the activities of the Latin American Institute for Economic and Social Planning was given by the adoption of resolution 309 (XIV), which provided for meetings at the technical level between the directors of planning offices as a forum for exchanges of views.

As the third session of UNCTAD is to be held at Santiago in April 1972, the Commission recommended that the ECLA secretariat, in its studies on the Strategy, should give high priority to the questions that are most directly related to the topics to be discussed at that session. The purpose of resolution 311 (XIV) was to facilitate and harmonize the action of the Latin American countries represented in UNCTAD.

Lastly, the Commission requested the ECLA secretariat to study in more detail the problems that have hitherto prevented the primary sector from being incorporated in the modern sector of the economy as far as social, institutional, economic and technological factors are concerned.

The Commission also approved the programme of work and priorities for 1971-1973 in its resolution 312 (XIV).

### D. Economic Commission for Africa

Resolution 188 (IX), adopted by the Economic Commission for Africa on 10 February 1969, recommended that the Commission's regular biennial sessions be known as the Conference of Ministers. The first meeting of the Conference of Ministers was held in Tunis from 8 to 13 February 1971, at which the following principal items were discussed:

(a) Membership and associate membership of the Commission, which raised the question of the participation in the Commission's deliberations of Angola, Guinea (Bissau), Mozambique and Namibia (the representation of Namibia was established and the Conference appealed to the Executive Secretary to speed up the process of representation of Angola, Guinea (Bissau) and Mozambique in the activities of the Commission);

(b) Report by the Executive Secretary based on answers to the Secretary-General's questionnaire for the study on regional structures;

(c) The annual survey of economic conditions in Africa;

(d) Africa's strategy for development in the 1970s;

(e) Relations with international organizations and a report on their activities relevant to economic and social development in Africa. In its discussion of Africa's strategy for the 1970s, the Conference noted how this strategy dovetailed with the International Development Strategy for the Second United Nations Development Decade. The Conference adopted, among others, resolutions on: the role of the Economic Commission for Africa in United Nations technical co-operation programmes in Africa; economic co-operation, international and intra-African trade; the trans-African highway; the ECA/FAO work programme for agricultural development and the intensification of intra-African trade in agricultural produce; the least developed among the developing countries; and the participation of Angola, Guinea (Bissau), Mozambique and Namibia in the deliberations of the Commission.

The secretariat continued to provide assistance to member States to help them intensify economic co-operation within the region. It was represented at the meetings of the intergovernmental organizations working in the region, and considered the most effective methods of co-ordinating their activities with those of the Commission.

The United Nations Multinational Interdisciplinary Development Advisory Teams for Africa are being established to render advisory services in planning, plan implementation and technical co-operation programming. The first team, covering the countries of Cameroon, the Central African Republic, Chad, Gabon and the People's Republic of the Congo, is expected to be in the field during the course of the year; the second team, covering the West African subregion—the Gambia, Guinea, Liberia, Mali, Mauritania, Senegal and Sierra Leone—will be in the field by the end of the year.

On the subject of trade, the secretariat concentrated on the development of intra-African trade, the expan-

sion of trade with the other regions and the organization of advisory services and courses in trade policy and trade promotion. These activities were intended to identify ways and means of developing intra-African trade and ensuring that African trade was assigned its rightful place in the world trading system.

In industrial development, the secretariat devoted the greater part of its activities to the description and evaluation of projects. It continued to provide member States with assistance by undertaking, among other things, studies on the profitability and financing of industrial projects. It assisted in the establishment of small-scale industries and in the preparation of plans for establishing investment promotion centres. At the ECA/OAU Conference of Ministers of Industry in May 1971, the representatives of member States considered policies and measures best suited to attain the objectives of the Second United Nations Development Decade.

The secretariat has given assistance to member States in preparing their participation in the United Nations Conference on the Human Environment in 1972. This conference will be preceded by a regional seminar on the human environment which the secretariat will organize in August 1971. The secretariat also continued to offer assistance to member States in the development of hydro-meteorological networks. In June 1970, a working group of experts on water resources planning met to study present conditions for the development of water resources and use in the region. The Economic Commission for Africa prepared an energy map (electric power) for the region and helped member States to strengthen the existing energy infrastructure.

The secretariat continued to assist member States in compiling data on mineral exploration, development, production processing and trade. A regional seminar on cadastre in November and December 1970 led to the exchange of practical experience and the consideration of ways and means of improving land registration systems generally. In West Africa and Central Africa, talks are continuing on the establishment of training centres in photogrammetry, aerial photo-interpretation and airborne geophysical surveys.

The secretariat continues its effort to develop the transport networks of member States. The first meeting of the Trans-African Highway Committee is to be held in June 1971. In the East, the Central and the West African subregions, member States submitted requests for UNDP financing of detailed surveys for the development of their international communications networks. The secretariat continued to provide member States with assistance in the promotion of tourism, and prepared a study on the possibility of developing the tourist industry in the Central African subregion.

With respect to monetary issues, the secretariat continued its assistance to the Association of African Central Banks by convening meetings of its subregional committees and by organizing a training course for the Association. In conjunction with representatives of the African Development Bank and the International Bank for Reconstruction and Development, it considered the study "Aid to Africa" and discussed the possibility of establishing an African Development Fund. In fiscal matters, the secretariat was active in budget-plan harmonization, and in the role of fiscal policy and budgetary management in economic growth.

The period under review saw the completion of work on the first phase of the study on intra-subregional co-operation and trade in agriculture and the submission of subregional studies to the Governments of member States. The secretariat took an active part in the Sixth FAO Regional Conference for Africa, which adopted proposals for the second phase of this study. With the help of the secretariat, FAO, UNDP and donor countries of bilateral aid, a conference of plenipotentiaries was held in Senegal in September 1970 to establish a West African Rice Development Association and a Rice Research Centre.

In co-operation with the Inter-Agency Committee on Rural Development, the secretariat organized a West African meeting of experts on the development of rural life and institutions. The secretariat continued to provide member States with assistance in social welfare and, in co-operation with other institutions, organized meetings on national youth service programmes, social welfare services, the administration of social welfare services and social service training. Arrangements were completed for a conference of African jurists on the legal process and the individual, which was held in April 1971. The participants considered African constitutional and legal provisions on human rights, the role of the African courts in questions of human rights and legal assistance to the individual.

The secretariat stepped up its activities in the field of educational development, manpower needs and training methods. A team of experts visited countries in East, Central and West African subregions to study problems of manpower supply and demand at the university level. A regional expert group meeting on education and training for development in Africa was organized, together with an advanced course on manpower planning and training programming techniques and methods. The secretariat continued to serve as a channel for the offer of scholarships to qualified nationals of Governments of the region from bilateral sources. In public administration, the secretariat organized a seminar on the administrative framework for development, and on training methods and programmes of training institutes and civil service training centres.

The Commission continued its assistance in population programmes to member States and organized a technical meeting on pilot studies on fertility, infant mortality and the evaluation of population programmes. Studies on the demographic situation in the region were undertaken and, in January 1971, the secretariat convened a meeting of experts from non-United Nations organizations interested in African population programmes to promote better co-ordination of activities in this field.

In housing, the Commission sponsored subregional meetings on housing finance and house building costs. The Commission, in conjunction with WHO, also sponsored the regional working group on improvements in rural housing and community facilities. The secretariat continued to hold mobile training courses for building contractors, and provided member States with advisory services on the establishment of mortgage-financing organizations, launching low-cost housing programmes and the resettlement and rehabilitation of the populations of slum and squatter areas.

During the period under review the Commission concentrated its efforts on assistance required by mem-

ber States to develop and co-ordinate their national statistical services and prepared statistical data relating to the region as a whole. In September and October 1970, the Commission organized the Seminar on the Revised United Nations System of National Accounts. This was followed in November by a meeting of a working group on public sector statistics, at which the standardization of government accounts within the national accounting framework was examined. Work was continued on the preparation of statistical data for the region as a whole and the publication of data on the region's external trade by country and product.

In the field of science and technology, the Commission, in conjunction with UNESCO, organized a Regional Symposium on the Utilization of Science and Technology for Development in Africa in October 1970. This was followed by the fifth meeting of the African Regional Group of the United Nations Advisory Committee on the Application of Science and Technology to Development. Regional proposals for the World Plan of Action were examined, and consideration was given to the improvement of the co-ordination of science and technology programmes in the region. The secretariat also organized the first meeting of the panel of experts established by the Commission to build institutes for applied science and technology in Africa.

### *E. United Nations Economic and Social Office at Beirut*

The United Nations Economic and Social Office at Beirut has continued to concentrate its resources and efforts on meeting government needs and requests for the elucidation of development policy issues within the framework provided by the decisions and resolutions of central United Nations organs, mainly the General Assembly, the Economic and Social Council, the Trade Development Board and the Industrial Development Board.

The activities of the Office are thus closely related to those of UNDP, which they complement, focusing as they do on areas of work in which the provision of advisory services must be combined with applied research and in which shortage of talent makes it difficult to satisfy each country's requirements within individual country programmes.

The countries served by the Office are small and some of their major development problems call for examination in a multinational perspective. The shaping up of development efforts into development strategies is difficult and often requires an interdisciplinary approach. These two notions, to which the entry into the Second United Nations Development Decade has lent increased significance, have been major considerations in the setting up of priorities and the conduct of the work of the Office.

Combining staff assignments with services provided by the regional advisers attached to it, the Office met individual requests from planning and related authorities for assistance in carrying out tasks ranging from the improvement of national accounts to the identification of policy issues. In the field of industrial development, advisory services were provided for project evaluation, but also in connexion with the formulation and execution of large investment programmes. In the field of social development, requests were met in

conjunction with problems of limited scope, such as the resettlement of farmers in areas affected by river basin development schemes, and broader though still practical questions such as interrelating over-all planning with planning for health, education and social welfare. In public finance, meeting requests for assistance in improving budget management led in several instances to advisory services for ascertaining needs and possibilities of improving fiscal administration and resource mobilization. In the field of trade, individual country requests led to the investigation of country situations and prospects against the background of the efforts made by the Council of Arab Economic Unity to promote trade co-operation and economic integration.

The fact that the Office has been strengthened by the arrival of an FAO agricultural economist, who has been outposted, bears witness to the modesty of the resources at its disposal. These resources, however, are used as often as possible in conjunction with interregional advisers, Headquarters staff and experts or project managers at the country level. During the period under review, this happened particularly in the fields of development planning, industrial development and housing, building and physical planning, not only with respect to field assignments and exploratory missions, but also in connexion with the holding of seminars.

The number of expert meetings organized by the Office or with its co-operation has significantly increased since mid-1970, because of the advantages seen in bringing together with the Office staff and other international experts the counterparts with whom they work in the capitals of the various countries, availing themselves of the advisory services which the Office can provide, to exchange views and compare experiences in a multinational perspective. All of these meetings were financed by UNDP and many of them were joint ventures involving other organizations, such as FAO, UNCTAD, UNIDO, UNICEF and, at the regional level, the Industrial Development Centre for Arab States.

In what has become an annual event, planners from the countries served by the Office met at Beirut again in June 1971, focusing their discussions on the problems encountered, techniques involved and experience gained in "planning for the foreign trade sector", with a documentation essentially consisting of country studies prepared by the Office with the benefit of the experience acquired not only with previous meetings in the same series, but also with other seminars held during the period. These included a meeting on national accounting convened by the Office in October 1970 with the co-operation of the United Nations Statistical Office; a meeting on the application of demographic data and studies in development planning, held in December 1970 with the assistance of the United Nations Fund for Population Activities, which finances most of the demographic work done at the Office; an

interregional seminar on selected aspects of industrial policies conducted jointly by the office and UNIDO in January 1971; and a seminar on urban and regional planning held at Kiev in combination with a study tour in the USSR in May 1971.

Some meetings essentially conceived as training exercises were also organized, for example, a second annual workshop on social development planning conducted by the Office in September and October 1970 and, in August 1970, an interregional workshop on the implementation of industrial projects sponsored jointly by the Office, UNIDO and the Industrial Development Centre for Arab States. The Office also experimented with workshops at the national level by organizing such a workshop in Iraq in April 1971, at the request of the Government, on problems of regional planning.

The Office has also continued to contribute to undertakings not limited to Middle Eastern countries, for example, the work of the FAO Special Committee on Agrarian Reform, the meeting of the UNCTAD Advisory Committee to the Trade and Development Board and the Committee on Commodities, and several world-wide surveys undertaken by the United Nations Centre for Housing, Building and Planning.

Selected pieces of research or analysis from among those prepared to offer substantive support to the provision of advisory services or to help in the preparation of documentation for meetings were published in *Studies on Selected Development Problems in Various Countries in the Middle East*; thus the 1971 issue contains two papers on Syria. One of these papers relates the progress achieved and the challenges to be faced by the planners of that country with respect to social objectives, particularly the provision of employment opportunities and adequate housing to a young and rapidly growing population; the other examines the recent evolution of Syrian agriculture, the difficulties encountered in fostering its progress through policy and institutional measures and the corrective actions taken and possible guidelines for further action. The same publication also presents an analysis of population distribution and urbanization in selected countries, with an indication of the characteristics of the urban growth phenomenon and the demographic pressures building up in capital cities, as well as a discussion of plan harmonization and intercountry co-operation for industrial and agricultural development, with an examination of the pros and cons of common markets and free trade area arrangements, joint operations, technical co-ordination and product specialization.

In line with the increasing attention being paid to the special needs of the least developed among developing countries, the Office has undertaken to ascertain the areas in which it could intensify its assistance to Yemen and has carried out a preliminary inquiry on the problems of diversifying the agricultural output and exports of that country.

## REFERENCES

For relevant documents, see *Official Records of the Economic and Social Council, Forty-ninth Session, Annexes, agenda item 7*; and *ibid.*, *Fifty-first Session, Annexes, agenda item 6*.

### A. Economic Commission for Europe

Annual report of the Economic Commission for Europe covering the period 25 April 1970 to 30 April 1971: *Official*

*Records of the Economic and Social Council, Fifty-first Session, Supplement No. 3 (E/5001)*.

For a list of other relevant documents, see annex V to the above report.

For relevant documents, see also:

(a) *Analytical Report on the State of Intra-European Trade*: United Nations publication, Sales No.: E.70.II.E/Mim.21;



(b) *Economic Survey of Europe, 1969*, volumes I and II: United Nations publications, Sales Nos.: E.70.II.E.I and E.70.II.E.S;

(c) *Economic Aspects of Automation*: United Nations publication, Sales No: E.70.II.E.16;

**B. Economic Commission for Asia and the Far East**

Annual report of the Economic Commission for Asia and the Far East covering the period 28 April 1970 to 30 April 1971: *Official Records of the Economic and Social Council, Fifty-first Session, Supplement No. 2* (E/5020).

For a list of other relevant documents, see annex II to the above report.

**C. Economic Commission for Latin America**

Annual report of the Economic Commission for Latin America covering the period 8 May 1970 to 8 May 1971: *Official Records of the Economic and Social Council, Fifty-first Session, Supplement No. 4* (E/5027) and *Supplement No. 4A* (E/5027/Add.1).

For a list of other relevant documents, see annex IV to the above report.

**D. Economic Commission for Africa**

Annual report of the Economic Commission for Africa covering the period 15 February 1970 to 13 February 1971: *Official Records of the Economic and Social Council, Fifty-first Session, Supplement No. 5*, vols. I and II (E/4997, vols. I and II).

For a list of other relevant documents, see annex V to the above report.

**E. United Nations Economic and Social Office at Beirut**

For relevant documents, see:

(a) *Official Records of the Economic and Social Council, Fifty-first Session, Annexes*, agenda item 6 (a), document E/5006;

(b) *Studies on Selected Development Problems in Various Countries in the Middle East*: United Nations publication, Sales No.: E.70.II.C.I.

## CHAPTER IV

# United Nations Conference on Trade and Development

### A. Review of activities

The efforts made by the United Nations Conference on Trade and Development (UNCTAD) since its inception to promote changes in the international division of labour conducive to rapid and more balanced world economic development have been reflected in some important decisions reached by the Trade and Development Board during the period under review. Thus, the long and arduous efforts invested in the working out of a generalized, non-reciprocal, non-discriminatory system of preferences mutually acceptable to developed and developing countries have come to fruition. Departing, in a pragmatic way, from old-established principles, the arrangements for preferential treatment for exports of the developing countries in markets of developed countries, adopted by the Board at its fourth special session following detailed and intensive consultations by the Special Committee on Preferences, now form an integral part of the International Development Strategy for the Second United Nations Development Decade. The decision-making processes available within UNCTAD have also proved their value to the international community in the unanimous adoption by the Board, on the eve of the launching of the Second Development Decade, of a text on new policy measures relating to shipping and ports. The inclusion of this text in the International Development Strategy thus completed the substantial contribution made by the Board during its last two sessions to the preparatory work for the Second United Nations Development Decade.

Accepting an invitation from the Government of Chile, the Board recommended that the third session of the United Nations Conference on Trade and Development, which should mark an important milestone in the Decade, take place in Santiago, Chile, in April and May 1972.

The annual review of recent trends in trade and development showed that in 1969 the value of world exports grew by 14.2 per cent, a further acceleration of the high rate of growth recorded in 1968. However, in contrast to 1968, a substantial part of the increase in 1969—about one fourth—was accounted for by higher prices. Developing countries were able to increase their exports in value terms at an annual rate of around 10 and 12 per cent in 1968 and 1969, respectively. Despite this record rate of growth, the share of developing countries' exports fell from 21 per cent of the world total in 1960 to 18 per cent in 1969.

An acceleration of the pace of development during the past three years has enabled developing countries as a group to exceed the minimum gross national prod-

uct (GNP) growth target of 5 per cent set for the First United Nations Development Decade. Almost one third of the developing countries have reached an average annual growth of more than 6 per cent, with another one third lagging well behind, reaching an annual growth of less than 4 per cent over the Decade. When population growth is taken into account, the achievement of the developing countries is much less favourable. Their average population growth amounted to 2.5 per cent per year during the 1960s, compared with 1.2 per cent for the developed countries. The rate of growth of *per capita* GNP is thus reduced to 3 per cent, in comparison with 4 per cent per year for the developed market economy countries. From this comparison it is clear that the income gap between the developed and the developing countries has continued to widen over most of the Decade.

Against this background, the Trade and Development Board reviewed the implementation of the recommendations of the Conference, and the representatives of several developing countries expressed disappointment at the slow rate of implementation. While they appreciated the relative improvement in the volume and value of their export trade during the past year, they considered that it was due to exceptional factors. There was no guarantee of a continuation of the present trend. They expressed deep concern at the widening trade, income and technological gap between developed and developing countries and appealed to the developed countries to look upon development as a universal responsibility calling for the combined efforts of all the members of the international community. In this context, it was recognized that the UNCTAD machinery should be more fully used to ensure, through concerted efforts, a realistic transition towards an improved order of world trade and a more balanced world development.

During the consideration of questions concerning trade relations among countries having different economic and social systems, the increasing growth of trade in 1969 among these countries was noted. The growth rate of trade between developing countries and socialist countries of Eastern Europe was higher than the growth rate of the total foreign trade of the latter, and it was hoped that the share of the developing countries in that trade would continue to increase steadily. A high rate of growth was also achieved in East-West trade in that year. It was stressed that there existed further scope for expansion of trade between countries having different economic and social systems, both in East-West trade and in trade between developing countries and socialist countries of Eastern Europe. It was therefore recommended that efforts to this end

should continue. Importance was attached to the introduction of new measures and techniques of mutual trade expansion and in particular to industrial co-operation. In addition to multilateral discussions held by the Board, the second round of bilateral consultations took place on a confidential, voluntary and non-committal basis among interested countries in attendance. It was generally felt by these countries that such consultations were useful and could play an important role in further increasing their trade exchanges.

The Board gave further consideration to the subject of transfer of technology, including know-how and patents. It decided that, within the limits of its competence, the functions of UNCTAD in the field of transfer of technology included identification of obstacles and problems, examination of the various channels of transfer and forms of foreign exchange costs, consideration of licensing and similar agreements, and the suggestion of measures for concerted action at the international, regional and national levels to promote an easier, wider and more rapid transfer of technology to developing countries. The Board decided that UNCTAD's work in this field was to be pursued on a continuing basis. It established a forty-five-member Intergovernmental Group on Transfer of Technology, which is to meet in 1971 in an organizational session to prepare a work programme on the subject for UNCTAD, taking into account the scope of the activities of other intergovernmental organizations whose terms of reference and work programmes concern the transfer of technology to developing countries.

The debate in the meeting of the Trade and Development Board reflected the increasing importance attached to measures designed to overcome the handicaps of the least developed among the developing countries and also to the particular difficulties that beset developing land-locked countries. The Board decided to establish within UNCTAD an *ad hoc* group of experts to assist the Board and its permanent organs until its eleventh session in all matters concerning special measures in favour of the least developed countries.

The *Ad Hoc* Group of Experts on Special Measures in Favour of the Least Developed among the Developing Countries met at Geneva from 26 April to 5 May 1971. In its report to the Board at its eleventh session, the Group of Experts pointed out that identification of the least developed countries was a basic prerequisite to the formulation of a concrete action programme, and took note of the work of the Committee for Development Planning in establishing criteria and in identifying the least developed among the developing countries. While acknowledging the tentative nature of the Committee's list, the experts recognized the major step forward which it represented, and concluded that the list provided useful guidance for UNCTAD. At the same time, the experts stated that such a list must be interpreted in a flexible way and in accordance with the specific circumstances surrounding its use. In addition to special measures for the "hard core" least developed countries, the experts pointed out that special measures also need to be considered to assist countries which are (a) "relatively disadvantaged" in the context of a specific policy measure or sector, or (b) "relatively less developed" within a particular geographical region or regional grouping.

In outlining a framework for action, the Group of Experts stressed the need for concrete action, and

noted that progress in identifying the least developed countries would remove one of the major obstacles to translating special measures into specific projects at the country level. In their report, the experts emphasized the need for appropriate institutional machinery for the implementation of an action programme, and urged that consideration be given to the establishment by the Trade and Development Board of an inter-governmental working group to deal with this problem within the framework for review and appraisal of progress in the Second United Nations Development Decade; such a working group might be assisted by a group of experts to formulate, develop and review policies and projects in favour of the least developed countries. The experts also stressed the massive need for technical assistance and the need for generous allocations of financial assistance, and called for improved co-ordination of the different sources of assistance. It also urged that special consideration be given to providing additional technical assistance through the establishment of a special fund in favour of the least developed countries, probably along the lines of existing trust funds.

With regard to the special problems involved in the trade and economic development of the land-locked developing countries, the Board, having examined a comprehensive study on the subject prepared by a group of experts convened by the Secretary-General of UNCTAD, made a number of recommendations with a view to the mobilization of efforts to meet the special needs of these countries with particular reference to arrangements with their transit neighbours in the field of transport and to favourable treatment in terms of financial and technical assistance. The need to regard regional integration as a realistic and practical means of solving the problems of the land-locked countries was particularly stressed.

## B. Commodity problems

Continuing efforts towards the conclusion of an international cocoa agreement, representatives of the fourteen Governments, who have constituted a Cocoa Consultative Group, met at Geneva from 1 to 11 June 1970 to consider outstanding issues in the preparation of a draft international cocoa agreement. Most of the time of the meeting was devoted to the consideration of important technical problems connected with the operation of the sales quota system, and it was concluded that there was a need for further consultations on these problems. It was also agreed that an effort should be made to simplify the agreement. Subsequently, the secretariat prepared papers on operational problems of different quota arrangements and on simplification of the draft agreement. These papers served as the basis for separate informal discussions which the Secretary-General of UNCTAD held in late May 1971 with producing and with consuming members of the Cocoa Consultative Group.

The Permanent Group on Synthetics and Substitutes held its fourth session at Geneva from 29 June to 3 July 1970, and examined a wide range of measures to improve the competitiveness of natural products facing competition from synthetic materials. The Group gave particular attention to the survey of research and development of natural products being organized by

the secretariat, in collaboration with the specialized commodity bodies, and to the problems of rubber, cotton, vegetable oils, hard fibres and shellac. In respect of natural rubber, the Group re-emphasized the need for the complete elimination of tariffs on raw, semi-processed and improved forms of natural rubber and the ensuring of fair and equitable treatment for such rubber. Intensified research efforts and expanded financial and technical assistance were recommended for cotton. For shellac, the Group recommended greater co-ordination of national policies in relation to production, marketing and research. The Group also requested that further work be undertaken on competition between vegetable oils and synthetics.

The fifth session of the Committee on Commodities, which was held at Geneva from 7 to 18 July 1970, considered the outstanding proposals on commodities from the second session of UNCTAD and reached agreement on the disposal of surpluses and strategic reserves, and on consultations among producing countries. The Committee reviewed market developments and problems relating to a series of individual commodities, and it requested the secretariat to carry out further studies on individual commodities, marketing and distribution systems for primary commodities, temperate zone products and special measures for the least developed among developing countries. The Committee also decided that a special session of the Advisory Committee to the Trade and Development Board and the Committee on Commodities should be convened early in 1971 to consider the question of diversification.

The Advisory Committee to the Trade and Development Board and the Committee on Commodities held its fifth session at Geneva from 17 to 21 August 1970, and concentrated mainly on special problems of mineral commodities. The Committee was of the view that inter-governmental consultations—bringing together interested producing and consuming countries—would be worth while for major minerals, even in the absence of "crisis" situations. At its sixth session, held at Geneva from 22 March to 2 April 1971, the Committee devoted itself entirely to the problems of diversification in the primary sector of the economies of developing countries, giving special attention to the diversification problems of countries exporting commodities in surplus or facing competition from synthetics and other substitutes. The Committee underlined the need for each developing country to adopt a diversification strategy appropriate to its circumstances. It stressed, however, that the Governments of developed countries could greatly facilitate diversification in developing countries by improving access to their markets for both agricultural and industrial products. Diversification in developing countries could also be assisted by international action to harmonize national diversification programmes and to expand research and development for natural products facing competition from synthetics. The international agencies could play a particularly important role in such action.

Commodity problems were broadly discussed during the tenth session of the Trade and Development Board. The Board attached great importance to the subject of diversification and expressed satisfaction that the Advisory Committee was devoting an entire session to this important matter. Further, the Board adopted a resolution on pricing policy and trade liberalization, the last of the proposals outstanding from the second session of UNCTAD.

The United Nations Wheat Conference, which was held at Geneva under the auspices of UNCTAD from 18 January to 20 February 1971, established an International Wheat Agreement, 1971, consisting of two linked legal instruments—the Wheat Trade Convention, 1971, and the Food Aid Convention, 1971. The Wheat Trade Convention is of limited scope and contains no price provisions or related rights and obligations. It does, however, provide for continued international co-operation and consultation on wheat and for the examination at an appropriate time of the questions of prices and related rights and obligations with a view to renegotiation of the Convention when a successful outcome seems likely. Both Conventions have a duration of three years from 1 July 1971, except that the Wheat Trade Convention would come to an end earlier, if there were a successful renegotiation.

A further series of meetings on tea were held under FAO auspices in 1970 and 1971 to deal with both short-term and long-term problems. UNCTAD has been closely associated with FAO in efforts to find solutions to these problems. Each organization has appointed a conciliator to work with the exporting countries with a view to reaching an accord on export quotas in a long-term agreement. An interim report by the conciliators on the principles of a long-term agreement is now under consideration.

The Working Group of the Committee on Tungsten, which held its seventh session at Geneva from 9 to 11 November 1970, reviewed developments in the tungsten market and considered, among other matters, the representativeness of price quotations for tungsten concentrates and the implications of UNCTAD resolution 16 (II).

### C. Manufactures

The Special Committee on Preferences held the second part of its fourth session from 21 September to 12 October 1970, at which it completed its work with the drawing up of arrangements concerning the establishment of generalized, non-discriminatory, non-reciprocal preferential treatment for exports of developing countries in the markets of developed countries. Agreed Conclusions on the following aspects of the arrangements as a whole were adopted: reverse preferences and special preferences, safeguard mechanisms, beneficiaries, special measures in favour of the least developed among the developing countries, duration, rules of origin, institutional arrangements and legal status. The Special Committee on Preferences welcomed with appreciation the submissions by the developed market economy countries, which represented an important success in the efforts and endeavours by UNCTAD in order to put a generalized system of preferences into operation, and an important element in the fulfilment of the aims and objectives of Conference resolution 21 (II) and of the International Development Strategy for the Second United Nations Development Decade. It also welcomed with appreciation the Joint Declaration by several socialist countries of Eastern Europe on the measures which they proposed in the light of the objectives of Conference resolution 21 (II).

The Special Committee on Preferences noted the explanations given by the prospective preference-giving countries on their submissions and their statements that

they will, as far as possible, take into account the observations, suggestions and requests of the developing countries, including those of the least developed among them; and considered that efforts for further improvements should be pursued in a dynamic context in the light of the objectives of Conference resolution 21 (II). Furthermore, the Committee recognized that the preferential arrangements were mutually acceptable and represented a co-operative effort which had resulted from the detailed and intensive consultations within UNCTAD between the developed and developing countries. This co-operation would continue to be reflected in the future in connexion with the periodic reviews of the system and its operation. The Committee noted the determination of the prospective preference-giving countries to seek as rapidly as possible the necessary legislative or other sanctions with a view to implementing the preferential arrangements as early as possible in 1971.

The Trade and Development Board, at its fourth special session, in decision 75 (S-IV), adopted the report of the Special Committee on Preferences and took note of the Agreed Conclusions. The Board requested the Secretary-General of UNCTAD to transmit to the appropriate body an agreed text on the question of preferences for incorporation in the International Development Strategy for the Second United Nations Development Decade. The Board also decided to extend the existence of the Special Committee on Preferences until the eleventh session of the Board when a decision would be taken concerning the appropriate body within UNCTAD to deal with the implementation of Conference resolution 21 (II) with the terms of reference set out in section VIII of the Agreed Conclusions, relating to the institutional arrangements.

The Working Group on Rules of Origin of the generalized system of preferences held its second session from 2 to 8 July 1970 and its third session from 7 to 15 December 1970. At the latter session, the Group worked out agreed texts on the following subjects: wholly produced goods, minimal process, consignments of small value, direct consignments, documentary evidence, verification, sanctions, mutual co-operation, treatment of packing, unit of qualification, and exhibitions and fairs. It also drew up a combined form for the declaration and certificate of origin, notes to appear on the reverse side of this form, and an application form for the certificate of origin.

At its fifth session, held from 3 to 14 May 1971, the Committee on Manufactures concentrated its attention on two main problems, that is, liberalization of non-tariff barriers to trade, including adjustment assistance, and restrictive business practices.

The questions of the liberalization of non-tariff barriers and of adjustment assistance measures were considered by a Sessional Committee. The Committee adopted decision 1 (V), in which it requested the secretariat to continue work on non-tariff barriers in the light of the discussions in the Sessional Committee and, in the preparation of documentation, requested that account be taken of the information already available in GATT. In addition, the Committee requested the Secretary-General of UNCTAD to submit a progress report to the Trade and Development Board at its eleventh session in order to facilitate the preparation of the agenda of the third session of the Conference. The Committee also referred to the Board, for appropriate action, two draft resolutions on the question

of the liberalization of non-tariff barriers. With regard to the adjustment assistance measures, the Committee endorsed the further programme of work outlined by the secretariat.

On the question of restrictive business practices, the Committee considered a substantive preliminary report by the UNCTAD secretariat which contained suggestions for a programme of work in this area in the framework of the mandate given by the Trade and Development Board and the Committee. The Committee reached conclusion 2 (V), in which it requested the secretariat to pursue its work in conformity with Conference resolution 25 (II) and Trade and Development Board resolution 51 (VIII) and in the light of the views expressed during the fifth session of the Committee on the suggestions made by the secretariat in the above-mentioned report. It also requested the secretariat to bring to the attention of the Intergovernmental Group on Transfer of Technology, established by resolution 74 (X) of the Trade and Development Board, those of the subjects included in that report which might be relevant to the Group's work; to submit to the Group at its first session appropriate documentation in such areas; and to ensure co-ordination of its work for the Intergovernmental Group on Transfer of Technology and the Committee on Manufactures. The Committee also requested the Secretary-General of UNCTAD to submit a progress report to the Trade and Development Board at its eleventh session in order to facilitate the preparation of the agenda of the third session of the Conference.

At the same session, the Committee reviewed the recent trends and developments in trade in manufactures and semi-manufactures and examined questions of the liberalization of tariff barriers, tariff reclassification, measures for the expansion and diversification of exports of manufactures and special measures for the least developed among the developing countries.

With regard to the liberalization of the tariff barriers, the Committee noted with satisfaction the liberalization measures adopted by some developed market economy countries on the application of the most-favoured-nation treatment and urged that the other developed countries concerned take similar action. It requested the secretariat to keep the matter under review. With respect to tariff reclassification, the Committee reiterated its request to the Customs Co-operation Council to expedite the technical study of hand-made products in order to develop criteria for identifying such products and distinguishing them from those made by machine, and requested the Customs Co-operation Council to give highest priority to products which were not included in the generalized system of preferences. It was also agreed that the Secretary-General of UNCTAD should carry out the necessary consultations with a view to determining whether a further meeting of the Intergovernmental Group on Transfer of Technology should be convened at an appropriate date, in order to complete its work and submit its final report to the Committee on Manufactures at its sixth session.

In discussing measures for the expansion and diversification of exports in manufactures, the Committee commended the secretariat on its country and sector studies, and noted with satisfaction the intention of the secretariat to pursue its work in this field. The representatives of both developed and developing countries



who spoke on the question of co-operation between UNCTAD and UNIDO took note of the growing co-operation between UNCTAD, UNIDO and the UNCTAD/GATT International Trade Centre.

The Committee recognized the need for concrete measures for the least developed among the developing countries to enable them to benefit fully from the generalized system of preferences and decided that such measures should be considered in relation to the Committee's future work in the field of manufactures and semi-manufactures. It requested the secretariat, in the documentation to be presented at future sessions, to indicate the measures which have been and/or which might be taken to assist these countries. The Committee also supported in principle the Special Fund project presented by UNCTAD to UNDP to provide technical assistance to the developing countries, and in particular to the least developed among them, in connexion with the preferential arrangements agreed upon.

### D. Financing

The Committee on Invisibles and Financing related to Trade held its fourth session at Geneva from 20 to 31 July 1970. The topics it considered included the flow of financial resources, mobilization of domestic resources, liberalization of terms and conditions of assistance and international monetary issues.

During the consideration of the item entitled "The flow of financial resources", the Committee affirmed that an enlarged volume of external assistance could make an important contribution to economic development, and the view was expressed that early attainment of the 1 per cent target would greatly enhance the acceleration of development in the developing countries. The Committee recognized also the significant role which official assistance played in the external financing of development and expressed support for increased assistance channelled through multilateral development agencies. Many representatives voiced support for the idea of a quantitative target for official assistance and several representatives referred to a target for net official flows of 0.75 per cent of the gross national product of the donor countries, suggested at the second session of UNCTAD, or alternatively, to the recommendation by the Commission on International Development (known as the Pearson Commission) that official development assistance should reach 0.70 per cent of the gross national product. In considering the progress report on the studies of the balance-of-payments effects of private foreign investment, which were carried out in accordance with paragraph 3 of Conference resolution 33 (II), the Committee decided that case studies should continue and that further reports on progress and suggestions on the possibilities for future work should be submitted to the Committee at its fifth session.

In considering the issues under the item entitled "Mobilization of domestic resources", the Committee agreed that the primary responsibility for their development rested with the developing countries themselves and requested the secretariat to continue its work in this field.

Under the item entitled "Liberalization of terms and conditions of assistance", the Committee reviewed recent developments in this field and adopted a resolu-

tion in which it recommended that member Governments and multilateral organizations should use their best endeavours to ensure that financial resources for development were not subject to short-term and unforeseen fluctuations so that projects requiring more than one year for their execution and planning of long-term development programmes could be carried out effectively.

In a resolution concerning special measures in favour of the least developed among the developing countries, the Committee recommended that member Governments and competent international institutions give urgent consideration to issues of special importance to the least developed countries. These issues include provision of development finance on particularly concessional terms, priority access to funds available on grant-like terms for technical assistance, ensuring continuity and adequate availability of high-level skilled personnel and, in view of the difficulties experienced by these countries in meeting the local counterpart requirements of technical assistance, modifying and, if possible, waiving certain of these requirements.

The Committee considered the report of the Expert Group on International Monetary Issues, entitled *International Monetary Reform and Co-operation for Development*. The Committee recognized the important role of a viable and stable international monetary system in promoting the trade and development of all countries and agreed to annex to its report to the Trade and Development Board a joint memorandum submitted by the representatives of the developing countries entitled "Second memorandum on international liquidity". The memorandum supported the views expressed by the Expert Group on International Monetary Issues and proposed that, at the next allocation of Special Drawing Rights, to be determined in 1972, due consideration should be given to the establishment of a direct link between the additional liquidity created and additional development finance.

During the first part of its tenth session, the Trade and Development Board took note of the "Second memorandum on international liquidity" and requested the Secretary-General of UNCTAD to keep himself informed of developments in this matter and to report to the Board at its eleventh session. With regard to the question of establishing a multilateral interest equalization fund, the Board decided to add an appropriately worded item to the provisional agenda for its eleventh session.

### E. Invisibles, including shipping

The Working Group on International Shipping Legislation held its second session at Geneva from 15 to 26 February 1971. After considering the existing rules and practices concerning bills of lading, it reached the conclusion that these rules and practices, including the so-called Hague Rules, should be examined with a view to revision and amplification and that a new international convention on bills of lading could, if appropriate, be prepared for adoption under the auspices of the United Nations. The Working Group considered that the object of the examination of the rules and practices should be the removal of existing uncertainties and ambiguities and the establishment of a balanced allocation of risks between the cargo-owner

and the carrier. The Working Group recommended that the United Nations Commission on International Trade Law (UNCITRAL) should be invited to undertake the examination of and, as appropriate, the preparation of the necessary draft texts.

Secondly, the Working Group changed the order of priorities in its programme of work by deciding to consider the subject of liner conference practices at its third session, scheduled to be held in January 1972, and to postpone consideration of charter parties to its fourth session. In doing so, the Working Group expressed the hope that its work on conference practices would lead to the formulation of internationally acceptable rules of conduct for liner conferences which would take full account of the needs of international trade and economic development, in particular of developing countries.

The report of the Working Group and the two resolutions contained therein were taken note of by the Committee on Shipping at its fifth session, held at Geneva from 22 March to 3 April 1971. The Committee conveyed to UNCITRAL the invitation to take action on bills of lading recommended by the Working Group. The Committee also recommended that, in connexion with the preparation of the provisional agenda for the third session of the Conference, the Board should give sympathetic consideration to the inclusion in that provisional agenda of the report of the Working Group on its third session.

The Committee on Shipping, at its fifth session, dealt with several subjects other than international shipping legislation, namely, current and long-term trends of shipping problems, consultation in shipping, technological progress in shipping (cargo unitization), port statistics and financial assistance for the acquisition of new and second-hand ships for developing countries.

On the subject of current and long-term trends in shipping, the Committee expressed the hope that the objective of the International Development Strategy in the field of shipping and ports would be effectively implemented. It recognized that there had been a continuing rise in freight rates and maritime transport costs and expressed concern that this rising trend might hinder the achievement of some of the objectives of the Strategy.

The Committee undertook a review of the economic aspects of cargo unitization. It took note of a preliminary statement on the subject prepared by the developing countries members of the Committee, incorporating amendments of some other countries. It was generally felt that more time was needed to study the subject before policy conclusions could be formulated. It was therefore decided that the Committee's discussion on the subject should be brought to the attention of the Board in connexion with the preparation of the provisional agenda for the third session of the Conference.

The Committee also considered the economic implications of the draft convention on the international combined transport of goods (TCM Convention) and recommended that the Economic and Social Council be invited to consider undertaking a study of the economic implications of the draft convention, in particular for developing countries, so that they might be fully taken into account when the draft convention is considered by the United Nations/IMCO Conference on International Container Traffic.

The Committee commended the secretariat's manual on port information and statistics to the States members of UNCTAD for transmission to port administrations and implementation as appropriate. This manual was prepared with the assistance of a group of experts on port statistics convened by the Secretary-General of UNCTAD, which met at Geneva from 14 to 18 September 1970.

Insurance and reinsurance were not considered by the Committee on Invisibles and Financing related to Trade at its fourth session. A group of experts on insurance statistics convened by the Secretary-General of UNCTAD met at Geneva from 7 to 15 October 1970 to examine a draft report by the UNCTAD secretariat on the establishment of a unified international system of insurance statistics.

#### *F. Trade expansion, economic co-operation and regional integration among developing countries*

Pursuant to Trade and Development Board decision 53 (VIII), an Intergovernmental Group on Trade Expansion, Economic Co-operation and Regional Integration among Developing Countries was convened at Geneva from 2 to 19 November 1970.

The Intergovernmental Group (a) reviewed the progress made and the problems encountered since the adoption of the Concerted Declaration on trade expansion, economic co-operation and regional integration among developing countries (Conference declaration 23 (II)); (b) examined trade policy questions related to and financial payments aspects of trade expansion, economic co-operation and regional integration among developing countries; and (c) considered future UNCTAD research programmes and activities, including technical assistance, in the above-mentioned fields, as well as the role of regional economic commissions and other regional and subregional bodies of economic and trade co-operation.

The Intergovernmental Group stressed that effective co-ordination by members of an economic grouping of their investment plans with respect to specific economic sectors or projects, especially in the fields of infrastructural, industrial and agricultural investments, can make a significant contribution to the success of economic integration efforts.

The Intergovernmental Group recommended that continuous assistance from developed market economy countries and socialist countries of Eastern Europe should be directed towards projects designed to create and strengthen infrastructure; industrial projects to cover multinational markets; projects located in, or likely to be of special benefit to, the least developed among the developing countries, or land-locked member countries of an economic grouping; financial and technical support for the activities of regional and subregional development banks, including the establishment and support of funds for integration purposes; facilitation of the exchange of experience relating to co-operative efforts among developing countries; technical assistance to the member countries and secretariats of economic groupings of developing countries in areas related to trade expansion and regional integration.

## G. Technical co-operation activities

By General Assembly resolution 2401 (XXIII) of 13 December 1968, UNCTAD was designated a participating and executing agency of UNDP responsible for technical co-operation projects in the general field of international trade and invisibles. During the period under review, UNCTAD's technical co-operation programme became broader in scope and more diversified as a result of the increased resources made available under UNDP and to some extent the United Nations regular programme. The following main areas of activity have so far been identified: (a) export promotion and marketing (in accordance with standing arrangements, UNCTAD relies on the UNCTAD/GATT International Trade Centre for the implementation of technical assistance projects in this field); (b) trade policy, planning and projections; (c) trade expansion and integration; (d) shipping and ports; (e) insurance and reinsurance. It is also foreseen that UNCTAD may be called upon to implement projects in the field of transfer of technology.

The UNDP Governing Council, at its eleventh and twelfth sessions in January and June 1971, approved seven Special Fund projects extending over two to three years and amounting approximately to \$8.8 million, of which UNDP's contribution represents \$5.3 million. The projects thus entrusted to UNCTAD as a participating and executing agency include five national and two interregional projects. The former ones are mainly focused on institutional or organizational aspects of export promotion, including the establishment of export promotion centres, operation of national export promotion programmes and training and research, and are being implemented through the UNCTAD/GATT International Trade Centre (Algeria, Peru, the Philippines and Turkey) or, in the case of Ecuador, on assisting the Government to strengthen its national services for external trade and its participation in subregional economic integration schemes. The two interregional projects concern, respectively, (a) assistance to participating Governments in training personnel needed in various fields of export promotion (UNCTAD/GATT International Trade Centre) and (b) assistance to Governments in undertaking measures required to obtain full advantage from the Generalized System of Preferences.

As distinct from Special Fund projects, an increasing number of technical assistance projects have been undertaken involving advisory services to Governments by means of experts, granting of fellowships for study abroad and organization of regional and interregional seminars and training courses in collaboration, in several instances, with regional economic commissions. New forms of projects adapted to the particular requirements of the field of international trade have also been launched. For example, several surveys have been undertaken with a view to analysing foreign market prospects for specific products of interest to developing countries. Training courses on product-oriented export promotion have also been organized on a country basis. A number of technical assistance projects have been undertaken in the field of regional and subregional economic integration and shipping. Of particular interest are the projects relating to the establishment of free port zones and shippers' councils in developing countries and to transit trade facilities for land-locked countries.

The ability of UNCTAD to respond effectively to requests by developing countries for short-term advisory services has been significantly enhanced by the establishment of a small corps of interregional advisers, financed by UNDP, in the fields of trade documentation, shipping and ports, trade expansion and economic integration, and export promotion.

## H. International Trade Centre

As reflected in the preceding section, export promotion, which is entrusted to the UNCTAD/GATT International Trade Centre, has been the most dynamic single sector of technical assistance activities in the field of international trade. Following the decisions taken early in 1970 by the governing bodies of UNCTAD and GATT, confirming the recommendations of the Joint UNCTAD/GATT Advisory Group on the International Trade Centre at its third session, the Centre's activities have been reoriented by placing emphasis on the following areas: the provision of assistance for the purpose of building up export promotion organizations and services in the developing countries to enable these countries progressively to strengthen their own capacity to deal with their export promotion needs; the provision of integrated programmes of assistance over a period of years to countries where limited assistance in specific fields is not likely to be effective enough; and the development of the Centre's base organization and services in a manner designed to build up a strong base for planning and providing substantive support for an expanding programme of technical assistance financed from UNDP funds and voluntary contributions.

The work programme of the Centre was implemented under the four main Services and the activities carried out during the period under review are summarized below. The Trade Promotion Advisory Service provided assistance to fifty-eight developing countries to help them establish export promotion programmes, to build up and strengthen institutions and services to carry out such programmes or to improve the efficiency of their export marketing and promotional efforts. This assistance was in the form of three integrated country programmes, twenty-four technical assistance assignments and thirty fact-finding and programming missions. The Multinational Product Promotion unit of the Trade Promotion Advisory Service undertook studies and advisory services, involving collaboration with other international agencies, in the following product fields: tea, oilseeds, oils and fats, tropical timber, jute, natural rubber and cotton.

The Training Service organized a range of courses, seminars and symposia in export promotion and marketing attended by over 300 trade officials and export executives from forty developing countries. The programmes included eight general export promotion and marketing courses at regional and subregional level, each up to eighteen weeks in duration; six seminars on special topics, each up to four weeks in duration; seven high-level national seminars; and three market orientation tours. These programmes are conducted in the requesting countries or their regional centres, in Geneva at the headquarters of the International Trade Centre and in major trading centres of Europe.

The Market Research Service produced eleven major market surveys in separate English, French and Spanish

editions on the following subjects: selected manufactures; household appliances; exotic fruit products; articles of onyx marble and hard stones; sporting goods; veneer and plywood; wood parquets; rum and liquors; frozen boneless beef; vegetable tanning extracts; canvas sports shoes; and the Nordic market for ten developing country product groups. It also provided to individual requesting countries twenty-seven specific market surveys and 200 short reports.

Research done by the Export Promotion Techniques Research Service is used in briefing trade promotion advisers and other experts, in training courses and in the preparation of manuals for publication. In addition to the bimonthly trade promotion journal, entitled *International Trade Forum*, material published by the Service included the following trade promotion handbooks, bibliographies and directories: "Getting started in export trade"; "Select bibliography for the libraries of regional and national trade promotion services of developing countries"; "World directory of industry and trade associations"; and the "Directory of product and industry journals".

The regular budget, contributed by UNCTAD and GATT, provides resources to maintain the base organization of the Centre and its regular work programme. The technical assistance programmes operated by the Centre are financed either from UNDP funds (see preceding section) or from voluntary contributions made available by Governments for this purpose. During the period under review, the total value of programmes was approximately \$US 4.7 million of which approximately \$1.4 million was provided by the regular budget, \$1.6 million by UNDP and \$1.2 million by voluntary contributions. The balance represents the cash value of services provided to the Centre by developed countries in the form of seconded personnel.

### I. Action by the General Assembly

In resolution 2724 (XXV), the Assembly reaffirmed its support for resolution 24 (II), adopted by UNCTAD on 26 March 1968, in which the Conference invited international bodies responsible for particular measures to benefit developing countries generally, to design the form of, and elaborate on, the special measures which might be taken in favour of the least developed countries. The Assembly affirmed the urgency of identifying those countries in order to enable them to benefit as early as possible from the special measures in their favour adopted in the various forums, particularly those incorporated in the International Development Strategy for the Second United

Nations Development Decade, and invited the Economic and Social Council, the Trade and Development Board and other international bodies responsible for measures designed to benefit developing countries to consider this matter intensively and extensively during 1971.

In resolution 2725 (XXV), the General Assembly decided that the third session of the Conference would be convened in April and May 1972. While noting with deep concern that the recent trends in some developed countries towards intensification of protectionism might jeopardize vital trade interests of all countries, particularly of the developing countries, the Assembly invited the Trade and Development Board to draw the attention of the Conference at its third session, in pursuing the functions falling within its competence, to the importance of: (a) reviewing the progress made in and seeking further implementation of the policy measures as agreed upon within the context of the International Development Strategy; (b) reaching agreement in more specific terms on issues which have not been fully resolved in the International Development Strategy and which have an important bearing on its implementation; (c) seeking new areas of agreement and widening existing ones; and (d) evolving new concepts and seeking agreement on additional measures.

In resolution 2726 (XXV), dealing with the transfer of technology, including know-how and patents, the Assembly stressed the role that UNCTAD will be called upon to play in a programme for promoting the transfer of technology to developing countries, in particular to consider studies and, as appropriate, suggest measures aimed at broadening and facilitating the conditions for the transfer of operative technology to the developing countries, with the object of satisfying the needs of those countries, taking fully into account the special requirements of the least developed among them.

The Assembly endorsed Trade and Development Board resolution 74 (X) of 18 September 1970, whereby the Intergovernmental Group on Transfer of Technology of UNCTAD was established with a view to advancing the work in this field, and reaffirmed the need for UNCTAD to pursue its work in the field of the transfer of operative technology to the developing countries on a continuing basis.

The Assembly also requested the States members of UNCTAD to give their fullest support to the Intergovernmental Group on Transfer of Technology, including provision through the appropriate procedures of such budgetary support as may be necessary to ensure that the Group will be able to discharge its functions effectively.

### REFERENCES

For relevant documents, see *Official Records of the General Assembly, Twenty-fifth Session, Annexes*, agenda item 37.

#### A. Review of activities

For the report of the Trade and Development Board on the third part of its ninth session (2-16 February 1970), the first part of its tenth session (26 August to 24 September 1970) and its fourth special session (12-13 October 1970), see *Official Records of the General Assembly, Twenty-fifth Session, Supplement No. 15* (A/8015/Rev.1 and Corr.1); for the report of the second part of its tenth session (1-9 March 1971), see TD/B/343.

For other relevant documents, see:

- (a) Report of the Group of Experts on Special Measures in Favour of the Least Developed among the Developing Countries (24 November to 5 December 1969): TD/B/288;
- (b) Report of the Group of Experts on the Special Problems Involved in the Trade and Economic Development of the Land-locked Developing Countries (11 May to 4 June 1970): TD/B/308;
- (c) Report of the *Ad Hoc* Group of Experts on Special Measures in Favour of the Least Developed among the Developing Countries (26 April to 5 May 1971): TD/B/349;

- (d) *Review of International Trade and Development, 1970*: United Nations publication, Sales No.: E.71.II.D.5;

### B. Commodity problems

For the report of the Permanent Group on Synthetics and Substitutes on its fourth session (29 June to 3 July 1970), see *Official Records of the Trade and Development Board, Tenth Session, Supplement No. 3B* (TD/B/314).

For other relevant documents, see:

- (a) Report of the Committee on Commodities on its fifth session (7-18 July 1970): *Official Records of the Trade and Development Board, Tenth Session, Supplement No. 3* (TD/B/317);
- (b) Report of the Advisory Committee to the Trade and Development Board and to the Committee on Commodities on its fifth session (17-21 August 1970): TD/B/320;
- (c) *International Wheat Agreement, 1971*: TD/WHEAT.5/7;
- (d) Report of the Working Group of the Committee on Tungsten on its seventh session (9-11 November 1970): TD/B/C.1/101.

### C. Manufactures

For relevant documents, see:

- (a) *Official Records of the General Assembly, Twenty-fifth Session, Supplement No. 15* (A/8015/Rev.1 and Corr.1), part three, annex I;
- (b) Reports of the Working Group on Rules of Origin on its second session (2-8 July 1970) and third session (7-15 December 1970): TD/B/AC.5/31 and TD/B/AC.5/38.

### D. Financing

For the report of the Committee on Invisibles and Financing related to Trade on its fourth session (20-31 July 1970), see *Official Records of the Trade and Development Board, Tenth Session, Supplement No. 4* (TD/B/318).

For other relevant documents, see: *International Monetary Reform and Co-operation for Development*: United Nations publication, Sales No.: E.70.II.D.2.

### E. Invisibles, including shipping

For the report of the Committee on Shipping on its fifth session (22 March to 3 April 1971), see TD/B/347.

For the report of the Working Group on International Shipping Legislation on its second session (15-26 February 1971), see TD/B/347, annex IV.

### F. Trade expansion, economic co-operation and regional integration among developing countries

For the report of the Intergovernmental Group on Trade Expansion, Economic Co-operation and Regional Integration among Developing Countries on its second session (2-19 November 1970), see TD/B/333.

### G. Technical co-operation activities

For the reports of the Governing Council of the United Nations Development Programme on its eleventh session (14 January to 2 February 1971) and its twelfth session (7-25 June 1971), see *Official Records of the Economic and Social Council, Fifty-first Session, Supplement No. 6* (E/4954) and *Supplement No. 6A* (E/5043).

### H. International Trade Centre

For the report of the Joint UNCTAD/GATT Advisory Group on the International Trade Centre on its fourth session (12-16 January 1971), see ITC/AG/16.



## CHAPTER V

# United Nations Industrial Development Organization

### A. Significant developments

Three important events during the past year had a direct bearing on the programme of work of UNIDO: the adoption by the General Assembly of resolution 2626 (XXV) on the International Development Strategy for the Second United Nations Development Decade, starting from 1 January 1971; the reorganization of UNDP and its procedures and machinery, including in particular the system of country programming; and the implementation of General Assembly resolution 2638 (XXV) calling for a Special International Conference of the United Nations Industrial Development Organization in June 1971.

The Working Group on Programme and Co-ordination, a subsidiary organ of the Industrial Development Board, whose principal objective is to examine the work programme of UNIDO, including relevant activities in co-ordination, held its third session in Vienna, from 10 to 21 May 1971, and submitted its report to the Board at its fifth session, held in Vienna from 24 to 28 May 1971. The Board approved the programme of work for 1972 and the updating of the programme of work for 1971. It requested that the Secretariat, in the implementation of this programme, within the resources available and to be made available for the respective years, should take into consideration the observations expressed by the Working Group and by the Board at its fifth session.

While the Board noted with satisfaction the increase in the number of field projects, the projects entrusted by UNDP to UNIDO for execution—particularly in the Special Fund component—were too few in comparison with the needs of the developing countries. The Board urged UNDP to allocate increasing resources to industrial projects to be executed by UNIDO. Suggestions were also made for the inclusion of a separate item on evaluation to be included in the agenda of the Working Group and of the Board. In its resolution 30 (V) dealing with the programme of Special Industrial Services, the Board reaffirmed the importance of that programme as an effective and flexible instrument for assistance in industry to the developing countries and requested the Governing Council of UNDP to increase, under expenditures for 1971, the amount of the resources it had already granted to this programme at its eighth session.

The third annual United Nations Pledging Conference on the United Nations Industrial Development Organization, held on 10 November 1970 at United Nations Headquarters, resulted in pledges of approximately \$1.8 million for 1971. Contributions in the

two preceding Pledging Conferences amounted to \$3.6 million. These contributions to the UNIDO General Trust Fund constitute an important element in supplementing the resources of UNIDO and represent an expression by the contributing Governments of their support and their confidence in the organization's role. Projects amounting to \$3.2 million were programmed and under implementation by the end of 1970 in such fields as the establishment of industrial units, in-plant training, technical workshops and meetings.

### SPECIAL INTERNATIONAL CONFERENCE OF THE UNITED NATIONS INDUSTRIAL DEVELOPMENT ORGANIZATION

In resolution 2638 (XXV) of 19 November 1970, adopted by the General Assembly on the recommendation contained in Industrial Development Board resolution 29 (IV), the Assembly had called for the convening of a Special International Conference of the United Nations Industrial Development Organization. The Conference, in which all members of UNIDO, the specialized agencies, other members of the United Nations family of organizations and the intergovernmental and international non-governmental organizations associated with the activities of UNIDO were invited to participate, was held in Vienna from 1 to 8 June 1971. The agenda of the Conference consisted of the following three items: long-range strategy and orientation of UNIDO's activities, including the organization's role in the Second United Nations Development Decade and the transfer and adaptation of technology for the industrial development of the developing countries; the organizational structure of UNIDO; and questions of UNIDO's financing.

The Conference was attended by representatives of 108 countries, representatives of the regional economic commissions and the United Nations Economic and Social Office at Beirut, UNCTAD and UNDP. It was also attended by the representatives of seven specialized agencies, ten intergovernmental organizations and fourteen international non-governmental organizations.

The Secretary-General in his message to the Conference recalled that, at the fourth session of the Industrial Development Board, he had said that, on the occasion of the twenty-fifth anniversary of the United Nations and on the eve of the Second United Nations Development Decade, it was a time to review the past, assess the present and look forward into the future, particularly with regard to the activities of the United Nations in the field of industrialization of the developing countries. During its four years of operation, UNIDO had established itself as an effective instru-

ment of action and as a recognized forum for the exchange of views and experience among the developed and developing countries. Nevertheless, in view of the complex nature and the vast scope of the process of industrialization, it appeared timely to undertake a reappraisal of UNIDO's operations and to chart its future course in the light of its performance and the needs of the developing countries.

In the course of the general debate, representatives of eighty countries made statements, as did the representatives of seven organizations represented at the Conference.

On 8 June 1971, the conference adopted a resolution of consensus on the long-range strategy, structure and financing of UNIDO. In adopting this resolution the Conference decided that the various delegations and geographical groupings would communicate to the Rapporteur in writing not later than 15 June their observations and reservations on the various paragraphs of the resolution and that these statements would be incorporated in the report.

The report of the Special International Conference will be transmitted through the Economic and Social Council to the General Assembly for consideration at its twenty-sixth session. The main body of the report consisting of an account of the general debate and the findings and conclusions of the Conference, as well as the statements made by groups of Governments and individual Governments in the form of observations, reservations or expressions of dissent.

### *B. Technical co-operation programmes*

The technical co-operation activities of UNIDO include projects financed from the Special Fund component and Technical Assistance component of UNDP, from the Special Industrial Services, from the UNIDO regular programme of technical assistance and from the UNIDO General Trust Fund.

As a participating and executing agency for UNDP, UNIDO was responsible in 1970 for fifty-two Special Fund projects, including three for which field operations were completed in the course of the year. The total cost of these projects amounted to \$101.5 million, of which \$39.8 million were UNDP earmarkings. In addition, UNIDO was associated in the implementation of seven projects executed by other agencies, including the ILO, FAO and UNESCO. UNIDO's share in the total UNDP (Special Fund) component remained small, with an average of only 5 per cent. Its share in the UNDP Technical Assistance component, which is directed mainly to medium-term expert services and fellowships in the UNIDO operational programme, showed a slight increase in 1970 as compared with 1969. Over 220 projects, with a total value of about \$3.7 million, were approved. To date, projects amounting to about \$2.4 million have been implemented. In addition, a number of regional and interregional projects, including in-plant training courses, seminars and symposia, were financed under this programme. The total value of these projects approved for 1970 was about \$500,000. By providing speedy short-term assistance, the Special Industrial Services programme continued to meet an increasing number of urgent requests in the industrial field. The obligations incurred in the implementation of projects

under that programme in 1970 amounted to approximately \$4 million and actual expenditures amounted to about \$3 million in 1970 as compared with approximately \$2 million in 1969. Some 300 projects amounting to \$5 million were requested and approved in 1970 as against 226 projects at a value of \$3.3 million in 1969—an increase of nearly 50 per cent. The original Special Industrial Services Trust Fund having been exhausted, that programme was almost entirely financed under the provisions of the UNDP Revolving Fund, which provides for an annual plan level of \$4 million. The cumulative value of approved projects under this programme rose from \$7.5 million at the end of 1969 to an estimated \$12.5 million by the end of 1970. Assistance rendered through the regular programme focused mainly on training. In addition to a number of group training programmes organized by UNIDO, over 100 individual fellowships were awarded to nationals of developing countries in various fields of specialization. The network of UNIDO regional industrial advisers continued to be financed under this programme in 1970; a total of sixteen advisers were attached to the regional economic commissions and the United Nations Economic and Social Office at Beirut and five interregional advisers operated from headquarters. The long-range country programming of technical assistance, intended to provide forecasts of the needs of developing countries and to assist them in the planning of their future needs, was also given support under this programme.

The magnitude and nature of technical assistance that was extended in 1970 to countries of the regions differed in accordance with the stage of development and the expressed needs of the countries: Africa received 33.8 per cent; Asia and the Far East, 20.8 per cent; the Americas, 18.5 per cent; and Europe and the Middle East, 15.4 per cent. Of the operational expenditures, 11.5 per cent was devoted to interregional projects.

The activities of the industrial development field advisers served to strengthen UNIDO's links with the field. In co-operation with UNDP Resident Representatives, these advisers assisted Governments in the development of technical assistance programmes and were instrumental in promoting the co-ordination of UNIDO technical assistance. The advisers also maintained contact with the regional economic commissions and with the United Nations Economic and Social Office at Beirut, as well as with other regional and subregional organizations. The industrial development field adviser programme was further expanded by the addition of six advisers, bringing the total of filled posts to fifteen as compared with twenty established posts (candidates for the vacancies are still being recruited). Five advisers were given assignments in Africa, five in the Americas, four in Asia and one in the Middle East.

### *C. Role of UNIDO in the co-ordination of industrial development activities*

In accordance with the recommendations of the Industrial Development Board, UNIDO continued to eliminate gradually the duplication of activities in industry within the United Nations system of organizations through intersecretariat meetings, joint programme discussions and continuous consultations. It also ini-

tiated action to evolve joint programmes in industry in the various countries and regions in co-operation with other organizations contributing to the industrial development of the developing countries. The role of UNIDO in co-ordinating industrial development activities is being increasingly accepted not only by the organizations of the United Nations family, but also by the organizations outside the United Nations system that are concerned with industrial development. The intersecretariat links established by UNIDO with other organizations in the United Nations family have been strengthened and account is now taken of any programme changes in industry initiated by the other agencies.

The second round of annual discussions with the regional economic commissions and the United Nations Economic and Social Office at Beirut took place at Vienna in November and December 1970, when, at UNIDO's invitation, the representatives of those organizations spent one week discussing their programmes of work in the field of industry and co-ordinating them with those of UNIDO. In 1970, UNIDO also participated in the annual meetings of those organizations.

The Executive Director of UNIDO and the Executive Secretary of ECAFE signed a note on 2 July 1970 on further arrangements for co-operation, in which both organizations agreed to co-operate in the planning of group missions to countries members of ECAFE. The missions will be concerned primarily with the examination of industrial planning, pre-investment needs and the review and assessment of the industrial development of these countries during the Second United Nations Development Decade. It was further agreed that ECAFE and UNIDO would combine their advice, technical assistance and assessment in an integrated manner in order to meet the requirements of each of the developing countries of the ECAFE region.

During the past year, UNIDO concluded an agreement with the Organization of Senegal Riparian States, which was signed by the Executive Secretary of that organization and by the Executive Director of UNIDO. Under this agreement, it was envisaged that UNIDO would provide technical assistance for the development of a number of industries as well as for the related fields of finance, investment promotion, legislation, development of small industry, standardization and quality control. Requests from that organization for assistance will be evaluated in accordance with current UNIDO and UNDP programme procedures.

UNIDO also worked closely with a number of inter-governmental and non-governmental organizations concerned with the promotion of industrial development. Since some aspects of industrial development can best be undertaken by such institutions, UNIDO has made efforts to develop programme co-operation with them in order to entrust them increasingly with some of the tasks it would otherwise have had to undertake itself. Furthermore, consideration is being given to a realignment of the functions of UNIDO and those of the regional economic commissions in the field of industry, in line with the specialized knowledge and expertise of the organizations involved, to permit ultimately a fuller and more effective utilization of the scarce resources available to the United Nations for the task of industrial development.

During the past year, UNIDO initiated a number of actions in order to intensify and develop further

the co-ordination of its programmes at the country level. These actions include the strengthening of the programmes of the industrial development field advisers, the expansion of the number of UNIDO missions to prepare long-term programmes of technical co-operation, increasing involvement of the regional economic commissions and the United Nations Economic and Social Office at Beirut in the activities of UNIDO, consultations and discussions with the UNDP Resident Representatives in the field, discussions with several donor Governments on the co-ordination of bilateral and multilateral aid programmes and the strengthening of contacts with the UNIDO national committees.

The establishment of the national committees for UNIDO has added another dimension to the work of UNIDO at the country level. There are at present twelve of these national committees in Africa, ten in Asia and the Far East, seven in Latin America and nine in Europe and the Middle East. These committees have helped to disseminate information on the activities of UNIDO in their respective countries. With the development of further contacts and consultations, it is expected that the committees will play an increasingly important role in assisting UNIDO's efforts at the country level.

Another important element in the development of industrial activities at the country level is the co-ordination of these programmes with the programmes of bilateral aid in industry. The Industrial Development Board, in resolution 27 (IV), authorized the Executive Director of UNIDO to continue his consultations, on request, with the Governments concerned in order to achieve better co-ordination of the multilateral programmes with the bilateral assistance programmes. Accordingly, the Executive Director held discussions during 1970 with the senior representatives of the aid organizations of Belgium, Canada, the Federal Republic of Germany, France, Italy, the Netherlands, Norway, Sweden and the United States of America. These discussions have served to obtain a better understanding of the problems involved in the provision of assistance to the developing countries. At the same time, it was evident that the discussions had to filter down to the level of the countries themselves, and some countries have accordingly advised their respective aid organizations to hold discussions with the responsible UNIDO industrial development field advisers. It will take some time for tangible results to materialize from these discussions.

## *D. Salient features of supporting activities*

### PROMOTIONAL ACTIVITIES

During this period, UNIDO continued its activities in the promotion of industrial investment. Direct assistance was given to the developing countries in the preparation of their industrial projects, which were brought to the attention of interested sources of finance and technology. With the generous help of the Governments of the host countries, two regional meetings were held in the latter part of 1970, one in the Philippines, in co-operation with ECAFE, and the other in Kenya, in co-operation with ECA and the African Development Bank. These meetings provided a platform for participants from developing and industrialized countries (both centrally-planned and market econ-

omies) to discuss concrete co-operation with regard to several hundred specific industrial projects. Extensive preparatory work on these individual projects had been undertaken previously by UNIDO in co-operation with the sponsors of the projects from the developing countries. The wide interest shown by many developing countries in this programme has encouraged UNIDO to plan to continue and expand this activity. Emphasis will be placed on follow-up action to assess continuously the impact of promotional work in terms of actual investment achievements and assistance to countries in the development of their network of contacts. For this purpose, it is essential that a portfolio of specific industrial projects be established and kept up to date at UNIDO headquarters.

During the past year UNIDO initiated a promotional programme for international subcontracting arrangements between industries of developing and developed countries. Under these arrangements, the partners from developed countries offer not only know-how and financial resources, but access to markets in their own countries. Preliminary work was undertaken with a view to investigating processes and methods and identifying potential partners and administrative arrangements were made to promote systematic contacts between manufacturers in developed and developing countries.

To promote the establishment of successful export-oriented industries in developing countries, UNIDO initiated a programme for product adaptation and development for the purpose of providing communication and feed-back between producers in developing countries and potential buyers in developed countries. As a result of such a system, producers in developing countries would hopefully improve the design, quality, price etc., of their industrial products in order to satisfy the requirements of potential markets. The role of UNIDO is to identify, on request, suitable partners, bring them together and provide related additional assistance to the developing countries. The preliminary work undertaken on this programme in 1970 aroused great interest in several developing countries. A pilot stage of the programme is being set up and it is expected that the programme will develop fully in 1972.

## SECOND UNITED NATIONS DEVELOPMENT DECADE

Within the framework approved by the Industrial Development Board at its third and fourth sessions, the direct activities of UNIDO for the Second United Nations Development Decade will continue to be carried out at three levels, namely, at the country, sectoral and global levels. These activities will be pursued in close co-operation with the regional economic commissions, the United Nations Economic and Social Office at Beirut and the other agencies concerned, and will form part of the over-all system that will be designed by the United Nations for the implementation of the International Development Strategy.

At the country level, UNIDO assists Governments on request in the formulation of long-term industrialization objectives, the design of strategy and policies, and in the establishment of adequate systems of assessment, monitoring and follow-up for the industrial sector. Work at the country level will take into account the need for industrial regional economic co-operation and will be supplemented, when requested, by the establishment of institutions for economic integration and

industrial harmonization. The co-operation, initiated in 1969, with individual countries will be followed by action of various kinds, including co-operative programmes and technical assistance. UNIDO and ECAFE have agreed on a joint co-operation, to be proposed to the countries of the region, in which the review and assessment activities would be combined with advice on policies and technical assistance services. These proposals for joint action by UNIDO and ECAFE were well received at the Second Asian Conference on Industrialization, held at Tokyo in September 1970.

At the sectoral level, UNIDO is preparing studies on trends and prospects for selected industrial branches, based on projections of demand and on investments known to be planned or envisaged in the specific branch. Four perspective studies have been prepared covering the petrochemical, textile, fertilizer and automotive industries, and additional studies will follow in other branches.

At the global level, UNIDO is attempting to identify problems of a general nature raised by the industrialization of the developing countries by preparing projections of the industrial sector in those countries and by undertaking special studies on specific points in line with the recommendations included in the Strategy. For example, special attention will be given to the problems concerning the less developed among the developing countries and to the relationship between industrialization and employment.

The work on projections of industrial development for the 1970s will be continued and expanded subject to the availability of resources. The projections will provide a quantitative background of the situation of industry in the developing countries, which will serve as a reference for objectives, strategy and policy. Within the flexible framework of the projections, all estimates from the sectoral branch studies and from external sources, such as the regional economic commissions, the United Nations Economic and Social Office at Beirut, UNCTAD and the Organisation for Economic Co-operation and Development, could be incorporated. The UNIDO projections will be conceived in such a way as to fit into a general system of economic projections of developing countries which may be established by the United Nations.

## ACTIVITIES RELATED TO THE "GREEN" REVOLUTION

The contribution of UNIDO in the field of industrial inputs in agriculture concerned primarily the mechanization of agriculture and the development of local production of inputs, including the manufacture of agricultural implements and machinery, the establishment and promotion of fertilizer and pesticides production, and certain infrastructural requirements, such as transport and storage.

The activities of UNIDO in agricultural machinery implements centred on assisting developing countries in formulating programmes for their development. Technical assistance included feasibility studies, the utilization of existing facilities for production of agricultural machinery and spare parts, and repair and maintenance. The joint mission with the United Nations Economic and Social Office at Beirut on agricultural machinery industry, which visited six countries in the Middle East, resulted in a number of additional tech-

nical assistance requests. Plant requirements for producing animal-drawn agricultural implements were covered by a report completed during the year.

Assistance was provided in the establishment of fertilizer industries and in the greater utilization of indigenous raw materials for fertilizer production. Operational projects in this field included marketing and pre-investment surveys and pilot demonstration plants, as well as studies on the utilization of existing capacities. Following the surveys of fertilizer production facilities in the ECA and ECAFE regions, a similar survey was conducted in Latin America, and a meeting was held at Rio de Janeiro in September 1970 to identify countries and regions where further facilities could be established.

Investigations were completed in selected regions of Latin America regarding the availability of excess chlorine as a potential raw material in the production of safe pesticides. Similar investigations were prepared for the African and Asian regions. Pesticide production problems were also discussed at the meeting held at Rio de Janeiro in 1970, and preparations were made for a similar meeting in the Middle East. The Second International Training Course for Industrial Production of Pesticides was held at Syracuse, the United States of America, in July and August 1970.

#### CAMPAIGN FOR REPAIR AND MAINTENANCE

On the subject of repair and maintenance, emphasis is being placed on organization and operational techniques, the establishment of central and mobile workshops, and on detecting and correcting problems in industry. A symposium on maintenance and repair, held in the Federal Republic of Germany in November 1970, made a number of recommendations and established guidelines for the activities of UNIDO in this field. As a new feature, national repair and maintenance weeks are being introduced in selected countries. In addition, a study on the supply of spare parts to industry is being conducted in 1971, and a study of the operation of mobile workshops in Africa is being planned for 1972.

#### E. Development of specific industrial branches

During the year UNIDO continued to expand its activities in the following industrial branches: engineering industries, metallurgical industries, construction and building materials, chemicals, pharmaceuticals, fertilizers, pesticides, petrochemical industries and light industries.

The major activities of UNIDO engineering industries consist of assistance in design development, the adaptation of technology and manufacturing processes and the development of manufacturing units. The priority areas are agricultural machinery and implements, electrical and electronic equipment, metalworking and transportation equipment, and repair and maintenance. The activities of UNIDO in the agricultural machinery and implements industries, for instance, have expanded considerably. Following the fact-finding mission organized by UNIDO and the United Nations Economic and Social Office at Beirut in 1970, plans include new missions to Latin America and to selected countries of North Africa. A number of projects in this field are being processed on the basis of technical consultations

held with FAO. In the metalworking industries, particular attention is being devoted to technical assistance projects relating to the optimum utilization of production capacity and to the development of design capabilities. The Engineering Design Development and Industrial Centre in the United Arab Republic and the Metalworking Industry Testing Centre in Chile are but two of the major operational activities in this area. As part of the supporting activities, UNIDO plans to hold a workshop on the machine-tool industry in October 1971 and another in 1972.

The programme of UNIDO in the field of metallurgical industries was focused on the utilization of local metallurgical raw materials, the production of the metals and alloys needed by local industry and the creation of local metallurgical expertise. Particular attention is being devoted to the production of aluminium, the smelting of ilmenite concentrates, the development of the iron and steel industry, the establishment of pilot and demonstration foundries, the application of metals and alloys, and the creation of metallurgical technology centres. A noteworthy example of the activities of this group is the process of smelting ilmenite concentrates obtained from heavy black beach sand deposits which are common to a number of developing countries. The organization was able to locate an appropriate and available technology and the authorities of the Union of Soviet Socialist Republics are co-operating fully with a view to its application in industrial units to be set up in interested countries. Laboratory smelting tests have already been carried out for three countries with positive results. Feasibility studies will follow, leading eventually to the establishment of industrial units for the production of pig iron and a slag rich in titanium oxide. Special Fund projects, such as the National Metallurgical Research Centre in Chile, a high-temperature, creep-testing facility at the National Metallurgical Laboratory in India, and the Centre for Metallurgical Research and Development in the United Arab Republic are further examples of the activities being undertaken by this group.

In the construction and building materials industries priority was being given to low-cost, locally available building materials. Attention was also paid to cement, fibre-cement composites, and to plastics and clay building materials. This is a rapidly developing programme and assistance oriented to the local manufacture of building materials, such as glass, ceramics and cement, has been given to a number of developing countries, including Jordan, Madagascar, Mauritius and Turkey. A UNDP Special Fund project on asbestos-processing is in operation in Bolivia. Supporting activities include an interregional seminar on cement manufacture, to be held in 1972, workshops on day, to be held in Africa in October 1971 and in Latin America in 1972, and studies on prefabrication techniques, to be carried out in the latter part of 1971.

With regard to chemicals, pharmaceuticals and pulp and paper industries, UNIDO is actively promoting the production of marine and mineral salts through the use of solar energy, the production of essential oils from botanicals for the manufacture of pharmaceuticals, the effective use of agricultural wastes, and the manufacture of selected industrial chemicals by fermentation. Among many other projects in the field of chemical industries, technical assistance is being given in order to increase the production of caustic soda and chlorine



in Ceylon and to improve salt production in Panama. The activities of UNIDO in fertilizers, pesticides and petrochemicals industries consist of the improvement of production capacity, the establishment of new units and the application of new processes. With regard to fertilizers, bulk-blending units and liquid fertilizer manufacturing units are being promoted in smaller developing countries where markets are limited. A joint UNIDO/FAO/UNDP Special Fund project became operational in 1971, and fertilizer trials, currently being carried out in Togo, should ultimately lead to the establishment of a single superphosphate and bulk-blending plant in 1972.

The diversified activities of UNIDO in light industry ranged from textiles, food processing, wood processing, leather and rubber products to printing. Operational projects in the textile industry include UNIDO assistance in the reorganization of the textile sector in Brazil and Indonesia and the establishment of quality control centres in several countries. With regard to the food-processing industry, UNIDO assisted in the reorganization of the fish protein plant at Agadir, Morocco, which has now resumed operation. After the assistance it provided in the reorganization of the rice-milling industry in Thailand, UNIDO plans to hold a rice seminar at Madras, India, in October 1971, in co-operation with ECAFE and FAO. The seminar will be devoted to the identification and analysis of further needs and to an investigation of the possibilities of a new rice-milling process (wet milling). Another example of the activities of UNIDO in this field is the assistance given in the planning of the agro-industrial development of Iran.

Another expanding activity is environmental engineering, which has developed in response to the growing concern about the impact of industrialization on the human environment. A number of factors related to environmental engineering influence the location of the industry and the choices available for manufacturing processes. In this context, UNIDO is undertaking several projects to assist developing countries in solving problems of industrial effluents and trade waste disposal, as for example in Mauritius, Singapore and Thailand. UNIDO is utilizing this experience in its contribution to the forthcoming United Nations Conference on the Human Environment, to be held at Stockholm in 1972.

#### *F. Development of industrial institutions and services*

The organization continued its activities in assisting the developing countries to build up their industrial institutions and services in the following major areas: industrial legislation; patents and licensing; industrial services and their administration; provision of industrial information; industrial training, management and consulting services for industries; development of small industries, including extension services and industrial estates.

Since 1969, UNIDO has been actively involved in promoting the creation of an International Association of Industrial Research Institutes. In October 1970, a Conference of the founding members of the World Association of Industrial and Technological Research Organizations was held in Vienna. The constitution and by-laws were adopted and a president, an executive

committee and a secretary-general were elected. The Conference was attended by ninety-six organizations from fifty-four countries, and some sixty of the attending organizations pledged to become full members.

By arranging industrial promotion services at trade fairs and other international institutions, UNIDO has tried to promote the development of new industrial enterprises, the growth of existing ones and the creation of a forum for broad business contacts. At such forums, discussions and negotiations could take place about possible contractual agreements such as management training or marketing contracts, purchases of licences and know-how, joint ventures and turn-key projects.

The organization continued to render assistance in the establishment, strengthening and improvement of operations of national standardization bodies. A special attempt is being made to encourage such bodies to assume their proper role in the promotion of quality control programmes, including quality marking. Attention was also given to the identification of areas of priorities so that standardization programmes would become meaningful for the industrial development of the country. In its work in the field of standardization, UNIDO is maintaining close relations with the International Organization for Standardization.

The past year saw an increase in the demand for, and the implementation of, the activities of UNIDO in the sphere of industrial information. These activities will continue to be emphasized by UNIDO, as industrial and technical information forms the basis on which decisions are made about the planning and development of industrial projects and the establishment of technical assistance requirements. In addition to assisting in the establishment and strengthening of national and regional facilities for promoting the use of industrial information in developing countries, UNIDO attempts to give such services a definite orientation so that they can be incorporated in a world-wide information exchange system. The activities of UNIDO in industrial information require continuous backstopping to ensure the flow of information to industrial services in developing countries and, above all, to supplement the initial operations and to guide the expansion of these new services along modern and integrated lines (e.g. improved methods of disseminating information and more dynamic approaches to extension services). The Industrial Inquiry Service, the Advisory Service on the Supply of Industrial Equipment and the Roster of Industrial Consultants all provide contact between UNIDO and the shop-floor level of industry in developing countries.

In-plant group training programmes have been organized into three types: pre-employment training, upgrading and training for senior officers. In 1970, eight sectoral and two functional training programmes were carried out by UNIDO and these programmes are scheduled to expand along functional lines and to include several additional industrial sectors, such as the chemical and fertilizer industries and electric welding. In addition to courses in maintenance and repair, courses will be arranged for value analysis engineering and the handling of materials. The organization will continue to look into the possibilities of conducting in-plant training courses in the developing countries themselves rather than in industrialized countries.

In industrial management, UNIDO has organized interdisciplinary project teams, which conduct short-

term management clinics to provide managerial assistance through on-the-spot work sessions. The organization has further developed the joint co-operation approach by undertaking a mutual assistance programme in the form of a centre, thereby utilizing existing institutes and facilities rather than creating additional ones. In addition, UNIDO has proposed a substantive upgrading of management assistance that would include not only the traditional forms, such as work rationalization, production efficiency, cost reduction and preventive maintenance, but also such broad skills and techniques as corporate planning and control, management and information systems, operations research and systems analysis, required in the more advanced and systematic study and application of management. The organization's concept of the management system includes the full spectrum of enterprise work activities. For example, purchasing and inventory control is regarded as a vital management consideration for cost-effectiveness analysis (in value engineering) as is the co-ordination of internal operations (production) with the flow of external consumption (sales). The total number of approved operational projects in the field of industrial management and consulting services in 1970 was eighty-three. This number is expected to rise to ninety in 1971 and to 105 in 1972.

The activities of UNIDO in the field of small-scale industry showed a further increase in 1970, particularly in the less developed of the developing countries. Both the operational and supporting activities were aimed principally at promoting the development of small-scale industries within over-all industrialization programmes of developing countries and include advice and assistance in the provision of necessary facilities and services.

With regard to industrial extension services, promotional action was directed towards inducing chambers of commerce and industry, industrial research institutes and industrial associations to undertake training and other activities complementing those provided by government-sponsored agencies. Increasing attention was devoted to the problems of small industry development in the least developed among the developing countries and in non-metropolitan areas of developing countries.

### G. Industrial programming and policies

By 1970, the impact of the long-term programming of technical assistance was already noticeable. There appears to have been a trend towards projects dealing with industrial development strategy, including regional co-operation, plan formulation, project planning and implementation. In 1970, approximately 100 experts served under the various technical co-operation programmes on one or more of the above-mentioned projects. About one third of the projects were related to the development of industrial programmes and identification of priorities and included advice on strategy and organization for planning and assistance in the preparation of pre-investment feasibility studies. Thus, for instance, in Mali and Nigeria, industrial economists commissioned by UNIDO are advising on industrialization strategy, taking into account local resources, infrastructure, skills, market potentials etc., the selection of industries, and the integration of such projects into a development programme.

The organization has continued its work on the summaries of national industrial development plans.

The summaries of thirty developing countries, compiled by UNIDO in 1969, were published in 1970 and two further volumes are scheduled for publication in 1971 and 1972. A small group of experts met at Vienna in June 1970 to examine the scope for improvement of the *pro forma* presentation of summaries for different types of countries. Work along this line will continue with seven or eight newly issued development plans being added each year.

Two expert group meetings on the development of national industrial programming data systems were held by UNIDO in 1970. The Working Group of Experts on Industrial Project Planning for Countries in the Middle East and North Africa, held in the spring of 1970 in co-operation with the United Nations Economic and Social Office at Beirut, discussed major facets of the technical and organizational interactions between the different stages of project planning, and drew up guidelines for action suited to the conditions prevailing in the participating countries. The Expert Group Meeting on Industry Files System and other Data Bank Techniques for Industrial Programming was held at Vienna, in November 1970, in response to requests for assistance from an increasing number of developing countries. This meeting provided a forum for mutual consultation between experts in advanced countries and those in developing countries.

In the area of industrial policies, activities in previous years have aimed at accumulating a stock of knowledge on incentive measures and other policies used by developing countries to promote industrial development. Field operations have helped UNIDO to develop a knowledge of the experience of different countries and training, seminars and publications have been used to disseminate the knowledge accumulated. UNIDO continued its case studies of the relationship between the objectives of industrialization programmes and the plans and policies used to achieve them. The experience of four countries in the Middle East and North Africa was studied, and the set of policies used to implement the programme of industrial development in both the public and private sectors was examined by consultants. Also, a small group of top-level advisers visited Iran in 1970 to review the existing set of policies and to examine in detail their effect on the development of specific branches of industry.

As a contribution to the promotion of co-operation among industrial development financing institutions, UNIDO convened a meeting at Paris in March 1970 of representatives of industrial development financing institutions from both the developing and the industrialized countries. The meeting was devoted mainly to private and confidential bilateral contacts for discussion of concrete possibilities of co-operation between institutions. This type of meeting was found useful by the participants who examined the possibilities of developing the co-operation on a more systematic and regular basis and made a number of suggestions for follow-up action. A large number of institutions have been invited to attend a similar meeting, to be held at Copenhagen in July 1971, for the purpose of discussing the promotion of such co-operation.

Several case studies on industrial financing have been carried out by UNIDO and the organization proposes to continue this activity. These studies have been utilized for the training programme on industrial financing and will serve as a basis for starting new operational projects to mobilize savings for industry.

Work in the field of promotion of export-oriented industries was devoted to identifying industries with export potential, advising Governments on export development policy measures and on raising standards of efficiency in production for exports. The supporting activities consisted mainly of strengthening the operational activities and ensuring that assistance is channelled into those sectors where it can achieve a maximum effect. The projects carried out by UNIDO range from assistance to individual manufacturers in the formulation and implementation of production techniques associated with successful export to advice to Governments on matters related to export production. The latter area includes such aspects as the identification of export-oriented industries, the introduction of incentive programmes and other schemes to improve production of goods for export. In 1970, the total number of projects under operation in this field was thirty-one. This figure is expected to rise to fifty for 1971 and seventy-five for 1972. The work thus far undertaken by UNIDO in international subcontracting was largely of a preparatory nature, such as the compilation of background information and the identification of possible fields of action. At the same time, the interest of developing countries in assistance of this kind was tested; the interest was clearly positive, as evidenced by the number of specific requests for assistance in this field. A new phase of this project was initiated in 1970, and has continued. At present, UNIDO is engaged in identifying potential partners in developed countries who would be willing to enter into subcontracting arrangements and in collecting

general information on the conditions that would be necessary in the developing countries if such subcontractual agreements are to be concluded. Suitable counterparts will be identified in the developing countries.

In line with the continuing responsibility of the UNIDO secretariat to keep abreast of and appraise world industrial development, the third volume of the *Industrial Development Survey* was issued in June 1971, the special topic of which was industrialization strategies and policies.

At the request of developing countries, UNIDO organized industrial country survey missions. A major function of these missions is to assist developing countries in assessing their industrial structure, performance and potential as well as to identify new investment opportunities in manufacturing, review industrial policies and institutions and evaluate technical assistance requirements and priorities. Since the inception of the programme in 1969, seven missions have been completed—in the Central African Republic, Ecuador, Gabon, the Gambia, Kenya, Lesotho and Swaziland. Several other missions, initiated in 1970, will be completed during 1971. In addition to surveys carried out at the national level, two new types of surveys are being undertaken—surveys of particular regions of large developing countries, such as the State of Bahia in Brazil, and multinational surveys within the context of regional co-operation groupings. Eight or more new country missions are expected to begin in 1971 and ten to twelve in 1972.

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- (b) *Directory of External Sources of Financing Available for Industrial Projects in Developing Countries*: United Nations publication, Sales No.: 70.II.B.24;
- (c) *Industrial Development Survey*, vol. III: United Nations publication, Sales No.: 71.II.B.15.

## CHAPTER VI

# United Nations programmes for development and technical co-operation

### A. *United Nations Development Programme*

The United Nations Development Programme (UNDP), financed by the voluntary contributions of Governments, was in 1970 the largest multilateral source of technical and pre-investment assistance in the world. The Programme provides Governments of developing countries, at their request, with technical and pre-investment assistance. Small-scale projects cover all phases of development activities while the larger-scale projects help Governments, more specifically, in carrying out survey and feasibility studies to determine the economic potential and to plan the productive use of natural resources, such as soil, rivers, forests and minerals; in establishing and strengthening permanent educational and training institutes; in creating and expanding research centres for the development and application of modern technology; and in supplying technical, training and advisory services to help build the economic and social infrastructures necessary for development.

The Programme came into existence on 1 January 1966, following the decision taken by the General Assembly in resolution 2029 (XX) of 22 November 1965 to merge two existing assistance programmes of the United Nations—the Expanded Programme of Technical Assistance and the Special Fund. The former, established in 1949, provided relatively short-term technical advisory services, fellowships to nationals of developing countries for study abroad and equipment for demonstration and training purposes. The Special Fund, established in 1958, focused on large-scale pre-investment projects designed to assist developing countries in widening their productive capabilities, making more effective use of their human and natural resources and attracting investment capital. The two programmes, although subject to different criteria and methods of operation, were in fact complementary, and the merger has led to improvements in representation in the field and management at headquarters.

In the course of 1970, an extensive study of the capacity of the United Nations development system was reviewed by the Governing Council of UNDP. Many of the principles and guidelines proposed earlier

for strengthening and reforming the United Nations development system were adopted in the form of a consensus, endorsed by the Economic and Social Council and approved by the General Assembly.

These guidelines centred on the introduction of the concept of country programming for United Nations development co-operation. Under the new programming arrangements, the distinction between the Special Fund and Technical Assistance components of UNDP would be eliminated. The key provisions of the new system are: (1) for each country, UNDP programming will be carried out within the framework of indicative planning figures; these figures are approximations of the level of resources that UNDP may be able to make available to each Government during the programme period; (2) on the basis of these indicative planning figures, each Government will decide on the projects it wishes to undertake, within the context of its own national development plan, priorities, or objectives; (3) formulation of the country programme will be carried out by the Government of the recipient country, in co-operation with representatives of the United Nations system, under the leadership of the UNDP Resident Representative; (4) in the process of country programming, efforts will be made at all levels to co-ordinate all sources of assistance in the United Nations system, so that integration of assistance can be achieved at the country level; (5) programming for intercountry projects (subregional, regional, interregional and global) will be based broadly on the same general principles as those for country programming.

The new programming procedures will come into effect on 1 January 1972 and the Governing Council has made detailed transitional arrangements. The Governing Council also approved a major reorganization of the administration of UNDP along the lines proposed in the report entitled *A Study of the Capacity of the United Nations Development System* (see section 3 below).

After considering the Administrator's proposed overall disposition of estimated UNDP resources for the years 1972 to 1976, the Governing Council, at its eleventh session, approved the following field programme for the five-year period:

	(In millions of United States dollars)					Total
	1972	1973	1974	1975	1976	1972-1976
Country projects .....	214.1	235.4	255.3	274.4	295.8	1,275.0
Intercountry projects .....	39.0	42.5	45.9	49.1	54.5	231.0
Programme reserve .....	7.8	8.5	9.2	9.8	10.9	46.2
<b>TOTAL</b>	<b>260.9</b>	<b>286.4</b>	<b>310.4</b>	<b>333.3</b>	<b>361.2</b>	<b>1,552.2</b>

The Administrator of UNDP is also responsible for administering the United Nations Capital Development Fund, the United Nations Fund for Population Activities, the Fund of the United Nations for the Development of West Irian (from 1 January 1971) and the United Nations Volunteers (see part B below).

### 1. Operations

#### IMPLEMENTATION IN 1970

In two respects 1970 was a landmark year for UNDP. First, the basic foundation was laid for major organizational changes in structure, from which should emerge an instrument capable of delivering, by 1975, a programme of development assistance twice the size of the present one.

Secondly, a record volume of development assistance was provided under both components of the Programme. During the year covered by this report, participating Governments, in partnership with UNDP and the family of United Nations organizations, were carrying out a total of 3,494 large and small-scale technical co-operation projects in over 130 nations of the developing world. To finance this programme, a level of expenditure by UNDP proper of \$232 million was matched by the equivalent of nearly \$275 million in counterpart contributions from the recipient Governments themselves.

For the Programme as a whole, project expenditures were 17 per cent higher than the previous year's record high, reflecting increased operations in the field. Under the UNDP (Special Fund) component, outlays (excluding agency overhead costs) for large-scale pre-investment projects amounted to \$154.9 million, an increase of 15 per cent over the 1969 level. With this growth, Special Fund assistance accounted for three fourths of total UNDP expenditures for project implementation in 1970. A total of \$51.3 million was spent on implementing 2,751 small-scale projects under the Technical Assistance component.

Developing countries in all regions of the world shared in the Programme's growing volume of assistance. Africa continued to receive the largest share, accounting for 40 per cent of total annual project expenditures. Roughly one fourth of total UNDP outlays went to activities in Asia and the Far East, and more than one fifth for projects in the Americas. The Middle East and Europe received 12 per cent, while the remainder was spent on interregional undertakings.

Sectorally, agriculture, industry, public utilities and education registered the largest gains in 1970, together accounting for 80 per cent of project expenditures in both components of the Programme. The agricultural sector alone absorbed one third of the total resources delivered, totalling \$69 million.

Expenditures by the executing agencies roughly followed those for the sectors. Among the Programme's four principal agencies, FAO accounted for 33 per cent of total project expenditures, followed by the United Nations (19 per cent), UNESCO (15 per cent) and the ILO (12 per cent). These four agencies combined accounted for 79 per cent of the total outlays during 1970.

The technical expertise and advisory services provided to all projects assisted by UNDP in 1970 covered virtually every field of development activity and involved a total of 8,848 experts from 103 countries, including 1,114 obtained from subcontractors. Altogether, 1,823 nationals of developing countries served on UNDP projects and accounted for more than one fifth of the total personnel recruited internationally.

More than three fifths of total Programme expenditures were for the services of experts recruited by the agencies, an increase of 15 per cent over 1969. While direct recruitment continued to be the principal means of staffing UNDP projects, an increasing number of experts for Special Fund projects were provided in 1970 through consulting firms and organizations under subcontract to the agencies. Payments to these organizations amounted to \$27.5 million in 1970, or about one sixth more than the preceding year's level.

The greater use by the executing agencies of contracting and consulting firms and organizations to implement large-scale projects was also reflected in the 13 per cent increase, to \$25 million, in the value of new subcontracts awarded by the agencies under the Programme in 1970. Moreover, additions of \$4.6 million to earlier awards were made, as well as the award of a major subcontract by UNDP proper for the implementation of its first global project.

Altogether, 7,127 nationals from developing countries were recipients of UNDP fellowships awarded for study and training abroad in 113 host countries. Of these, 70 per cent were financed under the Technical Assistance component and were intended for advanced study and research in a variety of subjects or for participation in specialized workshops and seminars, while the remainder were awarded to senior counterpart personnel serving on Special Fund Projects. Forty-one per cent of all fellowship-holders went to developing countries for their studies in 1970.

During the year, the executing agencies purchased \$34.2 million worth of project equipment in 126 countries. While the principal sources of supply continued to be the United States of America, the United Kingdom of Great Britain and Northern Ireland, the Federal Republic of Germany and Japan, the developing countries as a whole received 17 per cent of the total value of orders placed, compared to only 13 per cent in 1969. Over 95 per cent of equipment purchases were for projects in the Special Fund component of the Programme.



## SPECIAL FUND COMPONENT

Under the Special Fund component, the 15 per cent growth in annual project expenditures over the 1969 level was variously reflected in the different regions. Outlays in the Middle East, the Americas and Asia and the Far East were up 36, 20 and 17 per cent, respectively, while Africa's share of project expenditures declined slightly in 1970 to 40 per cent and Europe's to 8 per cent.

As in previous years, major emphasis continued to be given by the developing countries to projects in the agricultural and industrial sectors of their economies. These covered a wide range of pre-investment activities: resource surveys, feasibility studies, research and planning. Special stress was also placed upon training to meet manpower needs in these two sectors. Complementing this effort were many multisector training projects in such fields as teacher-training, middle-level technical education and university-level engineering.

Considerably more attention was directed in 1970 towards preparatory work on pre-operational projects, with the purpose of improving project implementation through the sharpening of project objectives and timing, work plans, budgets and, where feasible, initiating limited operations prior to formal project approval. The use of advance allocations during the pre-operational phase of projects permitted, on a limited scale, the effective alignment of key inputs, such as the early appointment of project managers, the recruitment of other key project personnel and advance ordering of equipment. Such arrangements were authorized during the year for 212 pre-operational projects, of which seventy-six were ready to begin full-scale operations by the end of the year.

Field work was completed on 101 large-scale projects during 1970, thus bringing to 432 the aggregate number of Special Fund projects completed since 1959. This figure represented almost 35 per cent of the 1,234 projects approved by the Governing Council under the Special Fund component between 1959, when Special Fund operations began, and the end of 1970, and almost 30 per cent of the total funds (\$1,240 million) earmarked for their execution. While the average duration of projects completed in 1970 was four to five years, there was a significant increase in projects of shorter length, including six feasibility studies that had become operational as recently as 1969. In addition, about one fifth of the projects completed during the year resulted in projects that were in their second phase.

There was also a sizable drop—from 162 in 1969 to 137 in 1970—in the number of Special Fund projects that came into operation in the past year. This was largely attributable to the considerable field work carried out under a variety of pre-project activities that were designed to enhance the effectiveness of subsequent full-scale project operations. Although tending to lengthen the interval between a project's approval and the time it is officially declared operational, the effect of such preliminary activities has, at the same time, reduced the urgency of the formal commencement of projects. In other instances, the failure of recipient Governments to meet their minimum counterpart contributions helped to delay the start of project operations.

The major share of project resources was contributed by the recipient Governments themselves, which provided, as their counterpart contributions to Special Fund projects, the equivalent, in cash and in kind, of about \$253 million—an increase of 16 per cent over the 1969 level. Nearly two fifths (\$99 million) of Government counterpart expenditures for 1970 were for salaries and wages of national project personnel, one third (\$85 million) for the construction and maintenance of buildings and facilities and slightly more than one fourth for equipment and supplies. In all, some 76,000 counterpart personnel served in Special Fund projects during the year. Of this total, 16,000 were employed as senior and intermediate technical and administrative staff, 30,000 were junior-grade technicians and 30,000 were in the service and labourer categories.

An effective supplement to government counterpart support of Special Fund projects was the assistance rendered by other multilateral, bilateral and private sources. In 1970, such associated aid was estimated at \$45 million, most of which was used to finance the construction and equipment of project buildings and facilities or to provide expert services and fellowships. Other associated aid included subsidies and grants-in-aid for research and training programmes and direct financial support of the counterpart budgets of projects. Bilateral programmes furnished about four fifths of the associated aid in 1970, with the remainder provided by regional and multilateral organizations including the World Food Programme and UNICEF.

## TECHNICAL ASSISTANCE COMPONENT

Seventy-one per cent of the aid provided in 1970, under the UNDP Technical Assistance component was spent on implementing 2,369 small-scale projects in 133 individual countries and territories, with the remainder channelled into 382 regional and inter-regional projects.

The geographical distribution of technical assistance activities closely paralleled that of the Programme as a whole. Africa was the major recipient, accounting for 38 per cent of project expenditures, while Asia and the Far East followed with 24 per cent and the Americas with 22 per cent. The balance was absorbed by the Middle East and Europe and by interregional project activities.

While approximately one fourth of expenditures under the UNDP Technical Assistance component in 1970 were in support of the agricultural sector, this was somewhat smaller than the comparable outlay for projects assisted by the Special Fund (36 per cent). On the other hand, 42 per cent of all project expenditures under the Technical Assistance component went to four economic sectors—education, health, public administration and social welfare—while corresponding Special Fund outlays amounted to only 17 per cent.

For the second consecutive year, the programming of individual country projects under the Technical Assistance component was governed by the annual country targets established by the Governing Council in 1968. Country targets for 1970 totalled \$68.9 million for 133 countries and territories, of which 44 per cent had annual targets ranging from \$100,000 to \$500,000 and 30 per cent from \$500,000 to \$1 million. Only one sixth of the countries had annual

targets of less than \$100,000, while one tenth had targets of \$1 million or more.

On the whole, programming at the country level sought to utilize slightly more than three quarters of the available target resources for 1970, with only ten countries programming less than 50 per cent of their individual targets. However, actual country project deliveries in 1970 amounted to \$39.3 million, or 75 per cent of the amount originally programmed for the year.

In comparison, for regional and interregional projects the over-all delivery record of the agencies more closely approached the funds actually programmed for 1970. Of the \$12.5 million programmed by the agencies in 1970 for regional and interregional projects, 82 per cent of this amount, or \$10.2 million, was spent for project implementation.

#### MEASURES TO IMPROVE IMPLEMENTATION

Implementation of a large, diversified programme of development projects is a complex operation involving the meshing of highly interdependent activities. Difficulties in obtaining inputs of specified quality, problems of scheduling and many other factors can adversely affect project implementation and few projects assisted by UNDP have escaped such problems.

Among the more serious and persistent constraints on project implementation, one of the more prevalent has been caused by delays in the recruitment of experts. These were most often the result of cumbersome recruiting machinery, the shortage of qualified experts, lengthy clearance procedures of Governments, language requirements or inadequate housing and school facilities near project sites. Other major constraints on project execution were attributable to delays in the procurement and delivery of equipment, particularly in the Special Fund component, inadequate provision of qualified counterpart personnel and the shortage or absence of adequate facilities. Various corrective steps continued to be taken by UNDP and its associated agencies to help overcome some of these major difficulties.

Under the new reporting system, introduced late in 1969, progress reports received from the field on Special Fund operational projects helped the UNDP management to identify critical bottlenecks, to determine whether project operations were on target, to co-ordinate project activities with related programmes and to identify investment possibilities. Information from these reports enabled UNDP and the agencies to undertake jointly on-site missions to review fifty-five projects for which implementation problems had been reported. In addition, over 105 terminal reports were produced during the year, which provided recipient Governments with essential information on the development potential of projects nearing completion and recommendations on follow-up action. Finally, mid-point reviews of fourteen projects were undertaken by UNDP and the agencies to determine, through in-depth studies, how effective these projects were in helping the assisted countries to meet their development objectives.

Various steps were also taken to improve the situation regarding delays in the recruitment of experts: there were better and earlier definitions of the manpower needs of projects; more precise job descriptions

were prepared and distributed promptly to recruitment sources; agencies expanded their recruitment sources by strengthening their ties with national committees and specialized professional organizations; and more realistic time-tables for fitting experts into project work were developed. By the end of 1970, the study by UNDP of the general problems of recruitment, with special emphasis on the difficulties of recruiting project personnel for assignment in hardship areas, had reached an advanced stage.

Network analysis techniques were introduced by four major agencies to help improve project planning and design and to maintain effective operational control of complex projects.

Considerably greater emphasis was also placed on pre-project activities under the Special Fund component in order to ensure more effective execution of projects after they have been approved.

#### RESULTS

The follow-up developments arising from many projects assisted by UNDP have amply demonstrated the sustained contribution the Programme is making to the development efforts in many countries. Some broad indications of the results of these endeavours may be indicated.

In the follow-up area of capital investment, a record \$1,062 million in new investment commitments for development schemes during 1970 resulted directly from, or were related to, thirty-eight pre-investment projects in the Special Fund component, bringing the cumulative investment commitments reported to \$4,448 million by the end of the year. Over 70 per cent of this amount was for physical infrastructure projects, particularly transport-development and electric-power development schemes.

Even more far-reaching were the benefits gained from the Programme's work in the development of human resources. By the end of 1970, assistance to 131 training institutes and sixty-five applied-research projects had been completed, and some 565,500 persons had participated in courses and seminars offered by UNDP-assisted education and training projects. These institution-building and training efforts are achieving important results in providing the pool of skilled manpower and technological improvements needed to support development in various sectors of the developing countries' economies.

#### 2. Finances

In 1970, 126 Governments pledged contributions to UNDP totalling the equivalent of \$226,038,292. In addition, contributions of recipient Governments in the form of assessed local costs in support of approved projects amounted to \$11,004,783 for the Special Fund projects and \$4,569,225 for programmes under the Technical Assistance component. Within the total resources available and earmarkings of funds authorized by the Governing Council, allocations were issued by the Administrator totalling \$208 million. Actual expenditures incurred in 1970 totalled \$257.8 million, including costs of Technical Assistance contingencies, costs of preparatory assistance to Governments, pre-project activities for Special Fund programme requests, Special Industrial Services, investment feasibility studies

and administrative supporting services. In addition, the equivalent of \$6.4 million was expended from Governments' cash counterpart contributions in support of Special Fund projects.

A summary statement of the total expenditures incurred in 1970 from UNDP resources is shown below:

(In United States dollars)			
	Special Fund	Technical Assistance	Total
Project costs ..	160,895,081	49,627,072	210,522,153
Overhead costs .	15,358,131	8,885,966	24,244,097
<b>SUB-TOTAL</b>	<b>176,253,212</b>	<b>58,513,038</b>	<b>234,766,250</b>
Administrative budget .....			23,083,832
<b>TOTAL</b>			<b>257,850,082</b>

### SPECIAL FUND

In 1970, the Governing Council approved earmarkings from UNDP resources totalling \$139,261,300 to finance Special Fund programmes. Of that amount, \$129,952,900 covered the cost of 161 projects approved at the ninth and tenth sessions; \$9,308,400 was authorized to supplement the earmarkings of twenty-five operational projects, and \$11,140,904 was earmarked for the Administrator's contingency authority. An amount of \$180,000 was earmarked to cover costs of preparatory assistance missions not resulting in approved projects. After a deduction of an amount of \$3,114,615 in earmarkings surrendered in respect of completed and cancelled projects, the net earmarkings for 1970 amounted to \$147,467,589.

Allocations issued by the Administrator in 1970 to cover project costs, and pre-project activities including preparatory assistance missions, totalled \$151.6 million.

### TECHNICAL ASSISTANCE

At the ninth session, the Governing Council approved earmarkings from UNDP resources totalling \$74,190,966 to cover the following costs of the Technical Assistance programme in 1970: \$53,248,000 for projects to be approved by the Administrator against country targets—\$12,057,000 for regional and interregional projects; and \$8,885,966 for overhead costs of the participating and executing agencies. In addition, the Council approved the individual country targets for 1971, to be applied provisionally for the years 1972, 1973 and 1974, and the distribution of the provisional estimates for 1971 resources totalling \$78,725,816, consisting of: (1) country targets—\$53,148,000; (2) Administrator's planning reserve to be used to supplement or adjust the 1971 country targets—\$4,168,000; (3) regional and interregional projects—\$12,504,000; and (4) overhead costs of the participating and executing agencies—\$8,905,816. Allocations issued by the Administrator for country and regional and interregional projects, and overhead costs of the participating and executing agencies totalled \$143.5 million.

### REVOLVING FUND

At the tenth session in June 1970, the Governing Council approved an increase in the level of the Revolving Fund from \$12 million to \$14 million for

the financing under this authority of pre-project activities of an urgent nature arising from emergency situations. Allocations issued totalled \$11,766,820 at 31 December 1970. Of this amount, \$867,035 was for technical assistance contingencies, \$868,700 for Special Industrial Services activities, \$993,990 for investment feasibility studies, \$6,061,300 for Special Fund pre-project activities and \$2,975,795 for Special Fund preparatory assistance missions. The unallocated balance of the Fund as of 31 December 1970 amounted to \$2,233,180.

### CONTRIBUTIONS PLEDGED FOR 1971

At the Pledging Conference held in New York on 29 October 1970, 103 Governments announced their contributions to UNDP for 1971, totalling the equivalent of \$146.4 million. Additional contributions subsequently announced by eighteen Governments brought the total pledges (as recorded in the 1970 accounts) to \$239,241,505. These contributions brought to \$1,105,955,877 the cumulative amount of all Governments' contributions to UNDP and its predecessor programmes.

### 3. Administration

#### ORGANIZATIONAL ARRANGEMENTS

During 1970, the structure, organizational arrangements and procedures of UNDP had been reviewed by the Governing Council. On the basis of the findings of the report entitled *A Study of the Capacity of the United Nations Development System*, a consensus was adopted by the Governing Council, endorsed by the Economic and Social Council in July 1970 and approved by the General Assembly in resolution 2688 (XXV) of 11 December 1970. The consensus, in addition to providing for country programming of UNDP assistance and ensuring the full accountability of the Administrator for all phases of the management of the Programme and greater decentralization of responsibility for programming and implementation from headquarters to the country level, also provided for an organizational approach and system substantially different from existing arrangements.

In order to ensure forward planning of UNDP assistance that is relevant to the needs and development plans of the developing countries, a substantial devolution of responsibility to UNDP's field representatives is required. Their role and authority for all activities in the country need to be strengthened. Delegated authority on a country and regional basis will enable UNDP to respond effectively to the decision-making processes of the countries themselves. The present UNDP emphasis on programming is to be balanced by giving equal attention to implementation and follow-up.

#### HEADQUARTERS SECRETARIAT

In January 1971, the Governing Council agreed that the Administrator's full accountability for the management of all aspects of the Programme could best be discharged by delegating authority to field offices through the regional bureaux. Accordingly, four such bureaux, headed by Assistant Administrators, have been established within the headquarters secretariat. Under the authority of the Administrator, they are responsible for the country, subregional and regional programmes

in their respective geographical areas—Africa, Asia and the Far East, Latin America and Europe, the Mediterranean and the Middle East—for interregional and global projects assigned to them by the Administrator, and will maintain close links with regional and sub-regional organizations in the United Nations system.

The regional bureaux, in close co-operation with Resident Representatives, are to carry out on behalf of the Administrator the appraisal of country programmes and the formulation, appraisal, implementation, evaluation and follow-up of projects and to this end, they are to deal directly, as appropriate, with Governments and executing agencies, including non-governmental bodies. They are to make proposals to the Administrator for the establishment of policy guidelines for the determination of indicative planning figures, for the formulation, appraisal, implementation, evaluation and follow-up of projects and for the selection of executing agencies, including the use of services of governmental and non-governmental institutions and firms. Each regional bureau is to have within it, or available to it, adequate technical, financial and investment services, including the services of high-level consultants, for the effective discharge of its functions.

In addition to the regional bureaux and in accordance with the decision taken by the Governing Council at its eleventh session, the Administrator has established within his office a planning bureau, under an Assistant Administrator, to be known as the Bureau for Programme Analysis and Policy Planning. This Bureau is responsible for carrying out long-term planning, programme analysis, research and over-all evaluation of the Programme. The Bureau is made up of a Directorate, a Programme Evaluation and Policy Planning Division and a Management Information Service. As provided in the Council's decision, the Administrator has also established, again within his office, a Bureau for Programme Co-ordination, also headed by an Assistant Administrator, to ensure that UNDP continues to be a single unified Programme and to evolve, with the full co-operation of the regional bureaux, consistent and coherent policies and practices in its relationships with Governments and its collaboration with the participating organizations. This Bureau will also provide advisory services on technical and financial matters to the Administrator and to the regional bureaux as appropriate and at their request. The Bureau consists of a Directorate, a Financial Management Division and a Technical Advisory Services Division.

Thus, the former Bureau of Operations and Programming and Bureau of External Relations, Evaluation and Reports have been replaced by the four regional bureaux with operating or "line" functions and the two "staff" bureaux in the Office of the Administrator. In this process, the Division of External Relations, including the secretariat of the Governing Council, has been relocated in the Office of the Administrator and will report directly to the Deputy Administrator. The Development Support Information Service remains a unit in the Office of the Administrator.

By its resolution 2659 (XXV) of 7 December 1970, the General Assembly established the United Nations Volunteers and entrusted its administration to the Administrator of UNDP. Accordingly, the Co-ordinator of the United Nations Volunteers forms part of the Office of the Administrator. The Co-ordinator, acting within the framework of UNDP, is responsible for promoting

and co-ordinating the recruitment, selection, training, placement and administrative management required by the participation of the volunteers in development assistance activities of the United Nations system (see also part B, section 2 below).

The two principal trust fund programmes administered by UNDP, namely, the United Nations Fund for Population Activities and the Fund of the United Nations for the Development of West Irian, continue to report directly to the Administrator and the Deputy Administrator.

The Bureau of Administrative Management and Budget, which remains practically unchanged, will continue to have responsibility for all aspects of organization, budget, personnel management, general services and administrative support for the functioning of the UNDP secretariat both at headquarters and in the field. There will be increased emphasis on certain aspects of the work of the Bureau, including staff training, personnel administration under the enlarged authority of the Administrator, and organization and methods.

In order to advise and assist him in the over-all evaluation of UNDP's role and the evolution of new policy directions, the Administrator has appointed a Programme Advisory Panel, consisting of eminent persons with special knowledge of and experience in economic and social development. The Panel normally meets twice a year for short sessions and is assisted by the staff of the Bureau of Programme Analysis and Policy Planning.

#### UNDP FIELD ESTABLISHMENT

In accordance with the consensus reached by the Governing Council, not only does the UNDP field office remain central to the organizational structure and orientation of the Programme, but its role has become increasingly vital and complex under the new concepts and procedures. The Resident Representative now has over-all responsibility for the Programme in the country concerned and his role vis-à-vis the representatives of other United Nations organizations in the country will be that of team leader, taking into account the professional competence of these organizations and their relations with appropriate government organs. This role of leadership and over-all responsibility extends to all contacts with governmental authorities concerned with the Programme, and he is to be the principal channel of communication between the Government and the Programme. The same considerations will apply to other programmes for which responsibility at the country level is specifically entrusted to him.

In particular, the Resident Representative will act as leader of the United Nations system in its co-operation with the Government in organizing, preparing and conducting the programming exercise and the periodic programme reviews. He will similarly provide leadership for the system in the entire process of assisting Governments in formulating and carrying out the appraisal of small project requests and will have the authority to approve such requests under specified conditions. He will help the Government to formulate large projects and will assist the regional bureaux in their appraisal. The Resident Representative will exercise at the country level the Administrator's responsibility for the control of project implementation, he will monitor all aspects of project operations,

have specified authority to approve modifications of ongoing projects, carry out or arrange for project reviews and assess project results, and have responsibilities that will be specified for advising on possibilities and implications for follow-up action, including investment.

The staffing requirements of the UNDP field offices have been reviewed in the light of their added responsibilities and, as a result, a number of offices have been strengthened. Further, to meet demonstrated needs for responsive and effective field operations and to observe the spirit of the consensus, the Administrator intends to open new offices in Fiji, Guatemala, Honduras, and Papua and New Guinea, and, at a later date, in Costa Rica and Nicaragua.

#### BUDGETARY ARRANGEMENTS

The budget for the administrative and programme support services of UNDP for 1971, as approved by the Governing Council in January 1971, amounts to \$US 29.5 million (net), comprising administrative services costs of \$4,738,900 (16 per cent) and programme support services costs of \$24,761,100 (84 per cent). The Administrator will report to the Governing Council at its twelfth session in June 1971 on the possibility of further savings in 1971.

Staff posts at headquarters have increased from 1970 to 1971 to cover new needs arising from the restructuring and continuous growth of the Programme—from 201 Professional and higher posts and 278 General Service posts in 1970 to 236 approved Professional and higher-level posts and 325 General Service posts in 1971.

The field establishment in 1970 totalled 328 international Professional and higher posts, including twenty-eight agricultural and twenty industrial development advisers, and 2,074 General Service staff, of whom 1,946 were recruited locally. Provision has been made in 1971 for 377 international posts in the Professional and higher levels, including twenty-eight agricultural and twenty industrial development advisers, and 2,222 General Service staff, of whom 2,084 are locally recruited.

#### OTHER MATTERS

##### *Global meeting*

A global meeting of UNDP Resident Representatives was held in New Delhi from 14 to 28 February 1971 for discussions between the Resident Representatives and headquarters officials of the new concepts, arrangements and procedures of UNDP as set forth in the consensus. The meeting gave the Administrator and his senior colleagues an opportunity to share with Resident Representatives views on the implication of the consensus for the field offices, with particular reference to the role of Resident Representatives themselves. The meeting also provided an opportunity for all those concerned in UNDP to discuss with representatives of the organizations and regional offices of the United Nations system such matters as the new country programming approach, the full accountability of the Administrator, the decentralization of responsibilities to the field and the responsibility and role of the Resident Representatives under these new arrangements.

#### *Staff training*

The Administrator continues to attach great importance to the need for comprehensive training programmes for the Professional and General Service staff of UNDP. During the past year, the staff of UNDP continued to participate in seminars organized by UNITAR for government officials responsible for co-ordinating national development plans or external assistance in respect of such plans. A third training course was held in Lima. This course was in the series of administrative courses run by the UNDP Bureau of Administrative Management and Budget for groups of administrative and finance staff from field offices, most of whom were locally employed. At headquarters, language and orientation courses continue to be provided for Professional and General Service staff.

A training section has been established within the Personnel Division of the Bureau to take responsibility for developing and administering various training programmes and activities designed to increase the effectiveness and productivity of staff. In this connexion, the Administrator has closely co-operated with the Executive Director of UNITAR in the study of the feasibility of establishing a United Nations staff college and will participate fully in the discussions aimed at initiating early action in this matter.

In the study on the staff college, a number of recommendations were made for the training and re-training of project personnel. The Administrator will pursue these and other recommendations and suggestions in close consultation with the participating and executing agencies.

#### *Recruitment of project personnel*

In the exercise of his responsibility for the optimum implementation and delivery of the Programme, the Administrator has kept under consideration and study the ways and means of improving the quality and availability of project personnel for the developing countries. In a preliminary way, the findings of the study have been brought to the attention of the organizations of the United Nations system, and the Administrator is encouraged by the favourable reaction of these organizations.

#### *Conditions of service in the field*

In terms of his responsibilities under the consensus for the implementation of projects, the Administrator has completed a study on the conditions of service in the field, with particular reference to constraints on effective operations. The recommendations and proposals emanating from the study have been the subject of a preliminary review by interorganizational bodies and steps are now being taken to give further consideration to these matters on the following levels: those which fall under the authority of the Administrator, in some cases with guidance from the Governing Council; those which are within the executive competence of the heads of organizations; and those which require consideration and action at the "legislative" level for changes in regulations and rules. The Administrator believes that early action to remove the more significant of the constraints caused by inadequacies in field conditions of service will greatly facilitate effective implementation of the Programme in line with the spirit of the Governing Council's consensus.



## B. Programmes administered by the United Nations Development Programme

### 1. United Nations Fund for Population Activities

The year 1970, when the United Nations Fund for Population Activities first became fully operational, was marked by a sharp rise in financial support from interested Governments and a rapid increase in the amount of assistance being provided to low-income countries for population programmes.

A target figure of \$15 million had been set to cover operational costs for the year. This was surpassed when twenty-four Governments pledged a total of \$15.4 million for the support of the programme. Thirteen of these donations were made by developing nations, some of which were at the same time receiving assistance from the Fund.

A new target figure of \$25 million was established for 1971. In January, the Government of the United States of America announced a contribution of \$12.5 million for the year on a matching basis and by April contributions amounting to over \$6.5 million had been pledged by nine other Governments. The early donors were Canada, Denmark, the Federal Republic of Germany, Finland, India, Morocco, the Netherlands, the Philippines, Singapore and the United Kingdom of Great Britain and Northern Ireland.

The programming of field activities also gained momentum and, by the end of 1970, some 200 projects in Africa, Asia, Latin America and the Middle East were being supported by the Fund at a cost of \$6.7 million. Agreements were also signed towards the end of the year with the Governments of Mauritius and Pakistan involving allocations of an additional \$2.3 million for assistance to comprehensive family planning programmes.

In almost all cases, the execution of projects being assisted in 1970 was assigned to one or, on a collaborative basis, to several of the organizations in the United Nations system. Grants, however, were also made to the International Planned Parenthood Federation to support activities in population and family planning and to the Population Council to augment its information programme.

The executing agencies are the United Nations, UNICEF, the ILO, FAO, UNESCO and WHO.

Projects being prepared or already under implementation by the executing agencies cover a wide range of population activities, including the collection and analysis of basic demographic data; the provision of demographic research and training facilities, demonstration programmes in family planning connected with maternal and child welfare services; the inclusion of courses on population subjects in educational programmes of all kinds, such as adult education, teacher training and agricultural extension; the provision of fellowships in the fields of population statistics, census-taking, demography, health education, human reproduction, communications evaluation and public administration; and the provision of contraceptive supplies and manufacturing materials, if requested.

The Executive Director of the Fund is Rafael M. Salas of the Philippines, who has the rank of Assistant Administrator of UNDP. In 1969, the management of

the Fund was entrusted by the Secretary-General to the Administrator of UNDP.

In deciding on the programmes and directions of the Fund, the Administrator and Executive Director drew upon the advice and guidance of three consultative bodies: the Advisory Board, composed of twenty-one eminent persons appointed by the Secretary-General; the United Nations Inter-Agency Consultative Committee, on which are represented members of the United Nations system participating in population activities; and the Programme Consultative Committee of the United Nations Fund for Population Activities, which brings together governmental donor agencies and non-governmental organizations engaged in population activities. The Fund also participates in the ACC Subcommittee on Population.

The Advisory Board first met in January 1970, then in May 1970 and again in February 1971. The Inter-Agency Consultative Committee met in January, June and December of 1970, while the Programme Consultative Committee met in May 1970 and in January 1971.

### 2. United Nations Volunteers

An international group of volunteers for development was established by the General Assembly under resolution 2659 (XXV) of 7 December 1970, following a proposal made by the Economic and Social Council in resolution 1539 (XLIX). This major decision completed two years of discussions on the feasibility of an idea launched in 1968 by the Shah of Iran. The Assembly, stressing the role of youth in economic and social life, emphasized that well-organized service by skilled volunteers in countries requiring them could contribute not only to the success of development assistance activities, but would help effectively to marshal the energies and human resources of youth.

The Assembly requested the Secretary-General to designate the Administrator of UNDP as Administrator of the United Nations Volunteers and asked him, in consultation with the Administrator, to appoint a co-ordinator to promote and co-ordinate the activities of the Volunteers within the United Nations system and with the national and international organizations. It was also decided in the same resolution to set up a special voluntary fund for the support of the activities of United Nations Volunteers.

Shortly after the Secretary-General appointed Mr. Paul G. Hoffman, Administrator of UNDP, as Administrator of the United Nations Volunteers, Mr. A. K. Sadry (Iran) was named as Co-ordinator. Contributions to the Fund were received from Denmark, the Holy See, Iran, Turkey and the United States of America, and more were expected.

Thereafter a series of preparatory moves were begun with a view to launching the Volunteers on a firm legal footing in co-operation with the organizations concerned. To this effect, a co-operation agreement was signed with one major non-governmental international body co-ordinating volunteer organizations. In addition to these necessary moves, soon after the launching of the programme, several countries requested that qualified volunteers be recruited, screened and dispatched to the field, as components of UNDP-assisted projects. In response to this request, preparations were made to send volunteers to developing countries as soon as possible with the hope that an important

segment of society, namely youth, could play its part in contributing to the over-all goal of a greatly enlarged UNDP thereby making a major contribution to the activities and aims of the Second United Nations Development Decade.

### 3. Fund of the United Nations for the Development of West Irian

The economic and social development programme in the West Irian Province of Indonesia, financed under a funds-in-trust grant of \$30 million from the Government of the Netherlands to the Fund of the United Nations for the Development of West Irian (FUNDWI) and the Indonesian Government counterpart support of local currency and facilities, estimated at the equivalent of \$70 million, achieved considerable progress during 1970.

The programme of the Fund covers a wide range of activities, which include technical assistance, pre-investment activities and capital investment, as follows: rehabilitation of the provincial infrastructure, including air, land, and coastal and river transport, electric power supply, telecommunications and meteorology (\$12.1 million); commercial production of the natural resources—forestry, marine and inland fisheries, and Asmat handicraft (\$3 million, initial capital investment); improvement and expansion of agricultural crops and livestock (\$900,000); education and vocational training (\$3 million); and public health (\$600,000).

In 1970, five plans of operation for pre-investment assistance projects were signed with an allocation from the Fund of over \$10 million and related counterpart contribution in kind of about \$11 million in local currency. By the end of the year, allocations issued for project expenditures totalled more than \$20 million, including partial allocations of approximately \$250,000 to finance pre-operational activities of the two remaining pre-investment assistance projects, for which the plans of operation were being finalized.

Eighty-five international personnel were on duty in West Irian participating in activities financed by the Fund, not including the expatriate crews of the seven vessels engaged in a marine fisheries survey project subcontracted by FAO. Fifty-five counterpart personnel completed or were in process of completing fellowship training and travel grants financed by the Fund: civil aviation—forty-one, education—ten, agriculture—three, and public health—one. Project equipment and supplies estimated at a value of \$6.8 million were either delivered or were en route to West Irian.

The capital investment projects for the rehabilitation of the infrastructure made further progress in the restoration of the land, air and sea transportation and telecommunications facilities and in recommissioning various electric power stations. By the end of 1970, major items of equipment financed by the Fund in support of the infrastructure rehabilitation programme included aircraft, buses and trucks, heavy construction equipment for roads and airstrips, 150-ton (d.w.) coasters and water buses, spare parts for the repair of electric power stations and engines of government vessels, materials and supplies for local naval shipyards, telecommunications and meteorological equipment and replacement parts.

A new industrial activity was developed, with the establishment and operation of a mechanized logging and sawmilling enterprise under the forestry production project executed by FAO, which has provided jobs for more than seventy local personnel, reduced import requirements of sawn timber and developed the export trade of logs. By the end of the year, 1,200 cubic metres of logs were exported and nearly 500 cubic metres of sawn timber sold locally. Revenues accruing from the operation of the project would be utilized for the further development of the enterprise and the expansion of its activities.

The marine fisheries survey project, designed to assist in the development of a fishing industry, completed a one-year investigation of the fish resources along the northern coast of West Irian. The survey included trial fishing operations and the marketing of the catch. By the end of the year, 2,500 tons of fish were exported to the Japanese market. The survey phase was further extended for three months in 1971 while plans were under discussion for the establishment of a fishing industry and the setting up of shore cold storage facilities.

In the field of inland fisheries, the programme for increasing production in the government hatcheries was actively continued. The introduction of improved methods of fish culture contributed largely to increasing by ten times the fingerling production in 1970 over the 1968 level, thus enabling the project to initiate a programme of stocking fish fry in natural waters as part of a larger scheme for the development of the inland fishery resources. The prospects for such development in selected natural water bodies were also being investigated from a scientific point of view in co-operation with the Inland Fisheries Institute in Bogor (Java). Finally, trials and demonstrations were initiated to apply more advanced methods of fishing adapted to the natural conditions of the inland waters. The whole programme is designed to increase the sale of fish in the local markets and to help reduce the present protein deficiency in an economic way.

Another key element in the programme of the Fund is the development of the human potential by organizing programmes of education, vocational training, on-the-job training, overseas fellowships and travel grants. The educational programme is being executed by UNESCO with an allocation by the Fund of more than \$1 million for assistance in the fields of educational planning and administration, model school construction, teacher-training and science-teaching programmes, adult education and village-level development and assistance to the Tjenderawasih University in Djajapura. The programme includes assistance to the Institute of Anthropology associated with the University in an effort to promote understanding and provide a cultural bridge between the rural and swamp-dwelling villagers in the coastal areas of West Irian (population—500,000), the central highlanders (population—300,000), who live in a stone-age environment, and the government officials coming from other provinces of the Republic.

A project executed by the ILO aims at the establishment of an industrial vocational training scheme consisting of two training centres and assistance to a government training department. Training in nine industrial trades is being provided under this scheme.

To provide adequate housing for project personnel, the Fund, in agreement with the Government, has

financed a housing project to provide fifty fully furnished prefabricated houses, which were completed in June 1970.

To encourage and promote local industry in the Province, a small loan agency, the West Irian Joint Development Foundation, was established on 21 December 1970 following the signature of its statute by the representatives of the UNDP Administrator and the Government of Indonesia. The Fund has allocated \$4 million to the Foundation and the Government of Indonesia has agreed to provide the equivalent amount in local currency for this purpose. The Foundation will be managed by a Board of Commissioners, one of whom will represent the UNDP Administrator. The international staff of the Foundation—a chief executive, secretary/chief accountant, and the associate manager of technical advisory and extension services—are being recruited on an operational assistance basis, with the agreement of the Government. The Board of Commissioners held its inaugural meeting at Djajapura on 14 May 1971 and took preliminary steps to achieve its aims. Meanwhile exploratory discussions have been held with nearly fifty interested local enterprises to ascertain whether or not they would be eligible for assistance from the Foundation.

The proposal to establish a West Irian Forest Industries Development Corporation was put in abeyance following the withdrawal of the forestry concession by the Government of Indonesia. The negotiations with the international timber firms regarding their participation in the Corporation have not been successful. The Government of Indonesia is being consulted in order to reprogramme the earmarkings of \$2 million for the Corporation, which are now available for other development activities.

The Government has established a high-level counterpart organization, charged with the responsibility for the development activities in West Irian, which co-ordinates their undertakings for the provision of counterpart funds, services and facilities.

A UNDP/FUNDWI office in Djajapura, under the direction of a Deputy Resident Representative, has continued to function under the supervision of the UNDP Resident Representative in Indonesia.

#### 4. United Nations Capital Development Fund

The Administrator continued during the year to fulfil his interim responsibility for managing the United Nations Capital Development Fund, a responsibility most recently assigned to him by the General Assembly in resolution 2690 (XXV).

The Secretary-General continued to be responsible for fund-raising, which so far has amounted to \$4.4 million. Of this amount, \$2.02 million has been paid, 90 per cent in non-convertible currencies. The Administrator has repeatedly emphasized that because of the size and composition of the Fund's resources the scope of its activities is limited. In practice initial operations were confined to follow-up investments for UNDP-financed projects. Financing proposals have centred around two projects for the use of Yugoslav-built fishing boats in a Brazilian fisheries co-operative and for the use in Bolivian groundwater projects of irrigation pumps manufactured in Pakistan.

The next Pledging Conference of the United Nations Capital Development Fund is expected to take place jointly with the one for UNDP, in October 1971.

### C. Operational activities of the United Nations

Efforts continued to be made to give new orientation to the United Nations regular programme according to the guidelines that were laid down by the Governing Council of UNDP at its seventh session and further elaborated subsequently. The new approach is based on selectivity with regard to the fields of activity, types of assistance and countries to be assisted. These criteria were reflected to some degree in the 1971 programme approved by the Secretary-General. An indication of the steps being taken to make further progress in this direction was given in the Secretary-General's report on the regular programme to the Governing Council at its eleventh session. In the regular programme for 1972 and subsequent years, pilot and demonstration projects in the areas of concentration of the regular programme will claim an increasing proportion of the resources of the programme. Special consideration will be given to complex and comprehensive projects of an interdisciplinary nature for subnational regional development. The process of concentrating regular programme activities in a limited number of countries, particularly the least developed among the developing countries, will be carried further. Steps have already been taken to phase out some of the ongoing activities and explore with the Governments concerned possibilities for projects under the new approach.

Further steps were taken to implement General Assembly resolution 2563 (XXIV), which called for the intensification of efforts to meet more satisfactorily the requirements of Member States in development planning, plan implementation, public administration and management. Recruitment for three United Nations Development Advisory Teams for the Caribbean, Central African and South Pacific areas was initiated in 1970. It is still too early to report on the experience gained so far in the implementation of this scheme.

#### AFRICA

During the past year, the volume of activity in Africa increased somewhat whereas the types of activity remained relatively unchanged. The efforts to make the best use of resources through the further refinement of the tools of planning and implementation continued. Particular emphasis was given to the continuous appraisal and scrutiny of ongoing projects, in close co-operation with the UNDP Resident Representatives, with a view to reaping the optimum benefits from these projects. The efforts of past years to bring about a closer correlation between the UNDP (Technical Assistance) and UNDP (Special Fund) components and to relate projects more closely to national development plans and strategies seemed to have borne fruit. Governments paid increased attention to the determination of objectives and priorities in making requests for assistance. Requests increased for assistance in strengthening basic governmental machinery, especially as it relates to the planning and execution of development plans. The regular programme of technical assistance was largely disengaged from the past long-term commitments in order to concentrate its limited resources in priority fields. This has been possible largely through the phasing out of some projects and the continuation of others under the UNDP (Technical Assistance) component or other appropriate sources of financing.

At the beginning of the reporting period, under the Special Fund component, forty-nine projects were under way; another five new projects were approved at the end of June 1970 and eleven in January 1971, giving a total of sixty-five projects, of which seven were completed during the year. In addition, preliminary activities were begun for six projects. The main activity under the Special Fund component continued to be directed towards natural resources surveys and development. As in the previous year, mineral resources development projects accounted for almost half of all projects, and water resources and river basin development and power projects accounted for a further quarter of the projects. Of the sixteen new projects approved and the six for which pre-project activities were begun, over half were in this field.

Technical assistance activities financed from all sources (excluding regional advisers) continued at an increased rate with over 400 experts, supported by about thirty-five associate experts, provided to Governments or requested by them during the year. The regional adviser programme under the Economic Commission for Africa (ECA) continued to render valuable short-term assistance to the Governments. There was a noted tendency towards larger and more complex technical assistance projects made up of teams of experts and including fellowships for the training of counterparts and having increased collaboration with the specialized agencies and the bilateral programmes.

The programme of United Nations Volunteers is expected to add a new dimension to the level of technical co-operation activities in Africa. Several countries have already expressed interest, including the Niger, where arrangements are far advanced for the provision of volunteers to the public administration training and regional (rural) development project.

The trend that was noted last year towards national development planning within countries on an integrated multidisciplinary basis continued. Planning teams served in Chad, Dahomey, Mauritius, the People's Republic of the Congo, Swaziland, Uganda, the United Republic of Tanzania and Zambia, and have been requested for Algeria, Guinea and Morocco. Economic planning experts served in the East African Community, Equatorial Guinea, Lesotho, the Libyan Arab Republic, Madagascar, Rwanda, Somalia and Tunisia. In connexion with the project in development planning in Liberia, assisted by the Special Fund, a second conference in development strategies was organized in April 1971. Similar projects were started in Mauritania and Sierra Leone. Government requests at the national planning level also reflected greater emphasis on the appraisal and formulation of projects leading to investments. In Nigeria, where eight development planners had been assisting the State Governments in formulating State development plans, a national plan was formulated involving investment projects. The experts are now assisting in the implementation of State development plans.

A multinational interdisciplinary development advisory team was established in Yaoundé, Cameroon, to advise the Governments of the member countries of the Central African Customs and Economic Union on a continuing basis. This action followed intensive co-operation between the United Nations, ECA and other organizations of the United Nations system.

The African Institute for Economic Development and Planning at Dakar, which is supported by the Special Fund, continued its operations, but with a new orientation. More emphasis was being given to the specific needs of the region, by strengthening the research element of the Institute through an increase in national and subregional seminars and workshops for senior government officials, which will lead to the phasing-out of the previous nine-month course at the Institute.

The need for reliable statistical data for development planning was reflected in continued government requests for assistance in statistics, with training being given a high priority. Assistance under the Special Fund and Technical Assistance components of UNDP continued to be given to the regional training institutions in French-speaking and English-speaking Africa, namely, to the higher-level institutes at Rabat, Morocco, and at Makerere, Uganda, and to the middle-level training centres at Yaoundé, Cameroon, and at Dar es Salaam, the United Republic of Tanzania. Two seminars in national accounts were organized by ECA at the Rabat and Makerere institutes; advisers in economic statistics served in Malawi, the Niger, Nigeria, Rwanda and Uganda. Although only a few experts were advising on the organization and conduct of population censuses, a number of fellowships were awarded in this field with a view to facilitating the processing of population census data and developing demographic survey data. Governmental interest in the use of computers was met by short-term expertise and training under fellowships.

Efforts were continued to expand technical cooperation activities in public administration. Projects tended to become increasingly interdisciplinary, with particular government interest in administrative reform as well as in training. Special Fund institution-building training and research projects were continued in Burundi, the Libyan Arab Republic and the East African Community. The National School of Administration in the Niger and the Institute of Public Administration in Somalia entered the second phase of operation. In Senegal, Special Fund assistance was provided in administrative reorganization and the introduction of modern methods. In Mali, with the collaboration of the ILO, pre-project activities were instituted to assist the Government in planning and implementing a comprehensive reform of the country's public service; in the People's Republic of the Congo, assistance in strengthening the National School of Administration was requested. Under the technical assistance programme, interest was shown particularly in organization and methods and local government, and experts in these fields served in a number of countries, including Algeria, Equatorial Guinea, Ethiopia, Gabon, the Ivory Coast, the Niger, Nigeria, Sierra Leone, Uganda, the United Republic of Tanzania, Upper Volta and Zambia.

Advice on fiscal and financial matters continued to be given to nine countries in Africa under the Technical Assistance component, particularly in the field of financial administration and management. In Kenya, the project dealing with the promotion of co-operative savings and credit societies was extended. Special Fund ongoing projects for assistance to the Burundi National and Economic Development Bank and to the pre-investment unit of the African Development Bank continued. In Guinea, a new Special Fund project was approved to assist the Government in establishing an

effective system of data collection for state enterprises and to permit computer processing of such data, and in providing training in modern accounting methods.

In housing, building and planning, emphasis remained on demonstration projects, especially in developing low-cost housing, and on regional and urban planning. Government requests showed an increased interest in the exploitation of indigenous building materials to reduce dependence on imported materials. Several requests for Special Fund assistance in research on building materials are under consideration. The importance of developing adequate housing finance machinery is evidenced by several requests for assistance. The programme of assistance in the improvement of living conditions in slums, squatter settlements and other low-income areas, which was initiated last year, was continued with visits of an exploratory mission to several countries in West Africa that were carried out in pursuance of Economic and Social Council resolution 1224 (XLII). After a number of years of United Nations assistance, the subprofessional community planning course at the University of Science and Technology in Ghana will continue without United Nations participation. More than 100 trainees from Ghana and other countries in the region have successfully completed the course. A similar training programme at the University of Ibadan, Nigeria, has been under way for five years; during the past year, twenty-four national scholarships were awarded for this programme. Assistance was given to the Government of the United Republic of Tanzania in reviewing the requirements for starting a similar training programme. Of particular significance is the urban studies project in Kenya, under which two urban studies specialists, an economist and an architect were provided. The architect will function as chief technical adviser and co-ordinator of an interdisciplinary task force of local and foreign professionals and consulting firms entrusted with the preparation of a development plan for the Nairobi metropolitan region.

In the social field, there was an awakening of government interest in the mobilization of youth for development. Thirty countries participated in a regional seminar on youth policies and services organized by ECA in November and December 1970. In the Niger, two pilot projects designed to transform the rural economy and link it to the national economy were continued. Assistance in the sociological aspects of resettlement was provided in the Ivory Coast where some 80,000 people in the Bandama Valley have to be relocated owing to the construction of the Kossou Dam. Settlement sociology is also a major aspect of the Special Fund project in the United Arab Republic for integrated development and settlement of new lands irrigated by the high-dam waters, which is being carried out with the collaboration of the ILO and FAO. Assistance in training in social services was given in the Ivory Coast, Nigeria, Uganda and Zambia.

Governmental interest in population and family planning continued to increase. Several projects were financed from the United Nations Fund for Population Activities and a number of fellowships were awarded, especially in the field of population census and vital statistics, to assist the countries in generating more reliable demographic data. Of particular interest is a project in Nigeria where lecturers and fellowships were provided for a seminar in population problems and policies, held at the University of Ife; other assistance

to Nigeria included the provision of an expert in census cartography and a demographer. In the United Arab Republic, the one-year first-stage family planning project resulted in a request for major assistance amounting to over \$8 million. Requests for substantial assistance have also been received from Burundi, Liberia and Rwanda. A study tour in India and the Philippines was undertaken by a group of Ghanaian officials, and a similar tour for Sierra Leonean officials was organized in Ghana, Kenya, Nigeria and the United Arab Republic.

A programme to develop the collection and analysis of demographic data in Africa is being formulated by ECA. It is designed primarily to assist those countries which were not able to participate in the 1970 round of censuses and to help all African countries in obtaining details and agreed information on population trends and changes, which are required for development planning, on a continuing basis. It is expected that the project will be initiated in 1971 for a four-year period.

The principal United Nations technical co-operation activities in Africa continued to be in the fields of mineral, water and energy resources. United Nations activities have resulted in important discoveries leading or expected to lead to capital investments. For example, marble was discovered in Togo, resulting in the investment of about \$6 million. Only fifteen kilometres from the port of Lomé, a limestone deposit was discovered and an area was outlined which indicates a deposit of some 50 million tons of good-grade limestone; its estimated gross value is \$100 million and it is expected to support a cement plant with an initial capacity of 300,000 tons annually rising to about 1 million tons, a large part of which could be exported. Other discoveries were uraniferous deposits in Somalia; potentially important cupriferous zones in Senegal and the Ivory Coast; high-grade manganese oxides and medium-grade copper valued at approximately \$600 million in Upper Volta; radio-active mineral indications in Burundi; copper mineralization possibilities in the Sudan; high-grade and enormous rock-salt deposits at an estimated gross value of \$300 million in Morocco; a diamond exploration project was mounted in Lesotho using remote sensing techniques (infra-red and true- and false-colour photography); and in Malawi an airborne geophysical survey was carried out.

Special Fund-assisted projects in the field of water resources development are planned or are under way in Cameroon, Mali, Mauritania, Somalia and Togo. In Tunisia, a Special Fund project is in operation to introduce modern methods for conservation and intensification of groundwater exploitation, including studies of coastal collectors and artificial recharge, in northern and central regions for multipurpose use. Major projects in river basin development were under way—for example, the Senegal River studies, begun in 1966, and the newly approved Kagera Basin project, requested by Burundi, Rwanda and the United Republic of Tanzania.

In the field of energy, Special Fund assistance was continued in Madagascar and Sierra Leone in establishing a fifteen-year programme of electric power development. Projects are also being carried out in Ethiopia and Kenya with a view to utilizing geothermal resources for power development and other purposes.

In cartography and topography, two Special Fund projects are under way for strengthening the Govern-



ment services in the Ivory Coast and in the Sudan, and technical assistance was continued in these techniques in Burundi and Somalia. The Government of Liberia requested assistance in cadastral surveying and preliminary missions were undertaken to assess the requirements.

In the field of transport, the most significant development was the request of the Governments of Algeria, Mali, the Niger and Tunisia for further assistance in carrying out preliminary and final engineering studies of the trans-Saharan road to enable the Governments to mobilize the necessary construction financing. The previous Special Fund study indicated that the road was technically feasible and that the rate of return on investment would be approximately 12 per cent. Remote surveying techniques (infra-red scanner, radiometer and colour photography) are contemplated. The port studies assisted by the Special Fund on the Senegal River and in Madagascar continued, the former including river navigation development possibilities. A request was received from the Niger for assistance in river transport development along the Niger River. In the Democratic Republic of the Congo, major funds-in-trust assistance continued in road and river transport.

#### ASIA AND THE FAR EAST

The technical co-operation activities in Asia and the Far East showed marked changes during the period under review. Many of the operational difficulties relating to the recruitment of personnel, the signing of plans of operation, travel of regional advisers within the region and co-operation from the participating Governments were considerably improved. The trend of activities continued to be predominant in the fields of economic planning, natural resources development and social services. Greater emphasis was laid on new activities in the fields of population, public administration and subregional development.

In the area of natural resources, more complex exploration activities and application of international technology were undertaken to achieve success. New mineral discoveries were made and geothermal potentials were explored. In the field of public administration, activities were enlarged beyond the confines of training and research to establish and strengthen key national agencies and institutions for improvement of public services at national and local levels for carrying out major reform programmes.

In population activities, both advisory services and institutional training made significant contributions to the programme. Under a new agreement, the International Institute for Population Studies in India was expanded and a five-year support programme for the national family planning programme was launched. Similar negotiations with other countries are under way. Two family planning evaluation missions assisted the Governments of Iran and Ceylon in reviewing the present status of their national family planning programmes. In 1970, nearly 37 per cent of the assistance given by the United Nations Fund for Population Activities was directed to the Asia and the Far East region.

The preparation of the feasibility study of the Mu River Irrigation Survey Project in Burma, which was carried out under subcontract arrangement and on which field work was completed in 1969, is being finalized and will provide the Government with a comprehensive

study of irrigation development and hydroelectric power. Under a further subcontract arrangement, the design and construction drawings of the Thapanzeik Dam and the agricultural and demonstration farms have been prepared. When implemented, the project will provide opportunities for investment.

In Ceylon, the national economic programming and planning project is expected to strengthen the appropriations for over-all and sectoral development planning in the government departments. The ultimate objective of the project is to develop a government-wide system for project identification, formulation and evaluation, sectoral programming formulation of comprehensive plans and plan implementation. Experts working primarily with the Ministry of Planning and Employment and the Ministry of Industries and Scientific Affairs have contributed substantially towards those goals.

Another project in Ceylon, the Institute of Surveying and Mapping, has helped the Government in the training of middle-level surveyors, engineers and senior technicians of the Survey Department for its public services and for the private sector. Courses in surveying and mapping and field demonstration were conducted at the Institute over a four-year period. Supplementary assistance is to be provided to the project for an additional period of two years to help in further strengthening the Institute through the introduction of advanced courses in survey engineering for senior personnel of the Survey Department.

In China, the Special Fund project on urban and housing development has contributed to the drawing up of urban and regional development laws. Plans and programmes have been prepared for social housing and for the creation of appropriate institutional machinery for governmental and private sectors. A programme of training for public officials and a teaching programme for graduate students in social housing and urban and regional planning have been proposed. Many of the policies have already been introduced in the Government's development programme.

In Iran, under the project on public service reform and training, sixteen experts are assisting in establishing a new personnel system, improving the retirement system, computerization, computing personnel records and establishing a management training centre.

In India, under the project of assistance to the survey for pre-investment surveying, mapping and training, a pilot production and training centre has been established in Hyderabad. A full-fledged centre for map production and survey training has been set up and is operational. The centre represents a modernizing force in the Survey of India and the techniques of surveying and map reproduction demonstrated in this project have been recommended for adoption throughout the Survey.

In the Republic of Korea, under the project on regional physical planning, plans are being formulated for a physical development strategy for the next ten years. This strategy will take into account the direction of development as envisaged in the third Five-Year Development Plan of the Republic of Korea (1972-1976) and the basic concepts of the Korean National Development Plan, which include the objective of balanced regional growth. The project will help the Government to foresee the spatial consequences of the chosen economic development policies, to determine the

location of major public investments in the country and to establish guidelines for provincial planning activities and for reviewing the existing public policies to ensure the accomplishment of development objectives as a whole.

In Nepal, the road feasibility studies project, which includes a road reconnaissance survey, will identify priorities for road construction, bridge engineering and road maintenance, and will strengthen the technical capacity of the Road Department. A team of seven experts is at work with a subcontractor's team. When the project is completed, it should bring substantial economic and social benefits to the country.

In the Philippines, the Laguna de Bay region has been defined as an economic-political area of approximately 3,800 square kilometres, including the Laguna de Bay Lake, which extends over 900 square kilometres. Over 63 per cent of the estimated manufacturing capability of the Philippines is located in this region. The first phase of the survey identified the primary needs of the region and the impact that the hydraulic control and water improvement of the lake would have on the development of the region. Over \$150 million in investment and development opportunities are envisaged for a number of agricultural, industrial and transport projects under the proposed scheme.

In the South Pacific region, a project is being established to provide for a development advisory team to serve countries and territories in that area. This team will function under the operational guidelines established by the Department of Economic and Social Affairs and in co-operation with ECAFE. The team will provide Governments with advice and assistance in formulating projects in the context of national development planning, in identifying a country's technical co-operation needs and in strengthening the existing infrastructure. For the first time, a subregional target figure has been established by UNDP for technical assistance to the South Pacific area. This financing would support projects in the fields of transportation and the development of tourism. Under the United Nations regular programme and the UNDP (Technical Assistance) component, expert services were also provided in statistics, social welfare, economic planning, population and public administration.

Under the UNDP (Technical Assistance) component, a regional programme was organized of fourteen seminars, working groups and training courses in which more than twenty countries in the Asia and Far East region participated. These projects ranged from economic planning, regional development, water resources planning, urban transportation, statistics, public administration, social development and demography. Of particular importance were the roving seminars organized by ECAFE in which teams of experts conducted training in selected countries in the region. For example, the roving seminar on water resources planning conducted a training programme for water resources planning personnel in twelve countries; similarly, the roving seminar on standardization and modular co-ordination in the building industry in Asia and the Far East received enthusiastic response in the region.

#### LATIN AMERICA

At the UNDP Governing Council meeting in January 1971, four new Special Fund projects were approved

for the Latin America area, as well as a third phase for the Latin American Institute for Economic and Social Planning and a three-year supplementary allocation for the Latin American Demographic Centre. Taking the new projects into consideration, the status of Special Fund projects for the area in the first half of 1971 shows thirty-eight approved country projects and three regional projects, plus six projects in which implementation is in association with other agencies.

As in the past, most of these projects are in the general field of natural resources development, and the majority of these deal with mineral resources. Mineral surveys are being undertaken in Argentina, Bolivia, Chile, Ecuador, El Salvador, Guatemala, Guyana, Honduras and Panama, but Special Fund assistance to a number of projects in this field will have phased out by the end of 1971. Some projects, in which Special Fund assistance has been completed, will be carried forward temporarily under the Technical Assistance component of individual countries.

Two of the projects that are scheduled to end in 1971 have shown significant results. In Panama, the field investigation of the second-phase mineral exploration project has led to the discovery of a new mineral belt in the Cordillera along the San Blas coast, adjacent to the Colombian border. This belt contains mainly copper mineralization with indications of molybdenum, zinc, and gold associated with granodioritic intrusive and andesitic volcanic rocks. Follow-up investigations are continuing. As in the case of the Cerro Petaquilla porphyry copper prospects, previously discovered during the first-phase mineral project, the Government proposes to invite applications for a mineral exploration and development agreement from interested parties after project operations are concluded in mid-1971.

In Chile, the results of preliminary drilling in Los Pelambres early in 1970 were so encouraging that a large-scale drilling subcontract was undertaken later in the year which established the existence of a major porphyry copper deposit. The property is located in the mountains at an elevation of about 3,000 metres, but is nevertheless quite favourably situated as it lies only eighteen kilometres from the road network. From the beginning, the co-operation of an efficient counterpart organization was provided which, as a result of project objectives and methods, has been given a new orientation and is likely to continue long after UNDP participation ends.

Water resources development projects are currently being carried out in Argentina, Bolivia, Chile, Costa Rica, El Salvador, Nicaragua and Paraguay. As a typical example of what can be achieved in this field, one can refer to the groundwater research project in north-west Argentina, where the United Nations/UNDP phase of assistance was completed in December 1970 after six years. The project assisted the Government in completing groundwater studies with a view to providing a satisfactory basis for advance groundwater management activities. Almost \$1 million of UNDP funds have been expended to finance international expertise, the training of nationals and the purchase of equipment. Most of the aims of the project may be considered as having been achieved.

In the arid or semi-arid San Juan and Mendoza provinces of northwestern Argentina, where only two rivers supply all the usable water, much of which

was wasted by floods, new explorations by United Nations experts have revealed the existence of up to 40,000 million cubic metres of groundwater. As a result of this discovery, some 54,000 hectares (about 135,000 acres) of farmland, on which investments worth \$100 million have been committed, are now assured of development. The investment in drilling and equipment made by the Governments of the provinces as well as by private owners has helped overcome almost two years of serious crop failure caused by drought. The Government, through the Secretariat of State for Water Resources, is now processing a national decree for the establishment of a national centre for groundwater research to carry on the work which was given such a strong impetus by the United Nations. In January 1971, the UNDP Governing Council approved a Special Fund project of assistance to the Government of Argentina with the establishment of the Water Economy, Law and Administration Research and Training Institute, which might result in encouraging water resources development in the area. Although it is a national project intended for the training of Argentine nationals, it is envisaged that other countries in Latin America might also make use of the training and research facilities of the Institute.

In the field of energy, the United Nations is assisting with the establishment of a petroleum development centre in Bolivia, with off-shore petroleum exploration in Chile and with geothermal resources surveys in Chile and El Salvador. In El Salvador, the Special Fund-assisted project dealing with surveys of geothermal resources is in the second phase and is nearing completion. The project was conceived with the purpose of assisting the Government in ascertaining the technical and economic possibilities of the Ahuachapan geothermal field for competitive power generation. Discovery wells were drilled with the idea of proving tentative production potential for a first 20- to 30-megawatt phase of development as a highly competitive alternative to a conventional steam turbine of the same capacity which may soon have to be installed to keep pace with the country's rapidly growing power demands. A serious problem of water disposal after usage resulted and alternative methods of water disposal are being explored. This may turn out to be more costly than was anticipated, but a feasibility study which is being carried out has already indicated that the economics of geothermal power generation may be favourable when compared with the alternative conventional oil-fired thermal power. The project has aroused considerable interest in neighbouring countries and may prove to be the catalyst for similar experiments elsewhere.

Other noteworthy projects under the over-all heading of natural resources development where Special Fund assistance is being effectively used are in the field of navigation improvements. Thus, on the lower stretch of the Parana River, assistance is being given to the Government of Argentina and, on the Paraguay River, south of Asunción, to the Governments of Argentina and Paraguay. If successful, these projects may not only improve river transportation, but they may also result in the further economic growth of the neighbouring areas.

Considerable activity can also be reported in the field of urban physical and regional planning, with UNDP (Special Fund) projects in active execution in Argentina, Brazil, Jamaica, Venezuela and, in particular, Peru.

Following the disastrous earthquake in Peru in May 1970, United Nations assistance to that country contributed to the formulation of a new pilot project for the development of low-cost earthquake-resistant housing as part of the existing experimental housing project in Lima. The work includes a survey report on building materials and components used in low-cost housing; a manual on adobe building methods for low-cost housing; training courses for building workers and demonstration houses in both mountainous and coastal regions. A new Special Fund project on assistance in the planning and reconstruction of Chimbote was approved in January 1971, but preliminary operations started in October 1970 with the arrival of a task force of foreign experts to evaluate the reconstruction needs of the devastated city. Among the United Nations experts were two from Poland, whose experience included the reconstruction of Warsaw after the city was more than 80 per cent destroyed during the Second World War, and several experts from Yugoslavia, who helped with the reconstruction of Skopje after the 1963 earthquake. The main purpose of the project is for foreign experts to work with Peruvian experts to develop a master development plan for the city and its surrounding area. Further assistance to Peru, in the form of expertise, was organized and carried out by the Latin American Institute for Economic and Social Planning and made available to the National Planning Institute of Peru to advise on the revised planning objectives for the country in light of the results of the earthquake, and to the Comisión de Reconstrucción y Rehabilitación de la Zona Afectada, the national body set up for the reconstruction of the zone affected by the earthquake.

There has been a considerable and gratifying demand in the past year on the part of the Latin American countries for the modernization of their public administration systems. Projects assisted by the Special Fund are in operation in Colombia, the Dominican Republic, Peru, Uruguay, Venezuela and in San José, Costa Rica, where the Central American Institute for Public Administration, a regional project, is located.

In addition to Special Fund assistance, considerable expertise has been and is being provided under both the UNDP Technical Assistance programme and the United Nations regular programme of technical co-operation. With the aid of the United Nations, some Governments have launched important programmes of administrative reform aimed at both macro- and micro-administrative systems, and generally conceived to help develop a growing capability for administrative self-improvement. Institutes of public administration of long standing, as well as more recently created institutions, have sought help in strengthening their ongoing programmes, focusing on giving greater emphasis to the needs of transitional societies in the area. The primary role of the United Nations in assisting these projects has been in policy formulations for modernizing skills and maximizing the effective use of institutions, as well as design of programmes for the training of civil servants at all levels of government. In the course of the year, the Government of Venezuela has issued a number of decrees specifically concerned with administrative reforms and a Commission of Public Administration was installed in the central office of the Department of Co-ordination and Planning. Bolivia also has undertaken an intensive programme of administrative reform with a view to enhancing the effectiveness of the national development plan. In Mexico, a United Nations expert

has been advising the Dean of the Faculty of Political and Social Sciences of the National Autonomous University of Mexico, as well as the department heads of the appropriate levels of Government, in the formulation and implementation of policy regarding education and training in public administration and related subjects. A Centre for Public Administration Research was established and is now fully operational, benefiting both national and foreign students.

Technical aid to countries under the United Nations Fund for Population Activities is becoming an important factor in the region. For example, with assistance from the Fund, a family planning mission visited Costa Rica; short-term experts are being provided to the Government of the Dominican Republic in family planning, sampling and surveying; experts are to assist the Government of Haiti with preparations for population, housing and agricultural censuses, and the Government of Peru with preparations for a population and housing census. Regional projects with financing from the Fund include a workshop and a seminar on evaluation of family planning programmes in Latin America, held at Santiago; a regional population conference, held in Mexico; and an intensive training course in demography, which was organized by the sub-centre of the Latin American Demographic Centre in San José, Costa Rica. The Fund has also agreed in principle to supplement UNDP (Special Fund) assistance to the Centre with an allocation of approximately \$300,000 a year, starting in 1971.

Technical co-operation activities generated and fostered by ECLA continue to play a major role in the development of the area. The activities and achievements of the Latin American Institute for Economic and Social Planning are recognized and were further substantiated by the report of a UNDP/Inter-American Development Bank evaluation mission, which visited the area and the Institute headquarters in March 1970 to look into whether it should continue to function and, if so, in what form. A three-year third phase of Special Fund assistance was, accordingly, approved by the UNDP Governing Council in January 1971 to follow the present phase, which ends in June 1971.

As in the case of the Latin American Institute of Economic and Social Planning, the Latin American Demographic Centre, located in Santiago, is being continued after the completion, on 30 April 1971, of its first five-year phase as a Special Fund project, with a three-year supplementary allocation approved by the UNDP Governing Council in January 1971. As already indicated, the United Nations Fund for Population Activities will increasingly assist the Centre in its future activities.

The following regional projects are to be continued through 1971 for the benefit of the entire area with financing under the UNDP (Technical Assistance) component: the Central American Integration Programme, the main purpose of which is to assist the Governments of Costa Rica, El Salvador, Guatemala, Honduras and Nicaragua in fields which are of great importance for the economic development of the region within the framework of the integration process; the natural resources development programme project, which was approved by the UNDP Governing Council in January 1971 and is making available expert assistance in irrigation and drainage; a study of the legal and

institutional aspects of natural resources; the development of hydro-electricity; mining development; an intensive training course in economic planning for Central American countries, the seventh of its kind, which was held at Mexico City in October 1970, with eighteen participants; an intensive training course on regional and local development planning, with twenty-six participants, which was held at Santiago from 31 August to 3 October 1970 for the purpose of providing an over-all view of the current most important approaches to regional development and planning and of determining whether or not they are feasible under existing Latin American conditions. Funds were made available by UNDP at the request of the Andean group of countries (Bolivia, Chile, Colombia, Ecuador and Peru) for a team of experts to advise the Board of the Cartagena Agreement on a common development strategy for the subregion. The first stage of the work, which was executed by ECLA in co-operation with the Latin American Institute for Economic and Social Planning, was brought to a close in December 1970 with the issue of a report containing ideas for a development strategy for the region as a whole. A request for assistance with a second phase of activities is being studied.

As in the past, United Nations regular programme funds were made available for the provision of regional advisers in such diverse fields as sampling, transport economics, regional economic development, petroleum economics, trade promotion and marketing, community development, physical planning and public administration. A United Nations development advisory team for the Caribbean, financed in part under the United Nations regular programme and in part with funds made available by the Government of the Netherlands for activities in the field of development planning, is being organized and is expected to be in full operation before the end of 1971; it will consist, *inter alia*, of a chief economist, a general economist (fiscal), agricultural economist (planning), industrial economist (planning), social planner/rural sociologist and consultants, as needed.

#### EUROPE, THE MIDDLE EAST AND INTERREGIONAL PROJECTS

The pattern of United Nations assistance in countries with centrally planned economies remained essentially the same as in previous years, with increased emphasis on advisory services in the application of computer technology and environmental protection.

In Bulgaria, Czechoslovakia, Hungary, Poland and Romania, short-term highly specialized training fellowships were provided in the fields of natural resources, development and power, trade promotion and marketing, economic programming and projections, and transport and communications.

In Cyprus, assistance was rendered in the fields of economic planning, public administration, social legislation and housing.

Several regional and interregional conferences were convened at the Computing Research Centre in Bratislava, Czechoslovakia. A considerable number of prominent internationally recruited consultants contributed to these activities, and an integrated information system is being developed in co-operation with the Conference of European Statisticians. This is an important and

most encouraging turn of events in this rapidly developing technological field.

In Poland, the Special Fund-assisted project in subsurface potassium salt exploration has been successfully completed. A Special Fund project dealing with the planning of the comprehensive development of the Vistula River system, which is scheduled to be completed at the end of 1971, is proving to be an effective vehicle for rendering advice to the Government on various aspects of the most modern tools and alternatives of river basin comprehensive planning and water resources management. Under this project, a substantial number of international training fellowships have been awarded to Polish counterpart staff.

In Yugoslavia, field operations under the Special Fund project dealing with the regulation and management of the Sava River, which became operational in August 1968, were completed successfully in May 1971 with the formulation of an integrated development programme, including navigation and power generation for the entire basin. Of great interest and importance is a Special Fund regional project for the integrated development of the Vardar/Axios River Basin, which was approved by the UNDP Governing Council in January 1971. The purpose of the project is to assist the Governments of Yugoslavia and Greece in preparing a phased programme, including sharing of costs, for the regulation and utilization of the water resources of the Vardar/Axios River system so as to meet multipurpose development needs in the watershed as a whole. Field operations are expected to start by mid-1971. A new Special Fund project dealing with the development of the North Adriatic region, which was approved by the UNDP Governing Council in June 1970 for a period of two years, is designed to assist the Government of Yugoslavia in the formulation of a comprehensive physical development plan for the North Adriatic region as a continuation of the over-all planning of the Adriatic coastal region. Project activities consist of the preparation of twelve detailed plans for areas where tourist facilities are to be concentrated and the elaboration of a comprehensive regional plan for the North Adriatic region to provide a basis for development investment, particularly in the field of tourism.

Under General Assembly resolution 2435 (XXIII) concerning assistance in cases of natural disaster, the Government of Iceland requested aid in the form of consultant advisory services, and the Government of Yugoslavia received assistance following an earthquake which severely damaged the town of Banja Luka.

In Greece, the Special Fund project for the development of the hydropower resources of the Evinos and Kalamas Rivers and the preparation of detailed studies of specific hydropower projects on the Arachthos River continues to progress satisfactorily.

In Malta, assistance included expert services in the fields of petroleum exploration, economic planning and public administration (civil service training).

Assistance was provided to the Government of Turkey in the fields of petroleum operations, mining, mineral exploration, highway engineering, administration and economic planning, largely through the provision of fellowships. This country also receives aid through two Special Fund projects: one is in mineral exploration and the other is a survey of geothermal energy, in the

course of which steam wells were discovered and steps are now being taken to assess their economic potential.

The European Social Development Programme has, as in the past, continued to make a significant contribution in the field of social development by organizing study groups and seminars and making short-term experts available to countries requesting them. Regional seminars dealt with family planning and social policy; youth participation in social action; and European co-operation in training regional planners for developing countries. Under the scheme for short-term experts, meetings were planned for the new Standing Working Group on Public Relations in the Social Services and the Standing Working Group on Social Demography. In addition and within the framework of the scheme, travel was provided for individual experts so that they could participate in seminars and individual and group visits. Provision was also made for the third meeting of National Correspondents for Social Welfare Research.

A seminar on the application of modern mathematical methods related to economic planning and programming took place in Varna, Bulgaria, from 28 September to 10 October 1970, and was attended by participants from Czechoslovakia, Hungary, Poland, Romania, Spain, Turkey and Yugoslavia.

In the People's Democratic Republic of Yemen, technical assistance in the field of taxation and statistics is continuing and new projects in the development of natural resources have been added to those already in progress (waterworks and mineral exploration). Under a mineral exploration project, two experts and an associate expert started their assignments in the first quarter of 1971 and a considerable quantity of equipment supplied under this project is already in place for the support of project operations. The Government has also turned its attention to the social field and has requested assistance in community development and social defence. A Special Fund project in road construction and maintenance was approved by the Governing Council of UNDP in January 1971 and preparatory steps to implement this project are well under way.

In Yemen, a general statistician and a town planning adviser have been provided and a taxation expert will be recruited. Following short-term missions of United Nations interregional advisers, the Government is seeking assistance in public administration and the services of a team of United Nations experts are being provided in order to develop a request for a large-scale project in this field.

Expert services in prosthetics have been provided to Israel and fellowships have been awarded in metallurgy, budgeting and financial management, social welfare and related fields. The Special Fund project at Mashabei Sade in the field of water desalination is progressing steadily and plans are in progress to extend its objectives to marginal desalination.

In Syria, the Planning Institute for Economic and Social Development, a project assisted by the Special Fund, entered its fifth academic year and is operating effectively; trainees have been recruited from neighbouring countries in addition to the host country. A United Nations/UNDP review mission will visit the project in the near future to evaluate the results of the project and make recommendations regarding a possible second phase of operation. The Centre for



Housing and Construction, a Special Fund project in Syria, became operational in March 1971. It is designed to assist the Government in the development of housing organizations and in preparatory work for the establishment of low-cost housing pilot projects and pilot plants for the prefabrication of clay bricks and prefabricated components.

In Lebanon, two projects are being financed under the United Nations Fund for Population Activities; one is a survey on internal migration and fertility and the other is on assistance to family planning associations. Responsibility for the execution of these projects has been decentralized to the United Nations Economic and Social Office at Beirut.

The majority of the technical assistance projects in Saudi Arabia continue to be financed under a funds-in-trust arrangement. Assistance was continued in the field of general statistics and national accounts statistics and contributed to the formulation and publication of the Government's first economic plan. Assistance is also being provided in the marketing of petroleum and mineral products and in related legal questions.

The highway road development project in Saudi Arabia is now being expanded to cover development of the infrastructure of the country, including the ports and their relationship to land-based transportation. This phase has not yet been fully implemented and operations are consequently on a reduced scale. The project manager has been appointed and preparatory steps have been taken towards the implementation of a Special Fund project in the field of community development. Several expert posts have not yet been filled, however, and so full-scale operations have not yet begun. More serious delays have occurred in the Special Fund project in regional and physical planning which, although approved in January 1969, has not yet become operational. It is hoped that in the course of 1971 implementation of both these projects will progress well.

In Kuwait, operations are progressing satisfactorily at the Water Resources Development Centre, a project assisted by the Special Fund designed to serve the technical and manpower needs of the world's largest producer and user of desalinated water. The Centre's major activities involve training, testing and development in desalination technology. With regard to the training of desalination plant operators and maintenance personnel, thirty-eight trainee maintenance technicians completed the first twelve-month training course in October 1970, and were then available for employment in the power stations. Eighty-two trainees were enrolled in the second training course, which began in November 1970. Various studies are being made within the testing and development aspects of the project. Although some delays have arisen owing to problems of recruitment and in the delivery of equipment, there is every indication that the project will achieve the objective of meeting the vital needs of the country in the water resources field.

In Kuwait, the Institute of Economic and Social Planning in the Middle East completed its third long-term (nine-month) training course in June 1970, with eighteen participants from Kuwait and neighbouring countries. Three special short-term courses were conducted in financial planning, education and manpower, and physical planning. The fourth long-term training course began in October 1970, with thirty-six partici-

pants. Throughout the year, the international staff of the Institute continued to render advisory services to the various ministries and carried out research work in the field of economic and social planning, programming and implementation.

In Iraq, the Special Fund-assisted project in development planning and execution continued to provide institutional support to the Planning Board in the formulation and implementation of development plans, the training of staff and provision of advisory services in various sectors. The Building Research Centre, a project assisted by the Special Fund which became operational in early 1969, is rendering assistance to the Government in research on building materials, designs and methods of construction. In addition, an expert in the field of public administration is advising the Government on organizational and personnel matters and an expert in the field of social services is expected to be in the field in the not too distant future. Fellowships were awarded in public administration, demography and statistics.

The unstable conditions in Jordan have hampered progress in certain project operations. A Special Fund project, which assisted the Government, over a period of three years, in organizing and equipping a modern exploration unit, and in building up a trained staff within the Geological Survey and Bureau of Mines, was completed successfully by the end of December 1970. The operational phase of phosphate exploration and beneficiation studies, which was approved in 1970, has been delayed, but with the arrival of the project manager in the field in mid-1971 and the additional experts shortly thereafter, activities are expected to get under way without further delay. A project initiated under preliminary operations procedures to assist the Government in strengthening the Jordan Housing Corporation and in implementing a pilot programme of low-cost housing, eventually led to the development early in 1970 of a full-scale Special Fund project of assistance to the Corporation. Owing to the necessity of evacuating United Nations experts for a period during 1970 and early 1971, however, little progress was made.

The Cairo Demographic Centre, an institute operated by the United Nations and the Government of the United Arab Republic for the training of demographers from countries in Africa and the Middle East, continued its activities. While difficulties were encountered in recruiting international staff for the Centre, this did not impede the successful completion of courses and an extension of activities with a further increase in the number of trainees accepted by the Centre. Training and research in the new training cycle on questions relating to the economically active population in selected countries of Africa and the Middle East.

The services of thirty-one interregional advisers involving 177 assignments, ranging in duration from one week to three months, were provided to Governments upon request. Advisory services were continued in the following fields: economic planning, water resources, mineral legislation, tourism, tax administration, government accounting and budgeting, demographic and social statistics, youth, rural and regional and community development, social planning, housing policies and low-cost construction, housing and physical planning and building, population, regional development (inter-sectoral), computer methods of organization and

methods, regional and local administration, personnel administration and timing. New advisory services were provided in petroleum affairs, social defence, and public enterprises and modern management techniques. In addition, one interregional adviser was made available to UNCTAD throughout 1970 for assignments in trade promotion and economic integration.

The United Nations Economic and Social Office at Beirut again provided regional advisory services in statistics, demography and development financing. It is anticipated that services in development planning and transport and communications will be available throughout 1971.

Regional seminars on economic planning (the agricultural sector), trade statistics and national accounts were organized, and plans were under way to organize regional seminars on urban planning, demographic studies, regional co-operation and plan harmonization, and youth policies. A continuing training project in social development is now in its third year.

An interregional seminar on photogrammetric techniques, which was organized in co-operation with the Government of Switzerland, was held in Zurich, Switzerland, from 15 March to 3 April 1971; twenty-six participants attended from as many developing countries in Asia, Africa, Europe, Latin America and the Middle East. An interregional seminar on the demographic aspects of manpower was held in Moscow from 31 August to 11 September 1970 and was attended by forty-two participants from countries in Africa, Asia and the Far East, Europe, Latin America and North America, as well as the USSR. A symposium on the development and utilization of geothermal resources was held in Pisa, Italy, from 22 September to 1 October 1970. It was attended by 100 participants from developed countries and twenty from developing countries in Africa, Asia, Europe and Latin America. An interregional seminar on export credit insurance and export credit financing was held in Belgrade, Yugoslavia, from 28 September to 7 October 1970. It was attended by forty-seven participants from countries in Africa, Asia and the Far East, Europe, Latin America and North America, as well as Yugoslavia. An interregional seminar on mineral economics was held in Ankara, Turkey, from 12 to 23 October 1970. It was attended by thirty-two participants from countries in Africa, Asia and the Far East, Europe and Latin America, as well as the host country. An interregional seminar on development of the mineral resources of the continental shelf was held in Port of Spain, Trinidad and Tobago, from 5 to 16 April 1971. It was attended by thirty-five participants from countries in Africa, Asia and the Far East, Europe, Latin America, and Trinidad and Tobago. An interregional seminar on physical planning for tourism development was held in Dubrovnik, Yugoslavia, from 19 October to 3 November 1970, and was attended by fifty-five participants and observers from thirty countries.

A symposium on the impact of urbanization on man's environment, jointly sponsored by the United Nations and the United Automobile, Aerospace and Agriculture Implement Workers of America, was held from 13 to 20 June 1970, in Onoway, Michigan (United States of America), with seventy participants and observers from twenty-five countries attending.

## EVALUATION

Two pilot missions evaluated the sectoral performance of United Nations technical assistance since 1965 in Paraguay and Zambia. Based on the criteria set forth in the analytical framework established for that purpose, they examined the effectiveness and efficiency of United Nations technical assistance in development planning, statistics and public administration. The findings of the evaluation teams resulted in a number of operational improvements, which not only enhanced the efficiency of the programme in the countries concerned, but which were also applied, as appropriate, to United Nations activities in other countries. Thus, for example, action has been taken or is under consideration with respect to the status of United Nations personnel operating within the hierarchy of the host Governments, better use of regional advisers, and improving the effectiveness of short-term missions. The Governments concerned have also taken action on a number of problems pinpointed in the findings of the evaluation teams.

In addition to sectoral evaluations, periodic project evaluation constitutes an established operational procedure in all Special Fund projects executed by the United Nations. In 1970, nineteen Special Fund projects were subject to either mid-term or end-of-project reviews, which were carried out in most cases in conjunction with UNDP. While some of these reviews were completed at Headquarters, the majority were conducted in the field and in consultation with the Governments concerned. The purpose of this kind of evaluation and review is to keep Headquarters fully informed of the progress being made towards achieving the stated objectives of the project in question. It also gives the participating Government, UNDP, and the United Nations an opportunity to discuss fully any problems which may have arisen in the course of the project's development and also information on any further action that may become necessary.

## D. World Food Programme

The World Food Programme, which is headed by an Executive Director reporting to the Secretary-General of the United Nations and the Director-General of FAO, continued during the past year to provide food aid in support of projects for the economic and social development of developing countries as well as to meet emergency needs. The United Nations and other organizations in the United Nations system scrutinized requests for development assistance and, in a number of instances, provided technical assistance to projects in operation and participated in the evaluation of ongoing operations and of completed projects.

During the period, the United Nations/FAO Intergovernmental Committee, which guides the Programme, held two sessions in Rome—its eighteenth, from 2 to 6 November 1970, and its nineteenth, from 29 March to 6 April 1971. At its nineteenth session, the Committee was informed that the total resources made available to the Programme since its inception had reached a level of \$772 million. This total included close to \$45 million in commodities and cash channelled through the Programme by a number of countries in fulfilment of their obligations under the Food Aid Convention of 1967 to contribute certain quantities

of food grains as aid to developing countries. The \$727 million in regular contributions included \$261 million provided for the pledging period 1969-1970 and \$192.8 million provided for the pledging period 1971-1972. Thus, while the regular contributions for 1969-1970 exceeded by \$61 million the target of \$200 million set for the period, the pledges for 1971-1972 still fell far short of the \$300 million target which had been established for those years. The Committee took this fact into account in its deliberations on the question of the target it should recommend for the 1973-1974 pledging period and concluded that this matter should be deferred to its twentieth session, which is scheduled to be held from 18 to 26 October 1971. It hoped that the recommendation of the firm target it would then make could be put forward through the Economic and Social Council to the General Assembly at its twenty-sixth session. In the meantime, the Committee, in order to assist the Economic and Social Council in its review of the World Food Programme at its forthcoming fifty-first session, indicated its view that the target for 1973-1974 should not be less than \$300 million nor more than \$400 million and, within that range, should be set at a level that represented as great an increase as participating countries could consider realistic and attainable in the light of the total pledges made up to that time for the current biennium.

Also at its nineteenth session, the Committee approved eleven projects (including two extensions) totalling \$67,836,300 and noted eleven others totalling \$8,358,300, which had been approved by the Executive Director under delegated authority. The Committee was informed that the resources available to the Programme were sufficient to implement these projects as well as those approved in the past, but that the Programme's ability to make further commitments depended upon the receipt of additional pledges and contributions. At its eighteenth session, the Committee had approved nine development projects (including four extensions) totalling \$87,499,100 and noted another it had approved by correspondence at a cost of \$2,220,000 as well as twenty-four projects totalling \$14,985,500 that had been approved by the Executive Director.

As in the previous year, the annual allocation of \$10 million in World Food Programme resources placed at the disposal of the Director-General of FAO for emergency aid during 1970 proved insufficient and was increased by the Intergovernmental Committee to \$18 million. In addition, certain quantities of commodities which could not be used in development projects before the expiration date of the contributions concerned were made available to the Director-General for emergency assistance. Thus, during 1970, the Director-General was able to approve twenty-seven emergency operations at a total cost of \$19,557,600. The largest of these operations, at a cost of \$4.3 million, was for the relief of the victims of the cyclone and tidal wave which struck East Pakistan in November 1970. During the first four months of 1971, eleven emergency operations were approved at a total cost of \$3,293,213. Special attention was given to co-ordination of the emergency relief provided by the Programme with aid from other sources; in many cases, close collaboration with organizations within the United Nations system and with bilateral donors and non-governmental organizations was achieved.

At its nineteenth session, the Intergovernmental Committee heard the Chairman of the Working Group

on the Financing of the United Nations Relief and Works Agency for Palestine Refugees in the Near East, established by the General Assembly in resolution 2656 (XXV). He informed the Committee that, to relieve the hardships of the Palestinian refugees, \$2 million worth of assistance in the form of commodities and related transportation for emergency food aid were needed from the Programme. The Committee also heard the Director-General of FAO, who referred to the emergency food aid that had been granted from Programme resources in 1967 and 1968 to the displaced persons as a result of the Middle East hostilities and who indicated that he would consider favourably any request from a Government or Governments in the region for emergency food aid up to \$2 million for Palestinian refugees and displaced persons, provided that it was the last instalment of emergency food aid from Programme resources in this particular situation. The Committee endorsed this course of action on the understanding that only requests received within the framework of the rules and regulations of the Programme would be entertained.

Upon completion of the three-year terms of Australia, Peru, Tunisia and the United Kingdom of Great Britain and Northern Ireland, as members of the Intergovernmental Committee, the Economic and Social Council, in January 1971, elected Kenya and re-elected Australia, Peru and the United Kingdom to the Committee for three years. Similarly, upon completion of the three-year terms of the Federal Republic of Germany, France, Jamaica and New Zealand, the FAO Council, in November 1970, elected Uruguay and re-elected the Federal Republic of Germany, France and New Zealand as members of the Council for three years.

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

At the annual session of the Executive Board in April 1971, the year of the twenty-fifth anniversary of UNICEF, one of the major themes of the debate was the place of children in national development and the directions the work of UNICEF should take in the over-all effort of the United Nations family to contribute to development.

Two elements are crucial for the welfare and preparation of children and adolescents in the Second United Nations Development Decade, for which the International Development Strategy suggests a framework: the adoption of a unified approach towards economic and social development viewed as interdependent goals; and a concern, in the development process in each country, about ensuring that children and youth receive their due share of attention and investment. This concern can, in itself, serve as an important factor in helping to integrate social and economic policy. The large population growth to be reckoned with during the 1970s and the unevenness in the spread and coverage of services benefiting children means that, in addition to over-all measures, programmes have to be designed to meet the specific protection and development needs of children in different situations, such as those in different age groups, in rural areas and peri-urban areas and shanty-towns, and those who are out of school.

Great difficulties are encountered by developing countries in providing for the needs of their children

and adolescents both because of competing claims on their scanty resources and because the number of children fifteen years of age and under, who at present constitute over 45 per cent of the population in countries assisted by UNICEF, is expected to increase by 30 per cent by 1980. Even where initial costs for services are met, sometimes in part from external resources, already established services are becoming more costly to maintain, and they involve recurring burdens which, in turn, hamper expansion and improvement. The less developed areas of the country and the poorer sections of the population—always difficult to reach—continue to be comparatively neglected.

It is important for Governments and international institutions to become more aware of the fact that, because children are a country's greatest capital asset, their needs should be taken into account in development efforts from the very beginning. Country studies on children's needs, national conferences to establish policies and programmes for children in development, and the training of those responsible for planning, all of which have received some UNICEF support, are helping in this respect. Some progress is being made in recognizing the necessity to adjust priorities in national development plans, to allocate larger resources to programmes affecting the rising generation and to strengthen co-operation between national planning organizations and the sectoral ministries. But it is clear that in many countries only a beginning has been made, and a great deal more has to be done to translate these beginnings into action affecting the everyday lives of children. To help in this process, UNICEF should be more and more concerned with the resources, organization and capacities that could be built up at every level of national life, not only in the federal and state governments, but also in the provincial and district governments and in the village and urban slum.

In recent years, UNICEF has been moving towards a "country approach" in its aid. This approach is based mainly on the premise that projects benefiting children are more effective if they take into account interrelations between health, nutrition, education, community development and social welfare services; and also the interrelations between these and other aspects of national policy. The goal is to move away from individual projects, seen more or less as separate entities, to comprehensive programmes involving the services of several ministries and benefiting children and adolescents as part of the mainstream of national development.

The participation by UNICEF in country programming under the leadership of UNDP carries one step further not only the UNICEF country approach, but also the system of co-operative relationships that has been in effect for some years between UNICEF and various agencies within the United Nations family in the provision of joint aid to individual projects. Under this system, the United Nations Social Development Division and several specialized agencies—the ILO, FAO, UNESCO and WHO—furnish technical advice to UNICEF and to Governments receiving assistance, at their request. In recent years, UNICEF has also been increasing its collaboration with the World Food Programme, the International Bank for Reconstruction and Development, UNHCR and UNDP.

It is clear that the challenges referred to above place a heavy responsibility on individual developing

countries, as well as on the international community. They call for a greater intensity of efforts and a considerable increase in resources. There has been a gratifying rise in UNICEF income, which in 1970 reached \$59.4 million, an increase of 26.4 per cent over 1969. Satisfaction over this is somewhat qualified, however, since approximately \$9 million represents special contributions for emergency and post-emergency aid and \$1.5 million represents contributions for other specified programmes.

Income from private sources has risen steadily in recent years and now appears to have stabilized at about 25 per cent of total income. This amount of support, unusual in the United Nations system of organizations, is a tribute to the widespread appeal of UNICEF's work as well as to the imagination and dedication of its supporters, especially the UNICEF national committees. Contributions from Governments, however, remain the essential financial base of UNICEF. It is important for regular governmental contributions to the general resources of UNICEF to be substantially increased if the goal of \$100 million annual income by 1975 is to be achieved.

The Board approved commitments totalling \$77.5 million. This included \$5.3 million for administration and \$72.2 million for assistance, of which about two thirds would be required in 1971 and 1972, and the rest later. In addition, the Board "noted" potential programme assistance totalling \$10.7 million as worthy of support if financing through special contributions became available.

As a result of the Board's action, at the end of the session UNICEF was aiding projects in 112 countries and territories; thirty-eight in Africa, thirty-three in the Americas; twenty-seven in Asia; thirteen in the Eastern Mediterranean; and one in Europe.

Among the new aspects of projects aided by UNICEF are: the trend towards projects of a multidisciplinary character, linked to major segments of national development plans; greater attention to projects designed to help strengthen the ability of countries to assume full responsibility for the supported activities within the foreseeable future; increased efforts at the time of project preparation to mobilize additional sources of financial support from multilateral and bilateral sources, wherever possible; and more attention to ensuring community participation in the projects.

The guidelines for the equitable allocation of assistance among countries at various stages of development, which were discussed at the Board session in 1970, are being gradually put into effect. Under these guidelines, more aid is going to the economically poorer countries with large populations, while the proportion of support for the relatively more developed countries is being reduced and its content changed to give greater attention to activities of an innovative nature. In order to avoid hardship, it is expected that this process will take three to four years, during which, it is hoped, UNICEF income will be increasing. It is evident that programmes will have to be adapted more and more to the changing needs of countries as they move from one stage of development to the next.

Aid for health services continues to be UNICEF's major investment. Commitments for these services amounted to \$30.2 million or 47.8 per cent of the total programme aid approved, excluding programme

support services. About 90 per cent of this was for the building up of basic health services, with emphasis on maternal and child health care including immunization, environmental sanitation, health and nutrition education, and family planning. The remaining 10 per cent was for malaria eradication. So far, UNICEF has helped equip almost 50,000 health centres and subcentres, mainly in rural areas, 34,000 urban maternal and child health care centres, district and referral hospitals and maternity homes, and 1,800 training institutions and centres. Over 153,000 health personnel received UNICEF training stipends. Motor vehicles, scooters and bicycles have also been provided on a large scale for supervisory purposes, for taking students to practice areas, or for making services mobile. Many of the mass campaigns against common diseases affecting children who formerly received assistance have been integrated into the basic health structure. As in previous years, UNICEF provides vaccines for protection against such diseases as tuberculosis, smallpox, diphtheria, pertussis and tetanus, but prefers to assist in the establishment of local vaccine production facilities wherever a country has the resources to do so.

An assessment of education and training programmes for health personnel jointly assisted by UNICEF and WHO was one of the main items on the Board's agenda. Despite the important advances that developing countries have made over the years in the extension of health services, with the aid of UNICEF and WHO, it is still a fact that only a small proportion of families in most developing countries have access to even rudimentary health services. It is apparent that a radical reorientation of health training is needed, and more attention should be given to training for rural areas and the social and preventive aspects of medicine. Greater use needs to be made of auxiliaries and greater collaboration is required with non-medical personnel, such as school teachers, social workers, home economists and agricultural extension workers.

The decision made by UNICEF to help in family planning, in response to requests from Governments, is based upon considerations relating to the health, welfare and development of children which are deeply affected by factors such as responsible parenthood and family size. There is a growing appreciation that not only is more adequate coverage by maternal and child health care an essential factor for successful family planning, but that motivation towards responsible parenthood requires other social measures as well, including various forms of women's education. Currently UNICEF is providing aid to maternal and child health projects with a family planning component in thirteen countries. In 1970, UNICEF committed \$1.2 million for specific family planning activities related to health services and, in 1971, this sum had risen to \$6 million for expenditure over the next several years, with much of the increase made possible by grants from the United Nations Fund for Population Activities, with which UNICEF co-operation is expected to grow.

At its session in April 1971, the Board approved commitments for malaria programmes totalling \$3.2 million, excluding programme support services. In conformity with policy decisions adopted by the Board in 1970, these programmes provide for a continuation of assistance for a limited period where eradication appears favourable in the foreseeable future, and a

phasing-out of aid where it does not. The Board agreed that where a phasing-out of UNICEF aid is indicated, this should be done with due flexibility, each situation being given a case-by-case review by UNICEF regional directors.

One of UNICEF's major concerns is the serious problem of malnutrition and dietary deficiencies as it affects children, particularly of pre-school age, and women of child-bearing age. At present, UNICEF is assisting child nutrition programmes in sixty-four countries and at its session committed \$4.7 million, or 7.4 per cent of programme commitments (excluding programme support services), for nutrition programmes. The Board expressed concern at the relatively low level of commitments for child nutrition in view of the adverse effects of malnutrition—many of them irreversible—on the future physical and mental development of the young child. In part, it was felt that this reflected the slow recognition by some Governments that child malnutrition could be a serious deterrent to national development, although it was also acknowledged that there were no quick and easy solutions to the problems of malnutrition.

In collaboration with FAO and WHO, UNICEF has been assisting several types of efforts to improve child nutrition. For rural children, the main approach is applied nutrition programmes which, at the family and community level, combine nutrition education with help in growing and using foods required for better child nutrition. For urban children, UNICEF supports a number of local dairies and plants for the local production of high-protein weaning foods. UNICEF also aids in the training of a wide range of personnel. Although in special situations UNICEF provides imported milk or special food mixtures, it now only supplies these on a large scale in emergencies; much of this assistance has been taken over by the World Food Programme and voluntary agencies.

It was clear to the Board that programmes assisted by UNICEF could become more effective if they were an integral part of national food and nutrition policies that would take into account the need for combined efforts of agriculturists, health workers and educators in promoting an increased supply of nutritive foods, health services and an understanding of good nutrition habits. A greater sense of awareness and urgency needs to be generated among key national officials responsible for such matters as planning, the allocation of resources and research.

The attention of the Board was also directed to the large and increasing number of children who now survive infancy, thanks to better health measures, but who become blind owing to the lack of vitamin A. In various ways UNICEF has tried to help ensure an adequate intake of vitamin A, but a great deal more is required. The Executive Director said that he would explore, in co-ordination with WHO and interested non-governmental organizations, accelerated action that could be taken in assuaging this problem.

A number of projects aimed wholly, or in part, at serving the needs of the pre-school child were reported upon or presented to the Executive Board for approval. These included health protection through maternal and child health services and "under-five clinics", immunization programmes, education in nutrition, the development of high-protein weaning foods, day-care centres, community development and social welfare programmes



and the education and training of women and girls for family and community life. These projects reflect an increased recognition in some countries that the period from weaning until five years of age is probably the most critical phase in the physical and emotional development of the child. National and area or regional seminars on the pre-school child, supported by UNICEF, are contributing to a wider awareness on the part of politicians, administrators, professional groups and the press, of the important potential of this age group.

Nevertheless, this is only a modest beginning. In most places it is still painfully evident that the weanling and the pre-school child continue to be relatively neglected. Although infant mortality has dropped markedly in developing countries, deaths between the ages of one and five remain at a very high level—twenty to forty times that of industrialized countries. Few mothers of pre-school children are using existing health centres. Protein-calorie malnutrition affects particularly the pre-school child. Very few countries have sufficient day-care services to reach a large number of their pre-school children. The question confronting UNICEF is how it can better accelerate progress in this difficult field, considering the whole range of needs of the pre-school child, including not only his health and nutrition requirements, but his emotional development and his preparation for schooling. To this end, the Board welcomed the Executive Director's proposal that he present a study on this problem to the Board at its 1973 session.

The main objective of UNICEF in providing aid for education is curriculum reform in the primary schools as a means of improving the quality of education. Such a reform will necessitate the training and retraining of teachers in new methods and techniques. A number of countries are being helped to introduce and improve the teaching of science, and in some a beginning has been made to help them produce locally-made equipment for teaching science. Some schools are being used as focal points for simple instruction in health care, nutrition, child-rearing and pre-vocational training, and some greater attention is being given to the education of women and girls. Assistance is being given in the local production or preparation of teaching aids, including teachers' manuals and textbooks. In co-operation with UNESCO and the ILO, UNICEF is aiding pre-vocational and education programmes in seventy-nine countries, and the Board at its session, committed \$18.9 million, or 29.9 per cent of its programme aid (excluding programme support services), for such programmes.

Despite the enormous efforts that have been made by developing countries in the past decade to expand educational opportunities, fewer than half the children are receiving a full primary education; many drop out of school before becoming literate. New approaches are needed, using "non-formal" programmes of elementary education, which may be complementary to the regular school system or separately designed to give another chance to children who have dropped out of school or who have never attended primary school. Some examples are functional literacy training, out-of-school pre-vocational training, young farmer training, and education and training programmes for girls and young women through community development and home economics extension. It is clear that there is a need to encourage new forms of education, including

non-formal education, which could be more dynamic, more community-oriented and less conventional. The Board will review the policy on UNICEF aid for education at its 1972 session.

The training of national auxiliary and para-professional personnel is a major element in UNICEF aid, of which more than one third goes for training. Three fifths of this aid is for stipends for trainees and fees for special teachers, the remaining amount for teaching aids, manuals and textbooks, equipment for the local production of teaching materials, transport and other material aid for training centres and institutions. In 1970, over 170,000 persons received training with UNICEF stipends, bringing the total number to 746,000. In addition, a large number of trainees benefited from the material aid that UNICEF had provided to various training institutions and centres. While there was satisfaction among the members of the Board with UNICEF's contribution to strengthening the training resources of the countries themselves, it was clear that more attention should be given not only to the training of more auxiliary workers, but also to the relevance of training to local conditions, to the preparation of instructors, to supervision as a form of in-service training and to the local production of suitable teaching aids.

One of the main subjects discussed at the Board's session was the situation of children and adolescents in slums and uncontrolled settlements or shanty-towns in developing countries, with emphasis on what additional practical measures might be undertaken for them. A study presented to the Board by the Executive Director brought out the fact that, in terms of numbers involved, the problem was growing rapidly and was bound to become more serious in the future. One of the main conclusions was that dwellers in slums and shanty-towns could do a great deal to help themselves if given the necessary framework of policy, institutions and technical support.

In the proposed guidelines for UNICEF aid approved by the Board, it was agreed that, in addition to expanding its help for children in slums and shanty-towns in all fields in which UNICEF normally operated, some special forms of assistance would be necessary. That would include help to focus more attention on the problem, involving a greater flow of information and exchange of experience among planners, administrators and substantive ministries at the national and local levels; help in setting up the necessary organizational structure, including special national and/or municipal units and training of key personnel; and help in the first phases of programmes. Those early phases would have as their objectives the working out of methods of community participation and national and municipal support of self-help efforts as well as patterns of services benefiting children that it was within the financial means of national and local budgets, including the contributions of the slums themselves, to maintain. UNICEF would need to work in full and active partnership with other members of the United Nations system. While UNICEF would focus its attention pre-eminently on the needs of children, the wider economic and social setting would have to be taken into account and would provide an opportunity for various members of the United Nations development system to work together in a complementary relationship.

In 1970, unusually heavy demands were made upon UNICEF for aid in emergency situations created by

natural disasters, war, civil disturbances and disease epidemics. Assistance for emergency relief to children and mothers—in some instances including the reconstruction and rehabilitation of children's services—was given to thirteen countries. The emergency reserve of \$200,000 available to the Executive Director enabled UNICEF to respond promptly in some cases; in others, supplies were diverted from current projects in affected countries. However, the enormous needs for UNICEF-type assistance in emergency and post-emergency rehabilitation aid following the cyclone and tidal wave in East Pakistan, the fighting in Jordan and Nigeria and the earthquake in Peru, prompted the

Executive Director to make appeals for special contributions to Governments and the public. By the time of the Board session in April 1971, UNICEF had received \$9.7 million—\$7.9 million from Governments and \$1.8 million from the public, mostly through UNICEF national committees. Fund-raising appeals are still being made in the hope of raising an additional \$8.5 million for emergency assistance approved by the Board. The Board also approved the establishment of an emergency reserve of \$1 million. The larger reserve will make it possible for UNICEF to contribute more significantly than at present in emergencies, while special appeals can be mounted to finance longer-term plans following an emergency.

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For other relevant documents, see:

- (a) *Official Records of the General Assembly, Twenty-fifth Session, Annexes*, agenda items 12 and 40;
- (b) *A Study of the Capacity of the United Nations Development System*, vols. I and II: United Nations publication, Sales No.: E.70.I.10.

### C. Operational activities of the United Nations

For relevant documents, see *Official Records of the General Assembly, Twenty-fifth Session, Annexes*, agenda items 40 and 41; and DP/RP/10 and 11.

### D. World Food Programme

For the reports of the United Nations/FAO Intergovernmental Committee on its eighteenth session (2-6 November 1970) and nineteenth session (29 March-6 April 1971), see documents WFP/IGC: 18/18 and WPF/IGC:19/16.

### E. United Nations Children's Fund

For the report of the Executive Board of the United Nations Children's Fund (13-29 April 1971), see *Official Records of the Economic and Social Council, Fifty-first Session, Supplement No. 8 (E/5035)*.

## CHAPTER VII

### Special questions

#### *A. Office of the United Nations High Commissioner for Refugees*

The High Commissioner continued to provide international protection and assistance for refugees who are his concern, in accordance with the terms of General Assembly resolution 2594 (XXIV), other relevant resolutions of the Assembly, in particular those relating to the new groups of refugees in Africa, and with the directives of the Executive Committee of the High Commissioner's Programme.

The Office of the United Nations High Commissioner for Refugees has now completed twenty years in the service of the cause of refugees. During that period, policies and methods of work have been evolved to enable the Office to carry out its humanitarian and non-political task for refugees wherever they are located, in accordance with the universal spirit of this problem, which was entrusted to the United Nations from its inception.

#### INTERNATIONAL CO-OPERATION FOR THE BENEFIT OF REFUGEES

The participation of Governments, members of the United Nations system, intergovernmental organizations and voluntary agencies, with the support of the general public in many countries, has been further expanded. The positive response of an increasing number of Governments to the High Commissioner's appeals has been of paramount importance in furthering the work of assistance. Contact was maintained with the Governments of some eighty countries that are giving their support to the work of UNHCR.

Pursuant to the terms of resolution 2594 (XXIV) concerning interagency co-operation and resolution 2555 (XXIV) on measures to be taken by members of the United Nations system for the benefit of refugees from colonial territories, the High Commissioner and other members of the United Nations system have co-operated in providing increased assistance to these refugees. Information on this assistance was given to the Special Committee on the Situation with regard to the Implementation of the Declaration on the Granting of Independence to Colonial Countries and Peoples and to the Secretary-General for inclusion in reports on the subject.

The support which United Nations agencies provide, especially in respect of settlement on the land in Africa and in some countries in Asia, has continued to take the form of technical advice by experts, the provision of equipment in settlements, participation in projects

designed to consolidate the economic and social position of refugees, and the inclusion of refugees in education and training projects. Thus, considerable food aid was again furnished by the World Food Programme and equipment for health centres by UNICEF. The ILO, FAO, WHO and UNESCO continued to give invaluable advice in their respective fields. Furthermore, UNESCO seconded experts to the High Commissioner's Office. Further support was received from WMO, UPU and IMCO in respect of the granting of scholarships to refugees.

The form of UNHCR co-operation with UNDP in respect of the consolidation of rural settlements for refugees in Africa is being kept under review in the light of recent developments in the methods of work of UNDP.

Contact has been developed with the United Nations Institute for Social Development, which, together with UNHCR, commissioned a study of social change and development institutions among refugee populations in the Central African Republic.

In response to a request from UNHCR to the Social Development Division of the United Nations Secretariat, an evaluation mission was sent to the United Republic of Tanzania to study the results achieved in the settlement of refugees on the land.

As in the past, the representatives of UNDP have rendered great assistance to UNHCR in countries in which the Office is not represented.

The Office continued to receive the active support of a number of other intergovernmental organizations, including in particular the Intergovernmental Committee for European Migration (ICEM) in connexion with the resettlement of refugees, the Council of Europe, OAU and OAS.

The non-governmental organizations and welfare agencies have been especially helpful to the Office. A number of these agencies are implementing UNHCR projects in the field and many of them play an important role in the raising of funds and in disseminating information on refugee problems.

#### INTERNATIONAL PROTECTION

During the period under review, the High Commissioner focused his task of international protection, the primary function of his Office, on areas where new problems of refugees have arisen, while maintaining his protection activities in countries where refugees have achieved a certain degree of economic and social stability, but have not yet ceased to be refugees. His

activities in this field were directed towards the promotion of permanent solutions either through voluntary repatriation or, failing this, through the acquisition by refugees of economic and social rights comparable to those of nationals with a view to facilitating their naturalization.

While additional States acceded to the intergovernmental instruments concerning refugees and in particular to the 1951 Convention relating to the Status of Refugees and the 1967 Protocol, Governments were asked further to adjust, when necessary, their legislation and administrative practice to bring them fully into line with the letter and spirit of these instruments and provide information on the practice they follow in implementing their provisions.

The High Commissioner is also promoting accessions to other legal instruments of benefit to refugees, and in particular to the 1961 Convention on the Reduction of Statelessness.

Further progress has been made in developing procedures for the determination of refugee status, which is carried out by governmental authorities, in many instances with the co-operation of UNHCR.

The principles of asylum and *non-refoulement*, which constitute the cornerstone of international protection, were further promoted by UNHCR and gained wider recognition on the part of States. They are now also embodied in legal instruments adopted on a regional basis such as the Council of Europe resolution of 1967 on asylum, the OAU Convention of 1969 Governing the Specific Aspects of Refugee Problems in Africa and the Inter-American Convention on Human Rights of 1969.

Further recommendations in respect of this important question will be made following a colloquium on asylum and related subjects, which was held under the auspices of the Carnegie Endowment for International Peace, in consultation with UNHCR.

The number of cases where persons likely to qualify as refugees were declared prohibited immigrants and those where refugees were expelled without due process of law and without being given a reasonable opportunity of finding a country of asylum would seem to be decreasing and it is hoped that Governments will continue to make every effort to take full account of the provisions of the relevant legal instruments in respect of such cases.

One of the most significant humanitarian aspects of the protection of refugees is the safeguarding of the unity of the refugee's family, which was considered by the Conference of Plenipotentiaries on the Status of Refugees and Stateless Persons in 1951 as an essential right of the refugee. The High Commissioner has expressed the hope that all States will co-operate in promoting the reunion of refugee families.

Further progress was made in facilitating the integration of refugees through improvements in their economic and social rights, in particular with regard to access to employment and the enjoyment of social security benefits. In view of the rising number of individual refugees seeking employment in the larger towns in Africa and of the present situation with respect to the labour market on that continent, it is particularly important that the provisions on access

to employment contained in the 1951 Convention be fully implemented by the Governments of the countries concerned.

Another field in which progress has been made is the issuance of documentation to refugees, with special reference to travel facilities. Increasing use is being made by Governments of the document provided for by article 28 of the 1951 Convention, which enables refugees to travel outside their country of asylum, and UNHCR has had occasion to advise and assist a number of Governments in the issuance of travel documents and other identity papers to refugees.

The Office of the High Commissioner continued to administer residual funds from the Indemnification Fund and the Supplementary Indemnification Fund set up for the benefit of refugees who had suffered persecution. He also continued to lend his assistance in the implementation of article 1 of the agreement concluded between the Federal Republic of Germany and UNHCR in October 1960, which provided for indemnification, by the authorities of that country, of those refugees who had suffered persecution by reason of their nationality and had incurred damage to body and health. By 30 April 1971, payments had been made to 3,660 qualified applicants.

#### PROGRAMMES OF MATERIAL ASSISTANCE

The activities of the High Commissioner's Office in respect of material assistance in 1970 were again focused essentially on refugees in Africa and in a number of countries in Asia, Europe and Latin America. While progress was made in their settlement, there were also influxes of new refugees, including two sizable groups in Africa. The total number of beneficiaries, about 270,000, consisted to a large extent of refugees requiring settlement on the land, with all that this entails in terms of the establishment of an adequate economic infrastructure and the provision of basic necessities until refugees can produce their own food.

An amount of \$5,769,400 was committed under the UNHCR Programme for 1970, while assistance through projects started under earlier Programmes was continued. An amount of \$532,160 was spent from the High Commissioner's Emergency Fund to meet urgent needs of refugees in Africa and in South-East Asia. Supplementary aid was provided in an amount of \$186,654 to help some 25,000 refugees to obtain basic necessities pending their settlement. An amount of \$64,500 was further committed to provide legal aid in 3,587 individual cases. Special trust funds totalling \$1,498,684 were donated for the implementation of special projects outside the Programme, including \$644,352 for local settlement, \$361,536 for education and \$285,258 to facilitate voluntary repatriation.

#### FINANCING OF UNHCR PROGRAMMES

Governments contributed \$4,632,932 to the UNHCR Programme for 1970, for which a financial target of \$6,023,400 was approved by the Executive Committee. This amount was contributed by eighty-two Governments as compared with seventy-five in 1969. An amount of \$263,155 was received from non-governmental sources. These funds, together with miscellaneous other income, enabled the 1970 Programme

to be fully financed in spite of the larger target for that year. In addition, special trust funds totalling \$1,619,480 were donated for important complementary assistance projects outside the Programme, mostly for educational assistance, of which a sum of \$1,357,435 was received from Governments and \$262,045 from non-governmental sources.

Governmental contributions to the 1971 Programme, for which a target of \$6,572,000 was approved, totalled \$5,119,689 as of 1 June 1971. This amount is being contributed by sixty-three Governments twenty-seven of which have increased their contribution over that of 1970.

Proceeds from the sale of UNHCR's third long-playing record "World Star Festival", on which a number of Governments generously waived taxes and duties, are expected to exceed \$900,000.

The Governments of the countries of reception provided generously for the refugees received on their territory. Identifiable supporting contributions from within these countries, usually in addition to land and public services, totalled some \$3,480,000 in 1970. Other sizable contributions were made by the World Food Programme in the form of food supplies and by certain Governments through bilateral aid which indirectly benefited refugees living in the countries to which it was granted.

Voluntary repatriation has been facilitated in every way possible by UNHCR. Some 10,000 refugees were estimated to have returned to their country of origin during 1970, mainly through their own efforts. The UNHCR committed an amount of \$30,805 to assist over 1,000 of these refugees, at their request, to return to their homes. These funds were used mainly to cover the cost of their transport. In addition, UNHCR used its good offices to facilitate the return of some 4,500 children from the Ivory Coast and Gabon to their homes in Nigeria.

The solution to problems of refugees through the promotion of their resettlement in other countries has continued to receive the support of the traditional countries of immigration which have admitted refugees, a number of whom were handicapped. Some 10,180 refugees, mostly in Europe and Latin America, received resettlement assistance from UNHCR in 1970 in the form of counselling, language training and resettlement grants. An amount of \$356,749 was committed for this purpose in 1970. These activities were carried out mostly in co-operation with ICEM and a number of non-governmental organizations. Further, UNHCR continued to give its closest attention to the promotion of resettlement in Africa, where 250 refugees benefited from this form of assistance. Close contact was maintained with the OAU Bureau for the Placement and Education of African Refugees, which is developing its activities with a view to finding resettlement opportunities for refugees.

Local integration, in particular settlement on the land in Africa, continued to provide the main solution to refugee problems and, as in previous years, the major part of UNHCR Programme funds was committed for this purpose. Some 270,000 refugees—241,600 in Africa—were assisted during 1970 in establishing themselves, mainly in agriculture. In Europe and Latin America, UNHCR projects were largely confined to consolidating earlier measures for the local settlement

of refugees, especially the handicapped. In Asia, assistance projects covered housing, establishment in agriculture, medical assistance and education and training.

The High Commissioner continued to provide assistance for the education of refugees, including projects covering mainly primary education. Post-primary education was financed from the Education Account through special donations coming mainly from Denmark, Norway and Sweden. A number of schools, built in certain countries with a dense refugee population, such as Uganda, are subsequently handed over to local authorities. Nearly 2,500 refugees in various countries, mainly in Africa, but also in Asia, the Middle East and Latin America, were assisted in 1970 with their education—particularly secondary education and vocational training—through the Education Account in an amount of \$319,000. Close co-operation was continued with UNESCO and with the United Nations Educational and Training Programme for Southern Africa, with which UNHCR agreed on a division of functions whereby UNHCR would provide assistance to refugees up to and including the first level of secondary education, while the Programme would assist refugees at the higher level.

In Africa, the number of refugees within the competence of UNHCR remained at about one million. Influxes of some 55,000 refugees included a new group of 1,400 from Chad in the Central African Republic and other refugees belonging to existing groups—23,500 in the Sudan, 17,000 in the United Republic of Tanzania and the others mostly in the Central African Republic, the Democratic Republic of the Congo, Uganda and Zambia. A similar number of refugees ceased to be the concern of UNHCR, either because they had returned to their country of origin or because they had again availed themselves of the protection of their Governments.

Some 200,000 refugees in Africa are establishing themselves on the land in organized settlements under projects financed largely by UNHCR. Among the others, who settle independently, a number also benefit from UNHCR projects for rural settlement, medical assistance or education and training.

There was a small decrease (from 250,000 in 1969 to 241,600 in 1970) in the number of refugees benefiting under UNHCR projects in Africa, mainly because some of those in settlements became self-supporting during the year. However, there was an increase from 59,000 to 77,000 in the number of refugees receiving food rations following the new influxes and the drought, which adversely affected the harvest in certain areas. These new arrivals caused overcrowding and health problems. These difficulties were overcome, however, and the standard of living rose in a number of settlements. The infrastructure, including the establishment of water supply systems and the building of roads, was further expanded. Health and education facilities were improved often to the benefit of the local population as well as of the refugees.

The large-scale rural settlement projects for refugees, which were started in 1969 in the Democratic Republic of Congo, Ethiopia and the Sudan, were continued in 1970. Similar projects were also continued in Botswana, Senegal, Uganda, the United Republic of Tanzania and Zambia. The type of assistance provided under UNHCR projects varied in relation to the stage of settlement of the refugees and to the needs met by



the Government of the country of asylum and by other organizations. In Burundi and the Central African Republic, the economic and social situation of refugees was consolidated through the implementation of UNDP/FAO rural development projects in the areas in which they were living.

Increased attention has been paid to the sociological problems involved in the rural settlement of refugees. The UNHCR and the United Nations Institute for Social Development commissioned a study on social change and development institutions in the refugee population, which was carried out at the M'Boki refugee settlement in the Central African Republic. The study is expected to be of assistance in furthering the economic and social integration of refugees.

A matter of concern to the High Commissioner has also been the growing number of individual refugees living in some of the larger towns in Africa. These refugees, who are of urban background and who cannot therefore easily settle down in rural areas, are faced with special difficulties, particularly with regard to employment and in some cases their legal status. Special measures of assistance, such as social counselling, are being taken to help these refugees.

During the past year, UNHCR continued its co-operation with the United Nations Trust Fund for South Africa and channelled an amount of \$52,000 through the Fund to voluntary agencies for the relief of refugees from South Africa, mostly in various countries of southern Africa.

In Asia, UNHCR continued to assist Tibetan refugees in India and Nepal, Chinese refugees in Macao and a small group of Europeans in the Far East. Furthermore, upon the request of the Governments of the Khmer Republic and the Republic of Viet-Nam, \$117,000 were made available from the UNHCR Emergency Fund to assist refugees among the uprooted persons in both countries.

In India, an amount of \$300,000 was committed in 1970 to provide urgently required assistance not available from other sources for Tibetan refugees, of whom there are some 56,000. These funds were used for the consolidation of land settlement, vocational training and medical assistance and for the rehabilitation of 900 lamas. Funds were also made available to the Tibetan Industrial Rehabilitation Society to provide working capital for Tibetan industrial rehabilitation units.

In Nepal, \$44,000 were committed to assist 8,000 Tibetan refugees, particularly those living precariously in scattered groups in northern Nepal, and for the consolidation of existing settlements in which 2,600 Tibetans are living.

In Macao, \$135,000 were committed under the UNHCR Programme for 1970, mainly for assistance in housing, the care and rehabilitation of aged and handicapped refugees and the promotion of vocational training opportunities.

A small number of aged or severely handicapped European refugees who had reached Hong Kong from China were assisted with their resettlement in other countries. An amount of \$11,189 was allocated under the Programme for 1970 to assist this group.

In the Middle East, where there are some 10,000 refugees within the competence of UNHCR, \$135,879

were committed under the Programme for 1970 for the promotion of resettlement by emigration, local settlement and supplementary aid.

The majority of the approximately 650,000 refugees within the High Commissioner's mandate in Europe have been economically and socially integrated. The assistance provided by UNHCR in 1970 was intended primarily to supplement the substantial aid given by the countries of asylum. An amount of \$531,282 was committed for this purpose under the UNHCR Programme for 1970.

Some 6,700 refugees were assisted in their resettlement through migration to several countries in co-operation with Governments, the Intergovernmental Committee for European Migration and non-governmental organizations. As in the past, the main countries of resettlement were Australia, Canada, New Zealand and the United States of America. Refugees, including the handicapped, were also settled on a permanent basis in Belgium, the Federal Republic of Germany, France, Switzerland and the Scandinavian countries. While handicapped refugees continued to be generously admitted to a number of countries, assistance for this category is still required. At its twenty-first session, therefore, the Executive Committee of the High Commissioner's Programme recommended that Governments should continue to carry out special projects for these particularly deserving cases. Difficulties were encountered in the resettlement from Spain of refugees originally from the Caribbean area, because the number of arrivals in Spain increased considerably during 1970, while the rate of departures for resettlement in the United States decreased owing to a stricter application of regulations by the authorities.

In 1970, local integration projects and counselling services benefited 1,650 refugees in several countries of Europe, where international aid is still needed to facilitate the settlement of refugees. In most countries, however, the local authorities and voluntary agencies are increasingly taking over the task of assistance.

The High Commissioner's Programme continued to assist refugees in Latin America in respect of their resettlement through migration and local settlement and an amount of \$327,000 was committed under the 1970 Programme for this purpose. Some 400 refugees, mostly aged and handicapped, were helped in their local settlement in various countries, particularly Argentina, Bolivia, Brazil, Chile, Uruguay and Venezuela. More places were made available in institutions for this category of refugees in various countries of Latin America and additional accommodation will be provided for those suffering from mental and social handicaps. Vocational training opportunities were made available for certain categories of handicapped refugees. Over 2,000 refugees from the Caribbean area were assisted while in transit in Latin America, particularly in Mexico, pending their definitive resettlement.

## B. Narcotics control

### SECOND SPECIAL SESSION OF THE COMMISSION ON NARCOTIC DRUGS AND THE ESTABLISHMENT OF THE UNITED NATIONS FUND FOR DRUG ABUSE CONTROL

The Commission on Narcotic Drugs held its second special session in Geneva from 28 September to 3 October 1970 under Economic and Social Coun-

cil resolution 1532 (XLIX). The Council had called upon the Commission to consider short-term and long-term policy recommendations for integrated international action against drug abuse, with particular reference to the need for more effective measures to suppress the illicit drug traffic by strengthening national and international means of enforcement, to put an end to the illegal and uncontrolled production of narcotic raw material by all means including the development of alternative economic programmes and activities, such as the substitution of crops, and to reduce the illicit demand for drugs by means of educational and social programmes and the treatment, rehabilitation and social reintegration of addicts.

In carrying out its mandate, the Commission was assisted by a note prepared by the Secretary-General suggesting long-term and short-term measures against drug abuse and illicit traffic.

The Secretary-General's note indicated that it would not be feasible to finance the proposed measures from existing United Nations resources and suggested that for this purpose a fund should be established, made up of voluntary contributions from Governments and from private sources.

The principle of the Secretary-General's suggestion was generally accepted, and the Commission adopted a resolution in which it recommended that the Council should request the Secretary-General to set up a fund for drug control, to be established as an initial measure and as a matter of urgency, to provide resources for immediate action to be taken with a view to expanding the research and information facilities within the secretariats of the United Nations drug control bodies, to plan and implement programmes of technical assistance, and to provide additional qualified personnel to strengthen the secretariats of the drug control bodies.

The Commission also asked the Secretary-General to prepare a plan for long-term action designed to limit the supply of drugs to legitimate requirements by putting an end to their illegal production, to improve the organization of enforcement measures against illicit traffic, to provide for programmes of education to prevent drug abuse, to develop methods for the treatment, rehabilitation and social reintegration of drug-dependent persons, and to submit the plan to the Commission at its twenty-fourth session.

The Commission's report on the second special session containing its resolution of 2 October 1970 was dealt with by the Economic and Social Council in resolution 1559 (XLIX), which requested the Secretary-General to establish a United Nations Fund for Drug Abuse Control and transmitted the resolution, together with the report of the Commission, to the General Assembly at its twenty-fifth session for any further action it might deem appropriate.

On 15 December 1970, the General Assembly adopted resolution 2719 (XXV) welcoming the establishment of the Fund and endorsing the long-term and short-term programmes being developed to contain the problem of drug abuse. The Assembly requested the Secretary-General to proceed immediately towards the implementation of these decisions and appealed for governmental and private support.

The Secretary-General, on 26 March 1971, established the United Nations Fund for Drug Abuse Con-

trol and, in a letter to Member States and public and private agencies, invited contributions for the purpose of combating drug abuse.

On 1 April 1971, the Secretary-General received from the Permanent Representative of the United States of America a letter of credit for \$1 million as a first payment against that Government's initial pledge of \$2 million for the Fund. On the same date, the Secretary-General appointed Mr. Carl W. A. Schurmann as his personal representative in over-all charge of the United Nations Fund for Drug Abuse Control.

#### UNITED NATIONS CONFERENCE FOR THE ADOPTION OF A PROTOCOL ON PSYCHOTROPIC SUBSTANCES

The United Nations Conference for the Adoption of a Protocol on Psychotropic Substances, called by the Economic and Social Council in resolution 1474 (XLVIII), met in Vienna from 11 January to 21 February 1971 at the invitation of the Government of Austria.

Seventy-one States sent representatives to the Conference and four sent observers. In accordance with the invitation extended to them by the Council, WHO, the International Narcotics Control Board and the International Criminal Police Organization were also represented.

The Conference elected Mr. E. Nettel (Austria) as President and the representatives of eleven States as Vice-Presidents. It set up a General Committee, a Technical Committee, a Drafting Committee, a Committee on Control Measures, and a Credentials Committee.

The work of the Conference was based on the text of the revised draft Protocol on Psychotropic Substances which had been completed by the Commission on Narcotic Drugs at its first special session in January 1970, and is contained in the report of that session. It was decided to call the instrument to be adopted "convention" instead of "protocol".

As a result of its deliberations, the Conference adopted and opened for signature the Convention on Psychotropic Substances, 1971. It also adopted a resolution inviting States to apply provisionally the measures of control provided for in the Convention pending its entry into force, and another resolution to promote research on the amphetamine drugs.

On 21 February 1971, the original text of the Convention on Psychotropic Substances, equally authentic in Chinese, English, French, Russian and Spanish, was signed on behalf of twenty-three States, all signatures being subject to ratification; five of these States recorded other specific reservations.

The Convention is now deposited with the Secretary-General and will be open for signature until 1 January 1972, inclusive, thereafter open for accession. It will come into force ninety days after forty States among those referred to in the Convention have signed it without reservation of ratification, or have deposited their instruments of ratification or accession.

On 20 May 1971, the Economic and Social Council, at its fiftieth session, adopted resolution 1576 (L), in which the Council expressed its deep satisfaction that the United Nations plenipotentiary conference held in Vienna had adopted and opened for signature the Convention on Psychotropic Substances, 1971. The Council

also urged States to become Parties to the Convention and invited them, to the extent that they were able to do so, to apply provisionally the measures of control provided in the Convention pending its entry into force.

#### TECHNICAL CO-OPERATION IN NARCOTICS CONTROL

##### *General Assembly resolutions 1395 (XIV) and 2434 (XXIII)*

A total of fifty-six fellowships in various aspects of narcotics control were granted under the regular programme and the UNDP Technical Assistance programme during the period from 1 April 1970 to 10 June 1971.

Among regional activities were a training mission to four countries in Asia and the Far East in 1970 and a similar regional training and consultative mission to four African countries in 1971. In addition, pursuant to the action taken under General Assembly resolution 2434 (XXIII) and as a follow-up to the survey conducted by the United Nations in 1967, a mission was sent to Thailand from October to December 1970, at the request of the Government, under the regular technical assistance programme of the Division of Narcotic Drugs, to prepare a project for the gradual replacement of the uncontrolled opium cultivation in the hill tribe areas, for the expansion of facilities for the treatment, rehabilitation and social re-integration of addicts, the strengthening of law enforcement measures and the development of narcotics information services and educational measures. The mission's report is now being considered by the Government. Following the report of the consultative mission on the treatment and rehabilitation of drug addicts that visited Iran at the request of the Government in 1969, a United Nations expert to advise the Government on the establishment of treatment and rehabilitation centres in Iran was appointed in 1971 and has assumed charge of the programme. A member of the staff of the Division of Narcotic Drugs remained outposted in South-East Asia to advise the Government on matters relating to narcotic drugs.

The library of films on narcotic subjects, which has benefited from the availability of increased funds, now has forty films on loan, and the demand from Governments for this service has increased. Staff members have given talks on a variety of subjects concerning narcotics to audiences in Switzerland and neighbouring countries.

#### SCIENTIFIC RESEARCH

The Laboratory of the Scientific and Technical Section of the Division of Narcotic Drugs continued its research, giving priority to the work on *cannabis* in accordance with the directives of the Commission. Special emphasis was given to the co-ordination of the research being carried out by national scientists collaborating in the programme. Training was provided for fellowship-holders from Algeria, Bolivia, Colombia, Ecuador, Greece, India, Liberia, Madagascar, the People's Democratic Republic of Yemen and the Republic of Korea.

#### OPERATION OF THE INTERNATIONAL NARCOTICS TREATIES

##### *Single Convention on Narcotic Drugs, 1961*

On 20 May 1971, the Economic and Social Council adopted resolution 1577 (L) in which it decided to

call—in accordance with Article 62, paragraph 4, of the Charter of the United Nations—a conference of plenipotentiaries to consider all the amendments to the Single Convention on Narcotic Drugs, 1961, and requested the Secretary-General to convene such a conference as early as possible in 1972.

The Holy See and the Republic of Viet-Nam adhered to or ratified the Single Convention, thus bringing the total number of parties to seventy-nine.

#### *Laws and regulations*

During the period from 1 April 1970 to 31 March 1971, eighty-one laws and regulations were received from twenty-three countries and territories.

#### ABUSE OF DRUGS (DRUG ADDICTION)

Based on the replies to the questionnaire sent by the Secretary-General to Governments with a view to obtaining data on the extent of the abuse of psychotropic substances, studies were made of the extent and forms of the abuse of different stimulants, depressants and hallucinogenic drugs. These studies, which proved most useful, formed part of the preparatory work for the United Nations Conference for the Adoption of a Protocol on Psychotropic Substances, held at Vienna, in January 1971.

The Secretary-General prepared and distributed a brochure on drug abuse.

#### RELATIONS WITH THE INTERNATIONAL NARCOTICS CONTROL BOARD, THE UNITED NATIONS DEVELOPMENT PROGRAMME, THE SPECIALIZED AGENCIES AND THE INTERGOVERNMENTAL ORGANIZATIONS

The Secretary-General maintained close contact with the International Narcotics Control Board and WHO and was represented at the sessions of the Board and the meeting of the WHO Expert Committee. The Board and WHO participated in the sessions of the Commission on Narcotic Drugs and in the United Nations Conference for the Adoption of a Protocol on Psychotropic Substances.

The Secretary-General also maintained liaison with UNDP, UNESCO, FAO, the World Food Programme, the ILO and UNIDO in regard to the implementation of General Assembly resolution 2434 (XXIII).

At the invitation of the Secretary-General, the Permanent Anti-Narcotics Bureau of the League of Arab States and the International Criminal Police Organization participated in the meetings of the Commission. The International Criminal Police Organization collaborated with the Division of Narcotic Drugs in regard to illicit traffic reports. Preliminary contact was established with the Customs Co-operation Council.

#### ILLICIT TRAFFIC

The Secretary-General received 2,219 reports of seizures of drugs in illicit traffic covering 2,312 individual seizures made in thirty-nine countries during the period from April 1970 to June 1971. In the annual reports of Governments for 1969, information concerning illicit traffic in drugs was received in respect of 113 countries, eighteen of which gave details of 330 additional seizures of drugs.

The Secretariat has collaborated with the International Criminal Police Organization, which, in 1969,

received information from fifty-five countries on 1,929 seizures of international importance.

The principal features of the illicit traffic of the world remained about the same: the quantities of drugs seized in 1969 rose, except for heroin, and the number of seizures of *cannabis*, synthetic and psychotropic drugs (amphetamines, hallucinogens etc.) increased considerably.

### INFORMATION

#### *Bulletin on Narcotics*

The Secretary-General published four issues of the *Bulletin on Narcotics* featuring articles on drug addiction, psychotropic substances, national and international aspects of narcotics control and scientific research on narcotic drugs and psychotropic substances.

#### *Information letters*

The periodic information letters addressed to Members of the Commission and others concerned in the field continued to be issued and evoked increasing interest.

#### *Press and public inquiries*

With the growth of interest in the drug problem, the Secretariat has met an intensive demand for information and advice from quite varied quarters, such as teaching institutions, professional people and the public, in addition to vastly increased coverage by the press media, including television and radio.

### INTERNATIONAL NARCOTICS CONTROL BOARD

The International Narcotics Control Board, created by the Single Convention on Narcotic Drugs, 1961, has completed the final year of its first three years' mandate since it replaced the Permanent Central Narcotics Board and the Drug Supervisory Body in 1968. During the period under review, the Board held two sessions, which were devoted, as in previous years, to an examination of reports of Governments in order to determine the present drug situation in the world and the action that was required to deal with it.

It should be recalled that the Board's statutory task is to ensure that contracting Parties duly comply with their obligations under the treaties. A point of satisfaction is that the majority of countries, both those that are parties to the international conventions on narcotic drugs and even some that are not, apply the provisions of these treaties. There are, however, still some countries where the national administrations, in whose hands lies the ultimate responsibility for implementing the treaty provisions, still fail to display adequate efficiency in their task.

The Board's efforts were therefore concentrated mainly on countries in need of co-ordination and guidance in the fulfilment of their treaty obligations. Accordingly, a large part of the Board's latest report dealt with the analysis of the different weaknesses in the functioning of the international control system, stressing the necessary remedies and recalling the Board's readiness, within the limitations imposed by other demands on the Board's staff and available funds, to assist Governments in their efforts to establish and improve national control.

The drastically increasing misuse of dangerous drugs has been a matter of great concern to the Board.

Drug abuse is no longer confined to maladjusted personalities, to minority groups or to persons subject to economic stress; only a few countries in the world are completely—or even relatively—free from what has shown itself to be a pervasive social malady. While the Board is satisfied that many countries have taken all possible measures to eliminate the tendency to drug abuse, it has appealed for greater co-operation on the part of others which fail to realize that no country can escape this tragic contagion unless immediate and efficient protective measures are taken.

The Board again noted that control over the manufacture and distribution of the substances covered by international treaties is such that leakage from licit manufacture and international trade into illicit channels has been minimal. This is not so, however, in the case of licit poppy cultivation for opium production and of coca leaf production, where there are still leakages nourishing the illicit traffic. The Board therefore urged countries where the control system was still inadequate to speed up their efforts to bring it to the maximum efficiency.

Of even greater concern to the Board is the situation in a number of countries which are not in a position to check the illicit and uncontrolled production of narcotic raw material. While recognizing that competent authorities could in some instances make more strenuous efforts in this direction, the Board has long held and repeatedly expressed the opinion that only international collaboration and assistance could help these countries to solve this problem.

It is a considerable gain that the need for concerted action is now internationally recognized and that steps have been taken by United Nations organs to initiate such action as soon as possible. The creation of a special fund should provide the Secretary-General with the financial resources for a broad programme of measures directed simultaneously to reducing the illicit and uncontrolled production of narcotic raw materials, to checking international traffic in drugs and to promoting medical, scientific and educational activities in respect of actual and potential drug dependants and misusers.

For several years, the increasing misuse of drugs, such as stimulants, depressants and hallucinogens, has caused grave concern both to the Board and to national administrations and international bodies. For several years also, the Board has advocated research into the aetiology of this abuse, stressing at the same time the need for an international agreement aimed at applying a measure of national and international control to psychotropic substances. In the course of preliminary discussions leading to the formulation of a draft treaty, the Board expressed the view that a broadly acceptable and effectual system of control should be agreed upon and it maintained this opinion at the plenipotentiary conference held in January and February 1971. Further, the Board hoped that the Conference would recommend to Governments that they should implement the new treaty even before its entry into force and the Board was gratified that such a recommendation was made; this would both improve the present situation and facilitate eventual ratification of or accession to the treaty.

Consequently, at its session held in May and June 1971, the Board decided upon the measures it should

take in implementing provisionally the new treaty in accordance with the resolution adopted by the Conference on the Adoption of a Protocol on Psychotropic Substances.

At this session, the Board also took note of the proposed amendments to the Single Convention on Narcotic Drugs, 1953, which aim at strengthening international control and reinforcing the Board's power.

### C. Assistance in cases of natural disaster

At its forty-ninth session, the Economic and Social Council responded to the tragic consequences of the earthquake which struck Peru on 31 May 1970 by adopting resolution 1518 (XLIX). That resolution outlined the measures to be taken by Member States and by the organizations of the United Nations system for purposes of relief and reconstruction in that country. Subsequently, in resolution 1519 (XLIX), the Council addressed a number of recommendations to Member States, the specialized agencies and non-governmental organizations with a view to alleviating the famine in Yemen.

The Council also considered the general question of assistance in cases of natural disaster in the light of the interim report prepared by the Secretary-General on the subject. In that connexion, the Council adopted resolution 1533 (XLIX), in which it recommended the establishment of an emergency fund for disasters based on voluntary contributions and having, as its first task, the provision of assistance to Peru to meet its reconstruction needs. In resolution 1546 (XLIX), the Council commended the Secretary-General on his intention to entrust one of his senior officials with the responsibility of developing and co-ordinating assistance from the United Nations system and ensuring co-operation with Governments, the League of Red Cross Societies and other voluntary agencies. It also set out a number of guidelines which the Secretary-General was to bear in mind in continuing the studies called for in General Assembly resolution 2435 (XXIII). These guidelines related to pre-disaster planning, stand-by relief units, stockpiling of supplies, scientific research, warning systems and the role of UNDP resident representatives in making preliminary assessments of the impact of natural disasters. The Council also decided to review the whole question at its fifty-first session on the basis of a comprehensive report to be submitted by the Secretary-General.

During July 1970, the Secretary-General appointed Dr. Raúl Prebisch as his Personal Representative for Peru in connexion with United Nations assistance following the earthquake. In Dr. Prebisch's interim report on the activities of the United Nations family of organizations in response to the needs of Peru, he noted that although the role of the United Nations system had perforce to remain modest owing to the paucity of resources, some members of the family, such as WHO and UNICEF, were able to make contributions of undoubted usefulness. On the other hand, that role became very important as the Government of Peru began to face the tasks of rehabilitation and reconstruction: its scope extended from specific projects, such as the assessment of the damages caused to a hydro-electric plant, to general support for the

adjustment of the national development plan to the new requirements stemming from the disaster.

In order to give effect to his intentions, as indicated to the Economic and Social Council, the Secretary-General announced on 26 October 1970 that the Office for Inter-Agency Affairs would henceforth function as the focal point in the Secretariat for the co-ordination of action in implementation of General Assembly resolution 2435 (XXIII) and Economic and Social Council resolution 1546 (XLIX), as well as other aspects of action in connexion with national disasters and similar emergency situations. The Assistant Secretary-General for Inter-Agency Affairs was to advise and represent the Secretary-General in all matters relating to this subject, in close consultation with the heads of the departments and offices principally involved and with the executive heads of the organizations concerned in the United Nations system. The Assistant Secretary-General for Inter-Agency Affairs was also to develop and maintain close contact with Governments and with the relevant non-governmental organizations, including the League of Red Cross Societies, and to seek all possible means to develop and co-ordinate emergency assistance, to further the co-operation of Governments and the various organizations with the United Nations, and to promote pre-disaster planning and arrangements for action at the national level, as well as scientific studies and the application of modern technology aimed at preventing, controlling or mitigating the effects of disaster.

The establishment of these new arrangements was followed in early 1971 by the catastrophic cyclone in East Pakistan. In the initial emergency relief phase, the focal point served, as it was to do in subsequent disaster situations, as a clearing-house for information, to be circulated to the organizations concerned, on the scale, character and impact of the disaster, on priority relief requirements and on the availability of local resources to meet them. It also facilitated consultation among United Nations organizations and liaison with the League of Red Cross Societies and other voluntary agencies. Furthermore, it provided a basis for the launching of special appeals by the Secretary-General and the President of the General Assembly, which helped to stimulate offers of assistance from many quarters.

At its twenty-fifth session, the General Assembly, concerned about the inadequacy of international efforts in connexion with natural disasters, adopted resolution 2717 (XXV), in which the Assembly entrusted to the Secretary-General the task of including in his comprehensive report, to be submitted to it at its twenty-sixth session, conclusions and recommendations regarding almost every aspect of disaster assistance. These aspects included the improvement of the capacity of the different organizations of the United Nations system to contribute assistance in cases of natural disaster, the strengthening of the capacity of the United Nations itself, including organizational arrangements for the permanent office responsible for the co-ordination of action relating to natural disasters; ways of ensuring better mobilization and co-ordination provided through the United Nations system and non-governmental organizations; pre-disaster planning at the national and international levels as well as technical assistance to meet governmental requests in that regard; the stockpiling of emergency supplies; the application of technology to, and scientific research for, the pre-



vention and control of natural disasters, or a mitigation of their effects; programmes for the training of relief personnel; measures directed at immediate relief operations and short-term, low-cost rehabilitation, and long-term plans for the reconstruction and development of disaster areas. In that resolution, the Assembly further urged that requests for emergency assistance under Assembly resolutions 2435 (XXIII) and 2608 (XXIV) be given prompt and appropriate response. And finally, it invited UNDP, IBRD and other international credit institutions to give consideration within their respective spheres of competence to the possibility of meeting requests for assistance which countries stricken by natural disasters might submit for the purpose of rehabilitation, reconstruction and development.

General Assembly resolution 2717 (XXV) has already been considered by several interested United Nations organs. The Advisory Committee on the Application of Science and Technology to Development, at its fourteenth session in February 1971, recognizing the importance of scientific research and modern technology in reducing the impact of natural disasters on man and society, decided to prepare a preliminary study, which it hoped to make available to the General Assembly when it considered the matter at its twenty-sixth session. The study was to have three objectives: to identify areas for further scientific research into natural phenomena; to identify areas for further technological research on the improvement of protective measures; and to delineate the outline of a feasibility study with the aim of establishing a network of sensors to transmit information for use in the early warning of major disasters. For the purpose of pre-conference documentation for the United Nations Conference on the Human Environment and with particular reference to the control of pollutants and nuisances of broad international significance, the Preparatory Committee for the Conference called for a study on the means of minimizing and possibly preventing hazards from natural disasters. The study would cover arrangements for the monitoring and surveillance of environmental variables to make possible the forecasting of natural disasters and a review by an intergovernmental working group of the value of establishing new early warning systems. The executive secretaries of the regional economic commissions, at their meeting in January 1971, also stressed the increasing awareness of the importance of assistance in cases of natural disaster, adding a plea for regional or subregional disaster relief units equipped with their own logistical support and supplies. Furthermore, in the consensus adopted at its tenth session, the Governing Council of UNDP referred to the need for sufficient flexibility in UNDP assistance so as to meet unforeseen needs of countries or exceptional situations which country programmes could not take into account. At a global meeting of UNDP Resident Representatives at New Delhi in February 1971, in which the Assistant Secretary-General for Inter-Agency Affairs participated, a special discussion was held on the responsibilities of UNDP Resident Representatives. It was recognized that they have a critical role to play in preparations to meet disasters and in the action necessary when a disaster occurs in the country to which they are assigned.

At its ninth session in June 1971, the Committee for Programme and Co-ordination (CPC) had before

it a comprehensive report by the Secretary-General. That report identified four main areas in which international assistance might be strengthened: prevention, control and prediction; planning and preparedness; organization of relief action when the emergency occurs; and rehabilitation and reconstruction. It also set out a number of recommendations addressed, respectively, to disaster-prone countries, countries which expected to give aid, to the League of Red Cross Societies and other international voluntary agencies and, lastly, to the United Nations itself. In regard to the Organization, the report outlined in detail the nature and extent of the functions of the permanent office in the Secretariat envisaged in General Assembly resolution 2717 (XXV) for the co-ordination of action relating to natural disasters. For reasons beyond its control, CFC was able to hold only a preliminary discussion on the matter.

During the period under review, the Secretary-General, under the authority granted to him by General Assembly resolutions 2435 (XXIII) and 2614 (XXIV), made advances from the Working Capital Fund in the total amount of \$156,000 for emergency aid in connexion with natural disasters to Hungary, Jordan, Madagascar, Malaysia, Nicaragua, Pakistan, the People's Democratic Republic of Yemen, Peru, the Philippines, Romania and Turkey. Under the authority granted to him by the General Assembly under resolution 2435 (XXIII) to make advances from the same source for assistance to countries in the elaboration of national plans to meet disasters, the Secretary-General approved allocations in the total amount of \$18,300 to Iceland, Mauritania and Syria.

#### *D. United Nations Conference on the Human Environment*

The preparations for the United Nations Conference on the Human Environment were reviewed by the Economic and Social Council at its forty-ninth session on the basis of the report of the Preparatory Committee for the Conference on its first session and of a progress report by the Secretary-General. The Council adopted resolution 1536 (XLIX), by which it reaffirmed the action-oriented character of the Conference; agreed with the Preparatory Committee that areas for immediate action should be identified prior to the Conference; reiterated that for the Conference to achieve its objectives, its agenda needed to be selective, its organizational structure simple and efficient and its documentation reasonably limited; recommended that the Conference be presented with a draft declaration on the human environment, which should be a document of basic principles in regard to the human environment; expressed the belief that due account should be taken of such environmental problems as are particularly acute in developing countries and relevant to their needs; called upon Governments, specialized agencies and intergovernmental and non-governmental organizations to give all possible support to preparations for the Conference; and recommended to the Secretary-General that he investigate immediately the possibility of providing assistance to developing countries for the preparation of national reports and case studies.

The Council's resolution was subsequently noted by the General Assembly in resolution 2657 (XXV). By

this resolution, the Assembly recommended the inclusion in the agenda for the second and third sessions of the Preparatory Committee of one or more specific items relating to economic and social aspects in order to safeguard and promote the interests of developing countries with a view to reconciling the national environmental policies with their national development plans and priorities. It also recommended that the Preparatory Committee should consider the financing of possible action in the field of the human environment with a view to ensuring that additional resources would be provided to developing countries in the context of the protection of the environment.

The Preparatory Committee for the Conference held its second session in Geneva from 8 to 19 February 1971. The Committee considered the programme of the Conference and possible subjects and topics for the Conference agenda. It also considered organizational matters such as the structure of the Conference and the preparation of documentation.

In accordance with the proposal made in the report of the Secretary-General of the Conference to the Preparatory Committee at its second session, the subject matter of the Conference will be dealt with on three levels.

Action at the "intellectual-conceptual" level (level I) will consist of the preparation of a report on the state of the human environment, produced with the advice and assistance of a representative group of the world's intellectual and scientific community. The report will identify major areas of intellectual consensus on environmental problems, areas where there is no consensus and those where present knowledge is inadequate. It will not be submitted for discussion at the Conference, but it should make an important contribution to the preparations for the Conference by identifying the main issues and drawing the attention of Governments and of the general public to them.

At the "action plan" level (level II), which will constitute the bulk of the work of the Conference, a series of proposals for action will be presented for consideration by the Conference. Decisions taken at this level will establish the work programme in the field of environment for the period after the Conference on the basis of internationally agreed priorities. The "action completed" level (level III) will consist of a number of items on which action can be initiated before the Conference itself and hopefully completed by the Conference.

The Preparatory Committee considered proposals concerning the agenda of the Conference in the context of the framework of action described above. It agreed upon a proposed agenda and a list of annotations to the agenda as a whole and to each of the main substantive items. There are six main substantive items on the agenda: the planning and management of human settlements for environmental quality; the environmental aspects of natural resource management; identification and control of pollutants and nuisances of broad international significance; educational, informational, social and cultural aspects of environmental issues; development and environment; the international organizational implications of action proposals.

In addition, the proposed agenda provides for the adoption and signature of a declaration on the human

environment. It was generally agreed that such a declaration should be inspirational and concise and readily understandable by the general public.

The annotations to the main substantive items of the proposed agenda constitute a list of possible areas for action at level II. However, the Preparatory Committee, at its second session, paid special attention to the identification of topics suitable for action at level III and it made recommendations concerning the preparation of action on these topics.

In order to prepare the declaration on the human environment, the Preparatory Committee recommended the establishment of an Intergovernmental Working Group composed of all members of the Committee, other States Members of the United Nations being able to participate in its work as observers. The group has met twice in New York, first for a brief organizational meeting and later for a substantive meeting, from 10 to 21 May 1971. It has prepared a preliminary draft of the declaration for consideration by the Preparatory Committee at its third session.

The Preparatory Committee also identified a number of additional topics for level III action. It recommended the establishment of intergovernmental working groups on marine pollution, on environmental monitoring or surveillance, on the conservation of areas of natural, cultural or historical significance and on soil degradation and conservation. These groups, which are scheduled to meet between June and September 1971 and may hold further meetings before the Conference, will formulate proposals for action in the areas covered by them. Membership in these groups is open to all interested Member States; in addition, the appropriate components of the United Nations system and certain specialized non-governmental organizations may participate.

The Preparatory Committee also recommended the preparation of level III action on other topics, including the training of specialists in environmental problems, the exchange of information on environmental matters, the preservation of genetic resources (genetic pools) and the limitation of the release of pollutants. The Committee suggested that the Secretariat should provide information to the Preparatory Committee at its third session so that it might recommend whether intergovernmental working groups should be set up to consider any of these topics.

The Preparatory Committee agreed that the structure of the Conference should consist of the plenary and three committees of the whole. Each of these committees will consider two of the main substantive items on the proposed agenda. The Preparatory Committee took note of the time-table for the submission of basic documentation, including national reports on environmental problems and case studies to be submitted by Governments, and for the preparation of Conference documents by the Secretariat.

The Preparatory Committee also took note of measures proposed by the Secretary-General of the Conference to promote the effective participation of developing countries in the preparatory work for the Conference and in the work of the Conference itself. These measures include the provision of technical assistance to Governments of developing countries for the preparation of national reports, a panel of experts on development and environment, which met near

Geneva in June 1971, and a series of regional seminars on development and environment being organized by the secretariats of the United Nations regional economic commissions and the United Nations Economic and Social Office at Beirut, in co-operation with the secretariat of the Conference, in the period from August to October 1971. Extra-budgetary resources have been made available by certain Member States to cover a large part of the cost of these measures.

The third session of the Preparatory Committee is to take place in New York from 13 to 24 September 1971.

The Conference secretariat has been established at the United Nations Office at Geneva. In November 1970, in accordance with General Assembly resolution 2581 (XXIV), the Secretary-General of the United Nations appointed Mr. Maurice F. Strong as the Secretary-General of the Conference.

## REFERENCES

### A. Office of United Nations High Commissioner for Refugees

For relevant documents, see *Official Records of the General Assembly, Twenty-fifth Session, Annexes*, agenda item 57; and *ibid.*, *Twenty-fifth Session, Supplement No. 12 (A/8012)* and *Supplement No. 12A (A/8012/Add.1)*.

### B. Narcotics control

For the report of the Commission on Narcotic Drugs on its second special session (28 September to 3 October 1970), see *Official Records of the Economic and Social Council, resumed Forty-ninth Session, Supplement No. 12 (E/4931 and Corr.1)*.

For other relevant documents, see:

- (a) *Official Records of the General Assembly, Twenty-fifth Session, Supplement No. 3 (E/8003 and Corr.1)* and *Supplement No. 3A (E/8003/Add.1)*;

- (b) *Official Records of the Economic and Social Council, Fiftieth Session, Annexes*, agenda item 6.

### C. Assistance in cases of natural disaster

For relevant documents, see *Official Records of the Economic and Social Council, Fifty-first Session, Annexes*, agenda item 14; and *ibid.*, *Fifty-first Session, Supplement No. 9 (E/5038)*, chapter VI.

### D. United Nations Conference on the Human Environment

For relevant documents, see:

- (a) *Official Records of the General Assembly, Twenty-fifth Session, Annexes*, agenda item 43;
- (b) *Official Records of the Economic and Social Council, Forty-ninth Session, Annexes*, agenda item 16; and *ibid.*, *Fifty-first Session, Annexes*, agenda item 11.

*Part Four*

**Legal questions**

## CHAPTER I

# International Court of Justice

### *Composition of the Chamber of Summary Procedure*

On 22 January 1971, the Court constituted its Chamber of Summary Procedure for the ensuing year as follows:

*Members:* President Sir Muhammad Zafrulla Khan, Vice-President Ammoun, Judges Padilla Nervo, Bengzon and Lachs.

*Substitute Members:* Judges Ignacio-Pinto and de Castro.

### *Jurisdiction of the Court*

#### NEW PARTY TO THE STATUTE OF THE COURT

The State admitted to membership in the United Nations during the period under review, namely Fiji, became *ipso facto* a party to the Statute of the Court in accordance with Article 93 of the Charter of the United Nations.

#### COMPULSORY JURISDICTION

On 19 May 1971, the Government of Austria deposited with the Secretary-General a declaration dated 28 April 1971, whereby, subject to certain reservations, it accepted the compulsory jurisdiction of the Court under Article 36, paragraph 2, of the Court's Statute. This declaration brings to forty-seven the number of States which accept the compulsory jurisdiction of the Court.

#### INSTRUMENTS CONFERRING JURISDICTION ON THE COURT

One instrument registered with the Secretary-General during the period under review contains clauses conferring jurisdiction on the Court in certain eventualities, namely:

International Health Regulations (adopted by the Twenty-second World Health Assembly on 25 July 1969: came into force on 1 January 1971).

### *Case submitted to the Court*

#### LEGAL CONSEQUENCES FOR STATES OF THE CONTINUED PRESENCE OF SOUTH AFRICA IN NAMIBIA (SOUTH WEST AFRICA) NOTWITHSTANDING SECURITY COUNCIL RESOLUTION 276 (1970)

On 29 July 1970 (see also part one, chapter IV, section F, and part two, chapter I, section B), the

Security Council of the United Nations decided, by resolution 284 (1970), to request an advisory opinion of the Court on the following question:

"What are the legal consequences for States of the continued presence of South Africa in Namibia, notwithstanding Security Council resolution 276 (1970)?"

In accordance with Article 66, paragraph 2, of the Statute of the Court, the States entitled to appear before the Court were notified that the Court was prepared to receive from them written or oral statements furnishing information on the question.

By Orders made on 5 and 28 August 1970, the President fixed 23 September 1970 as the time-limit for the submission of such statements and then extended it to 19 November 1970. Written statements were received from the Governments of the following States: Czechoslovakia, Finland, France, Hungary, India, Netherlands, Nigeria, Pakistan, Poland, South Africa, United States of America and Yugoslavia. In addition, the Secretary-General of the United Nations transmitted to the Court documents likely to throw light on the question (Statute, Article 65, paragraph 2) and a written statement.

On 26 January 1971, the Court made Orders whereby it decided not to accede to the objections raised by the Government of South Africa in its written statement against the participation of three Members of the Court in the proceedings. At a closed meeting held on Wednesday, 27 January 1971, the Court heard a representative of South Africa on the question of an application by that Government for leave, under Article 31, paragraph 2, of the Statute of the Court, to choose a judge *ad hoc* to sit in the proceedings. By an Order made on 29 January 1971, the Court decided to reject that application.

From 8 February to 17 March 1971, the Court heard oral statements in twenty-three public sittings. At the beginning of the first of these sittings, the President stated that the Court had examined the observations which the Government of South Africa had made concerning the supposed disability of the Court to give the advisory opinion requested on account of political pressure to which the Court, according to that Government, had been or might be subjected. The President went on:

"After having deliberated upon the matter, the Court has unanimously decided that it was not proper for it to entertain these observations, bearing as they do on the very nature of the Court as the principal judicial organ of the United Nations, an



organ which, in that capacity, acts only on the basis of the law, independently of all outside influence or interventions whatsoever, in the exercise of the judicial function entrusted to it alone by the Charter and its Statute. A court functioning as a court of law can act in no other way."

Oral statements were then presented on behalf of the Secretary-General of the United Nations, the Organization of African Unity and the following States: Finland, India, Netherlands, Nigeria, Pakistan, Republic of Viet-Nam, South Africa and United States of America.

By a letter of 14 May 1971, the President informed representatives of the States and organizations which had taken part in the oral proceedings that the Court had decided to reject the two requests made by the Government of South Africa concerning the supply of further factual material and the possible holding of a plebiscite.

On 21 June 1971, the Court delivered its Advisory Opinion in the following terms:

"The Court is of opinion,  
"in reply to the question:

"What are the legal consequences for States of the continued presence of South Africa in Namibia, notwithstanding Security Council resolution 276 (1970)?"

"by 13 votes to 2,

"(1) that, the continued presence of South Africa in Namibia being illegal, South Africa is under obligation to withdraw its administration from Namibia immediately and thus put an end to its occupation of the Territory;

"by 11 votes to 4,

"(2) that States Members of the United Nations are under obligation to recognize the illegality of South Africa's presence in Namibia and the invalidity of its acts on behalf of or concerning Namibia, and to refrain from any acts and in particular any dealings with the Government of South Africa implying recognition of the legality of, or lending support or assistance to, such presence and administration;

"(3) that it is incumbent upon States which are not Members of the United Nations to give assistance, within the scope of subparagraph (2) above, in the action which has been taken by the United Nations with regard to Namibia."

In the statement of its reasons, the Court first refers to its decision not to accede to the objections raised by the Government of South Africa against the participation in the proceedings of three Members of the Court. These objections were based on statements which the Judges in question had made in a former capacity as representatives of their Governments in United Nations organs dealing with matters concerning Namibia, or on their participation in the same capacity in the work of those organs. The Court came to the conclusion that none of the three cases called for the application of Article 17, paragraph 2, of its Statute.

The Court next recalls that the Government of South Africa had contended that the Court was not competent to deliver the opinion, because Security Council resolution 284 (1970) was invalid for the

following reasons: (a) two permanent members of the Council abstained during the voting (Charter, Article 27, paragraph 3); (b) as the question related to a dispute between South Africa and other Members of the United Nations, South Africa should have been invited to participate in the discussion (Charter, Article 32) and the proviso requiring members of the Security Council which are parties to a dispute to abstain from voting should have been observed (Charter, Article 27, paragraph 3). The Court points out that (a) for a long period the voluntary abstention of a permanent member has consistently been interpreted as not constituting a bar to the adoption of resolutions by the Security Council; (b) the question of Namibia was placed on the agenda of the Council as a "situation" and the South African Government failed to draw the Council's attention to the necessity in its eyes of treating it as a "dispute".

In the alternative the Government of South Africa maintained that even if the Court had competence it should nevertheless, as a matter of judicial propriety, refuse to give the opinion requested, on account of political pressure to which, it was contended, the Court had been or might be subjected. On 8 February 1971, at the opening of the public sittings, the President of the Court made the statement reproduced above. The Government of South Africa also advanced another reason for not giving the advisory opinion requested: that the question was in reality contentious, because it related to an existing dispute between South Africa and other States. The Court considers that it was asked to deal with a request put forward by a United Nations organ with a view to seeking legal advice on the consequences of its own decisions. The fact that, in order to give its answer, the Court might have to pronounce on legal questions upon which divergent views exist between South Africa and the United Nations did not convert the case into a dispute between States. (There was therefore no necessity to apply Article 83 of the Rules of Court, according to which, if an advisory opinion is requested upon a legal question "actually pending between two or more States", Article 31 of the Statute, dealing with judges *ad hoc*, is applicable; the Government of South Africa having requested leave to choose a judge *ad hoc*, the Court had heard its observations on that point but, in the light of the above considerations, had decided not to accede to that request.)

In sum, the Court saw no reason to decline to answer the request for an advisory opinion.

Refuting the contentions of the South African Government and citing its own pronouncements in previous proceedings concerning South West Africa (Advisory Opinions of 1950, 1955 and 1956; Judgment of 1962), the Court goes on to recapitulate the history of the Mandate.

The Mandates System established by Article 22 of the Covenant of the League of Nations was based upon two principles of paramount importance: the principle of non-annexation and the principle that the well-being and development of the peoples concerned formed a sacred trust of civilization. Taking the developments of the past half-century into account, there can be little doubt that the ultimate objective of the sacred trust was self-determination and independence. The Mandatory was to observe a number of obligations, and the Council of the League was to

see that they were fulfilled. The rights of the Mandatory as such had their foundation in those obligations. When the League of Nations was dissolved, the *raison d'être* and original object of these obligations remained. Since their fulfilment did not depend on the existence of the League, they could not be brought to an end merely because the supervisory organ had ceased to exist. The Members of the League had not declared, or accepted even by implication, that the mandates would be cancelled or lapse with the dissolution of the League. The last resolution of the League Assembly and Article 80, paragraph 1, of the United Nations Charter maintained the obligations of mandatories. The International Court of Justice has consistently recognized that the Mandate survived the demise of the League, and South Africa also admitted as much for a number of years. Thus the supervisory element, which is an essential part of the Mandate, was bound to survive. The United Nations suggested a system of supervision which would not exceed that which applied under the Mandates System, but this proposal was rejected by South Africa.

Eventually, in 1966, the General Assembly adopted resolution 2145 (XXI), whereby it decided that the Mandate was terminated and that South Africa had no other right to administer the Territory. Subsequently the Security Council adopted various resolutions, including resolution 276 (1970) declaring the continued presence of South Africa in Namibia illegal. Objections challenging the validity of these resolutions having been raised, the Court points out that it does not possess powers of judicial review or appeal in relation to the United Nations organs in question. Nor did the validity of their resolutions form the subject of the request for advisory opinion. The Court nevertheless, in the exercise of its judicial function, and since those objections had been advanced, considered them in the course of its reasoning before determining the legal consequences arising from those resolutions. It recalls, to begin with, that the entry into force of the United Nations Charter established a relationship between all Members of the United Nations on the one side, and each Mandatory Power on the other, and that one of the fundamental principles governing that relationship is that the party which disowns or does not fulfil its obligations cannot be recognized as retaining the rights which it claims to derive from the relationship. Resolution 2145 (XXI) determined that there had been a material breach of the Mandate, which South Africa had in fact disavowed.

It had been contended (a) that the Covenant of the League of Nations did not confer on the Council of the League power to terminate a mandate for misconduct of the Mandatory and that the United Nations could not derive from the League greater powers than the latter itself had; (b) that, even if the Council of the League had possessed the power of revocation of the Mandate, it could not have been exercised unilaterally but only in co-operation with the Mandatory; (c) that resolution 2145 (XXI) made pronouncements which the General Assembly, not being a judicial organ, was not competent to make; (d) that a detailed factual investigation was called for; (e) that one part of resolution 2145 (XXI) decided in effect a transfer of territory. The Court observes (a) that, according to a general principle of international law (incorporated in the Vienna Convention on the Law of Treaties), the right to terminate a treaty on account

of breach must be presumed to exist in respect of all treaties, even if unexpressed; (b) that the consent of the wrongdoer to such a form of termination cannot be required; (c) that the United Nations, as a successor to the League, acting through its competent organs, must be seen above all as the supervisory institution competent to pronounce on the conduct of the Mandatory; (d) that the failure of South Africa to comply with the obligation to submit to supervision cannot be disputed; (e) that the General Assembly was not making a finding on facts, but formulating a legal situation; it would not be correct to assume that, because it is in principle vested with recommendatory powers, it is debarred from adopting, in special cases within the framework of its competence, resolutions which make determinations or have operative design.

The General Assembly, however, lacked the necessary powers to ensure the withdrawal of South Africa from the Territory and therefore, acting in accordance with Article 11, paragraph 2, of the Charter, enlisted the co-operation of the Security Council. The Council for its part, when it adopted the resolutions concerned, was acting in the exercise of what it deemed to be its primary responsibility for the maintenance of peace and security. Article 24 of the Charter vests in the Security Council the necessary authority. Its decisions were taken in conformity with the purposes and principles of the Charter, under Article 25 of which it is for Member States to comply with those decisions, even those members of the Security Council which voted against them and those Members of the United Nations which are not members of the Council. The Court stresses that a binding determination made by a competent organ of the United Nations to the effect that a situation is illegal cannot remain without consequence.

South Africa, being responsible for having created and maintained that situation, has the obligation to put an end to it and withdraw its administration from the Territory. By occupying the Territory without title, South Africa incurs international responsibilities arising from a continuing violation of an international obligation. It also remains accountable for any violations of the rights of the people of Namibia, or of its obligations under international law towards other States in respect of the exercise of its powers in relation to the Territory.

The States Members of the United Nations are under obligation to recognize the illegality and invalidity of South Africa's continued presence in Namibia and to refrain from lending any support or any form of assistance to South Africa with reference to its occupation of Namibia. The precise determination of the acts permitted—what measures should be selected, what scope they should be given and by whom they should be applied—is a matter which lies within the competence of the appropriate political organs of the United Nations acting within their authority under the Charter. Thus it is for the Security Council to determine any further measures consequent upon the decisions already taken by it. The Court in consequence confines itself to giving advice on those dealings with the Government of South Africa which, under the Charter of the United Nations and general international law, should be considered as inconsistent with resolution 276 (1970) because they might imply recognizing South Africa's presence in Namibia as legal:

(a) Member States are under obligation (subject to (d) below) to abstain from entering into treaty relations with South Africa in all cases in which the Government of South Africa purports to act on behalf of or concerning Namibia. With respect to existing bilateral treaties, Member States must abstain from invoking or applying those treaties or provisions of treaties concluded by South Africa on behalf of or concerning Namibia which involve active intergovernmental co-operation. With respect to multilateral treaties, the same rule cannot be applied to certain general conventions such as those with humanitarian character, the non-performance of which may adversely affect the people of Namibia: it will be for the competent international organs to take specific measures in this respect.

(b) Member States are under obligation to abstain from sending diplomatic or special missions to South Africa including in their jurisdiction the Territory of Namibia, to abstain from sending consular agents to Namibia, and to withdraw any such agents already there; and to make it clear to South Africa that the maintenance of diplomatic or consular relations does not imply any recognition of its authority with regard to Namibia.

(c) Member States are under obligation to abstain from entering into economic and other forms of relations with South Africa on behalf of or concerning Namibia which may entrench its authority over the Territory.

(d) However, non-recognition should not result in depriving the people of Namibia of any advantages derived from international co-operation. In particular, the illegality or invalidity of acts performed by the Government of South Africa on behalf of or concerning Namibia after the termination of the Mandate cannot be extended to such acts as the registration of births, deaths and marriages.

As to States not members of the United Nations, although they are not bound by Articles 24 and 25 of the Charter, they have been called upon by resolution 276 (1970) to give assistance in the action which has been taken by the United Nations with regard to Namibia. In the view of the Court, the termination of the Mandate and the declaration of the illegality of South Africa's presence in Namibia are opposable to all States in the sense of barring *erga omnes* to legality of the situation which is maintained in violation of international law. In particular, no State which enters into relations with South Africa concerning Namibia may expect the United Nations or its Members to recognize the validity or effects of any such relationship. The Mandate having been terminated by a decision of the international organization in which the supervisory authority was vested, it is for non-member States to act accordingly. All States should bear in mind that the entity injured by the illegal presence of South Africa in Namibia is a people which must look to the international community for assistance in its progress towards the goals for which the sacred trust was instituted.

The Government of South Africa had expressed the desire to supply the Court with further factual information concerning the purposes and objectives of its policy of separate development, contending that to establish a breach of its substantive international obligations under the Mandate it would be necessary to

prove that South Africa had failed to exercise its powers with a view to promoting the well-being and progress of the inhabitants. The Court found that no factual evidence was needed for the purpose of determining whether the policy of *apartheid* in Namibia was in conformity with the International obligations assumed by South Africa. It is undisputed that the official governmental policy pursued by South Africa in Namibia is to achieve a complete physical separation of races and ethnic groups. This means the enforcement of distinctions, exclusions, restrictions and limitations exclusively based on grounds of race, colour, descent or national or ethnic origin which constitute a denial of fundamental human rights. This the Court views as a flagrant violation of the purposes and principles of the Charter of the United Nations.

The Government of South Africa had also submitted a request that a plebiscite should be held in the Territory of Namibia under the joint supervision of the Court and the Government of South Africa. The Court having concluded that no further evidence was required, that the Mandate had been validly terminated and that in consequence South Africa's presence in Namibia was illegal and its acts on behalf of or concerning Namibia illegal and invalid, it was not able to entertain this proposal.

Accordingly, and for all those reasons, the Court gave the Advisory Opinion whose operative clause is reproduced above.

The President of the Court, Sir Muhammad Zafrulla Khan, appended a declaration to the Advisory Opinion. Vice-President Ammoun and Judges Padilla Nervo, Petré, Onyeama, Dillard and de Castro appended separate opinions. Judge Sir Gerald Fitzmaurice and Judge Gros appended dissenting opinions.

Judge Sir Gerald Fitzmaurice considered that the Mandate was not validly revoked, that the Mandatory was still subject to the obligations of the Mandate whatever those might be, and that States Members of the United Nations were bound to respect the position unless and until it was changed by lawful means. Judge Gros disagreed with the Court's conclusions as to the legal validity and effects of General Assembly resolution 2145 (XXI), but considered that South Africa ought to agree to negotiate on the conversion of the Mandate into a United Nations trusteeship. Judges Petré and Onyeama voted for subparagraph (1) of the operative clause but against subparagraph (2) and (3), which in their view ascribed too broad a scope to the effects of non-recognition. Judge Dillard, concurring in the operative clause, added certain mainly cautionary comments on subparagraph (2). Judges Sir Gerald Fitzmaurice, Gros, Petré, Onyeama and Dillard also criticized certain decisions taken by the Court with reference to its composition. The President and Judges Padilla Nervo and de Castro accepted the operative clause in full. The Vice-President, while sharing the views expressed in the Advisory Opinion, considered that the operative clause was not sufficiently explicit or decisive.

### Other activities

#### REVISION OF THE RULES OF COURT

In 1967 the Court embarked on the revision of the Rules of Court and, in 1968, provisionally adopted new

Rules concerning its composition, the Presidency, its internal functioning and the common procedural features of all contentious cases.

Work on the revision, suspended on account of the Court's judicial activity, was resumed in 1970. The Committee for the revision of the Rules, meeting from 19 May to 26 August, prepared revised drafts of the Rules provisionally adopted in 1968 and drew up, in preparation for a first reading, drafts of new Rules to be applicable to particular proceedings in contentious cases (provisional measures, preliminary objections, etc.), advisory opinions and the Registry. The Committee has still to draw up proposals for new Rules concerning Judgments, Orders and Chambers, after which the Court will be in a position to resume its review.

Pending the conclusion of the work of revision, the 1946 Rules of Court will remain in force in their entirety.

#### REPORT OF THE COURT

The Court laid before the General Assembly at its twenty-fifth session a report covering its activities during the period from 1 August 1969 to 31 July 1970. The General Assembly took note of this report at its 1927th plenary meeting, on 12 December 1970.

#### AMENDMENT OF ARTICLE 22 OF THE STATUTE (SEAT OF THE COURT) AND CONSEQUENTIAL AMENDMENTS TO ARTICLES 23 AND 28

On the proposal of the Court, the General Assembly had included this question in the agenda of its twenty-fourth session. Subsequently it decided to postpone consideration of the item and request that the Secretary-General include it in the provisional agenda of the twenty-fifth regular session.

On 18 September 1970, on the recommendation of the General Committee, the General Assembly decided that the item should be included in the agenda of its twenty-fifth session and allocated to the Sixth Committee.

On 8 December 1970, on the recommendation of the Sixth Committee, the General Assembly unanimously decided to postpone consideration of the item once more, and requested the Secretary-General to

include it in the provisional agenda of its twenty-sixth session.

#### REVIEW OF THE ROLE OF THE COURT

On 18 September 1970, the General Assembly decided to include in the agenda of its twenty-fifth session and to allocate to the Sixth Committee an item entitled "Review of the role of the International Court of Justice", proposed by Argentina, Australia, Canada, Finland, Italy, the Ivory Coast, Japan, Liberia, Mexico, the United Kingdom of Great Britain and Northern Ireland, the United States of America and Uruguay.

Following the consideration of the item, the Sixth Committee adopted a draft resolution and decided to include in its report to the General Assembly the following statement: "It has been possible for the Sixth Committee to adopt a consensus draft resolution on the International Court of Justice on the understanding that this draft resolution is without prejudice to whatever action may be taken in 1971."

On 15 December 1970, the General Assembly, on the recommendation of the Sixth Committee, unanimously adopted resolution 2723 (XXV), whereby it recalled that the International Court of Justice was the principal judicial organ of the United Nations and considered the desirability of finding ways and means of enhancing the effectiveness of the Court. Bearing in mind that a study of the Court would in no way impair its authority, but should seek to facilitate the greatest possible contribution by the Court to the advancement of the rule of law and the promotion of justice among nations, the Assembly invited Member States and States parties to the Statute of the Court to submit to the Secretary-General, by 1 July 1971, views and suggestions concerning the role of the Court on the basis of a questionnaire to be prepared by the Secretary-General. The Assembly also requested the Secretary-General to transmit to the Court the records of the discussions and proposals in the Sixth Committee on this item and to prepare a comprehensive report in the light of the opinions expressed by States and by the Court, which the Assembly invited to state its views should it so desire.

Following the adoption of the resolution, the Assembly took note of the aforementioned statement included in the Sixth Committee's report.

#### REFERENCES

For the report of the International Court of Justice (1 August 1969-31 July 1970), see *Official Records of the General Assembly, Twenty-fifth Session, Supplement No. 5 (A/8005)*.

For relevant documents, see *Official Records of the General Assembly, Twenty-fifth Session, Annexes*, agenda items 14, 89 and 96.

For other relevant documents, see:

- (a) *Official Records of the Security Council, Twenty-fifth Year, 1550th meeting*;
- (b) *Legal Consequences for States of the Continued Presence of South Africa in Namibia (South West Africa) notwithstanding Security Council Resolution 276 (1970): Order of 5 August 1970, I.C.J. Reports 1970, p. 359, Sales No. 341*;

*Order of 28 August 1970, I.C.J. Reports 1970, p. 362, Sales No. 342*;

*Order No. 1 of 26 January 1971, I.C.J. Reports 1971, p. 3, Sales No. 348*;

*Order No. 2 of 26 January 1971, I.C.J. Reports 1971, p. 6, Sales No. 349*;

*Order No. 3 of 26 January 1971, I.C.J. Reports 1971, p. 9, Sales No. 350*;

*Order of 29 January 1971, I.C.J. Reports 1971, p. 12, Sales No. 351*;

- (c) *Legal Consequences for States of the Continued Presence of South Africa in Namibia (South West Africa) notwithstanding Security Council Resolution 276 (1970), Advisory Opinion, I.C.J. Reports 1971, p. 16*;

- (d) *I.C.J. Yearbook 1970-1971, No. 25*.

## CHAPTER II

# International Law Commission

### *Twenty-second session of the Commission*

The International Law Commission held its twenty-second session at Geneva from 4 May to 10 July 1970. The following information supplements that given in last year's report on the opening phase of the session.

At the session, the Commission elected Mr. José Sette Câmara (Brazil), Mr. Gonzalo Alcívar (Ecuador) and Mr. Doudou Thiam (Senegal) to fill the vacancies caused by the death of Mr. Gilberto Amado and by the resignations of Mr. Eduardo Jiménez de Aréchaga and Mr. Louis Ignacio-Pinto on their election to the International Court of Justice.

Most of the session was devoted to the consideration of relations between States and international organizations. Mr. Abdullah El-Erian, the Commission's Special Rapporteur for the topic, submitted a fifth report containing draft articles, with commentaries, on permanent observers of non-member States to international organizations (part III) and delegations to organs of international organizations and to conferences convened by international organizations (part IV). Those draft articles represented the continuation of the two groups of provisional draft articles (parts I and II) adopted by the Commission at its twentieth and twenty-first sessions. The Special Rapporteur also submitted a working paper on temporary observer delegations and conferences not convened by international organizations, but the Commission did not consider that it should take up the matter at this time. The Commission considered the fifth report and adopted a provisional draft of sixty-six articles on the subject, constituting sections 1 (Permanent observer missions in general), 2 (Facilities, privileges and immunities of permanent observer missions), 3 (Conduct of the permanent observer mission and its members) and 4 (End of functions) of part III (Permanent observer missions to international organizations) and sections 1 (Delegations in general), 2 (Facilities, privileges and immunities of delegations), 3 (Conduct of the delegation and its members) and 4 (End of functions) of part IV (Delegations of States to organs and to conferences).

With regard to the arrangement of the draft articles, the Commission intended to determine, during the second reading of the whole draft at its next session, whether it would be possible to reduce the number of articles by combining provisions which are susceptible of uniform treatment. The Commission also decided to examine at its second reading the question of the possible effects of exceptional situations—such as absence of recognition, absence or severance of diplomatic relations or armed conflict—on the repre-

sentation of States in international organizations in general and to postpone for the time being any decision in the context of parts III and IV.

Sir Humphrey Waldock, Special Rapporteur on succession in respect of treaties, submitted a third report which assumed the form of a continuation of his previous report on the topic. It contained additional provisions on use of terms and eight new draft articles with commentaries on succession in respect of multi-lateral treaties. The Commission considered together, in a preliminary manner, certain draft articles contained in the second and third reports and endorsed the Special Rapporteur's general approach to the topic as evidenced therein. The Special Rapporteur, deeming it essential for the Commission to see the whole draft before taking up final positions, indicated that in his next report he would give priority to dealing with all the remaining aspects of the topic. Mr. Mohammed Bedjaoui also submitted a third report on succession in respect of matters other than treaties, containing four draft articles with commentaries concerning certain aspects of the subject of succession to public property. However, the Commission was unable to further its study of succession in respect of matters other than treaties.

Mr. Roberto Ago, Special Rapporteur for the topic of State responsibility, submitted a second report, containing a general introduction dealing with certain questions of method and a first chapter devoted to the general fundamental rules governing the topic as a whole, which included draft articles as a basis for the Commission's discussion. The Commission had a general discussion on the report by way of a first broad review, postponing a more detailed discussion of specific points until its next session. The Commission agreed that the Special Rapporteur should include in a third, more extensive report the part which had been examined at the twenty-second session, revised in the light of the Commission's discussion. This new report would include a detailed analysis of the various subjective and objective conditions which must be met if an internationally wrongful act is to be attributed to a State as an act giving rise to international responsibility.

Mr. Endre Ustor, Special Rapporteur on the most-favoured-nation clause, also submitted a second report, but owing to lack of time, the Commission postponed the consideration of this topic until its next session.

As recommended by the General Assembly in resolution 2501 (XXIV) of 12 November 1969, the Commission decided to include in its general programme of work the question of treaties concluded between



States and international organizations or between two or more international organizations. The Commission also set up a Sub-Committee composed of thirteen members with the task of considering preliminary problems involved in the study of this topic. On the basis of the Sub-Committee's report, the Commission decided, *inter alia*, to request the Secretary-General to prepare a number of documents concerning the topic for the use of members of the Commission.

Confirming its intention of bringing up to date in 1971 its long-term programme of work, taking into account the General Assembly recommendations and the international community's current needs, the Commission also asked the Secretary-General to submit at its twenty-third session a new working paper as a basis for the Commission to select a list of topics which might be included in its long-term programme of work.

The Commission also decided to request the Secretary-General to prepare new editions, brought up to date, of the publication entitled *The Work of the International Law Commission* and of the document entitled "Summary of the practice of the Secretary-General as depositary of multilateral agreements".

### *Consideration by the General Assembly of the report of the Commission on the work of its twenty-second session*

On the recommendation of the Sixth Committee, to which the report of the Commission on the work of its twenty-second session was referred, the General Assembly adopted resolution 2634 (XXV) on 12 November 1970. In this resolution, the Assembly took note of the report of the Commission, expressed its profound gratitude to the Commission, on the occasion of the celebration of the twenty-fifth anniversary of the United Nations, for its outstanding contribution to the achievements of the Organization during this period, particularly through the preparation of drafts which have served as the basis for the adoption of

important codification conventions, and approved the programme and organization of work of the session planned by the Commission for 1971, as well as its intention to bring up to date its long-term programme of work. The Assembly made certain recommendations concerning the future work of the Commission on relations between States and international organizations, succession of States, State responsibility, the most-favoured-nation clause and the question of treaties concluded between States and international organizations or between two or more international organizations. The Assembly also endorsed the Commission's decision to request the Secretary-General to prepare new editions, brought up to date, of the two publications on the Commission's work and on the practice of the Secretary-General as depositary of multilateral agreements, and expressed the wish that, in conjunction with future sessions, further seminars on international law might be organized with the addition of Spanish as a working language of the seminar.

### *Twenty-third session of the Commission*

The twenty-third session opened at Geneva on 26 April 1971. The agenda for the session consisted of the following items: relations between States and international organizations; succession of States; State responsibility; most-favoured-nation clause; question of treaties concluded between States and international organizations or between two or more international organizations; General Assembly resolution 2669 (XXV) on progressive development and codification of the rules of international law relating to international watercourses; review of the Commission's long-term programme of work; organization of future work; co-operation with other bodies; date and place of the twenty-fourth session; and other business.

The Commission elected the following officers: Mr. Senjin Tsuruoka, Chairman; Mr. Roberto Ago, First Vice-Chairman; Mr. Milan Bartoš, Second Vice-Chairman; and Mr. José Sette Câmara, Rapporteur.

### REFERENCES

For the report of the International Law Commission on its twenty-second session (4 May-10 July 1970), see *Official Records of the General Assembly, Twenty-fifth Session, Supplement No. 10* (A/8010/Rev.1); and *ibid.*, *Twenty-sixth Session, Supplement No. 10* (A/8410).

For other relevant documents and a list of relevant records, see *Official Records of the General Assembly, Twenty-fifth Session, Annexes*, agenda item 84.

## CHAPTER III

# United Nations Commission on International Trade Law

The United Nations Commission on International Trade Law was established by the General Assembly to promote the progressive harmonization and unification of the law of international trade. Work is in progress primarily in the following four fields: international sale of goods, international payments, international commercial arbitration and international legislation on shipping.

The report of the Commission on the work of its third session, held in April 1970, was considered by the General Assembly at its twenty-fifth session. In resolution 2635 (XXV), the Assembly noted with appreciation the progress made in the implementation of the Commission's programme of work, and recommended that the Commission continue its work in the four fields mentioned above.

The fourth session of the Commission was held at Geneva from 29 March to 29 April 1971. The Commission elected the following officers: Mr. Nagendra Singh (India), Chairman; Mr. Nehemias Gueiros (Brazil), Mr. Joaquín Garrigues Díaz-Cañabate (Spain), Mr. Jerzy Jakubowski (Poland), Vice-Chairmen; and Mr. Joseph Diekola Ogunlere (Nigeria), Rapporteur.

All decisions taken by the Commission at its fourth session were reached by consensus, without voting. The activities of the Commission at its fourth session are summarized below.

### *International sale of goods*

#### UNIFORM RULES GOVERNING THE INTERNATIONAL SALE OF GOODS

The Commission continued its work on the unification of rules governing the international sale of goods. The work of the Commission in this area has been principally directed to the examination of the Hague Convention of 1964 Relating to a Uniform Law on the International Sale of Goods. The Commission established a Working Group on International Sales with the task of ascertaining which modifications of this Uniform Law might render it capable of wider acceptance by countries of different legal, social and economic systems or, as an alternative, whether it would be necessary to elaborate a new text for this purpose.

The Working Group on Sales held its second session at Geneva from 7 to 18 December 1970 to consider the first seventeen articles of the Uniform Law on the International Sale of Goods. With a view to

simplifying and clarifying those articles, the Working Group made significant recommendations on the sphere of application of the Uniform Law and submitted to the Commission certain questions of principle arising out of its deliberations. The Commission gave preliminary consideration to these questions and concluded that the substantive issues arising from the Working Group's recommendations could be resolved more readily when a final text proposed by the Working Group was reviewed as a whole. Accordingly, the Commission decided that until the completion of the final draft the Commission's action should consist of the discussion of progress reports by the Working Group, rather than the taking of decisions with respect to portions of the draft. The comments or observations by representatives would then be considered by the Working Group in the preparation of the final draft.

#### GENERAL CONDITIONS OF SALE AND STANDARD CONTRACTS

The Commission, at its first session, concluded that impediments to international trade resulting from divergencies in the law could be overcome not only through uniform laws, but also through appropriate general conditions of sale which might be voluntarily adopted by the parties. To this end, it developed a twofold programme. The first was to ascertain whether certain general conditions drawn up by the United Nations Economic Commission for Europe could be utilized in other regions; inquiries on this subject were addressed to Governments and interested trade circles. The second was to request the Secretary-General to make a study on the feasibility of developing general conditions embracing a wider scope of commodities than are included within the existing formulations.

At its fourth session, the Commission considered a progress report on the implementation of the above programme, and requested the Secretary-General to continue with the inquiries relating to the ECE general conditions and to complete the feasibility study mentioned above.

#### TIME-LIMITS AND LIMITATIONS (PRESCRIPTION)

The Working Group on Time-limits and Limitations (Prescription) held a second session from 10 to 21 August 1970 and prepared a preliminary draft of a Uniform Law on Prescription (Limitation) in the International Sale of Goods. The purpose of this project is to provide uniform rules relating to the period within which claims arising out of international sales transactions may be presented to a tribunal.

The Commission, at its fourth session, commended the Working Group for the rapid progress in preparing the preliminary draft. The Commission stressed the importance of removing the divergencies among the legal rules in this field and emphasized the desirability of early completion of a convention to unify these rules. To this end, the Working Group was requested to prepare a final draft of the Uniform Law for submission to the Commission at its fifth session.

### *International payments*

#### NEGOTIABLE INSTRUMENTS

The Commission continued its consideration of measures for the harmonization and unification of the law of negotiable instruments used in international payments; such instruments include cheques, bills of exchange and promissory notes. At its second and third sessions, the Commission decided that work in this field should be directed towards ascertaining the desirability and feasibility of preparing uniform rules applicable to a special negotiable instrument for optional use in international transactions.

The Commission examined an analysis by the Secretary-General of information supplied by Governments and banking and trade institutions relating to the present international payments practices and to the problems encountered in settling international payments by means of negotiable instruments and also an analysis setting forth suggestions regarding the possible content of uniform rules applicable to the proposed international instrument. The Commission decided to proceed with the preparation of uniform rules governing the special instrument, and requested the Secretary-General to prepare a draft of such rules, accompanied by a commentary, for consideration by the Commission at its fifth session. The Commission requested the Secretary-General to continue to carry out the work in consultation with interested international organizations, including banking and trade organizations. The Commission further decided that, at its fifth session, it would establish a small working group to be entrusted with the preparation of a final draft of the uniform rules.

#### OTHER PENDING PROJECTS

The Commission also considered other pending projects in the field of international payments. These included uniform customs for documentary credits (letters of credit) and various types of bank guarantees. Work on these projects is being carried out in co-operation with the International Chamber of Commerce. Another project concerns the diversity in the legal rules applicable to security interests in goods and the effect of this diversity in limiting the use of such security devices in international transactions.

### *International commercial arbitration*

The Commission, at its second session, appointed a Special Rapporteur and requested him to study problems arising in connexion with the application and interpretation of the existing conventions on international commercial arbitration. The Special Rapporteur submitted a provisional report to the Commission at its third session; it is expected that the final report will be submitted to the Commission at its fifth session.

### *International legislation on shipping*

The Commission's Working Group on International Legislation on Shipping met at Geneva from 22 to 26 March 1971, following the session of the UNCTAD Working Group on International Shipping Legislation, to recommend a programme of work in this field.

At the invitation of the UNCTAD Working Group, and on the recommendation of the Commission's Working Group, the Commission decided that consideration should be given to the rules and practices concerning bills of lading, including the rules contained in the International Convention for the Unification of Certain Rules of Law relating to Bills of Lading (the 1924 Brussels Convention) and in the Protocol amending that Convention (the 1968 Brussels Protocol). The Commission further decided that the objective of the examination of those rules should mainly be the removal of such uncertainties and ambiguities as exist and the establishment of a balanced allocation of risks between the cargo owner and the carrier.

Following the Working Group's recommendations on methods of work, the Commission set up a new and enlarged Working Group on the subject, taking into account the need for representation of geographic areas and of various economic interests. At the request of the Commission, the new Working Group met and developed a work programme.

Under this programme, the Secretary-General was requested to present proposals with respect to specified areas, indicating possible solutions for the consideration of the Working Group. In regard to other areas within the field of work, the Secretary-General was requested, *inter alia*, to analyse the basic policy decisions that must be taken in establishing a balanced allocation of risks between the cargo owner and carrier.

### *Training and assistance*

The Commission re-emphasized the importance of training and assistance in the field of international trade law. In connexion with expanding its programme on the subject, the Commission gave particular attention to the need for practical experience, including apprenticeship with organizations actively engaged in work in the area, and requested the Secretary-General to consider ways and means whereby such experience could be made available on a wider basis:

### *Register of Texts and bibliography*

The Commission noted the publication of the first volume of the *Register of Texts of Conventions and Other Instruments Concerning International Trade Law*, which includes the texts of conventions and other instruments in the fields of the international sale of goods and international payments. The Commission requested the Secretary-General to publish as soon as practicable a second volume of the *Register* setting forth the texts of conventions and other instruments in the fields of international commercial arbitration and international legislation on shipping.

The Commission also considered the "Survey of bibliographies relating to international trade law", which had been prepared by the Secretary-General in order to give bibliographic information relating to the four priority topics included in the Commission's programme of work. The Secretary-General was requested to invite members of the Commission to provide bibliographies relating to the priority subjects and to publish them as documents of the Commission.

### *Yearbook of the Commission*

The Commission noted the publication of the first volume of the *Yearbook of the United Nations Com-*

*mission on International Trade Law*, which covers the material relating to the first three sessions of the Commission, and requested the Secretary-General to publish as soon as practicable the second volume, which would include the material on the work of the Commission's fourth session.

### *Date of fifth session*

The Commission decided that its fifth session, to be held at United Nations Headquarters in New York, should be convened from 10 April to 3 May 1972, with the possibility of an extension, if necessary, until 5 May 1972.

## REFERENCES

For the reports of the United Nations Commission on International Trade Law on its first session (29 January to 26 February 1968), second session (3-31 March 1969), third session (6-30 April 1970) and fourth session (29 March to 20 April 1971), see *Official Records of the General Assembly, Twenty-third Session, Supplement No. 16 (A/7216)*; *ibid.*, *Twenty-fourth Session, Supplement No. 18 (A/7618)*; *ibid.*, *Twenty-fifth Session, Supplement No. 17 (A/8017)*; and *ibid.*, *Twenty-sixth Session, Supplement No. 17 (A/8417)*.

For other relevant documents, see:

- (a) *Official Records of the General Assembly, Twenty-fifth Session, Annexes*, agenda item 86;
- (b) *Yearbook of the United Nations Commission on International Trade Law, 1968-1970* vol. I: United Nations publication, Sales No.: E.71.V.1.

## CHAPTER IV

### Other legal questions

#### A. *Consideration of principles of international law concerning friendly relations and co-operation among States in accordance with the Charter of the United Nations*

As mentioned in last year's report, the Special Committee on Principles of International Law concerning Friendly Relations and Co-operation among States met at the United Nations Office at Geneva from 31 March to 2 May 1970 and adopted its report, which contained the text of a draft Declaration on the seven principles of international law set forth in General Assembly resolution 1815 (XVII) of 18 December 1962. The report of the Special Committee was taken up by the General Assembly at its twenty-fifth session and was referred to the Sixth Committee for consideration.

On the recommendation of the Sixth Committee, the General Assembly adopted without vote resolution 2625 (XXV) on 24 October 1970, at the concluding stage of the commemorative session of the twenty-fifth anniversary of the United Nations. In that resolution, the General Assembly recalled its previous resolutions affirming the importance of the progressive development and codification of the principles of international law concerning friendly relations and co-operation among States, and expressed its conviction that the adoption of the Declaration on Principles of International Law concerning Friendly Relations and Co-operation among States in accordance with the Charter of the United Nations on the occasion of the twenty-fifth anniversary of the United Nations would contribute to the strengthening of world peace and constitute a landmark in the development of international law and of relations among States, in promoting the rule of law among nations and particularly the universal application of the principles embodied in the Charter. The Assembly approved the Declaration, the text of which was annexed to that resolution, and expressed its appreciation to the Special Committee for its work resulting in the elaboration of the Declaration. Finally, the Assembly recommended that all efforts be made so that the Declaration becomes generally known.

#### B. *Question of defining aggression*

##### 1970 SESSION OF THE SPECIAL COMMITTEE ON THE QUESTION OF DEFINING AGGRESSION

Pursuant to General Assembly resolution 2549 (XXIV) of 12 December 1969, the Special Committee on the Question of Defining Aggression met at Geneva

from 13 July to 14 August 1970 and adopted its report to the Assembly.

During the session, the Special Committee first held a general discussion of the three draft proposals which had been submitted during its 1969 session, and then considered these proposals paragraph by paragraph, according to the concepts on which the paragraphs were based. The Special Committee established a working group of eight members representing the sponsors of the three draft proposals in proportion to their number and requested it to help the Committee's task by formulating an agreed or generally accepted definition of aggression and, in case it was unable to reach such a definition, to report to the Committee its assessment of the progress made during the session, indicating both the points of agreement and disagreement. The Special Committee took note of the report of the Working Group and annexed it to the Committee's report, with the understanding that, for lack of time, the Committee had been unable to examine the report of the Group.

The report of the Special Committee also contained the text of a resolution which the Committee adopted on the proposal of Bulgaria. In that resolution, the Committee noted the progress made by the Committee and the fact that it did not have sufficient time to complete its task. The Committee, noting also the common desire of its members to continue their work on the basis of the results achieved and to arrive at a draft definition, recommended to the General Assembly, at its twenty-fifth session, that the Committee be asked to resume its work as early as possible in 1971.

##### CONSIDERATION BY THE GENERAL ASSEMBLY

The report of the Special Committee was before the General Assembly at its twenty-fifth session and was referred to the Sixth Committee for consideration. On the recommendation of that Committee, the General Assembly adopted resolution 2644 (XXV) on 25 November 1970, in which it took note of the progress made by the Special Committee in its consideration of the question of defining aggression and on the draft definition, as reflected in the report. The Assembly considered that it had not been possible for the Special Committee to complete its task, in particular its consideration of the proposals concerning a draft definition of aggression, and that in its resolutions 2330 (XXII) of 18 December 1967, 2420 (XXIII) of 18 December 1968 and 2549 (XXIV) of 12 December 1969 the Assembly had recognized the widespread conviction of the need to expedite the definition of aggression. The Assembly further considered the urgency of bringing to work of the Special Committee to a successful conclusion and the desirability of achieving the defini-



tion of aggression as soon as possible, and it also noted the common desire of the members of the Special Committee to continue their work on the basis of the results achieved and to arrive at a draft definition. The Assembly decided that the Special Committee should resume its work, in accordance with resolution 2330 (XXII), as early as possible in 1971, and requested the Secretary-General to provide the Committee with necessary facilities.

#### 1971 SESSION OF THE SPECIAL COMMITTEE ON THE QUESTION OF DEFINING AGGRESSION

In accordance with General Assembly resolution 2644 (XXV), the Special Committee met in New York from 1 February to 5 March 1971, and adopted its report to the Assembly on the work of its 1971 session. The Special Committee first considered specific questions mentioned in the report of the Working Group, annexed to the Committee's report on the work of its 1970 session. The Special Committee re-established its Working Group, composed of the same member States as at the 1970 session, together with the Rapporteur of the Committee, and instructed it to help the Committee in the same manner as at the 1970 session. The Committee also invited the Working Group to report periodically to the Special Committee on the progress of its work.

The Working Group submitted two successive reports to the Special Committee. The first report reflected the outcome of the Working Group's discussions on the general definition of aggression and the principle of priority. The second report reflected the results of the Working Group's discussions on the questions of political entities other than States, the legitimate use of force, aggressive intent, acts proposed for inclusion, proportionality, legal consequences of aggression and the right of peoples to self-determination. Following consideration of the first report, the Special Committee decided to take note of it and annex it to the Committee's report. The Committee also decided to take note of the second report and annex it to the Committee's report, with the understanding that, for lack of time, the Committee had been unable to examine the second report.

The report of the Committee also contained the texts of two draft proposals submitted to the Committee by the United States on the principle of priority and on aggressive intent and a working paper submitted by Mexico. In addition, the report contained the text of a resolution which the Committee has adopted on the proposal of Czechoslovakia and Mexico, whereby the Committee noted the progress so far achieved and the fact that the Committee had already been engaged in efforts to draft generally acceptable formulations of the individual elements of a definition. Noting also the common desire of its members to continue their work on the basis of the results attained and to arrive at a draft definition, the Committee recommended that the General Assembly, at its twenty-sixth session, invite it to resume its work in 1972.

#### C. *United Nations Programme of Assistance in the Teaching, Study, Dissemination and Wider Appreciation of International Law*

In October 1970, the Secretary-General submitted a report to the General Assembly at its twenty-fifth

session describing the activities which had been undertaken since 1969 by the United Nations, UNESCO and UNITAR in furtherance of the United Nations Programme of Assistance in the Teaching, Study, Dissemination and Wider Appreciation of International Law established by Assembly resolution 2099 (XX) of 20 December 1965 and continued under resolutions 2204 (XXI) of 16 December 1966, 2313 (XXII) of 14 December 1967, 2464 (XXIII) of 20 December 1968 and 2550 (XXIV) of 12 December 1969. This report, which had previously been considered by the Advisory Committee on the United Nations Programme of Assistance in the Teaching, Study, Dissemination and Wider Appreciation of International Law, also contained the Secretary-General's recommendations with respect to the execution of the Programme in 1971.

During 1970, fifteen fellowships in international law were awarded by the United Nations to persons from developing countries and a further five fellowships were awarded by UNITAR under a jointly administered fellowship scheme. In addition, the United Nations supplied its current legal publications to institutions in developing countries. The Secretary-General continued his efforts to promote training and assistance in international trade law within the framework of the present Programme, in order to meet the need, particularly on the part of developing countries, for strengthening legal expertise in this field. Consultations were held with appropriate institutions on the possibility of establishing regional institutes or chairs in international trade law at a university or other institutions in developing countries, as well as on the feasibility of developing teaching materials on international trade law. The participation of UNESCO in the Programme included the provision of fellowships, co-operation with the Tunisian National Commission for UNESCO in the organization of a seminar on the legal machinery for Maghreb co-operation, and a subvention to the International Law Association to facilitate the participation of lawyers from developing countries in its activities. UNITAR continued its work on a series of studies on subjects involving aspects of international law, such as the peaceful settlement of disputes, marine pollution problems and remedies, and the relationships between the United Nations and regional organizations. For 1971, the Secretary-General proposed in his report that the United Nations should carry out activities broadly similar to those previously undertaken. It was expected that the future activities of UNESCO would be concentrated on the development of university teaching and research in international law. It was the intention of UNITAR to undertake further studies relating to international law, to organize a regional symposium in Africa and a regional training course in Latin America, and to award five international law fellowships in addition to the fifteen to be awarded by the United Nations.

The Secretary-General's report on the Programme was considered by the General Assembly at its twenty-fifth session. On the recommendation of the Sixth Committee, the Assembly adopted resolution 2698 (XXV) on 11 December 1970, whereby it authorized the Secretary-General to carry out in 1971 the activities specified in his report and to provide assistance in the form of a travel grant for participants from developing countries in the regional symposium in Africa and the regional training course in Latin America. The Assembly expressed its appreciation to UNESCO and UNITAR for their participation in the Programme and

noted with thanks Ghana's offer to provide facilities for the regional symposium in Africa. The Assembly reiterated its request to Member States, interested bodies and individuals to make voluntary contributions towards the financing of the Programme and expressed its appreciation to those Member States which had already done so. The Secretary-General was requested to continue his efforts to promote training and assistance in international trade law within the framework of the Programme.

During 1971, the Secretary-General has been concerned with the implementation of the aspects of the Programme which he was authorized to carry out under resolution 2698 (XXV). The activities undertaken have included the provision of current United Nations legal publications to institutions in developing countries and the publication of a register of experts and scholars in international trade law. The award of international law fellowships has been arranged by UNITAR in conjunction with the United Nations Office of Legal Affairs. In January 1971, a regional symposium in international law was organized by UNITAR and was held at Accra, in response to the invitation from the Government of Ghana. Preliminary work has been carried out by UNITAR for a regional training course to be held in Latin America towards the end of 1971. The Secretary-General will report to the General Assembly at its twenty-sixth session on the implementation of the Programme during 1971 and, following consultations with the Advisory Committee on the Programme, will submit recommendations regarding the execution of the Programme in 1972 and subsequent years.

#### *D. Aerial hijacking or interference with civil air travel*

On 6 October 1970, the General Assembly decided to include in the agenda of its twenty-fifth session and to allocate to the Sixth Committee an item entitled "Aerial hijacking or interference with civil air travel", proposed by Belgium, Brazil, Costa Rica, Ecuador, Indonesia, Japan, Laos, Luxembourg, Nepal, the Netherlands, Panama, Peru, the Philippines and Thailand.

Following a discussion of the item, the Sixth Committee adopted a draft resolution and decided to include the following in its report to the General Assembly: "It was agreed in the Committee that the adoption of the draft resolution cannot prejudice any international legal rights or duties of States under instruments relating to the status of refugees and stateless persons".

On 25 November 1970, the General Assembly, on the recommendation of the Sixth Committee, adopted resolution 2645 (XXV), whereby it condemned, without exception whatsoever, all acts of aerial hijacking or other interference with civil air travel, and called upon States to take all appropriate measures to deter, prevent or suppress such acts within their jurisdiction, at every stage of the execution of these acts, and to provide for the prosecution and punishment of persons who perpetrate such acts, in a manner commensurate with the gravity of those crimes, or, without prejudice to the rights and obligations of States under existing international in-

struments relating to the matter, for the extradition of such persons for the purpose of their prosecution and punishment. The Assembly also declared that the exploitation of unlawful seizure of aircraft for the purpose of taking hostages was to be condemned and that the unlawful detention of passengers and crew in transit or otherwise engaged in civil air travel was to be condemned as another form of wrongful interference with free and uninterrupted air travel. The Assembly also urged States to whose territory a hijacked aircraft was diverted to provide for the care and safety of its passengers and crew and to enable them to continue their journey as soon as practicable, and to return the aircraft and its cargo to the persons lawfully entitled to possession. The Assembly further invited States to ratify or accede to the Convention on Offences and Certain Other Acts Committed on Board Aircraft, signed at Tokyo on 14 September 1963, in conformity with the Convention; requested concerted action on the part of States, in accordance with the Charter of the United Nations, towards suppressing all acts which jeopardize the safe and orderly development of international civil air transport; and called upon States to take joint and separate action, in accordance with the Charter, in co-operation with the United Nations and the International Civil Aviation Organization to ensure that passengers, crew and aircraft engaged in civil aviation were not used as a means of extorting advantage of any kind.

Following the adoption of the resolution, the Assembly took note of the aforementioned statement included in the Sixth Committee's report.

#### *E. Need to consider suggestions regarding the review of the Charter of the United Nations*

On 18 September 1970, the General Assembly decided to include in the agenda of its twenty-fifth session and to allocate to the Sixth Committee an item entitled "Need to consider suggestions regarding the review of the Charter of the United Nations". The Assembly had previously considered this item at its twenty-fourth session and adopted resolution 2552 (XXIV) of 12 December 1969, whereby the Assembly, not having had the time to examine adequately the item, decided to include it in the provisional agenda of its twenty-fifth session.

On the recommendation of the Sixth Committee, the General Assembly adopted resolution 2697 (XXV) of 11 December 1970, in which the Assembly recalled its resolutions 992 (X) of 21 November 1955 and 2285 (XXII) of 5 December 1967 on the procedure of reviewing the Charter of the United Nations, as well as resolution 2552 (XXIV). Having heard the different views expressed during the consideration of the item at its twenty-fourth and twenty-fifth sessions, the Assembly requested the Secretary-General to invite Member States to communicate to him, before 1 July 1972, their views and suggestions on the review of the Charter, and further requested him to submit to the Assembly at its twenty-seventh session a report containing these views and suggestions. The General Assembly also decided to include the item in the provisional agenda of its twenty-seventh session.

**F. *Question of special invitations to States to become parties to the Vienna Convention on the Law of Treaties and to the Convention on Special Missions***

As mentioned in last year's report, the General Assembly, at its twenty-fourth session, decided to defer until its twenty-fifth session consideration of an item entitled "Declaration on Universal Participation in the Vienna Convention on the Law of Treaties", which had been included in its agenda pursuant to a Declaration adopted by the United Nations Conference on the Law of Treaties. In accordance with that decision, the item was included in the provisional agenda of the twenty-fifth session.

As also mentioned in last year's report, the General Assembly in resolution 2530 (XXIV) of 8 December 1969, whereby it adopted and opened for signature and ratification or for accession the Convention on Special Missions and the Optional Protocol concerning the Compulsory Settlement of Disputes, decided to include in the provisional agenda of its twenty-fifth session the question of issuing special invitations in order to ensure the widest possible participation in the Convention on Special Missions.

When it considered the organization of the work of the twenty-fifth session of the General Assembly, the General Committee decided to recommend to the Assembly that the two items mentioned above should be deferred until the twenty-sixth session. On 18 September 1970, the Assembly approved that recommendation.

**G. *Rationalization of the procedures and organization of the General Assembly***

It will be recalled that at the twenty-fourth session of the General Assembly, in connexion with the agenda item on the celebration of the twenty-fifth anniversary of the United Nations, the Permanent Representative of Canada to the United Nations addressed to the President of the General Assembly a letter dated 10 December 1969 which set forth certain ideas for improving the Assembly's procedures, and suggested the preparation by the Secretary-General of a working paper containing a résumé of suggestions that might have been made for improving those procedures.

On 26 June 1970, the Permanent Representative of Canada requested the inclusion in the provisional agenda of the twenty-fifth session of the Assembly of an item entitled "Rationalization of the procedures and organization of the General Assembly". The request was accompanied by an explanatory memorandum and a draft resolution. It was stated in the explanatory memorandum that despite the increase in membership and responsibilities of the United Nations, the institutional practices of the General Assembly had continued without change since the earliest days of the Organization. With a view to making the Assembly a more effective instrument for dealing with the problems of the 1970s and beyond, the Canadian draft resolution proposed the establishment of a committee to study ways and means of improving the procedures and organization of the Assembly.

The item was considered by the General Assembly directly in plenary meeting on 9 November. The Assembly had before it a thirty-two-Power draft resolution which, as revised, would (1) request the President of the Assembly to establish a special committee consisting of thirty-one Member States, on the basis of equitable geographical distribution, to study ways and means of improving the procedures and organization of the Assembly in accordance with the provisions of the Charter, including the allocation of agenda items, the organization of work, documentation, rules of procedure and related questions, methods and practices, and to submit a report to the Assembly at its twenty-sixth session; (2) request the Governments of Member States to give the Committee all the assistance it might require and to submit their views and suggestions to the Committee by 28 February 1971; (3) request the specialized agencies to provide any relevant information regarding the procedures applying to their respective organizations; (4) request the Secretary-General to give every assistance to the Committee in the performance of its task; and (5) authorize the Committee to maintain and circulate summary records of its proceedings.

After discussion the General Assembly adopted the thirty-two-Power draft resolution as resolution 2632 (XXV).

On 17 December the President of the General Assembly announced that he had appointed the following Member States to constitute the Special Committee on the Rationalization of the Procedures and Organization of the General Assembly: Afghanistan, Austria, Barbados, Bolivia, Brazil, Burundi, Cameroon, Canada, Chile, Denmark, France, Greece, India, Japan, Lebanon, Liberia, Netherlands, Nigeria, Pakistan, Philippines, Poland, Romania, Senegal, Tunisia, Union of Soviet Socialist Republics, United Arab Republic, United Kingdom of Great Britain and Northern Ireland, United States of America, Venezuela, Yugoslavia and Zambia.

At its 1st meeting, on 2 February 1971, the Special Committee elected the following officers: Mr. Otto R. Borch (Denmark), Chairman; Mr. Ibrahim Boye (Senegal), Mr. Eugeniusz Kulaga (Poland) and Mr. Motoo Ogiso (Japan), Vice-Chairmen; and Mr. Bernardo Brito (Brazil), Rapporteur. On 4 June, Mr. Brito was replaced by Mr. Ronald Sardenberg, also of Brazil.

At the same meeting, the Special Committee, considering that the experience of former presiding officers would be of great value to its work, decided to invite all former Presidents of the General Assembly and the Chairmen of the Main Committees from the twentieth to the twenty-fifth session to submit in writing to the Committee, if they so desired, any views and suggestions they might have regarding the rationalization of the procedures and organization of the General Assembly.

In approving its programme of work, the Special Committee decided that its meetings would be closed to the public, but that representatives of Member States which were not members of the Committee would be free to attend.

In addition to the replies submitted by Member States and the specialized agencies pursuant to paragraphs 2 and 3 of resolution 2632 (XXV), the Special

Committee had before it a synopsis of proposals considered by previous committees, a compilation of statistical data concerning the General Assembly and its Main Committees and an analytical summary of views and suggestions submitted by Member States and former presiding officers.

In accordance with paragraph 1 of the above-mentioned resolution, the Special Committee will submit a report to the General Assembly at its twenty-sixth session.

#### H. *Progressive development and codification of the rules of international law relating to international watercourses*

On 18 September 1970, the General Assembly decided to include in the agenda of its twenty-fifth session and to allocate to the Sixth Committee an item proposed by Finland and entitled "Progressive development and codification of the rules of international law relating to international watercourses".

Following the consideration of the item, the Sixth Committee adopted a draft resolution and decided to include in its report to the General Assembly the following statement: "It was agreed in the Sixth Committee that intergovernmental and non-governmental studies on the subject, especially those which are of a recent date, should be taken into account by the International Law Commission in its consideration of the topic".

On the recommendation of the Sixth Committee, the General Assembly adopted resolution 2669 (XXV) on 8 December 1970. In that resolution, the Assembly recalled its resolution 1401 (XIV) of 21 November 1959 by which it considered that it was desirable to initiate preliminary studies on the legal problems relating to the utilization and use of international rivers, and as a result of which useful legal material was collected in the report prepared by the Secretary-General. The Assembly also recalled that the use of international rivers and lakes was still based in part on general principles and rules of customary law and noted that measures had been taken and valuable work carried out by several international organs in order to further the development and codification of the law of international watercourses. Being convinced of the necessity to promote the work on the progressive development and codification of the law of international watercourses and to concentrate this work within the framework of the United Nations, the Assembly recommended that the International Law Commission should, as a first step, take up the study of the law of the non-navigational uses of international watercourses, and, in the light of its scheduled programme of work, should consider the practicability of taking the necessary action as soon as the Commission deemed it appropriate. The Secretary-General was requested to continue the study initiated by the General Assembly in resolution 1401 (XIV) in order to prepare a supplementary report on the legal problems relating to the utilization and use of international watercourses, taking into account the recent application in State practice and international adjudication of the law of international watercourses and also intergovernmental and non-governmental studies of this matter. Finally, the General

Assembly took note of the statement in the Sixth Committee's report referred to above.

### I. *Treaties and multilateral conventions*

#### REGISTRATION AND PUBLICATION OF TREATIES AND INTERNATIONAL AGREEMENTS

A total of 809 treaties and international agreements were registered with the Secretariat during the year ended 15 June 1971: 606 by thirty-six Governments, 156 by five specialized agencies and five international organizations, and forty-seven *ex officio*. A total of five treaties and agreements were filed and recorded, four at the request of three specialized agencies and one by the Secretariat. This brought to 15,887 the total number of treaties and agreements registered or filed and recorded from 14 December 1946 to 15 June 1971. In addition, during the year ended 15 June 1971, 586 certified statements were registered or filed and recorded, bringing up to 7,560 the total of certified statements registered or filed and recorded as at 15 June 1971.

During the period covered by the present report, the Secretariat published twenty-seven volumes of the *Treaty Series* (volumes 607, 609-614, 616-620, 630-636, 638-643, 650 and 652).

#### NEW MULTILATERAL TREATIES CONCLUDED UNDER THE AUSPICES OF THE UNITED NATIONS AND IN RESPECT OF WHICH THE SECRETARY-GENERAL IS THE DEPOSITARY

The following treaties have been drawn up since the publication of the last report:

Convention on Psychotropic Substances, done at Vienna on 21 February 1971;

Agreement establishing the Pepper Community, open for signature at Bangkok from 16 April to 31 August 1971;

Agreement on the international carriage of perishable foodstuffs and on the special equipment to be used for such carriage (ATP), done at Geneva on 1 September 1970 (deposited with the Secretary-General on 1 June 1971).

#### STATUS OF SIGNATURES, RATIFICATIONS, ACCESSIONS, ETC.; TREATIES IN FORCE

The number of multilateral treaties for which the Secretary-General exercises depositary functions has risen to 236. This figure has been revised by adding certain League of Nations treaties not included in the previous reports. Furthermore, the revised figure no longer includes final acts or final protocols and protocols of signature which form an integral part of a treaty and contain no separate formal clauses.

During the period covered by the present report, a total of fifty-seven signatures have been affixed to those treaties, and 247 instruments of ratification, accession, etc., as well as various notifications and communications relating thereto have been received by the Secretary-General.

Of those treaties, 202 have entered into force, the following since 16 June 1970:

Convention on the Non-Applicability of Statutory Limitations to War Crimes and Crimes against Humanity, adopted by the General Assembly of the United Nations on 26 November 1968 (entered into force on 11 November 1970).

#### REVISED GENERAL ACT FOR THE PACIFIC SETTLEMENT OF INTERNATIONAL DISPUTES

The following lists, corresponding to the three forms of accession provided in article 38 of the Revised General Act for the Pacific Settlement of International Disputes, approved by the General Assembly on 28 April 1949, are published in accordance with the provisions of article 43, paragraph 3, of this Act:

##### *Accessions*

(a) *All the provisions of the Act (chapters I, II, III and IV)*

Belgium .....	23 December 1949
Norway .....	16 July 1951
Denmark .....	25 March 1952
Luxembourg .....	28 June 1961
Upper Volta .....	27 March 1962

(b) *Provisions relating to conciliation and judicial settlements (chapters I and II), together with the general provisions dealing with these procedures (chapter IV)*

Sweden .....	22 June 1950
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With the reservation provided in article 39, paragraph 2 (a), to the effect of excluding from the procedure described in the Act disputes arising out of facts prior to the accession.

Netherlands .....	9 June 1971
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(for the Kingdom in Europe, Surinam and the Netherlands Antilles)

(c) *Provisions relating to conciliation (chapter I) and the general provisions concerning that procedure (chapter IV)*

None.

#### *J. Privileges and immunities*

##### CONVENTION ON THE PRIVILEGES AND IMMUNITIES OF THE UNITED NATIONS

During the year under review, Burundi acceded to the Convention on the Privileges and Immunities of the United Nations. The number of States parties to the Convention thus stands at 103.

##### CONVENTION ON THE PRIVILEGES AND IMMUNITIES OF THE SPECIALIZED AGENCIES

Romania acceded to the Convention on the Privileges and Immunities of the Specialized Agencies. There are now seventy-three States parties to the Convention.

##### AGREEMENTS BETWEEN THE UNITED NATIONS AND MEMBER STATES CONTAINING PROVISIONS ON PRIVILEGES AND IMMUNITIES

A number of agreements were concluded during the year between the United Nations and Member States

which contained provisions relating to privileges and immunities. Besides standard agreements relating to technical assistance, the United Nations Development Programme (Special Fund), operational assistance and the United Nations Children's Fund, there were, for example, an agreement with Japan concerning arrangements for the Fourth United Nations Congress on the Prevention of Crime and the Treatment of Offenders, held at Kyoto in August 1970; an agreement with Peru and Sweden for the provisions of the Technical Cadre Unit of the Swedish Stand-By Force for United Nations Service to assist in the reconstruction of areas in Peru that were devastated as a result of the earthquake on 31 May 1970; and an agreement with Cameroon regarding the seminar on measures to be taken at the national level for the implementation of United Nations instruments aimed at combating and eliminating racial discrimination and for the promotion of harmonious race relations, to be held at Yaoundé.

#### *K. Methods of fact-finding*

It will be recalled that, pursuant to General Assembly resolution 2329 (XXII) of 18 December 1967, the Secretary-General issued on 7 November 1969 a register of experts in legal and other fields whose services the States parties to a dispute might, by agreement, use for fact-finding in relation to the dispute. The register contained the names of experts which had been received from Member States by 30 September 1969, together with summaries of the biographical information submitted by Governments concerning their nominees. On 18 November 1970, the Secretary-General issued a note containing the changes and additions that Member States wished to make in the register. By 18 November 1970, 189 nominations from forty-two Member States had been received.

#### *L. Legal aspects of the peaceful uses of outer space*

The ninth session of the Legal Sub-Committee of the Committee on the Peaceful Uses of Outer Space, held at Geneva from 8 June to 3 July 1970, was devoted to the continuation of the consideration of a draft convention on liability for damage caused by the launching of objects into outer space, which had been on its agenda since 1964. Though the other item of the agenda, namely, "Study of questions relative to (a) the definition of outer space, (b) the utilization of outer space and celestial bodies, including various implications of space communications" was not considered, certain proposals related to it were submitted to the Sub-Committee.

The Sub-Committee had before it five draft conventions on liability submitted by Belgium, the United States of America, Hungary, India and Italy, respectively, as well as a letter dated 27 April 1970 from the Chairman of the Committee on the Peaceful Uses of Outer Space addressed to the Chairman of the Legal Sub-Committee which contained a résumé of the results of the consultations and negotiations held at Geneva in April 1970 on the question of a draft convention on liability. In addition, in the course of the Sub-Committee's plenary meetings proposals were submitted: one by Belgium (relation between the Convention on liability and other international agreements);



one jointly by Argentina, Canada, Japan and Sweden, with Australia, Belgium, Italy and the United Kingdom of Great Britain and Northern Ireland joining as co-sponsors (the question of measure of compensation and competence of the claims commission); and two jointly by Bulgaria, Hungary and the Union of Soviet Socialist Republics (one on the question of applicable law and the other on settlement of disputes).

In the course of the discussions in the Sub-Committee's Working Group, further proposals and working papers were submitted by the USSR, Italy, Mexico, Argentina, Belgium, France, the United States, Bulgaria, Sweden, the United Kingdom, India, Japan and Hungary. The Working Group reaffirmed with certain modifications the text on which agreement was reached at the eighth session of the Sub-Committee pertaining to definitions, the presentation of claims, and pursuit of remedies available in the launching State or under other international agreements. It also reaffirmed the decision of the Sub-Committee at its eighth session to the effect that there would be no general provision in the text of the Convention relating to joinder of claims. The Working Group also examined other texts approved at the eighth session of the Sub-Committee and all relevant new proposals made at the ninth session. After substantive reformulation of the provisions, further agreement was reached and the Working Group approved the texts of articles on the field of application of the Convention, the question of joint liability, form of compensation and time-limits for presentation of claims.

The texts approved by the Working Group were referred, thereafter, to the Drafting Group which, in the first instance, reached agreement on the subdivision of certain provisions into separate articles and on the order in which the texts should be arranged in a draft convention. It was understood in the Drafting Group that this order would be provisional pending agreement on the placing of eventual articles on issues not yet settled. The texts of the draft articles were examined and modified by the Drafting Group in the course of two readings. It also considered two working papers on the preamble to the draft Convention, submitted by Hungary and the United Kingdom, respectively. It was the view of the Drafting Group that there should be no titles for individual articles of the Convention and that it was not necessary to take up the final clauses. A number of the texts referred to the Drafting Group were subject to extensive drafting changes to ensure precision in wording and consistency in the use of terminology throughout the articles of the Convention.

The texts approved by the Drafting Group—the title of the draft Convention, the preamble and twelve articles—were considered and approved by the Working Group after certain changes. A proposal by Belgium on the relations between the Convention and other international agreements was also approved by the Working Group as an additional article. Thereafter, the texts were approved by the Sub-Committee. However, certain delegations approved these texts subject to conditions or reservations. No agreement was reached by the Sub-Committee on two main issues, namely, the settlement of claims and the question of applicable law. The Sub-Committee also postponed a decision on the proposals concerning the question of international intergovernmental organizations.

As approved by the Sub-Committee, the draft Convention on International Liability for Damage Caused by Space Objects includes the preamble which, *inter alia*, refers to the Treaty on Principles Governing the Activities of States in the Exploration and Use of Outer Space, including the Moon and Other Celestial Bodies, of 1967, and recognizes the need to elaborate international rules and procedures to ensure, in particular, prompt and equitable compensation for victims of damage caused by space objects. The thirteen articles of the draft may be summarized as follows: (1) definitions of the terms "damage", "launching", "launching State" and "space objects"; (2) absolute liability of a launching State for damage on the surface of the earth and to aircraft in flight; (3) liability of a launching State to be based on fault if damage is caused by one space object to another elsewhere than on the surface of the earth; (4) in the case of damage to the third State as a result of a collision of two space objects, joint and several liability, subject to (2) and (3) above, of the two launching States with the apportionment of the burden of compensation between them in accordance with the extent to which they were at fault; (5) joint and several liability of States jointly launching a space object; right of a State which paid compensation for damage to claim indemnification by other participants in a joint launching—States from whose territory or facility the object was launched; (6) exoneration from absolute liability to the extent that the damage has resulted from gross negligence or intentional act or omission of the State presenting the claim or of natural or juridical persons it represents; no exoneration if damage resulted from activities inconsistent with international law, the Charter of the United Nations or the outer space treaty; (7) non-applicability of the Convention to nationals of the launching States and to foreign nationals who participate in the operation of the space object or are in the immediate vicinity of the launching or recovery area at the invitation of the launching State; (8) unless States concerned have agreed otherwise payment of compensation to be made in the currency of the State presenting a claim or, at the request of that State, in the currency of the launching State; (9) presentation of a claim on behalf of natural and juridical persons to be made by one of the States concerned, in the following order: States of nationality, State on whose territory the damage occurred, or another State in regard to its permanent residents; (10) presentation of a claim through diplomatic channels or, in the absence of diplomatic relations, through another State at the request of the State presenting a claim; (11) one-year time-limit for the presentation of claims from the date of the occurrence of damage or the identification of the launching State; (12) prior exhausting of local remedies not required for presentation of a claim and pursuance of a claim in the courts, administrative tribunals or agencies of a launching State; and (13) relations between States under other agreements in force not affected by the Convention and States not prevented from concluding agreements reaffirming, supplementing or extending its provisions.

On the other item of the Sub-Committee's agenda, namely, study of questions relative to the definition and utilization of outer space, the Sub-Committee had before it a background paper on the questions of the definition and/or delimitation of outer space prepared by the Secretariat at the request of the Sub-Committee at its eighth session as well as the report

of the Working Group on Direct Broadcast Satellites on its third session. Two proposals were submitted by Argentina: a draft agreement on the principles governing activities in the use of the natural resources of the Moon and other celestial bodies and a draft international agreement on activities carried out through remote-sensing satellite surveys of earth resources. The Sub-Committee did not consider this item at its ninth session. In its report on the session it expressed the wish to have the questions under this item appear as priority questions on the agenda of its next session to the extent that agreement may have been reached in the meantime on the draft convention on liability.

At its thirteenth session (1-17 September 1970) the Committee on the Peaceful Uses of Outer Space, having considered the report of the Legal Sub-Committee, expressed satisfaction that the Sub-Committee had made considerable progress by approving the texts of the title, the preamble and thirteen articles of the Convention. The Committee nevertheless noted with regret that once again no final agreement had been reached on the two outstanding issues of "settlement of claims" and the "applicable law". After extensive consultations and negotiations, formal and informal, the Committee regretfully concluded that its efforts to reconcile the differences existing within its membership on the two outstanding issues referred to above had so far not succeeded and that a solution was not at present in prospect. It nevertheless felt that the conclusion of an effective and generally acceptable convention on liability should remain the firm priority task of the Committee.

The Committee's report was considered by the First Committee, which also discussed four draft resolutions submitted by various delegations as well as certain amendments thereto. On 16 December 1970, on the recommendation of the First Committee, the General Assembly adopted resolution 2733 (XXV), in which it affirmed that the early conclusion of an effective and generally acceptable convention on liability should remain the firm priority task of the Committee on the Peaceful Uses of Outer Space and urged the Committee to intensify its efforts to reach agreement. The Assembly also requested the Committee to continue to study questions relative to the definition of outer space and the utilization of outer space and celestial bodies, including various implications of space communications, and recommended that the Committee should study through its Legal Sub-Committee, giving priority to the convention on liability, the work carried out by the Working Group on Direct Broadcast Satellites under the item on the implications of space communications.

The Legal Sub-Committee was scheduled to hold its tenth session at Geneva from 7 June to 2 July 1971.

**M. *Legal aspects of the peaceful uses of the sea-bed and the ocean floor beyond the limits of national jurisdiction and preparation for a United Nations conference on the law of the sea***

The Legal Sub-Committee of the Committee on the Peaceful Uses of the Sea-Bed and the Ocean Floor beyond the Limits of National Jurisdiction held

a series of informal consultations and formal meetings in June, July and August 1970 in New York and at Geneva. It continued its efforts to prepare a comprehensive and balanced statement of principles for inclusion in a draft declaration, in accordance with General Assembly resolution 2574 B (XXIV) of 15 December 1969. Although the Sub-Committee was not in a position to reach an agreement on the draft declaration of principles to be submitted to the General Assembly, some common ground was found among the participants in these consultations with respect to some principles and elements for inclusion in the declaration.

During the twenty-fifth session of the General Assembly the Chairman of the Committee on the Peaceful Uses of the Sea-Bed and the Ocean Floor beyond the Limits of National Jurisdiction addressed to the Chairman of the First Committee a letter dated 24 November 1970, transmitting the text of a draft declaration of principles governing the sea-bed and the ocean floor, and the subsoil thereof, beyond the limits of national jurisdiction, prepared in consultation with various delegations. On 2 December 1970, a draft resolution sponsored by forty-six Powers and embodying that draft declaration of principles was approved by the First Committee and then by the General Assembly, as resolution 2749 (XXV).

In resolution 2750 B (XXV) the General Assembly requested the Secretary-General to prepare an up-to-date study of the matters referred to in the Secretariat memorandum dated 14 January 1958 on the question of free access to the sea of land-locked countries and to supplement that document, in the light of the events that had occurred in the meantime, with a report on the special problems of land-locked countries relating to the exploration and exploitation of the resources of the sea-bed and the ocean floor, and the subsoil thereof, beyond the limits of national jurisdiction.

The General Assembly in resolution 2750 C (XXV) also decided to convene in 1973, in accordance with the provisions of paragraph 3 of the resolution, a conference on the law of the sea and instructed the Committee on the Peaceful Uses of the Sea-Bed and the Ocean Floor beyond the Limits of National Jurisdiction to undertake the preparatory work for the conference. The Committee established, at its session in March 1971, three sub-committees to deal with various aspects of the problem.

An account of the proceedings leading to the adoption of resolutions 2749 (XXV) and 2750 (XXV) will be found in part one, chapter IV, section D.

**N. *International claims***

The situation with respect to the claims presented by the Secretary-General to Israel, Jordan and the United Arab Republic relating to United Nations property losses incurred during the Middle East hostilities in 1967 remained as described in last year's report.

With respect to the claims submitted to Israel for losses sustained by the United Nations as a result of actions by Israeli military forces at Government

House, Jerusalem, and the areas of operations of UNTSO and UNEF, the Secretary-General has reiterated the requests for reimbursement of the losses but has thus far received no response.

Jordan has contested liability in respect of the request for payment of half of the damage caused to United Nations premises and UNTSO equipment and stores at Government House in the course of the military engagement which took place in those premises after the entry in the compound of Jordanian military forces, on 5 June 1967. The Secretary-General has recently sent a new note to the Permanent Representative of Jordan for transmission to his Government explaining the Secretary-General's position and reiterating the claim.

With respect to the UNEF account with the Gaza Branch of the Bank of Alexandria at the commencement of the Middle East hostilities in June 1967, Israel has informed the Secretary-General that it is in a position to release to the United Nations a liquid amount equivalent to approximately 9 per cent of the funds standing to the credit of UNEF in the Bank. Israel indicates that this percentage bears to the proportion between the total nominal funds on accounts and the cash held by the Bank when Israel took over control of the area. No action has been taken on the Israeli proposal pending negotiations with the United Arab Republic authorities and the Bank of Alexandria.

The United Arab Republic continued to deny liability for the UNEF stores and equipment taken over by United Arab Republic authorities at Sharm el Sheikh and at Marina Camp in El Arish upon the departure of UNEF from these areas in May 1967. The United Arab Republic rests its position on subsequent developments arising from the Middle East hostilities in June 1967, and attributes liability for these losses to Israel, while the Secretary-General maintains that the United Arab Republic's responsibility for the losses arises from the passing of those stores and equipment into the custody and control of the United Arab Republic, making that country accountable to the United Nations.

The Government of the United Arab Republic has not yet replied to the Secretary-General's requests for assistance designed to obtain reimbursement of funds owing from the Engineering General Company of Cairo, the National Bank of Egypt and the Bank of Alexandria.

#### *O. Informal Joint Committee on Host Country Relations*

The Informal Joint Committee on Host Country Relations was originally established in 1966 after consultations, which took place in 1965, with the chairmen of the regional groups at United Nations Headquarters. The Committee was given a tripartite character, being composed of representatives of the permanent missions, of the host country and of the Secretariat. It was agreed that the representatives of the permanent missions would follow the distribution of the membership of the Security Council, so that in addition to the United States of America, as host country, the Committee would be composed of the

other four permanent members of the Security Council, five African and Asian States, one Eastern European State, two Latin American States and two Western European and other States. The permanent missions to serve on the Committee are designated by the various regional groups.

At its first meeting, on 6 April 1966, the Committee approved the following terms of reference:

"The Committee will serve as an informal deliberative body or organ of consultation, to help avoid or resolve problems relating to the status of representatives of Members of the United Nations through the exchange of views and the use of good offices. It will deal both with questions by members of missions relating to their privileges and immunities and with questions relating to obligations of members of missions, whether contractual or otherwise. While any problem within the broad context of host country relations may be brought before the Committee, it is not intended that the Committee will replace the present channels of direct contact between the permanent missions and the United States Mission in the handling of day-to-day problems. Wherever feasible particular cases will continue to be dealt with directly between the host country and the permanent mission concerned.

"The work of the Committee will be in the context of the applicable Articles of the United Nations Charter, the Headquarters Agreement between the United Nations and the United States, general principles of international law and comity, as well as relevant provisions of national law."

Secretariat participation in the Informal Joint Committee is as follows: in addition to the Secretary-General as Chairman, the Secretariat is represented on the Committee by the Chef de Cabinet, the Legal Counsel and the Chief of Protocol. In the absence of the Secretary-General, the Legal Counsel normally acts as Chairman.

The members of the Committee, having been designated by the various regional groups, report to their respective groups informing them of matters dealt with by the Committee. In turn, they also inform the Committee of the reactions of their groups concerning these matters and of any topics suggested for discussion in the Committee by the various members of the groups. Permanent missions, non-members of the Committee, may bring particular questions to the attention of the Committee, through their representatives, or may submit proposals in writing to the Secretary-General for transmittal to the Committee.

In paragraph 7 of its resolution 2618 (XXIV) of 17 December 1969, the General Assembly requested the Secretary-General to reconstitute and convene on a regular basis the Informal Joint Committee on Host Country Relations, so that there will be a continuous interchange of views and exploration of problems between the diplomatic community, the Secretariat and the Government of the host country on matters of mutual interest, and to report the results thereof to the General Assembly at its twenty-fifth session and annually thereafter. Pursuant to that paragraph the Secretary-General, in consultation with the regional groups, reconstituted the Committee for the year 1970. In addition to the United States, as host country, and

the other permanent members of the Security Council, the membership for 1970 consisted of the following permanent missions designated by the regional groups: Bolivia, Bulgaria, Cameroon, Canada, Cyprus, Guyana, India, Liberia, Libya and Spain.

During 1970 the Committee held six meetings, as reported to the General Assembly at its twenty-fifth session.

In its resolution 2747 (XXV) of 17 December 1970, the General Assembly requested the Secretary-General to convene the Informal Joint Committee on Host Country Relations in January 1971 and thereafter as frequently as appropriate, and also recommended that the Committee undertake a systematic consideration of the implementation of the Convention on the Privileges and Immunities of the United Nations and the Agreement between the United Nations and the United States of America regarding the Headquarters of the United Nations, as well as conditions of life and obligations of members of Permanent Missions to the United Nations.

The membership of the Committee for 1971 was the same as for 1970 with the exception that India was replaced by Iraq.

During the first half of 1971, the Committee held five meetings, the most recent of which was on 13 May 1971. In the course of these meetings the Committee discussed privileges and immunities of the members of permanent missions generally, and the matter of the protection of mission personnel and premises. The Committee also established a working group on (a) parking facilities for diplomatic vehicles, and (b) housing facilities for Mission and Secretariat personnel.

#### *P. Preparation of a draft declaration on the human environment*

A declaration on the human environment is one of the important documents expected to be considered and adopted at the United Nations Conference on the Human Environment to be held at Stockholm in 1972. At its second session, in February 1971, the Preparatory Committee for the Conference recommended the establishment of an Intergovernmental Working Group on the Declaration on the Human Environment, composed of all members of the Preparatory Committee, to prepare a preliminary draft for the Declaration to be discussed in detail at the Preparatory Committee's third session. The work of the Intergovernmental Working Group is described in part three, chapter VII, section D.

#### *Q. United Nations Administrative Tribunal*

The Administrative Tribunal met in New York from 16 to 30 October 1970 and at Geneva from 29 March to 16 April 1971. The Tribunal examined ten cases and held its annual plenary session for the amendment of its Rules and the consideration of matters affecting its operation. The judgements delivered by the Tribunal are summarized below as follows:

#### JUDGEMENT NO.135 DELIVERED ON 26 OCTOBER 1970 ON AN APPLICATION AGAINST THE SECRETARY-GENERAL OF THE UNITED NATIONS

By this Judgement the Tribunal rejected an application for reinstatement submitted by a former local staff member of the UNDP Office at Rabat whose fixed-term appointment had not been renewed or converted to an indefinite appointment upon expiration.

#### JUDGEMENT NO. 136 DELIVERED ON 29 OCTOBER 1970 ON AN APPLICATION AGAINST THE SECRETARY-GENERAL OF THE INTERNATIONAL CIVIL AVIATION ORGANIZATION

By this Judgement the Tribunal rescinded a decision by the Respondent transferring the Applicant from the ICAO Office in Paris to ICAO Headquarters in Montreal, on the ground that the provisions of article IV.7, part III, of the Service Code relating to transfer had not been observed. The Tribunal gave to the Respondent the option to reinstate the Applicant in his former post or to compensate him for the injury sustained.

#### JUDGEMENT NO. 137 DELIVERED ON 30 OCTOBER 1970 ON AN APPLICATION AGAINST THE SECRETARY-GENERAL OF THE UNITED NATIONS

By this Judgement the Tribunal rejected an application for revision and interpretation of Judgement No. 120. The request for revision was denied on the ground that the new situation relied upon by the Applicant was posterior to the date of the Judgement and could not therefore be the basis for a revision under article 12 of the Statute of the Tribunal. As to the request for interpretation, it was denied on the ground that in effect it sought to appeal against the Judgement and not to obtain an interpretation of what had been decided with binding force.

#### JUDGEMENT NO. 138 DELIVERED ON 30 OCTOBER 1970 ON AN APPLICATION AGAINST THE SECRETARY-GENERAL OF THE UNITED NATIONS

The Applicant requested the Tribunal to rescind a decision by the Respondent to terminate his probationary appointment under Staff Regulation 9.1 (c). The Tribunal found that the Applicant had been denied the protection afforded by Administrative Instruction ST/AI/115 concerning periodic reports and thereby deprived of a fair and reasonable procedure before termination of his appointment, and that the application was therefore well founded. As rescinding the decision terminating the Applicant's appointment would have provided no relief to the Applicant since the period of probation had expired, the Tribunal awarded to the Applicant a sum equivalent to three months' net base salary as compensation for the injury sustained.

#### JUDGEMENT NO. 139 DELIVERED ON 6 APRIL 1971 ON AN APPLICATION AGAINST THE SECRETARY-GENERAL OF THE UNITED NATIONS

By this Judgement the Tribunal rejected an application for reinstatement or compensation submitted by a former staff member of UNICEF whose fixed-term appointment had not been renewed.

JUDGEMENT NO. 140 DELIVERED ON 8 APRIL 1971  
ON AN APPLICATION AGAINST THE SECRETARY-  
GENERAL OF THE UNITED NATIONS

While in the service of the United Nations under a fixed-term appointment, the Applicant had passed an examination for editorial assistants open to staff members only and her name had been placed fifth on a roster of thirteen successful candidates. When the vacancy corresponding to her place on the roster arose, the Applicant, whose fixed-term appointment had expired in the meantime, requested re-employment as an editorial assistant on the ground that she had passed the examination. Her request having been denied on the ground that posts of editorial assistants were invariably filled from within the staff, she applied to the Tribunal for the institution of a procedure leading in fact to her reinstatement as a staff member.

While noting that it was understandable that the Applicant, having passed the examination, had hoped to remain in the service of the United Nations even after the expiry of her fixed-term appointment, the Tribunal rejected her application on the ground that she was no longer a staff member when the corresponding vacancy occurred.

JUDGEMENT NO. 141 DELIVERED ON 8 APRIL 1971  
ON AN APPLICATION AGAINST THE JOINT STAFF  
PENSION BOARD

Rescinding a decision of the Joint Staff Pension Board, the Tribunal ruled that the Applicant, a former staff member of the ILO who had retired on 31 December 1969, was entitled to have both his lump sum retirement benefits and his periodic retirement benefits—and not his periodic retirement benefits only—calculated by reference to the new, more liberal, Pension Fund Regulations which entered into force on 1 January 1970.

JUDGEMENT NO. 142 DELIVERED ON 14 APRIL 1971  
ON AN APPLICATION AGAINST THE SECRETARY-  
GENERAL OF THE UNITED NATIONS

In this Judgement the Tribunal awarded compensation to a former staff member of UNICEF whose fixed-term appointment had not been renewed. The Tribunal found that the circumstances of the Applicant's appointment and his performance of service had created a legal expectancy of continued employment with UNICEF. The Tribunal further decided that such legal expectancy had created a corresponding obligation on the part of the Respondent to provide continuing employment to the Applicant within UNICEF.

JUDGEMENT NO. 143 DELIVERED ON 15 APRIL 1971  
ON AN APPLICATION AGAINST THE SECRETARY  
GENERAL OF THE INTERNATIONAL CIVIL AVIATION  
ORGANIZATION

This case involved an ICAO staff member, holder of a permanent appointment, who had been discharged for misconduct on 22 July 1966. By an earlier Judgement (No. 123) the Tribunal had remanded the case for correction of the procedure in accordance with article 9, paragraph 2, of its Statute. By the present Judgement, given on the merits of the case, the

Tribunal awarded compensation to the Applicant and ruled that the Applicant's termination of service be regarded as having been effected by mutual agreement on 22 July 1966.

JUDGEMENT NO. 144 DELIVERED ON 16 APRIL 1971  
ON AN APPLICATION AGAINST THE SECRETARY-  
GENERAL OF THE UNITED NATIONS

The Applicant, a former staff member of UNEF who had gone to Greece upon the dissolution of UNEF, claimed payment of travel costs from Greece to Cairo, his place of recruitment, although he had not actually performed such travel. The Respondent contested the competence of the Tribunal on the ground that the Applicant's terms of appointment were governed by the UNEF Staff Regulations for Local Employees, which excluded the application of the United Nations Staff Regulations and Rules including Staff Regulation 11.2 on the right of access to the Tribunal.

The Tribunal observed *inter alia* that by agreeing to refer the dispute to the Joint Appeals Board under Staff Rule 111.4 (b), the Respondent had recognized the Applicant's right of recourse to a complete appeal procedure, including access to the Tribunal. Having affirmed its competence in the case, the Tribunal rejected the application as not well founded under article XVIII of the UNEF Staff Regulations for Local Employees.

## R. Committee on Applications for Review of Administrative Tribunal Judgements

During the past year, the Committee on Applications for Review of Administrative Tribunal Judgements, which was established by article 11 of the Statute of the United Nations Administrative Tribunal, held its eighth session at United Nations Headquarters from 10 to 18 December 1970 and a resumed eighth session from 27 January to 12 February 1971.

The eighth session was convened to consider an application from a former staff member for a review of Administrative Tribunal Judgement No. 137. Three meetings were held for this purpose, at the third of which the Committee decided unanimously that there was not a substantial basis for the application under article 11 of the Statute of the Administrative Tribunal and, therefore, that the International Court of Justice should not be requested to give an advisory opinion.

The resumed eighth session met on 27 January 1971 to consider, in the first instance, a question relating to the receivability of an application from a former staff member for review of Administrative Tribunal Judgement No. 135. Having decided that the application was receivable, the Committee proceeded, on 12 February 1971, to consider it on its merits. The Committee's decision on the merits was identical with the one it reached in respect of the case described above.



## REFERENCES

**A. Consideration of principles of international law concerning friendly relations and co-operation among States in accordance with the Charter of the United Nations**

For the report of the Special Committee on Principles of International Law concerning Friendly Relations and Co-operation among States, see *Official Records of the General Assembly, Twenty-fifth Session, Supplement No. 18* (A/8018).

For relevant documents, see *Official Records of the General Assembly, Twenty-fifth Session, Annexes*, agenda item 85.

**B. Question of defining aggression**

For the report of the Special Committee on the Question of Defining Aggression, see *Official Records of the General Assembly, Twenty-fifth Session, Supplement No. 19* (A/8019); and *ibid.*, *Twenty-sixth Session, Supplement No. 19* (A/8419).

For relevant documents, see *Official Records of the General Assembly, Twenty-fifth Session, Annexes*, agenda item 87.

**C. United Nations Programme of Assistance in the Teaching, Study, Dissemination and Wider Appreciation of International Law**

For relevant documents, see *Official Records of the General Assembly, Twenty-fifth Session, Annexes*, agenda item 90.

**D. Aerial hijacking or interference with civil air travel**

For relevant documents, see *Official Records of the General Assembly, Twenty-fifth Session, Annexes*, agenda item 99.

**E. Need to consider suggestions regarding the review of the Charter of the United Nations**

For relevant documents, see *Official Records of the General Assembly, Twenty-fifth Session, Annexes*, agenda item 88.

**F. Question of special invitations to States to become parties to the Vienna Convention on the Law of Treaties and to the Convention on Special Missions**

For relevant records, see *Official Records of the General Assembly, Twenty-fifth Session, General Committee*, 187th meeting; and *ibid.*, *Twenty-fifth Session, Plenary Meetings*, 1843rd meeting.

**G. Rationalization of the procedures and organization of the General Assembly**

For relevant documents, see *Official Records of the General Assembly, Twenty-fifth Session, Annexes*, agenda item 92.

For the documents of the Special Committee on the Rationalization of the Procedures and Organization of the General Assembly, see A/AC.149/1 and 2 and A/AC.149/L.1-L.8/Rev.1; see in particular:

- (a) Synopsis of proposals considered by previous committees which were not acted upon by the General Assembly: A/AC.149/L.2;
- (b) Statistical data on the General Assembly and the Main Committees: A/AC.149/L.4;
- (c) Views and suggestions submitted by Member States: A/AC.149/L.5 and Add.1-4;
- (d) Information submitted by the specialized agencies: A/AC.149/L.6 and Add.1;

(e) Views and suggestions submitted by former Presidents of the General Assembly and former Chairmen of Main Committees: A/AC.149/L.7 and Add.1-3;

(f) Analytical summary of views and suggestions submitted to the Special Committee by Member States, former Presidents of the General Assembly and former Chairmen of Main Committees: A/AC.149/L.8/Rev.1.

**H. Progressive development and codification of the rules of international law relating to international water-courses**

For relevant documents, see *Official Records of the General Assembly, Twenty-fifth Session, Annexes*, agenda item 91.

**K. Methods of fact-finding**

For the register of experts in legal and other fields, prepared in pursuance of General Assembly resolution 2329 (XXII), see documents A/7751 and A/8108.

**L. Legal aspects of the peaceful uses of outer space**

For the report of the Committee on the Peaceful Uses of Outer Space, see *Official Records of the General Assembly, Twenty-fifth Session, Supplement No. 20* (A/8020).

For relevant documents, see *Official Records of the General Assembly, Twenty-fifth Session, Annexes*, agenda item 26.

**M. Legal aspects of the peaceful uses of the sea-bed and the ocean floor beyond the limits of national jurisdiction and preparation for a United Nations conference on the law of the sea**

For the report of the Committee on the Peaceful Uses of the Sea-Bed and the Ocean Floor beyond the Limits of National Jurisdiction, see *Official Records of the General Assembly, Twenty-fifth Session, Supplement No. 21* (A/8021).

**O. Informal Joint Committee on Host Country Relations**

For the report of the Secretary-General on the work of the Committee, see *Official Records of the General Assembly, Twenty-fifth Session, Annexes*, agenda item 73, document A/C.5/1319.

**P. Preparation of a draft declaration on the human environment**

For the report of the Preparatory Committee for the United Nations Conference on the Human Environment, see A/CONF.48/PC/9.

**Q. United Nations Administrative Tribunal**

Judgements of the United Nations Administrative Tribunal, Nos. 135 to 144: AT/DEC/135-144.

**R. Committee on Applications for Review of Administrative Tribunal Judgements**

Report of the Committee on Applications for Review of Administrative Tribunal Judgements on its eighth session (10-18 December 1970): A/AC.86/11.

Report of the Committee on Applications for Review of Administrative Tribunal Judgements on its resumed eighth session (27 January-12 February 1971): A/AC.86/12.

*Part Five*

**Other matters**

## CHAPTER I

# Public information activities

Throughout the past year, the Office of Public Information engaged in a great variety of activities designed to convey to the peoples of the world the message of the United Nations in its twenty-fifth year of existence. From a public information point of view, this anniversary offered an unusually favourable opportunity to tell the story of the Organization's achievements over the past quarter of a century, its present activities and future plans.

The proclamation of the Second United Nations Development Decade made it possible for the information services to speak more eloquently on the theme of economic and social development. At the same time, *apartheid*, racial discrimination and colonialism remained at the fore of the attention of the Office of Public Information. On the other hand, preparations were under way to provide publicity for the United Nations Conference on the Human Environment both in terms of pre-Conference activities as well as coverage.

The complexity of the issues which confront the world, as well as their increasing interrelatedness, require an ever more imaginative approach to information activities, coupled with a greater need for planning and co-ordination.

### PRESS SECTION

All major United Nations activities continued to be covered by the Press Section (formerly Press Services) through press releases and briefings. Approximately 3,400 press releases were issued during the year for use by news media at Headquarters and by the United Nations information centres throughout the world. They included coverage of United Nations meetings, statements and transcripts of news conferences by the Secretary-General, background releases, reference papers, notes to correspondents, an annotated agenda for the twenty-fifth session of the General Assembly and a round-up of the General Assembly resolutions. A *Weekly News Summary* continued to be issued in English, French and Spanish editions.

In the autumn of 1970, a limited press release service in the French language was instituted at Headquarters by which a daily bulletin containing the highlights of each day's activities is issued in French for use by correspondents, information centres and delegations.

Material provided by the agencies of the United Nations family was also processed and distributed in the form of press releases.

At Headquarters, daily press briefings were conducted by officials of the Office of Public Information.

Arrangements were also made for briefings and press conferences by members of delegations and senior members of the United Nations Secretariat and of other United Nations agencies. Approximately eighty such conferences were held.

Press officers were sent to Africa and Europe to cover meetings of the Economic and Social Council, the Governing Council of the United Nations Development Programme, the Special Working Group of Experts established under resolution 6 (XXV) of the Commission on Human Rights, and the *ad hoc* group of the Special Committee on the Situation with regard to the Implementation of the Declaration on the Granting of Independence to Colonial Countries and Peoples.

During the period under review, final plans were completed for coverage of the Fourth International Conference on the Peaceful Uses of Atomic Energy, which will be held at Geneva in September 1971.

### PUBLICATIONS SERVICE

The *UN Monthly Chronicle*, published in English, French and Spanish, continued to provide coverage of the proceedings and decisions of all major organs of the United Nations as well as of the work of sessional and special committees. In 1970, the *Chronicle* continued the series of signed articles on the activities of the United Nations in various fields to mark the twenty-fifth anniversary of the Organization, and in 1971 articles were included on new fields of interest to the United Nations. These articles were reprinted as pamphlets which were issued in three languages.

The twenty-second volume of the *Yearbook of the United Nations* was published early in 1971; and final editorial work on the twenty-third edition was completed. The *Yearbook* provides a comprehensive, systematic and fully indexed account of the proceedings and decisions of United Nations organs, and surveys the main activities of the agencies of the United Nations.

The quarterly magazine *Objective: Justice*, in English and French editions, covered United Nations activities against *apartheid*, racial discrimination and colonialism.

In celebration of the twenty-fifth anniversary, the United Nations published special editions of two pamphlets entitled *Basic Facts about the United Nations* and *The United Nations—What It Is, What It Does, How It Works*. They were published in fifteen and seventeen languages, respectively. Following the commemorative session held by the General Assembly from 14 to 24 October 1970 on the occasion of the twenty-fifth anniversary, a summary of policy statements made during the session was carried in the *Chronicle* and

reprinted as a booklet under the title *The United Nations: The First Twenty-five Years*.

To mark the tenth anniversary of the adoption of the Declaration on the Granting of Independence to Colonial Countries and Peoples, a special issue of the periodical *Objective: Justice* was issued in seven languages. The leading article in this issue was reproduced in pamphlet form under the title *The United Nations and Decolonization, 1945-1970* in an additional eighteen languages. The series entitled *A Principle in Torment* was completed by the publication in a number of languages of the third booklet, which was on Namibia.

In response to requests from the United Nations organs concerned, the Office of Public Information continued to publicize the work of the Organization with regard to the policies of *apartheid* pursued by the Government of South Africa and to the elimination of racism in all its manifestations. In connexion with the International Year for Action to Combat Racism and Racial Discrimination, 1971, the Office published in January 1971 another special issue of *Objective: Justice* in six languages and reprinted, as pamphlets in a number of languages, two important articles, entitled "Anatomy of *apartheid*: questions and answers on the United Nations and racial discrimination in South Africa" and "The UNESCO statement on race and racial prejudice". A publication entitled *Apartheid in Practice*, concerning legal regulations in effect in South Africa, and a new edition of *The International Convention on the Elimination of All Forms of Racial Discrimination* were also published.

The question of disarmament as faced by the United Nations, with special emphasis on developments during the last decade, was presented in a pamphlet entitled, *Disarmament: Imperative of Peace—Achievements of the United Nations*, which was published in a number of languages. Also printed as separate leaflets for wide dissemination were the *Treaty on the Prohibition of the Emplacement of Nuclear Weapons and Other Weapons of Mass Destruction on the Sea-Bed and the Ocean Floor and in the Subsoil Thereof* and the *Declaration on the Strengthening of International Security*, both of which were adopted by the General Assembly at its twenty-fifth session.

Under preparation is a supplement to the eighth edition of *Everyman's United Nations* which, in a single volume, covers the work of the United Nations and related agencies during its first twenty years. The supplement will cover the period from 1966 to 1970, inclusive.

Assistance and co-operation were given to outside writers and publishing houses in the preparation of books and articles about the United Nations and its activities.

#### TELEVISION AND FILM SECTION

More than one hundred countries and territories now possess their own television systems and during the year under review United Nations materials reached nearly all of them, either in the form of news items for integration in established programmes, through services to accredited correspondents or through the purchase of complete programmes produced by the Organization and bearing its seal.

The twenty-fifth anniversary of the United Nations gave impetus to some new departures in television and film production. The holding of the World Youth Assembly at Headquarters in July 1970 became the focus for a group of television programmes on the subject of youth.

Films and television programmes were produced in support of the Organization's work against *apartheid*, racial discrimination and colonialism. A series of three one-hour documentary programmes, to help mobilize public opinion in support of the Second United Nations Development Decade, was completed in London early in 1971, and wide distribution has been arranged.

There was growing interest in the use of United Nations programmes in educational fields, both at the university and secondary school levels. A new series of programmes on the human environment was commissioned by an educational authority for wider subsequent distribution, and the first seven of an envisaged thirty-two half-hour programmes on this topic were initiated.

The Television and Film Section has the responsibility for arranging the annual concert on United Nations Day at United Nations Headquarters. In 1970, the programme included a newly commissioned work by the Polish composer Krzysztof Penderecki and the Ninth Symphony of Beethoven. This music, as performed by soloists, chorus and the Los Angeles Philharmonic Orchestra, conducted by Zubin Mehta, was widely televised. With the co-operation of regional broadcasting unions, notably the European Broadcasting Union and the Asian Broadcasting Union, it became possible to share this event with television viewers in twenty countries, the largest television audience ever to experience a single concert of this type.

Regular news coverage was maintained of meetings of the General Assembly, the Security Council and some of their subsidiary bodies, activity which increased markedly during the commemorative session in October. Actuality material from United Nations proceedings was frequently supplemented by interviews and dispatches from accredited correspondents, for whom services and facilities were provided. Dissemination of such new material was accomplished principally by the movement of film and videotape, but a number of satellite transmissions took place when the calibre of news events demanded it. The use of satellites for instantaneous transmission among nations is a development offering great potential to the United Nations, and a satisfactory basis is being sought for guaranteed access to the system of facilities now evolving.

#### RADIO SERVICE

For the purpose of stimulating, assisting and supplementing coverage of United Nations activities by broadcasting organizations and stations in all parts of the world, the Radio Service continued its intensive efforts in several interrelated and complementary directions.

Radio correspondents at Headquarters and at the seats of the regional economic commissions were regularly given access to meetings, sound archives, documents, press conferences and briefings. They were also allotted studio time for recordings and circuits and, whenever possible, provided with adequate office or working space. At Headquarters, such assistance was

extended to some eighty permanent correspondents and to over 150 temporary correspondents.

Proceedings of the General Assembly and of the Security Council were broadcast live on short wave, with commentaries in English, French and Spanish. News bulletins and programmes—daily during the twenty-fifth session of the General Assembly, weekly at other times—were transmitted by circuit and short wave to national broadcasting organizations for monitoring and rebroadcast.

Programmes of various lengths and types on subjects of United Nations concern continued to be produced, usually on a weekly basis, either by the Radio Service itself or by national broadcasting organizations utilizing scripts and sound material received from the Radio Service. Special programmes were prepared for United Nations Day and Human Rights Day, in addition to a series on the occasion of the twenty-fifth anniversary of the Organization. In all, United Nations Radio material was regularly broadcast in some 140 countries and territories in over thirty languages.

In response to requests contained in resolutions of the General Assembly, programme material prepared by the Radio Service placed particular emphasis on efforts undertaken by the United Nations with respect to the elimination of colonialism, the achievement of economic and social development and the eradication of racial discrimination and *apartheid*. Special attention has been devoted in 1971 to publicizing the aims of the International Year for Action to Combat Racism and Racial Discrimination.

Arrangements are being made to enable the regional sections and desks of the Radio Service to respond effectively to the growing demand of national broadcasting organizations for brief instantaneous United Nations dispatches for inclusion in national news programmes.

#### PHOTOGRAPHS AND EXHIBITS SECTION

Regular photo coverage of meetings at Headquarters and at the United Nations Office at Geneva continued and arrangements were made to cover important United Nations meetings and conferences throughout the world. Photographers from agencies, newspapers and magazines were also provided with facilities for coverage of these events and detailed briefings were given on UNDP activities in the field.

Photographs from the United Nations Photo Library form the basis for current visual productions. The annual sixteen-poster photo display set for 1970 was produced in 20,000 copies and made available in time for the twenty-fifth anniversary celebrations of the Organization. It was overprinted locally in some forty languages. Slide sets (35mm colour film)—based on this display set—were sent to all United Nations information centres as an experiment to determine the usefulness and sales potential of the item.

In connexion with the International Year for Action to Combat Racism and Racial Discrimination, the United Nations Declaration on the Elimination of All Forms of Racial Discrimination was reprinted in poster form in the five official languages and distributed to information centres. A two-tone photograph of a poster design, incorporating the selected symbol for the International Year, was made available to Member States

for national reproduction and distribution in connexion with relevant programmes and observances during 1971.

#### INFORMATION CENTRES

United Nations Information Centres and Services continued to provide information material and documentation on the United Nations to Governments, the information media, non-governmental organizations, educational institutions and individuals to promote an interest in and understanding of the Organization in the areas they serve.

The Centres gave special attention last year to the twenty-fifth anniversary observances of the United Nations, the International Education Year and the twenty-fifth anniversary of the Food and Agriculture Organization of the United Nations. Every effort was also made to publicize the International Year for Action to Combat Racism and Racial Discrimination. Other topics of special interest during this period were the Middle East and the problems of the human environment and population.

#### FELLOWSHIP AND INTERNE PROGRAMMES

The eleventh annual Triangular Fellowship Programme was held at Headquarters from 17 May to 11 June 1971 as a seminar for educational broadcasters from Latin America, and was attended by twelve participants holding positions in their respective national broadcasting organizations. The Programme was planned and conducted in close collaboration with UNESCO, through its *Instituto Latino-americano de la Comunicación Educativa*. The 1970 Programme was the third in a series of three seminars for persons actively working in educational broadcasting (including radio and television), which were organized on a language basis. Particular attention was devoted to the economic and social activities of the United Nations and its related agencies in the context of the Second United Nations Development Decade. The radio and television programmes resulting from the seminar will be produced in the home countries of the participants without cost to the United Nations.

Two interne programmes were conducted during the summer of 1970, one from 3 to 28 August at Headquarters, and the other from 23 July to 7 August at the United Nations Office at Geneva. Both programmes provided an opportunity for university graduates and postgraduate students specializing in such subjects as international relations, economics, law and social affairs to study at first hand the purposes and work of the United Nations system of organizations. Fifty-five internes and four observers from thirty-one countries participated in the programme at Headquarters. The programme at Geneva focused special attention on the theme "Education in a developing society" in the context of the International Education Year and was attended by eighty-four participants from fifty countries.

The ninth Editors' Roundtable was held at Headquarters from 19 to 24 October 1970 and brought together forty participants, who hold positions at the policy-making level in the mass media in various countries throughout the world, to review the activities of the United Nations during the past twenty-five years with senior United Nations officials and to discuss the professional and technical opportunities and problems involved in the dissemination of information about the



United Nations system of organizations through the press, film, radio and television. The discussions dealt with such subjects as the Second United Nations Development Decade and with disarmament, decolonization, peace-keeping and human rights in relation to the United Nations.

#### NON-GOVERNMENTAL ORGANIZATIONS

Widespread activities were reported by non-governmental organizations in observance of the twenty-fifth anniversary of the United Nations in 1970, particularly in connexion with United Nations Day, and of the International Year for Action to Combat Racism and Racial Discrimination in 1971. Many of the programmes of the twenty-fifth anniversary stressed the search for ways to strengthen the United Nations.

The Office of Public Information made special efforts to inform non-governmental organizations of the objectives of the International Year, including action against *apartheid*, and encouraged organizations to report on their efforts to combat racial discrimination.

Other priority areas of United Nations concern for non-governmental organizations were the launching of the Second United Nations Development Decade and preparations for the United Nations Conference on the Human Environment, to be held at Stockholm in 1972. In this connexion, the theme of the 1971 Annual Conference of Non-Governmental Organizations, held at Headquarters, was "The United Nations and the human environment" in order to stimulate thinking and action by non-governmental organizations in support of the Conference to be held at Stockholm. The participants considered the international dimensions of the environmental problem, the activities already undertaken by the United Nations and the specialized agencies in this field and the potential for international co-operation. Part of the Conference was devoted to the International Year for Action to Combat Racism and Racial Discrimination.

As in the past, organizations continued to receive information about all fields of United Nations activity at Headquarters through weekly briefings, press releases, pamphlets and other publications, and away from Headquarters through the information centres.

#### TEACHING ABOUT THE UNITED NATIONS

The Office of Public Information continued to co-operate closely with the agencies related to the United Nations, particularly UNESCO, and with national educational authorities and non-governmental organizations in promoting and assisting programmes of teaching about the United Nations in educational institutions at all levels and among adult education groups. The information centres play an active role in this work. Special attention was given to the provision of documentation, speakers and other assistance to seminars for teachers, including the regional seminars conducted by the World Federation of United Nations Associations in Mexico City and in Warsaw, and national or provincial seminars held in Afghanistan, Argentina, India, Italy, Japan and Papua/New Guinea. During the period covered by this report, five additional textbooks for use in teaching about the United Nations were written by participants in the three seminars for textbook authors, held under the auspices of the Triangular Fellowship Programme in 1965, 1966 and 1967, and published in Member States without cost to the United

Nations. To date, twenty-two textbooks or other teaching aids, totalling more than three million copies, have been issued as a result of these seminars.

#### PUBLIC SERVICES

Public interest continued to be demonstrated by the number of visitors taking the guided tours at Headquarters. However, the closing of Headquarters to the public during the commemorative session of the General Assembly and the suspension of guided tours at a normally peak period affected the number of visitors who took the guided tour during the year, which totalled slightly under one million persons.

Special arrangements by the Group Programme Unit were made for 1,371 groups, totalling 79,000 persons, to visit Headquarters during the year. No groups were admitted to the public galleries during the commemorative session and special briefings at this time were suspended.

The total number of requests for information from the public, largely by correspondence, was approximately 80,000 the same total as in the previous year. Most of these inquiries dealt with specific issues such as disarmament, the Middle East, Viet-Nam, human rights, the environment and economic development.

#### SPECIAL OBSERVANCES

The twenty-fifth anniversary was the special observance of the year 1970. In fact, all other special events sponsored by the United Nations were connected with the anniversary in one way or another. The Office of Public Information was instrumental in assisting governmental institutions, as well as non-governmental organizations and individuals, in preparing for the anniversary festivities. The traditional publications, such as *Suggestions for Speakers*, a *Special Message for Youth* from the Secretary-General and the booklet entitled *Basic Facts about the United Nations*, were circulated more widely and in more language versions than ever before. Human Rights Day, commemorating the adoption of the Universal Declaration of Human Rights, was celebrated on 10 December 1970 with the assistance of the Office of Public Information.

#### CENTRE FOR ECONOMIC AND SOCIAL INFORMATION

The Centre for Economic and Social Information has continued during the year its activities concerned with the mobilization of public opinion in support of the Second United Nations Development Decade. The Centre is organizationally located within the framework of the Office of Public Information and its policy is formulated and its programme approved by a recently established Inter-Departmental Committee consisting of the heads of the agencies of the United Nations responsible for development programmes and convened by the *Chef de Cabinet*. The Committee establishes, among other things, Secretariat positions on issues before the Programme Committee of the Centre.

The major effort has been directed towards producing an awareness in the most influential circles of society of the objectives outlined in the International Development Strategy for the Second United Nations Development Decade and the responsibilities flowing from them. To achieve this end, much closer co-operation has been sought with government representatives

in the field of information, by means of the newly established National Commissions for the Second Development Decade, with industrial and trade union leaders and with youth groups.

Further, the Centre, having responsibility for promotional information in the preparation of the Conference on the Human Environment to be held in Stockholm, has established and is executing an information programme to this end.

#### NATIONAL COMMISSIONS

In accordance with resolution 2567 (XXIV) and the International Development Strategy, urging Governments to establish new organizations or strengthen existing ones for the mobilization of public opinion, Member States in many regions have taken action in this regard. In some countries, these bodies are actually called National Commissions for the Second Development Decade, and in others they bear such names as National Development Information Councils.

The Programme Committee of the Centre for Economic and Social Information and the Secretariat Inter-Departmental Committee took action in early 1971 to establish a staff unit for the Centre at Geneva for liaison with and servicing of these national information programmes.

#### STUDY TOURS

The programme of study tours for senior economic editors was continued, with a two weeks' visit to an investment promotion meeting, sponsored by ECAFE and UNIDO in Manila, and development projects in the Philippines, Singapore and Thailand. The organization of a study tour to Iran has begun.

The first youth study programme by a group of United States students, brought together by the Student Coalition for Development (an organization which grew from the initiatives of the Centre in this field), took place in the summer of 1970 in Chile and Bolivia. The returning participants devoted the autumn semester to reporting on their experiences on campuses and in information media across North America. In 1971, a second United States study programme is expected to take place, and Japanese students are organizing a similar programme in Asia with an information programme through the autumn and winter of 1971-1972.

In collaboration with the ILO, UNDP and UNCTAD, arrangements are also being made for a field trip by labour leaders to developing countries.

#### MEETINGS OF NATIONAL REPRESENTATIVES IN THE FIELD OF DEVELOPMENT

In accordance with General Assembly resolution 2567 (XXIV), the Centre has initiated a series of regional meetings between national information representatives in the field of development and directors of information of the organizations of the United Nations system in order to explore the best means of co-ordinating and focusing activities in support of the aims of the Second United Nations Development Dec-

ade. The first of these meetings was held at Stockholm in June 1970. The second, where information representatives from Asia met with representatives of the United Nations family, was held at Singapore in February 1971. The third meeting will be held at ECLA headquarters at Santiago in the autumn of 1971.

#### LEADERSHIP SYMPOSIA

The first of a series of six leadership symposia on the Second United Nations Development Decade, under the auspices of the United Nations, the United Nations Association of the United States of America and local committees in each community, took place in Boston on 27 May 1971. The Right Honourable Lester B. Pearson opened the meeting and the Secretary-General of the United Nations gave the luncheon address. The Centre for Economic and Social Information and UNCTAD have agreed to organize a "North-South Encounter" on problems of development a few months before the opening of the third session of UNCTAD. Prominent personalities from the developing continents will be brought together with the economic editors of the major newspapers in the industrialized world.

#### PRESS AND PRODUCTION SECTION

Substantive improvements were made in the feature service provided by the Centre's Press and Production Section on economic and social programmes and activities. Changes in working methods and presentation of material have made possible the production of feature articles which bring to life the human interest in these programmes, as well as the distribution of these features to a wider audience than in the past. Steps were also taken to improve liaison with correspondents and editors and to promote increased dissemination by the national media of the releases issued by the Centre.

From a total of 800 copies per release, today it often takes as many as 5,000 copies to meet the demand for releases

#### PUBLICATIONS

The Centre has enlarged and diversified its publications programme. The original series of studies on various aspects of economic and social development, each consisting of from forty to sixty pages prepared by prominent non-Secretariat authors and published in English, French and Spanish, has generated, at no cost to the Organization, translations and publications in several non-official languages. The Centre has also disseminated in the official languages United Nations documents, such as the report of the Committee for Development Planning on its sixth session under the title "Towards accelerated development" and, most importantly, the International Development Strategy adopted by the General Assembly. It has also published two booklets on the occasion of the launching of the Second United Nations Development Decade—*The Challenge of a Decade and Breakthrough to Tomorrow*. The latter publication was one of those financed by a special grant from the Canadian Government.

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## CHAPTER II

# United Nations Institute for Training and Research

The report of the Executive Director of UNITAR on the work of the Institute during the year 1969-1970 was considered by the Second Committee on 9 November 1970. The Committee recommended a draft resolution whereby the General Assembly would express satisfaction with the Institute's performance and the hope that it would have greater financial support. The draft resolution was later unanimously adopted by the Assembly as resolution 2640 (XXV).

The Board of Trustees held its ninth session at United Nations Headquarters from 2 to 5 November, during which it accepted the report of the Executive Director on the work being done in the current year, and approved the revised budget for 1970, the work programme for 1971 and the 1971 budget. The total of the 1971 budget was \$1,534,290, of which \$1,453,290 was chargeable to the general funds of the Institute and \$81,000 to special purpose contributions by a variety of donors.

The Board devoted a great deal of attention during the session to the consideration of three important items. The first of these was the Secretary-General's feasibility study on the establishment of an international university. The Board recorded its views in a statement which was transmitted later to the Secretary-General and was included in his report to the General Assembly on this subject. In effect, the Board of Trustees of UNITAR supported the Secretary-General's proposal and his ideas with regard to further steps to be taken to pursue it. They stressed, however, the need for a careful correlation and co-ordination of the facilities to be offered by the university and those provided by existing institutions, inside and outside the United Nations system, in the field of international higher education.

Secondly, the Board considered the report on the feasibility of establishing a staff college to promote greater efficiency on the part of international officials serving in the United Nations system. The study, which had been initiated by UNITAR and had received the support, in principle, of the Administrative Committee on Co-ordination (ACC), was carried out in close consultation with all the organizations of the system. It was found that there was a consensus in favour of establishing a staff college offering courses in subjects such as management techniques and development administration, and it was recommended that the college should be established in two stages—one in which courses of the staff college type would be offered on a decentralized basis in different places, followed by a second stage in which the college would be in one location and would have a proper name. The Board accepted this recommendation and agreed

that during an initial period the staff college should be available only to international officials, consideration to be given later to the possible participation of national officials as well.

At its fifty-third session, on 26 and 27 April 1971, ACC discussed the proposals of UNITAR's Executive Director regarding the steps to be taken towards the establishment of the staff college. The Executive Director informed ACC that he proposed the setting up of an interagency committee to help in all phases of the establishment and administration of the college and envisaged the early appointment of a director of the college so that he could participate in the planning stage. It was hoped that the first stage would be brought into operation in 1972 and that some pilot courses would, if possible, be introduced in the latter part of 1971.

The organizations expressed a great deal of interest in collaborating with UNITAR in carrying out the work of the first stage. Many of them indicated an interest in participating on the understanding that the courses would meet their needs with respect to content, cost and quality and, in this context, they stressed the importance of the proposed management committee and of the participation of agencies and programmes in that committee.

Thirdly, the Board decided to establish a UNITAR Commission on New Perspectives in International Co-operation, whose function would be to examine major trends in scientific and social developments that have implications for the United Nations system and to consider possible responses from international bodies in furtherance of the objectives of the Charter of the United Nations. The Executive Director was requested to develop the project in time for the first meeting of the Commission, scheduled to take place around the time of the Board's 1971 session.

The interregional seminar on technical and financial co-operation for senior officials of developing countries was held from 28 August to 7 November 1970. In addition to centres from which multilateral and bilateral programmes are administered, the participants visited developing areas in Tadzhikistan, the USSR, and Puerto Rico, where major development efforts are taking place under different economic and social premises.

As in past years, regional seminars concerning technical assistance procedures were held in Bangkok, from 8 to 26 March 1971, and in Addis Ababa, from 24 May to 11 June 1971, in close co-operation with ECAFE and ECA, respectively. These seminars, organized mainly for middle-level officials dealing

with the co-ordination of multilateral assistance, were particularly relevant this year in view of the introduction of new programming procedures by UNDP.

A new loose-leaf manual of information on the structure and mode of operation of the major United Nations agencies as aid-giving agencies is under preparation. It will eventually replace the "Manual of United Nations technical assistance", which has now become largely obsolete as a result of the changing structure of UNDP.

A course for newly accredited members of Missions and newly recruited Secretariat staff was held in New York from 13 to 23 April. On the basis of the experience of previous years and after consultation with Permanent Missions to the United Nations, it was decided that the effectiveness of such a course would be greatly enhanced by limiting the subjects to be discussed to the working of the major organizations of the United Nations system, supplemented by two sessions dealing, respectively, with the role of the public information media and the functioning of the Permanent Missions to the United Nations. A record attendance was registered throughout the course, which was enthusiastically received and appeared to meet a widely felt need.

A three-month course in basic diplomacy was organized for the benefit of young foreign service officials from newly independent countries. The course was held in Dakar, Senegal, from 1 March to 31 May 1971, and was attended by twenty-seven participants, five of whom were from Asia and the rest from Africa. As on previous occasions, the trainees were provided, through the generosity of the Governments concerned, with an opportunity for a period of in-service training in the foreign services of selected countries.

The Training Department has been engaged in planning for the introduction of specialized courses which would assist the middle-level career representatives of States Members of the United Nations to acquire the depth of knowledge required to deal with the subjects considered in international meetings. The first course of this kind will probably be held in September 1971 prior to the opening of the twenty-sixth session of the General Assembly.

The Institute organized a high-level symposium on environment and development at United Nations Headquarters, on 24 May, which underlined the relationships between the promotion of development and the protection of the environment and the fact that they are complementary rather than competitive goals for the use of the limited resources available for social betterment. The need for careful consideration of the environmental effects of development projects in such fields as soil conservation and urbanization were particularly noted.

The Institute continues to award annually, jointly with the United Nations Office of Legal Affairs, twenty awards under the United Nations/UNITAR Fellowship Programme in International Law. Most of the participants in the 1970 Programme spent one month at The Hague, attending the course in public international law at the Hague Academy of International Law and participating in a series of special seminars organized by UNITAR and designed to complement the courses given at the Academy. This was followed

by a period of practical training at one of the legal offices or associated agencies of the United Nations or at UNITAR.

A second colloquium for senior personnel serving in the United Nations system was held from 30 June to 3 July 1970 at the International Centre for Advanced Technical and Vocational Training in Turin, Italy. The main topic was the decision-making process in the United Nations system, which was discussed in terms of its effect on the system at the top policy-making level in the various secretariats. The third annual colloquium, held from 10 to 12 June 1971 at Castle Herrnsstein in Vienna on the invitation of the Austrian Government, was on the subject of the intercultural factor in international administration. Both colloquia were well attended and the discussions were frank and rewarding.

Two seminars on the documentation systems of the United Nations and the specialized agencies were organized at the European office of UNITAR and held at Geneva in February 1971, one for English-speaking and one for French-speaking participants drawn from the Permanent Missions in Geneva. The objective was to provide the participants with an opportunity of acquiring a better knowledge of the sources of written information available within the secretariat of the United Nations Office at Geneva, and to help them work out a system of documentation that might meet the requirements of their delegations.

In the latter part of 1970, the Executive Director appointed two advisory panels of experts. The panel advising on the courses in development administration submitted its report in January, and the panel concerned with the courses in diplomacy reported in April 1971. Both have made very useful recommendations, which, subject to the approval of the Board of Trustees, will be reflected in the training programmes for 1972.

The following research projects have been of particular interest: (a) the fifty-country study of the use by the news media of information on the United Nations; (b) an analysis, in a series of monographs, of the relations between the United Nations and the Organization of African Unity, the Organization of American States and regional organizations in Europe; (c) new research techniques being used in an analysis of the operations of the Economic and Social Council; (d) the publication of the first series of papers on techniques for the peaceful settlement of disputes; (e) the first report on the study on youth in international society; (f) a basic paper on measures for improving environmental quality being prepared for the conference to be held in Stockholm; (g) a research paper on marine pollution problems and remedies being considered by the Preparatory Committee for the United Nations Conference on the Human Environment; (h) an extensive field survey of conditions and motivations of the "brain drain", carried out in five developed and nine developing countries; (i) eight studies on the transfer of technology to developing countries, some dealing with national experiences and some with industrial sectors.

Among the Research Reports published this year was a forecast of what contributions to development could be expected during the next ten years in the fields of communications, computers and automation.



Three feasibility studies on research in development were completed. They dealt with a follow-up of United Nations development projects, new forms of technical co-operation and improving the effectiveness of international personnel in development.

The impact of the Institute's growing volume of research publications has been impressive. The interest of delegations was shown by the comments of representatives both officially in committees and councils of the United Nations and in praise by delegates who participated in discussion meetings and panels. In fact, the publications were so well received and are in such demand that in some cases the supplies have been exhausted and new editions have been issued.

Several studies on the peaceful settlement of disputes have been published, including a monograph on ideas and proposals for research which has been widely sold and has generated much interest. Three research studies were completed in the spring of 1971. The study entitled *Analysis and Prediction in International Mediation* analyses factors relevant to the most favourable opportunities for third-party intervention. Another study, entitled *Complementary Structures of Third-Party Settlement of International Disputes*, examined four approaches: diplomatic, regulatory, cognitive and normative. A third study was an examination of the roles of the United Nations and the Organization of African Unity in the peaceful settlement of disputes and situations in Africa. Several more studies are in preparation, including an analysis of the use of the good offices of the Secretary-General, consultative and consensual practices of the Security Council; the procedural principles governing good offices and mediation; the peaceful settlement of disputes by the Organization of American States; and procedural aspects of territorial and border dispute settlement.

Studies have been completed on relations between the United Nations and the Organization of African Unity, certain European organizations (the Council of Europe, the European Economic Community and the Organisation for Economic Co-operation and Development), and the Organization of American States. They have been circulated as drafts to officials concerned and will be discussed prior to revision and eventual publication. There are two further studies in the series; one will deal with relations between the United Nations and the League of Arab States and the other with the Council for Mutual Economic Assistance.

Two studies are being carried out on the procedures of the General Assembly. Whatever material is available in time will be put at the disposal of the Special Committee on the Rationalization of the Procedures and Organization of the General Assembly, established by the Assembly at its twenty-fifth session to study this question. The Special Committee has indicated that it would welcome this assistance.

Two studies have been carried out regarding the work of the Economic and Social Council. One focuses on the flow of information to and from the Council and the mechanisms used to increase the Council's effectiveness in processing this flow. The second applies the techniques of content analysis to Council resolutions.

A study dealing with, *inter alia*, the role of international youth conferences and the machinery for co-ordination of youth activity has been completed.

The report is to be discussed with youth organizations and interested United Nations bodies.

A study is being made into possible methods of investigating the usage of United Nations documents within the United Nations system and the improvements that might be made.

A book-length study of the safeguards system of the International Atomic Energy Agency has now been completed and will be published later in the year.

Two studies on the subject of the "brain drain" have been published as UNITAR Research Reports. One is a general review of the emigration of highly skilled manpower from the developing countries and a specific examination of the situation in five developing countries (Cameroon, Colombia, Lebanon, the Philippines and Trinidad and Tobago). The second is a progress report describing the organization and purpose of a major multinational survey of the reasons for the migration and return or non-return of professionals from developing countries carried out by UNITAR, which was placed before the Economic and Social Council at its fiftieth session this spring.

A series of eight papers on the transfer of technology to developing countries was completed during the year and will be considered at a meeting of an interregional expert group to be held in New York from 21 to 26 June 1971. Four were concerned with particular industrial sectors—the pharmaceutical industry, the petrochemical industry, the automotive industry, and the production of electronic components. Three dealt with national experiences—the experience of Japan as an exporter and importer of industrial technology, that of the Soviet Union in transferring industrial technology and the choice and adaptation of industrial technology in the Philippines and Mexico. The eighth paper dealt in broad terms with commercial technology and how the developing countries acquire it.

With special-purpose funds provided by the Government of Argentina, UNITAR undertook comparative studies of the financial, legal and institutional aspects of works for the maintenance and improvement of international navigable waterways. A meeting of experts was held under the auspices of UNITAR at Buenos Aires in December 1970 on this subject.

A study, entitled *The Prevention of Racial Discrimination in Britain*, was commissioned by the Institute, carried out under its guidelines and is being published. Work continues on a study of the effectiveness of measures against racial discrimination in Peru, and informational work on other research on race relations is being undertaken.

A series of studies was completed covering techniques of training in various parts of the world in which the experience and practices of developed and developing countries, socialist countries and international organizations are explained.

The UNITAR study of the United Nations and the news media will be published in the autumn. It is the most comprehensive examination so far of the use by the press, radio and television of information on the United Nations.

The Institute co-sponsored a workshop on international organization data in March 1971. It is also considering a number of ways in which it might aid the United Nations in making data available to scholars

and in seeing that they are given access to data in which they are interested.

A UNITAR Research Report has been published on marine pollution problems and remedies—putting forward suggestions for action to mitigate or prevent the harmful effects of marine pollution. The Institute has participated actively in the preparations for the United Nations Conference on the Human Environment both through the Preparatory Committee and the *Ad Hoc* Working Group of ACC. Work is proceeding on the subject of measures for improving environmental quality, covering particularly economic, legal and administrative measures which can be used to implement pollution control.

International law is dealt with in many UNITAR research projects, especially those concerned with the peaceful settlement of disputes and the human environment. The Institute also conducted, within the framework of the United Nations Programme of Assistance in the Teaching, Study, Dissemination and Wider Appreciation of International Law, a regional symposium on international law for Africa at Accra, Ghana, in January 1971. The symposium concentrated on legal matters of special interest to Africa, such as State succession in matters other than treaties; economic develop-

ment agreements; international trade law; and the pre-colonial and present-day contribution of Africa to international law. This activity is carried out in collaboration with the United Nations Office of Legal Affairs.

During the past year, UNITAR has continued to strengthen its ties with the academic community and has received co-operation from leading universities throughout the world. Links have been established this year with institutions in Africa, Italy, the USSR and the Scandinavian countries, among others. The great interest of the community of scholars in working with UNITAR is manifested by the many applications for visiting scholars and internships, and by the requests to co-operate in joint projects. The Institute has continued its practice of holding panel meetings at which diplomats, scholars and international officials are invited to discuss research papers as they are completed.

The Institute continues to act as convener of the annual meetings of institutes within the United Nations system. The theme of the meeting in June 1970 was the dissemination of research on the United Nations within the United Nations system, and the main theme for the meeting in June 1971 was the problems of the staffing and financing of United Nations institutes.

## REFERENCES

For relevant documents, see *Official Records of the General Assembly, Twenty-fifth Session, Supplement No. 14 (A/8014)* and *ibid.*, *Twenty-fifth Session, Annexes*, agenda items 39 and 44.

## CHAPTER III

# Administrative and financial questions

### A. *Staff administration*

During the year, the principal concerns of the Organization in the matter of staff administration related to continuing efforts to achieve a better geographical distribution of the Secretariat staff at all levels and to the need for a comprehensive review of the system of remuneration for the international civil service. Both aspects were the subject of close examination by the Fifth Committee during the twenty-fifth session of the General Assembly, as a result of which the Assembly adopted a set of guidelines for the recruitment of staff and decided to establish a special committee of government experts to undertake a review of the United Nations salary system.

#### RECRUITMENT

The principles and standards of recruitment were considered by the Fifth Committee on the basis of the Secretary-General's annual report on the composition of the Secretariat. The Committee reviewed the progress achieved towards the objectives of equitable geographical distribution and better linguistic balance in the Secretariat as set out in the pertinent General Assembly resolutions and examined in detail the recruitment guidelines that the Secretary-General proposed for the Assembly's consideration in his report. The Secretary-General's proposals received broad endorsement in the debate. With certain modifications, they were embodied in a draft resolution which was adopted by the Fifth Committee and subsequently by the Assembly, as resolution 2736 A (XXV).

Under the terms of the resolution, the General Assembly noted with appreciation the progress made towards attaining a better distribution of posts by nationality and by region, recognized the need for a more equitable geographical distribution of the staff of the Secretariat as between regions and within each region and reiterated its interest in a long-term plan of recruitment to be prepared by the Secretary-General, bearing in mind the changes in the nationality pattern as a result of the retirement of permanent staff and the separation of fixed-term staff. The Secretary-General was requested to continue his efforts to achieve a better geographical distribution of the staff at all levels, particularly at the senior level in all fields, and also the representation of Member States, bearing in mind the Charter requirements of efficiency, competence and integrity. Towards this end, the resolution laid down a set of four guidelines for recruitment. Two of these reaffirmed the principles set out in General Assembly resolution 2539 (XXIV) with significant modifications as to their implementation. While reiterating that in the

recruitment of staff for posts subject to geographical distribution, preference should be given to qualified candidates of under-represented countries in general, and at the higher level in particular, the first guideline sanctioned the policy of staffing the secretariats of regional economic commissions predominantly by nationals of countries of the region, by providing that, when recruiting staff to such commissions, if qualified candidates of comparatively under-represented countries could not be found within a reasonable period, preference should be given to qualified candidates of other countries of the same geographical region that were not fully represented. The second guideline proceeded from the principle that long service was conducive to greater efficiency in certain posts entailing complex duties and responsibilities and stipulated that in considering candidates for such posts, preference should be given to those who would be willing to accept a career or a fixed-term appointment of not less than five years, inclusive of the probationary period. Thus, it called for the introduction of a probationary period with respect to fixed-term appointments of more than five years' duration, similar to that hitherto required for permanent appointments. The third guideline stated that an official assigned to a post should serve some minimum period after recruitment before he would be eligible for transfer to another post. The last guideline recognized the long-term need to recruit qualified young men and women for service with the United Nations and suggested that special efforts should be made in that direction through the development of more objective selection methods, such as, wherever appropriate, open competitive examinations, special allowance being made for candidates whose mother tongue was not one of the working languages of the Secretariat.

In resolution 2736 B (XXV), the General Assembly requested the Secretary-General to continue his efforts to achieve a better linguistic balance within the Secretariat in line with its resolution 2480 B (XXIII) of 21 December 1968.

In accordance with these directives continued efforts were made to recruit qualified staff from among nationals of countries not represented or inadequately represented in the Secretariat and, thereby, to improve the geographical balance of the staff. Special regard was paid to the distribution of posts at the senior level as well as to the desirability of ensuring that a substantial portion of the staff of the regional economic commissions should be nationals of countries in the region. Appropriate measures were also taken towards improving the linguistic balance of the Secretariat through the recruitment of staff who were fully able

to work in one and preferably both of the working languages of the Secretariat. Among these measures was the specification of fluency in either English or French as a minimum requirement for most posts rather than specifying in which of the two languages fluency was required. Recruitment in certain areas, especially those related to economic, industrial and social development, continued to require special efforts owing to the scarcity of well-qualified specialists and the world-wide demand for their services. It was also necessary in those areas to exercise a higher degree of flexibility in the application of the guidelines for geographical distribution. However, appointments of nationals of over-represented countries were, in the main, restricted to fixed terms, and efforts to find replacements from under-represented nationalities were continued. Further progress was made towards the establishment of a long-range recruitment programme, including the systematic review of staff holding fixed-term appointments and anticipated separations through the expiry of such appointments and for other reasons. Member States were regularly advised of current and anticipated vacancies, with as much advance notice as possible in the latter case. Regular contact was also maintained with other recruitment sources, including professional associations and institutions.

#### EMPLOYMENT OF WOMEN

By resolution 1510 (XLVIII) of 28 May 1970, the Economic and Social Council transmitted to the General Assembly a draft resolution on the employment of qualified women in senior and other professional positions by the secretariates of organizations in the United Nations system. This resolution, which was based on a recommendation of the Commission on the Status of Women, was the first of its kind ever to be submitted by the Council to the General Assembly. On all previous occasions when it had had before it similar recommendations of the Commission on the Status of Women, the Council had confined itself to taking note of them or had taken no action.

At its twenty-fifth session, the Assembly was seized of the Economic and Social Council resolution and the matter was discussed by the Third Committee within the context of its consideration of the status of women and by the Fifth Committee to the extent that the subject of the draft resolution related to the recruitment policy of the Secretariat. The Third Committee endorsed the draft resolution recommended by the Council, which was subsequently adopted by the General Assembly as resolution 2715 (XXV) (see also part three, chapter I, section B).

The Fifth Committee based its discussions on the Secretary-General's observations on the subject contained in his report on the composition of the Secretariat. It was stated in that report that the eligibility of men and women for all posts in the Secretariat was a recognized principle in the Staff Regulations established by the General Assembly; that the terms of the Economic and Social Council resolution raised questions which fell within the Secretary-General's discretion in the selection and appointment of staff; that a request to the Secretary-General to ensure equality of opportunity in appointments was inappropriate in the absence of evidence that he was failing to apply the provisions of the Charter; that any special measures to ensure the employment of women would amount to discrimination in reverse; that since the Secretariat

relied heavily on candidates submitted to it by national administrations, the objectives envisaged by the resolution could best be served by inviting Governments of Member States to assist the Secretary-General in the recruitment of qualified women for service in the United Nations; and that, in view of the authority vested in the General Assembly in regulating appointment policies, it was up to the Fifth Committee to decide whether and to what extent any special measures were necessary to ensure equality of opportunity. The Fifth Committee decided to include in its report on the composition of the Secretariat a statement in which it noted the under-representation of women in the Secretariat, particularly at the senior level, and requested the Secretary-General: to encourage Governments of Member States to make available qualified women to compete for positions of responsibility in the Secretariat, particularly at the senior level; to continue to ensure that the selection, appointment and promotion of Secretariat staff at all levels was conducted without distinction, as to sex; and to adhere to the request contained in the Economic and Social Council resolution and include in his report to the General Assembly at its twenty-sixth session data on women employed in the United Nations Secretariat.

#### REVIEW OF THE SALARY SYSTEM

As a result of its consideration of the salary scales for the Professional and higher categories, the General Assembly at its twenty-fifth session decided to establish a committee of governmental experts to undertake a broad review of the principles underlying the system of remuneration for the international civil service. This would be the first comprehensive review undertaken since 1957, when the basic structure of the existing salary system was established by the Assembly in resolution 1095 (XI) on the recommendations of a similarly constituted body, known as the Salary Review Committee.

In accordance with the recommendations made by the International Civil Service Advisory Board at its eighteenth session in July 1970, the Secretary-General proposed to the General Assembly that the salaries at the Professional and higher level should be revised with effect from 1 January 1971 by an increase of 8 per cent in the gross scales after consolidation of two classes of post adjustment. The Board had recommended the increase on the basis of its review of relationships between the level of remuneration in the United Nations common system at Geneva, the base city, and that in the federal (home) civil service of the United States taken as the highest paid national service. The review had led the Board to the conclusion that the proposed increase would keep the real-income changes in the United Nations system broadly in line with the changes which had occurred in the relevant national service since January 1966, when the Board last completed its examination of the salary scales in detail. The Board had also endorsed the proposition that two classes of post adjustment be consolidated in the base salaries because a number of duty stations, including New York, were reaching very high post classifications and, as a result, too high a proportion of pay was non-pensionable and because the base scales appeared unnecessarily unattractive to staff from high-salary areas. Furthermore, since no staff assessment revenue was derived from post-adjustment payments, there was an increasing risk that the Tax Equalization Fund might contain insufficient credits to cover reimbursement of certain

national income taxes. Finally, the Board had again drawn attention to certain anomalies of the present system and called for measures to enable it to keep these under continuous review.

The Secretary-General's proposals, as well as the recommendations of the International Civil Service Advisory Board, were the subject of critical observations by the Advisory Committee on Administrative and Budgetary Questions. The Advisory Committee considered that, taking into account more recent developments with respect to the relationships between United Nations salaries and those of the United States Civil Service, the most equitable course would be to accept the proposal regarding the salary increase, but to defer its implementation until 1 July 1971. Regarding the anomalies of the present system, the Advisory Committee agreed that a thorough review of the system should be undertaken as a matter of priority and that the task should preferably be entrusted to the Board because of its acknowledged competence.

Discussions in the Fifth Committee turned on various alternative suggestions that had been made regarding the percentage of the proposed salary increase, the date of its introduction and the question of the proposed review of the salary system. In a statement before the Committee, the Secretary-General pointed out that the Board's conclusions were not based on any one simple fact, but were the result of consideration of many factors; that there was an element of judgement involved; and that his colleagues in the Administrative Committee on Co-ordination felt that he had been justified in putting forward the Board's proposal. Emphasizing the human aspect of the problem, the Secretary-General stated that as the Chief Administrative Officer he was naturally interested in preserving the tradition of the United Nations as a good employer. The Secretary-General also referred to representations he had received from staff representative bodies, whose views were later transmitted to the Committee in a separate document.

With regard to the proposed salary increase, the Fifth Committee decided to accept the recommendation of the Advisory Committee on Administrative and Budgetary Questions to increase the salary scales for the Professional and higher categories, after consolidation of two classes of post adjustment, by 8 per cent with effect from 1 July 1971. A draft resolution reflecting that decision in terms of amendments to paragraphs 1 and 3 of annex I to the Staff Regulations was adopted by the General Assembly on 17 December 1970, as resolution 2742 (XXV). The resolution contained a further provision to the effect that no further adjustment of the base salary scales should be made until such time as the review of the salary system had been completed and its results approved by the General Assembly.

On the question of the salary review proposed by the Advisory Committee, while there was a consensus in the Fifth Committee as to the need for such a review, opinion was divided concerning the machinery which should be entrusted with the task. Two alternative proposals were presented, one to invite the International Civil Service Advisory Board to undertake the review, and the other to establish a special committee of governmental experts for that purpose. It was explained by the sponsors of the latter draft resolution that, while they recognized the expertise and experience

of the Board in the question, they wished as a matter of principle to ensure that Member States would be able to participate in the work to be done on such an extremely important question. As the last such review had been undertaken by an intergovernmental committee of experts, they considered that the proposed review should be carried out by a similarly constituted committee representative of the increased membership of the Organization. A revised text of that draft resolution, which spelt out in greater detail the terms of reference of the special committee along the lines envisaged for the review in the other draft resolution, was approved by the Fifth Committee and subsequently adopted by the General Assembly on 17 December 1970, as resolution 2743 (XXV).

Under the terms of the resolution, the General Assembly decided to establish a Special Committee for the Review of the United Nations Salary System, consisting of government experts from eleven Member States to be nominated by the President of the General Assembly with due regard to geographical balance. The Special Committee was requested to undertake a thorough review of the long-term principles and criteria which should govern the whole United Nations common system of salaries, allowances, grants, superannuation and other benefits and to report, *inter alia*, its conclusions and recommendations on the following: the structure of categories and grades that would best enable the international civil service to discharge its functions with efficiency and reasonable economy; the base of the system; the principles that should govern the establishment of the salary scales and other conditions of service for the various categories; the level of salaries and allowances, and the fringe benefits for the various grades; and such other matters concerning the system as it may deem relevant. The Secretary-General was requested to arrange, in consultation with the Administrative Committee on Co-ordination and the Special Committee, for the provision of such assistance by way of staff or consultants as the Committee might need. He was further requested to transmit to the Special Committee the relevant official records and to invite, and to transmit to the Special Committee, the comments and views on the salary system and possible modifications thereof of States Members of the United Nations or members of specialized agencies in the United Nations common system, of the specialized agencies themselves, and of the staff associations of the organizations. The International Civil Service Advisory Board was invited to express its views on the report of the Special Committee. Finally, the Special Committee was requested to transmit its report, together with the Board's comments, through the Secretary-General, in his capacity as Chairman of the Administrative Committee on Co-ordination, to the General Assembly at its twenty-sixth session.

Pursuant to that resolution, the General Assembly agreed to the nomination by the President of the Assembly of the following Member States to participate in the Special Committee: Argentina, France, India, Japan, Niger, Nigeria, Peru, Poland, Union of Soviet Socialist Republics, United Kingdom of Great Britain and Northern Ireland and United States of America. Following the designation of individual experts by the Member States concerned, the Special Committee convened in June 1971 with the assistance of a secretariat appointed by the Secretary-General in consultation with the organizations of the United Nations common system.



## OTHER CONDITIONS OF SERVICE

Apart from the salary question, the conditions of service of the staff were affected by developments in two other areas, one relating to pension benefits and the other to medical insurance schemes.

By resolution 2696 (XXV), the General Assembly expressed its concurrence in an agreement concluded between the Government of Canada and the United Nations Joint Staff Pension Board concerning arrangements to secure continuity of pension rights under article 13 of the Regulations of the Joint Staff Pension Fund. The action taken by the Assembly had the effect of bringing the agreement into force. Under the agreement, a staff member who was an employee of the Canadian Public Service before entering the service of the Organization may, on his return to the government service, have his withdrawal settlement under the Pension Fund, up to the whole amount, credited to the Canadian Public Service Superannuation Accounts towards the payment of the contributions required to be made by the employee, to enable him to count as pensionable service with the Canadian Government his period of contributory service with the Organization.

Under staff rule 103.16 (b), which was issued by the Secretary-General pursuant to General Assembly resolution 2007 (XIX) as amended by resolution 2050 (XX), the pensionable remuneration of staff in the Professional and higher categories shall increase by 5 per cent as of 1 July or 1 January whenever the movement of the weighted average of the post adjustments of the Headquarters and regional offices of the member organizations of the United Nations Joint Staff Pension Fund vary by 5 per cent from the weighted average calculated as of March and September, respectively. Compared with the weighted average on 1 January 1969, taken as 100, this requirement was met in September 1970. A 5 per cent increase in the pensionable remuneration was accordingly applied with effect from 1 January 1971.

Significant changes took place in the provision of medical care for the staff. Pursuant to General Assembly resolution 1095 (XI) of 27 February 1957, the Organization contributed 50 per cent of the costs of a comprehensive hospital and medical care plan, including major medical coverage for staff members and their dependants. Within this over-all scheme, a large majority of the participating staff at Headquarters had subscribed to medical insurance plan which consisted of separate coverages for hospital expenses, for medical and surgical costs and for certain major medical costs. With effect from 1 January 1971, new arrangements were made under which the coverage for basic medical and surgical costs was combined with the major medical coverage underwritten by a single insurer. The change was made to simplify the procedures for making claims and to improve the service to staff members, with an increase in certain benefits.

Medical care for technical assistance project personnel had previously been provided by the Organization on a cost reimbursement basis with certain limitations. As from 1 June 1971, a global medical, hospital and dental insurance plan was introduced to cover all project personnel regardless of their duty stations. Subject to transitional arrangements, all project personnel were required to participate in the plan, with the option to enroll their eligible dependants for whom no coverage had previously been provided. The

premiums were subsidized by the Organization in the same percentages as those applied to the Headquarters medical insurance plans. In addition, the Organization undertook to reimburse a substantial portion of any medical expenses incurred by project personnel themselves that exceeded the benefits provided under the plan.

## TRAINING

In-service training for the Secretariat staff was strengthened during the year by the institution of a pilot scheme for paid study leave and by further improvements in the language instruction programme designed to enhance linguistic skills of the staff in furtherance of the objectives set out in General Assembly resolution 2480 B (XXIII).

Following the recommendations of the Committee on the Reorganization of the Secretariat, the General Assembly approved the inclusion in the 1971 budget of an appropriation of \$75,000 requested by the Secretary-General to enable him to institute limited programmes of advanced training and to authorize study leave for career development. A start was thus made to permit the grant of study leave with partial or full pay to a small number of staff members and, where appropriate, to subsidize other studies undertaken in the interest of the United Nations by staff members. For this year, candidates for study leave were limited to those recommended by heads of departments. Their selection was made by a screening committee with staff participation.

The language instruction programme has become a firmly established feature of staff training. The number of participants in the various regular and accelerated language classes organized at Headquarters and in the offices at Geneva and Vienna increased to an average of 2,000 each semester. The programme received further impetus from several refinements and innovations made during the year in the organization and conduct of language courses. At Headquarters regular courses for the teaching of the five official languages were given almost all the year round, even during the summer months, in order to provide greater continuity and sustained interest in learning. Changes were introduced in the examinations system to ensure that students continued to maintain the degree of proficiency required for admission to a higher level. As part of the arrangements for the use of modern techniques of teaching, a new language laboratory was set up and audio-visual teaching methods adapted to the specific needs of the Organization were utilized to a greater extent. Special steps were taken to keep the seven full-time and more than seventy part-time teachers informed of the latest developments in teaching methodology. A new board was established to assist the Training Service in the selection of qualified teachers.

The Training Service continued to improve the orientation training and initiated courses and seminars designed to lead to the establishment of a comprehensive in-service training programme in administrative and other skills required of staff members.

## COMPOSITION OF THE SECRETARIAT

As of 31 May 1971, the Secretariat of the United Nations consisted of 11,014 staff members holding

permanent or temporary appointments of a year or more. Of this total, 8,883 were in the regular Secretariat financed by the annual budget of the United Nations, and 2,131 were serving with five subsidiary organs that were wholly or largely financed by voluntary contributions.

By organ and location, the staff members of the regular Secretariat were distributed as follows: United Nations Headquarters—4,080; United Nations Office at Geneva (except the Economic Commission for Europe)—1,013; Economic Commission for Europe—216; Economic Commission for Asia and the Far East—410; Economic Commission for Latin America—463; Economic Commission for Africa—430; United Nations Economic and Social Office at Beirut—59; information centres—272; special missions—523; International Court of Justice—34; United Nations Conference on Trade and Development—446; United Nations Industrial Development Organization—937.

The staff members serving with subsidiary organs were distributed as follows: United Nations Children's Fund—886; United Nations Development Programme (excluding local staff)—824; United Nations High Commissioner for Refugees—292; United Nations Institute for Training and Research—52; United Nations Relief and Works Agency for Palestine Refugees in the Near East (excluding local staff)—77.

By category, the staff of the regular Secretariat consisted of 2,972 in the Professional and higher categories, 5,618 in the General Service and related categories, and 293 in the Field Service category, while those specifically serving with subsidiary organs consisted of 805 in the Professional and higher categories, and 1,326 in the General Service and related categories.

#### INTERAGENCY CO-ORDINATION

The International Civil Service Advisory Board held its eighteenth session at the Headquarters of the International Labour Office from 1 to 17 July 1970. The Board devoted an important part of its session to an intensive examination of the question of salary scales for the Professional and higher categories and arrived at the recommendations to which reference was made above in the section on the review of the salary system. In addition, the Board made recommendations to the Administrative Committee on Co-ordination on the subject of compensation for the termination of appointments. On the basis of the information provided by the organizations, the Board also examined matters relating to the determination of benchmark jobs for comparison of remuneration for functions inside and outside the common system, the establishment of a central pay research unit for the organizations, the application of the guiding principles to General Service salaries, age of retirement and conditions for voluntary retirement, tenure of appointment, staff training and development, promotion policies and language initiatives for Professional staff.

The Consultative Committee on Administrative Questions held its thirty-second session at the Headquarters of the International Atomic Energy Agency in Vienna from 24 to 27 August 1970, and its thirty-third session at the Headquarters of the Inter-Governmental Maritime Consultative Organization, in London from 17 to 30 March 1971. The former session was concerned exclusively with financial and budgetary

questions, the latter with both these and personnel and general administrative questions.

On personnel matters, the main effort of the Consultative Committee at its thirty-third session was directed towards the preparatory work for the Special Committee for the Review of the United Nations Salary System. The Committee completed its preliminary study on the feasibility of establishing an International Civil Service Commission and decided to request the guidance of ACC on a number of policy issues. In response to the recommendations of the International Civil Service Advisory Board concerning termination indemnities, the Committee prepared a further report on the subject for presentation by ACC to the Board at its nineteenth session. In anticipation of the forthcoming session of the United Nations Joint Staff Pension Board, the Committee reached agreement on the position to be taken by representatives of the executive heads of the member organizations of the Fund with regard to a possible improvement in pension benefits.

The Expert Committee on Post Adjustments held its thirteenth session in Rome from 5 to 10 May 1971. On the basis of a comparative survey of the cost of living in Rome and in Geneva, the Committee determined that, in terms of the post adjustment index, which was calculated on the basis of Geneva taken as 100 in December 1965, the index for Rome stood at 121.0 in January 1971. Similarly, the Committee determined the index for Vienna as 112.6 in October 1970. The Committee also made recommendations with regard to the methodology of adjusting the post adjustment index to take account of fluctuations in the exchange rate of the local currency. Finally, the Committee reviewed and reported to ACC the latest available information on the post adjustment indexes for all headquarters cities of the organizations in the United Nations common system.

#### UTILIZATION OF MANPOWER RESOURCES

During its twenty-fifth session, the General Assembly was informed in some detail of the work thus far carried out by the Administrative Management Service in its survey of the utilization of manpower in the Secretariat of the United Nations, as recommended by the Advisory Committee on Administrative and Budgetary Questions and endorsed by the General Assembly at its twenty-third session. The budget estimates for 1971 incorporated the results of the surveys undertaken by the Administrative Management Service in respect of UNCTAD, UNIDO, the Office of Conference Services, the Office of Public Information and ECA, approximately 35 per cent of the Secretariat. Since then surveys have been completed on four other units—the United Nations Economic and Social Office at Beirut, ECLA, ECAFE and ECE—and the results of this additional work have been included in the initial budget estimates for the financial year 1972.

The manpower utilization survey of the Department of Economic and Social Affairs is well advanced and is expected to be completed in time for the major conclusions and recommendations to be reflected in the revised budget estimates to be submitted later in 1971. Similarly, the Administrative Management Service expects to complete by that time the surveys of additional Secretariat units—the Office of Legal Affairs, the Department of Trusteeship and Non-Self-Governing Territories, the United Nations Office at

Geneva, the Centre for Economic and Social Information and the various information centres in the Office of Public Information, the Office of Inter-Agency Affairs, the Division of Human Rights and the Department of Political and Security Council Affairs. The manpower utilization survey, as a whole, will be completed by the early part of 1972 with the survey of the remaining units of the Secretariat.

It is the Secretary-General's intention to report to the General Assembly at its twenty-sixth session both on the current status of the manpower utilization survey and on the major conclusions reached and recommendations made since his last annual report. The results so far of the surveys carried out by the Administrative Management Service have demonstrated the need to redeploy the existing manpower resources and make certain organizational realignments; they have also shown the need for improvements in the area of internal management capability. By achieving both a more efficient utilization of manpower and improved management, it is expected that the Secretariat will be better equipped in the coming years to meet more effectively the diverse and increasing responsibilities that are evolving during the Second United Nations Development Decade.

The Administrative Management Service has conducted the manpower utilization survey in a fully independent and objective manner, and positive benefits to the Secretariat are already materializing. Further significant benefits should be realized both in the im-

mediate and in the more distant future. These results have been possible, in large measure, because of the support the Service has received from staff members at all levels in the various units of the Secretariat. The Secretary-General intends to have the Service assist the organizational units in their follow-up on the implementation of the recommendations, carry out periodic resurveys, conduct, as necessary, *ad hoc* management studies throughout the Secretariat and provide in other ways staff assistance in the administrative and management field. In this way, the Service will prove to be a more useful mechanism to assist the Secretary-General in seeking a continuous improvement in the whole operation of the Secretariat.

### B. Meetings and documents services

The Office of Conference Services at Headquarters, the Conference and General Services of the United Nations Office at Geneva and the corresponding services of UNIDO and of the secretariats of the regional economic commissions provide the interpreters, translators, précis-writers and revisers, and also the necessary assistance from the various editorial, conference and documents units for all United Nations meetings and for certain other meetings held under United Nations auspices. The volume of these services provided at Headquarters in New York and at Geneva during the past three calendar years is illustrated by the following figures:

Headquarters			
	1968	1969	1970
Meetings held .....	2,579	2,683	2,787
Interpreter assignments .....	17,547	17,862	19,106
Meetings provided with:			
Verbatim records .....	473	412	410
Summary records .....	1,174	1,002	1,020
Pages of translation and revision (in all languages) .....	209,154	233,435	237,767
Pages of typing (in all languages) .....	472,773	483,025	487,222
Pages edited for inclusion in the official records .....	91,996	93,661	99,174
Page-units reproduced internally .....	525,823,676	511,984,064	547,899,325
Geneva			
	1968	1969	1970
Meetings held .....	3,331	3,276	3,727
Interpreter assignments .....	12,731	14,747	17,256
Pages of translation (in all languages) .....	133,700	144,700	153,569
Page-units reproduced internally .....	213,684,000	211,729,000	225,101,093

In addition, to measure fully the magnitude of the meetings programme for which the Geneva Office is entirely or partially responsible, account must be taken not only of the meetings of United Nations bodies held at the Palais des Nations, but also the meetings of specialized agencies held there as well as those of United Nations bodies held in other cities at the invitation of host governments. Accordingly, to the 3,727 meetings held in 1970 referred to above, there should be added 1,122 meetings of specialized agencies held at the Palais des Nations and sixty-two meetings of United Nations bodies held outside Geneva at the invitation of host Governments. The over-all figure of 4,911 meetings for 1970 reflects the trend in recent years towards a considerable increase in the number of meetings held annually—this year around 5,000. Judging by the pattern of the past, there is no doubt

that the number of meetings will continue to increase in 1971 and 1972 within the framework of the existing facilities at the Palais des Nations and that it will rise considerably as soon as the extended facilities become fully operational.

Continuing attention was given during the year to the problems created by the growing number of conferences and meetings and by the increasing volume of documentation. But the total requirements remained at a high level, as indicated by the above figures, and with the Organization's ever expanding activity there is no reason to assume that the upward trend will be reversed.

At its twenty-fifth session, the General Assembly had before it reports on the pattern of conferences called for in its resolution 2609 (XXIV) and on

publications and documentation in response to its resolution 2538 (XXIV). By resolutions 2693 (XXV) and 2732 (XXV), the General Assembly decided, in essence, to defer to its twenty-sixth session any further substantive decisions on these matters.

The increase in the number of page units, which amounted to some 7 per cent over 1969, was absorbed entirely by the internal reproduction services at Headquarters and at Geneva. This result was achieved without diminishing the relief to the external printing budget, which represents a value of \$629,798 costed at current external prices in 1970. In addition to the meeting documentation and the amount executed in relief of the contractual printing budget, the internal printing facilities at Headquarters and Geneva produced work to the value of \$614,739 at external prices. The savings achieved through internal reproduction of documentation prepared for international conferences are not included in these costs.

Dissemination of United Nations information through the publications sales programme continued to expand and gross billings exceeded those achieved in any previous year. However, as a result of a general slow-down in payments and the continuing increase in printing costs, the credit to income, based on cash receipts, fell short of the estimate and, at \$105,708, was \$104,292 lower than was budgeted. It is estimated that gross revenue from sales will reach \$1,460,000 in 1971 compared with \$1,297,891 in 1970.

#### LIBRARY SERVICES

The holdings of the United Nations Headquarters Library increased by some 389,000 pieces. About 11,000 of these were books, 158,500 government documents, periodicals and other serials, and 119,500 were United Nations and specialized agency documents. The number of United Nations documents received was some 23,000 fewer than last year. As for the use of the documentation, the Library can report satisfactory progress in its endeavour to provide better and easier access to documents.

The budget appropriation for the purchase of books, serials and supplies, supplemented by an extensive exchange programme, was adequate to enable the Library to satisfy most of the needs of its users. As in previous years, the Library rendered acquisition service to various units having separate budgets (UNDP, UNCTAD and UNITAR).

The staffing required for the approved expansion of the Computer-Assisted Indexing Programme was completed. Although delays in recruitment slowed down the production, considerable progress was achieved, owing mainly to the intensive training of staff upon arrival.

The services to readers (loans, circulation of serials and answering queries) remained at about the same level as last year. The inter-library loan service showed an increase of 25 per cent and, judging by the type of request, reflected the Organization's growing involvement in science and technology. The demands for copying services nearly doubled and so, consequently, did the number of pages copied (11,000 in 1966 and 22,000 in 1970), the obvious reason being that older documents are out of stock and users from all over the world are turning to the Library to obtain copies. With some additional equipment acquired in 1970 the Lib-

rary is also able to provide complete, albeit limited, microfiche viewing, enlarging and copying.

In the bibliographical field, in addition to the established publications and bibliographies prepared especially for internal use, the Library began to issue a new series of computer-produced indexes called UNDEX. Several issues of the *Subject index* and of the *Country index* in four languages were published during the year. The coverage of documents indexed under the Computer-Assisted Indexing Programme was extended to the functional commissions and other subsidiary bodies of the Economic and Social Council and selected portions of the official records of the twenty-fourth and twenty-fifth sessions of the General Assembly. The addition of staff also made possible the preparation of an index to the resolutions of the General Assembly and the expansion of the indexing of legal texts prepared by the Office of Legal Affairs.

From January 1971 two former recurrent publications, *Current issues* and the *New publications in the Dag Hammarskjöld Library*, were merged into one fortnightly bulletin entitled *Current bibliographical information*. The aim of the new publication is the dissemination of information on newly acquired materials at more frequent intervals.

The programme of converting selected United Nations documents to microfiche form continued. During the year, some 425,000 pages were prepared for filming, resulting in the production of some 8,500 microfiche masters. The microfiches contain texts of English, French and Spanish versions of documents currently indexed under the Computer-Assisted Programme and texts of the resolutions of the General Assembly, the Security Council, the Economic and Social Council and the Trusteeship Council from 1946 to 1969. Selected portions of the official records of the Economic and Social Council and of the General Assembly were also converted.

Ten new depository libraries were designated in 1970, one each in Australia, India, Japan, Jordan, Kuwait, Nigeria, Pakistan and Rwanda, and two in France. At the end of the year there were 310 depositories in 108 countries.

Senior Library staff continued to participate in inter-office activities in connexion with the application of modern techniques to storage, retrieval and dissemination of information relating to the needs of the development assistance cycle. Particularly active was the participation in the study of the feasibility of an information sub-system covering technical co-operation projects reports.

In Geneva the Library's development programme, 1969-1975, made real progress, but a lack of staff hampered to some degree the full realization of the target set for this year.

One of the most significant developments in library activities was the considerable increase in acquisitions, which resulted in a record figure of 1,200 pages in the monthly list of books catalogued in 1970. Library collections increased by 15,340 volumes in 1970, bringing the total holdings at the end of this year to 698,183 volumes.

In view of the interest shown by United Nations bodies, the Library published the following in its reference lists series: *International Law Commission, A Guide to Documents 1949-1969* and "List of Seminars

held under United Nations Auspices 1946-1969". Also, at the request of the Economic Commission for Europe, the Library prepared a substantial bibliography on science policy in ECE countries.

Active participation continued in international meetings on professional matters, such as the International Federation of Documentation and the Association of International Libraries, with a view to extending international co-operation and preparing the Library for a realistic "computer-based" programme.

At the request of Scandinavian libraries, catalogue cards for United Nations publications were dispatched regularly with a view to facilitating the cataloguing work of these libraries.

Under the auspices of the representative of the United Nations Institute for Training and Research in Europe, the Library served as an organizing centre for a seminar on the treatment of United Nations documents for the representatives of permanent missions in Geneva.

The Library prepared for publication its List of Current Periodicals containing more than 10,000 titles.

The Library contributed actively to the setting up of an exhibition in Geneva which formed part of the events organized by the United Nations Association in Switzerland to commemorate the twenty-fifth anniversary of the United Nations.

### C. Financial and other administrative questions

#### 1. Budgetary and related matters

##### REGULAR BUDGET

During the twenty-fifth session, the General Assembly, by its resolution 2729 (XXV), approved revised gross appropriations for 1970 in the amount of \$168,956,950 and revised estimates of income amounting to \$31,140,835, including \$19,205,000 as income from staff assessment. By resolution 2738 (XXV), the Assembly approved gross appropriations for 1971 in the amount of \$192,149,300 and income estimates amounting to \$21,663,000 for income from staff assessment and \$10,114,000 for other income, for a total estimated income of \$31,777,000.

The gross budget expenditure for 1970, including unliquidated obligations, amounted to \$168,375,776. Income from staff assessment was \$19,345,515 and from other sources \$11,725,834, leaving a net expenditure of \$137,304,427.

The balance in the surplus account on 31 December 1970 was \$5,727,467, of which \$3,853,434 had been

applied as a credit against the contributions of Member States for 1971.

The initial budget estimates for 1972, forming part of the documentation for the Assembly's twenty-sixth session, anticipate a gross expenditure of \$207,721,500. Income from staff assessment is estimated at \$24,950,000 and other income at \$10,620,800, leaving an estimated net expenditure of \$172,150,700.

##### WORKING CAPITAL FUND

By resolution 2740 (XXV), the General Assembly established the Working Capital Fund for the financial year 1971 at \$40 million, the advances from Member States to the Fund being according to the scale of assessment for the 1971 budget.

At the end of May 1971, there was an unpaid balance of \$152,000 in respect of advances due from Member States.

Under the authority granted by the General Assembly in paragraph 4 of resolution 2740 (XXV), the Secretary-General had made advances from the Fund as of 31 May 1971 totalling \$39,848,000, as follows: unforeseen and extraordinary expenses, \$36,710; self-liquidating purchases and activities, \$432,984; regular budget expenditure pending receipt of assessed contributions, \$39,378,306.

##### CONTRIBUTIONS TO THE REGULAR BUDGET

The contributions of Member States to the United Nations regular budget for 1971 were established under General Assembly resolution 2738 C (XXV) on the basis of the scale of assessment for that year, as approved by the General Assembly in resolution 2654 (XXV) for the financial years 1971, 1972 and 1973. The same resolution established the percentage rate of assessment at which non-Member States will be called upon to contribute towards the 1971, 1972 and 1973 expenses of certain United Nations activities in which they participate.

Under the terms of resolution 2654 (XXV), the Secretary-General is authorized to accept a portion of the contributions of Member States for the years 1971, 1972 and 1973 in currencies other than United States dollars. Taking into account actual United Nations requirements in the various currencies, arrangements were made to extend to Member States the maximum facility for payments in currencies other than United States dollars for 1971. Eleven Member States have so far availed themselves of this prerogative.

As of 31 May 1971, the status of contributions to the regular budget for 1971 and prior years was as follows:

(In US dollars)

	1971	1970	1969	1968	1967
Total gross assessments .....	178,718,816	159,833,395	143,543,854*	130,499,440	118,068,671
Credits and cash payments received ....	58,813,163	122,493,152	136,813,574	128,926,615	118,029,391
Unpaid balance					
31 May 1971 .....	119,905,653	37,340,243	6,730,280	1,572,825	39,280

\* Includes contributions assessed in 1969 in respect of new Member States for 1967 and 1968 totalling \$76,587.



### SPECIAL ACCOUNT FOR THE UNITED NATIONS EMERGENCY FORCE

No expenditures were incurred in respect of 1970 under the Special Account pursuant to the authority granted by General Assembly resolution 2304 (XXII).

The amount in the surplus account as of 31 December 1970 was \$5,138,635. This amount included \$4,437,429 derived from the unencumbered balances of the appropriations for the years 1963 to 1967 as well as miscellaneous income of \$1,090,786 from 1956 to 1970, less \$389,580 transferred to finance the liquidation of the Force during the years 1968-1970, pursuant to General Assembly resolution 2304 (XXII).

### *Ad Hoc* ACCOUNT FOR THE UNITED NATIONS OPERATION IN THE CONGO

No expenditures were incurred in respect of 1970 under the *Ad Hoc* Account pursuant to the authority granted by General Assembly resolution 1885 (XVIII).

The amount in the surplus account as of 31 December 1970 was \$35,360,115. This amount was composed of \$32,387,065 derived from the unencumbered balances of the appropriations for 1960 to 1964 inclusive and from the 1965-1969 allotments, and \$7,386,600 from miscellaneous income in respect of 1961 to 1970, less \$4,413,550 transferred to finance the liquidation of the operation during the years 1964-1970 pursuant to General Assembly resolution 1885 (XVIII).

### SPECIAL ACCOUNT FOR THE UNITED NATIONS PEACE-KEEPING FORCE IN CYPRUS

In its resolution 186 (1964), the Security Council recommended that a United Nations Force should be established in Cyprus for a period of three months. The mandate of the Force was subsequently extended for further periods, most recently by Council resolution 293 (1971), which provided for an extension to 15 December 1971.

As provided in resolution 186 (1964), the costs of the Force are being met by Governments providing contingents, by the Government of Cyprus and by voluntary contributions from a number of Member and non-Member States.

In a report issued on 20 May 1971, the Secretary-General stated that the estimated costs to the United Nations of maintaining the Force from its inception on 27 March 1964 to 15 June 1971 totalled \$128,514,000, and that the estimated costs for a further six-month period totalled \$6,429,000. Accordingly, the costs to the United Nations for the period from 27 March 1964 to 15 December 1971 were estimated at \$134,943,000. This estimate did not take into account the extra costs borne by Member States which provided contingents and units to the Force, namely, Australia, Austria, Canada, Denmark, Finland, Ireland, New Zealand, Sweden and the United Kingdom of Great Britain and Northern Ireland.

As of 19 May 1971, total payments and pledges of voluntary contributions received were \$120,826,582. In addition, as of 31 March 1971, an amount of \$1,102,000 was received from interest earned on the investment of temporarily surplus funds, public con-

tributions, gains on exchange and other miscellaneous income. Accordingly, and on the assumption that all contributions pledged would be paid in full, additional contributions in the amount of approximately \$13,014,000 were required to fulfil past commitments and maintain the Force until 15 December 1971.

### 2. Administrative and budgetary procedures of the United Nations

#### CO-ORDINATION OF THE ACTIVITIES OF ORGANS CONCERNED WITH ADMINISTRATIVE AND BUDGETARY CONTROL, INVESTIGATION AND CO-ORDINATION

Under the terms of resolution 2537 B (XXIV), the General Assembly requested the Secretary-General to prepare a report for its twenty-fifth session setting forth, *inter alia*, the dates of inception, the terms of reference, the annual expenditures and outlay of manpower for each of the bodies and organs established for purposes of administrative and budgetary control, investigation and co-ordination.

Such a report was prepared by the Secretary-General and submitted to the Assembly at its twenty-fifth session through the Advisory Committee on Administrative and Budgetary Questions. Following a discussion of the Secretary-General's report and the related report containing the comments of the Advisory Committee, the Assembly's Fifth Committee took note of both reports and decided that the reports could be used by the competent organs of the United Nations system in their consideration of matters related to administrative and budgetary control, investigation and co-ordination, particularly with a view to the avoidance of duplication and to the efficient and economical use of resources. The Committee also requested the Secretary-General, the Economic and Social Council, the Committee for Programme and Co-ordination, the Advisory Committee on Administrative and Budgetary Questions and the Joint Inspection Unit to take the aforementioned reports into account when appropriate. In addition, the Secretary-General was requested to transmit the reports to the specialized agencies and the International Atomic Energy Agency for the same purpose.

#### ACTIVITIES OF THE JOINT INSPECTION UNIT

During the period covered by this report, the Joint Inspection Unit submitted five formal reports, which have been transmitted together with the Secretary-General's comments—including, where appropriate, comments by the Administrator of UNDP and the Executive Director of UNICEF—to the Advisory Committee on Administrative and Budgetary Questions, in accordance with the procedures governing the handling of these reports. The reports and related comments, which have been circulated to Governments, bear the following titles: "Report on the activities of the Economic Commission for Latin America"; "United Nations activities and operations in Nepal"; "Report on the activities of the United Nations family of organizations in some Central American countries and on the activities of the United Nations in those countries"; "Observations on the work of the United Nations Office for Technical Co-operation in Madagascar"; and "Observations on the work of the Office of Technical Co-operation of the United Nations in Burma".

During the twenty-fifth session of the General Assembly, the Fifth Committee considered a report concerning the continuation of the Joint Inspection Unit after the expiration of its initial four-year period of existence. In this report the Secretary-General indicated that the initial period would expire on 31 December 1971 and called attention to the fact that, if the governing bodies of the specialized agencies and the International Atomic Energy Agency were to take appropriate action on this matter during 1971, it would be necessary for the Assembly, at its twenty-fifth session, to consider the question of the continuation of the Unit and to make a recommendation thereon to the organizations in the United Nations system. The Advisory Committee on Administrative and Budgetary Questions gave its views on this matter, in a report in which it advanced the suggestion that the Joint Inspection Unit be continued on an experimental basis for a further period of two years. The General Assembly adopted resolution 2735 A (XXV), under the terms of which it decided to continue the Unit on the existing experimental basis for a further period of two years beyond 31 December 1971; recommended that a similar course of action be taken by the other participating organizations; and decided to review the question of the Unit at the twenty-seventh session.

#### FORM OF PRESENTATION OF THE UNITED NATIONS BUDGET AND THE DURATION OF THE BUDGET CYCLE

Following the recommendations of the *Ad Hoc* Committee of Experts to Examine the Finances of the United Nations and the Specialized Agencies regarding the further development and application by the United Nations family of organizations of an integrated system of long-term planning on a programmed basis as an essential step in improving the programming and budgeting process and ensuring the most rational use of available resources, the form of presentation of the United Nations budget and the interrelated question of the duration of the budget cycle have been the subject of extensive study. The main issue has been the extent to which the establishment of medium-term or long-term programmes with a view to the more orderly determination, development and evaluation of certain activities of the Organization might be facilitated by a presentation of the budget, where feasible, on a programme basis rather than by object of expenditure, which, for the greater part, has been the case in recent years.

At its twenty-second session, the General Assembly endorsed certain recommendations of the Advisory Committee on Administrative and Budgetary Questions in respect of two reports prepared by the Secretary-General on the subject. The Advisory Committee had recommended that before any changes in the present sectional breakdown of the budget were introduced progress needed to be made in the task of programme formulation and priorities and in establishing a more precise definition of the conference programme. The Advisory Committee also considered that it would not be advisable to proceed with the question of a longer budget cycle until further information was available, *inter alia*, on the manner in which sessions of the various programme-formulating bodies might be scheduled to conform with a biennial budget cycle as well as on the development by these bodies of advance planning procedures.

In 1969, a comprehensive report on programming and budgets in the United Nations family of organizations was prepared by Mr. Maurice Bertrand of the Joint Inspection Unit. The report dealt with the need for more coherent programming and clearer financial presentations by the various organizations comprising the United Nations system. In this regard, it was considered essential, *inter alia*, that the United Nations should present its budget estimates, where feasible, on a programme basis, covering all activities undertaken by the Organization, whether financed under the regular budget or from extra-budgetary sources. It was stated furthermore that it would be extremely useful if a biennial cycle were to be adopted.

The Joint Inspection Unit's report was the subject of extensive examination by the Secretariat, the Advisory Committee on Administrative and Budgetary Questions and the Economic and Social Council's Committee for Programme and Co-ordination. In a report on the form of presentation of the United Nations budget and the duration of the budget cycle to the General Assembly at its twenty-fifth session, the Secretary-General suggested, *inter alia*, the setting up of a consolidated medium-term programme of the economic and social activities of the United Nations as well as changes in the form of presentation of the budget which would be designed to facilitate an easy correlation between the main components in the programmes and the appropriations required for their implementation. In this regard, the Secretary-General proposed that the budget be presented, in the initial stage by main organizational unit, and take into account, in the programme structure, the funds requested under the regular budget and also those forecast from extra-budgetary sources. While the Secretary-General did not propose a change in the form of presentation of his initial estimates for 1972, he suggested that, if the General Assembly agreed with his proposals, he would prepare a mock-up of the 1972 estimates in the new proposed form. The Secretary-General also indicated in his report that the budget formulation procedure he proposed would logically involve the adoption of a biennial budget cycle, but that, bearing in mind that not all United Nations activities can be programmed in advance, the submission of revised estimates on an annual basis would still be necessary. The Advisory Committee on Administrative and Budgetary Questions, in its related report, was in agreement with the Secretary-General's proposals but reserved its judgement on the question of a biennial budget until such time as the Secretary-General indicated to the General Assembly what administrative arrangements and machinery would be required if the United Nations were to adopt biennial budgeting, and also the time spent in the preparation and review of budget estimates in relation to the length of the budget period.

Many delegations, in the course of discussion of the Secretary-General's report in the Fifth Committee during the twenty-fifth session, expressed satisfaction with his proposals. Some delegations, however, expressed the view that there had not been sufficient time to study and discuss in any detail the important subjects covered by the report and suggested postponement of any final decision thereon to the twenty-sixth session of the General Assembly.

The Fifth Committee finally decided to express its appreciation of the Secretary-General's report and to request him to report to the twenty-sixth session,

through the Economic and Social Council, on the progress made on studies which would enable the General Assembly to take a final decision on the subject, and which would be based on the views suggested in his report as endorsed by the Advisory Committee. Furthermore, the Secretary-General's report should include, in particular, a mock-up of the 1972 estimates in a new form, an assessment of the possible technical difficulties involved and the means to overcome them and a suggested detailed time-table for the preparation and review of a medium-term programme and budget presented in the new format. Work on the preparation of a mock-up of the 1972 initial budget estimates in a new form is progressing, along with the preparation of the estimates within the present budget format.

### D. General services

Administrative and logistic support for United Nations peace-keeping missions in the Middle East, Cyprus, India and Pakistan, and Korea continued to be an important activity of the Office of General Services. Similar administrative support was again provided for a number of special missions in connexion with human rights questions and the implementation of the Declaration on the Granting of Independence to Colonial Countries and Peoples, as well as the United Nations Council for Namibia, the Special Mission to Guinea, the Visiting Mission to the Trust Territory of New Guinea and the visit to New York of members of anti-apartheid movements. The administrative and budgetary servicing of the information centres, now numbering fifty-one, was maintained.

Expenditure on services, equipment and supplies, mainly procured under contractual arrangements, in support of the Organization's world-wide operations totalled nearly \$22 million, as compared with \$15.5 million in the preceding year, while a further \$7 million was expended on official travel. About half of the expenditure on contracts was incurred in connexion with UNDP projects.

The modernization programme involving the replacement of electronic equipment in the conference rooms was continued and it is anticipated that this work will

be completed in 1972. The assembly and installation of an electronic voting system, designed by United Nations technicians for use in one of the conference rooms, proceeded according to plan and this facility should be operational in time for the 1971 General Assembly session.

An additional 166 staff members were transferred to outside rented premises but, while this afforded temporary relief to the space problem, there is a continuing serious shortage of office space at Headquarters. In addition, it was necessary to increase the amount of rented warehouse space to provide for the storage of documents and archives.

The operations of the security services were considerably expanded to cover the first World Youth Assembly and the twenty-fifth anniversary commemorative celebrations in San Francisco and New York, the latter being attended by one of the largest gatherings of Heads of State and Heads of Government.

In Geneva progress was made in the extension of the Palais des Nations; the new cafeteria was opened in March and the first group of offices in April 1971. Work on the programme of improvements and major maintenance was accelerated in an effort to forestall constantly rising costs.

United Nations postage stamps in Swiss currency continued to be used exclusively on all outgoing mail from the Palais des Nations and, beginning in 1971, commemorative stamps were issued for the first time in both United States and Swiss currency. The gross revenue of the United Nations Postal Administration for 1970 was a record \$5.5 million while, in addition, royalties from the sale of official United Nations commemorative medallions produced over \$400,000.

Technical and administrative advice and support were provided for a number of building projects being undertaken by the United Nations at Geneva, Santiago, Addis Ababa and Bangkok, and by Governments on behalf of the United Nations in Manila and Vienna. Similar advice and support were also extended regarding a number of building projects which are under study, and the general policy of promoting the development of common premises, services and facilities at offices overseas was emphasized wherever possible.

## REFERENCES

### A. Staff administration

For relevant documents, see:

- (a) *Official Records of the General Assembly, Twenty-fifth Session, Annexes*, agenda items 12, 73, 82 and 83;
- (b) *Official Records of the General Assembly, Twenty-fifth Session, Supplement No. 8 A* (A/8008/Add.1-15), document A/8008/Add.3; *ibid.*, Supplement No. 9 (A/8009); and A/8009/Add.1.

### B. Meetings and documents services

For relevant documents, see *Official Records of the General Assembly, Twenty-fifth Session, Annexes*, agenda items 75 and 81.

### C. Financial and other administrative questions

#### 1. Budgetary and related matters

For relevant documents, see:

- (a) *Official Records of the General Assembly, Twenty-fifth Session, Annexes*, agenda items 72, 73, 74 and 80;

- (b) *Official Records of the General Assembly, Twenty-fifth Session, Supplement No. 6* (A/8006), Supplement No. 6 A (A/8006/Add.1) and Supplement No. 8 (A/8008).

### 2. Administrative and budgetary procedures of the United Nations

For relevant documents, see:

- (a) *Official Records of the General Assembly, Twenty-fifth Session, Annexes*, agenda item 79;
- (b) *Official Records of the Economic and Social Council, Fifty-first Session, Annexes*, agenda item 16.

### D. General services

For relevant documents, see *Official Records of the General Assembly, Twenty-fifth Session, Annexes*, agenda item 73.

## CHAPTER IV

# Questions relating to interagency co-operation and co-ordination

The arrangements for strengthening interagency co-ordination which had been agreed upon by the Administrative Committee on Co-ordination (ACC) in April 1970 came into force during the last twelve months. There was considerable streamlining of the co-ordination machinery, increased authority being entrusted to the ACC Preparatory Committee. The first of the functional groups which ACC had decided to establish to consider key issues in depth, the functional group on the implications of the "green revolution", completed its work during the year and ACC presented a report on this subject to the Economic and Social Council as part of its annual report. A second functional group, on the human environment, was established and is preparing a consolidated report on the current and planned activities of the United Nations system for submission to the United Nations Conference on the Human Environment. The Office for Inter-Agency Affairs, which had become an Office of the Secretary-General at the beginning of 1970, was enlarged and reorganized in order to enable it to take on wider responsibilities.

The Administrative Committee on Co-ordination met in July and October 1970 and in April 1971. One of its chief concerns was how best to assist in the implementation of the International Development Strategy for the Second United Nations Development Decade, especially as regards review and appraisal. It decided to maintain the Sub-Committee on the Development Decade with revised terms of reference to reflect the new role that interagency co-operation must play in this key area. In science and technology, intersecretariat meetings were held in order to ensure that the World Plan of Action prepared by the Advisory Committee on the Application of Science and Technology to Development and the policies adopted by the different intergovernmental bodies of the United Nations system were in harmony. The ACC also decided to broaden the Protein Advisory Group in keeping with its role as the principal technical advisory group on protein nutrition for the United Nations system.

Following the establishment of a United Nations Fund for Drug Abuse Control, ACC decided to convene an interagency meeting to work out jointly the activities for which the Fund's support would be sought. Other programme questions on which consultations have been or will soon be held are the peaceful uses of outer space, statistics, population, assistance in cases of natural disaster (see also part three, chapter VII, section C), water resources, marine science and its applications, and tourism.

In addition, ACC also considered a number of questions relating to the implementation of the Declaration on the Granting of Independence to Colonial Countries and Peoples by the organizations of the United Nations system concerned. It reviewed the draft of the comprehensive report which has been prepared by the Secretary-General under General Assembly resolution 2704 (XXV) containing information on the activities of the various organizations in the implementation of the Declaration and relevant General Assembly resolutions. It further agreed that there should be a co-ordinated plan of action for the education and training of the peoples covered by General Assembly resolutions 2704 (XXV) and 2706 (XXV) in order to prevent duplication and overlapping of efforts.

In the public information sector, ACC endorsed a number of initiatives of its Consultative Committee on Public Information for increasing interagency co-operation in the information activities of the various organizations, particularly in the field and at the regional level. It also arranged for a joint interagency programme to encourage and assist the work of national commissions for the promotion of the activities of the Second United Nations Development Decade.

In July 1970, ACC recommended the establishment of an Inter-Organization Board for Information Systems and Related Activities, which was approved by the Council in resolution 1551 (XLIX). At its spring 1971 session ACC approved the terms of reference for the Board, which is responsible for the general development of interorganization information systems in the United Nations, particularly for the purpose of supporting economic and social development activities. The International Computing Centre was established at Geneva, in accordance with decisions of the Council, the General Assembly and the Governing Council of UNDP, and became operative on 1 March 1971. The three main participating organizations are the United Nations, UNDP and WHO, and arrangements for close co-operation between the Board and the Centre are being developed. The ACC prepared a special report on recent developments in the use of computers and common information needs in the United Nations system in pursuance of Council resolution 1455 (XLVII) and General Assembly resolution 2579 (XXIV).

With regard to administrative questions, ACC has taken a number of actions regarding the common system on the basis of recommendations of the Consultative Committee on Administrative Questions and

has provided information for the Special Committee for the Review of the United Nations Salary System. There have also been consultations on the implementation of certain recommendations of the *Ad Hoc* Committee of Experts to Examine the Finances of the United Nations and the Specialized Agencies regarding budgeting and programming, which require a long-range approach. Progress has also been made in the standardization of financial regulations.

In accordance with Economic and Social Council resolution 1553 (XLIX) which called for a preparatory study on regional structures, a questionnaire was prepared in consultation with other organizations of the United Nations system on the various aspects of regional structure and forwarded to Governments of Member States with the request that they should send their answers to their respective regional economic commissions. The Secretary-General has submitted a preliminary report to the Council at its fifty-first session and intends to report to the Council on this question at its fifty-second session (see also part three, chapter III).

The Committee for Programme and Co-ordination (CPC) held its eighth and ninth sessions in March/April and May/June 1971, respectively, and considered interagency co-ordination and other interagency matters at both these meetings. In accordance with Economic and Social Council resolution 1547 (XLIX),

the Committee reviewed the sphere of activities and competence of ACC and submitted a draft resolution thereon for adoption by the Council. The resolution covered questions relating to ACC's mandate, sphere of activities, reporting methods and composition.

The Committee also considered the reports of ACC and expressed gratitude for the useful work it was doing. While considering that further improvements should be made in the annual report of ACC on co-ordination matters, it expressed appreciation for the ACC report on the implications of the "green revolution". It commented on action being taken by ACC in a number of fields, including arrangements for the implementation of the Strategy for the Second United Nations Development Decade, population, the human environment, public information and computers.

Finally, the Committee considered and commented on the analytical reports of the agencies and the International Atomic Energy Agency.

The Joint Meetings of ACC and CPC were again held in July 1970 and a further series of meetings will be held in July 1971, when discussions will centre on the review of the sphere of activities of ACC, with particular reference to improving its co-operation with CPC in order to strengthen the co-ordinating role of the Economic and Social Council, and on future institutional arrangements for science and technology.

## REFERENCES

For relevant documents, see:

- (a) *Official Records of the Economic and Social Council, Fiftieth Session, Supplement No. 5* (E/4989); and *ibid.*, *Fifty-first Session, Supplement No. 9* (E/5038);
- (b) *Official Records of the Economic and Social Council, Fifty-first Session, Annexes*, agenda item 6 (d); and *ibid.*, agenda item 15.



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