



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

---

**16 June 1967 — 15 June 1968**

**GENERAL ASSEMBLY**  
**OFFICIAL RECORDS : TWENTY-THIRD SESSION**  
**SUPPLEMENT No. 1 (A/7201)**

**UNITED NATIONS**

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**UNITED NATIONS**  
*New York, 1968*

#### 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.

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# Foreword

I have the honour to submit to the General Assembly the twenty-third report of the Secretary-General on the work of the Organization covering the period from 16 June 1967 to 15 June 1968.

The introduction to the annual report will, as in previous years, be submitted at a date nearer to the opening of the twenty-third 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*

10 August 1968

## ABBREVIATIONS

ACC	Administrative Committee on Co-ordination
COSPAR	Committee on Space Research (of the International Council of Scientific Unions)
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
GATT	General Agreement on Tariffs and Trade
IAEA	International Atomic Energy Agency
IBRD	International Bank for Reconstruction and Development
ICAO	International Civil Aviation Organization
ICSAB	International Civil Service Advisory Board
ILO	International Labour Organisation
IMCO	Inter-Governmental Maritime Consultative Organization
IMF	International Monetary Fund
ITU	International Telecommunication Union
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
UNITAR	United Nations Institute for Training and Research
UNRWA	United Nations Relief and Works Agency for Palestine Refugees in the Near East
UNTSO	United Nations Truce Supervision Organization in Palestine
UPU	Universal Postal Union
WFTU	World Federation of Trade Unions
WHO	World Health Organization
WMO	World Meteorological Organization

## CHAPTER I

# The situation in the Middle East

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

#### FIFTH EMERGENCY SPECIAL SESSION

In the last annual report of the Secretary-General an account was given of the developments in the situation in the Middle East in the second half of May and the first half of June 1967.

In a letter dated 13 June 1967, the Minister for Foreign Affairs of the Union of Soviet Socialist Republics called for the immediate convening of an emergency special session of the General Assembly. He stated that despite the Security Council's demands for a cease-fire, Israel had seized further territories belonging to the Arab States; accordingly, the Assembly should act under Article 11 of the Charter of the United Nations to consider the situation and take a decision to liquidate the consequences of aggression and secure the immediate withdrawal of Israel forces behind the armistice lines.

The General Assembly began its fifth emergency special session on 17 June 1967 and included the USSR letter in its agenda. Between 17 June and the adjournment of the session on 18 September, it held a total of thirty-five meetings.

The debate was opened on 19 June with a statement by the representative of the USSR, who explained that his country had taken the initiative in convening the session because a military conflict could flare up at any moment with new intensity as long as the Israel troops continued to occupy the territories seized by them and urgent measures were not taken to eliminate the consequences of aggression. It was now for the Assembly to adopt decisions that would clear the way towards the restoration of peace in the Middle East and prevent a military disaster which might lead to a nuclear war. He introduced a draft resolution under which the Assembly would: (1) vigorously condemn Israel's aggressive activities and the continuing occupation by Israel of part of the territory of the United Arab Republic, Syria and Jordan, which constituted an act of recognized aggression; (2) demand that Israel should immediately and unconditionally withdraw all its forces from the territory of those States to positions behind the armistice demarcation lines, as stipulated in the General Armistice Agreements, and should respect the status of the demilitarized zones, as prescribed in the Armistice Agreements; (3) demand that Israel should make good in full and within the shortest possible period of time all the damage inflicted by its aggression on the United Arab Republic, Syria and Jordan and on their nationals, and should return to them all seized property and other

material assets; (4) appeal to the Security Council to take immediate effective measures to eliminate all consequences of the aggression committed by Israel.

On 20 June the United States submitted a draft resolution under which the Assembly would, *inter alia*, (1) endorse the cease-fire achieved by the Security Council and call for its scrupulous respect; (2) decide that its objective must be a stable and durable peace in the Middle East; (3) consider that the objective should be achieved through negotiated arrangements with appropriate third-party assistance based on (a) mutual recognition of the political independence and territorial integrity of all countries in the area, encompassing recognized boundaries and other arrangements, including disengagement and withdrawal of forces, that would give them security against terror, destruction and war; (b) freedom of innocent maritime passage; (c) a just and equitable solution of the refugee problem; (d) registration and limitation of arms shipments into the area; and (e) recognition of the right of all sovereign nations to exist in peace and security; and (4) request the Security Council to keep the situation under careful review.

In the debate in the Assembly, strongly divergent views were expressed on the origins and development of the situation, and on the attitude and measures the General Assembly should adopt in dealing with it.

On 19 June the representative of the USSR declared that during the preceding year relations between Israel and the Arab States had been characterized by continuously increasing tension and a mounting scale of attacks by Israel troops, culminating on 5 June when Israel had started war against the United Arab Republic, Syria and Jordan. The aggression was continuing and Israel forces had occupied the territories of Arab States. That aggression could not be justified by any arguments, and any claims which Israel might have had against its neighbours should have been presented to the United Nations so that a search for a peaceful settlement could have been carried out as laid down in the Charter. Now there was no alternative to the resolute condemnation of the aggressor and the elimination of the consequences of the aggression. The Soviet Union upheld the right of every people to establish an independent national State of its own, but resolutely condemned attempts by any State to conduct an aggressive policy towards other countries. Israel's ruling circles had unfortunately conducted a policy of conquest and territorial expansion in the lands of neighbouring Arab States, as the records of the Security Council since 1948 made clear, and had enjoyed outside support from certain imperialist circles. In fact, the United States and the

United Kingdom had been building up their fleets in the Mediterranean and Red Sea areas before Israel's attack, and Israel had been supplied with modern arms. Those same Powers had acted in the Security Council to delay a decision demanding an immediate cease-fire and the withdrawal of troops beyond the armistice lines.

In demanding that the Assembly condemn aggression and ensure the withdrawal of troops from the territories seized from the United Arab Republic, Syria and Jordan, the Soviet Union had in mind not only the maintenance of peace in the Middle East, but its preservation in many regions of the world where would-be aggressors eager to seize foreign territories would be encouraged to attempt to overrun their neighbours if Israel's claims were not rebuffed and the principles of the Charter upheld. Otherwise many States might lose faith in the protection offered by the United Nations, and funds earmarked for development would be channelled into the arms race. Having fallen victims to aggression, the Arab States were entitled to expect that their sovereignty and territorial integrity would be restored in full and without delay through the withdrawal of Israel forces and full reimbursement for the costs of property destroyed.

The Soviet Union was prepared to work together with all other delegations to attain those goals, and since much depended on the efforts of the big Powers, felt their delegations should find a common language in order to reach decisions favouring peace in the Middle East and elsewhere.

The representative of the United States urged that the Assembly should unite its efforts to maintain international peace and security and to develop friendly relations among States, with the ultimate aim of achieving a stable and durable peace in the Middle East. For that it would be necessary to unite in a course of action rooted both in fidelity to the principles and purposes of the Charter and in a clear grasp of the historical events which had led to the present situation.

During the spring, tension had become greater in the area, acts of violence had become more frequent, and threats and declarations more bellicose. Then, on 17 May, President Nasser had demanded the withdrawal of the United Nations Emergency Force and had immediately moved large forces into the area, following this up with a declaration of blockade of the Gulf of Aqaba and the Strait of Tiran. While hostile forces had stood in direct confrontation and threats of war had filled the air, the Secretary-General had travelled to Cairo and returned to call for a breathing spell and the exercise of special restraint. Efforts by the United States to secure Security Council endorsement of a draft resolution to provide such a breathing spell had not succeeded, and on 5 June the thread of peace had been broken. With others, the United States had sought to obtain a call by the Council for an immediate cease-fire, but again that effort had been resisted and prolonged discussion had gone on for thirty-six hours before the Council had finally reached a unanimous decision on a simple cease-fire. A good deal of that time had been devoted to totally false accusations against the United States, which he once again categorically rejected. Perhaps those charges had been spread in a sinister effort to engage the great Powers with each other.

Now the problem was before the General Assembly, where the Soviet Union had introduced a draft resolution which was essentially the same as that which the overwhelming majority of the Security Council had refused to accept. It contained a one-sided condemnation of Israel as an aggressor, which would be neither equitable nor constructive, and sought to restore everything to exactly where it had been before the fighting began on 5 June, which would mean opposing forces standing in direct confrontation, with no international machinery present to keep them apart. Once again, in short, nothing would be done to resolve the deep-lying grievances on both sides that had fed the fires of war in the Middle East for twenty years.

Rather than approve a prescription for renewed hostilities such as the Soviet draft resolution represented, the United States would seek to attain the goal of real peace on the basis of the five principles outlined in the statement by President Johnson on 19 June 1967.

The representative of the United Kingdom declared that charges of direct participation by British forces in the fighting, and of the movement of British forces to bring pressure to bear on Arab States, were false; his Government had said that it would welcome investigation of those allegations by the United Nations, and that offer still stood. The charge that the United Kingdom had caused delay in the Security Council was equally untrue. It had immediately urged that the Council should call for a cease-fire and the whole aim of its policy had been to prevent a highly inflammatory issue from developing into a war. It had long-standing ties of friendship with all the Arab States and also with Israel. In reviewing the principles which should guide the search for a lasting settlement, he emphasized that war should not lead to territorial aggrandizement, and referred particularly in that connexion to the situation of Jerusalem, calling upon the Government of Israel not to take any steps in relation to that city which would conflict with that principle. The problem of the refugees required a great international effort for its alleviation. Any settlement must recognize the right of all States in the area to exist in true dignity and real freedom, and that must include the ability to earn their living in assured peace. There must be respect for the right of free and innocent passage through international waterways for the ships of all nations. The countries of the Middle East must be freed from the pressures that had driven them to waste their resources in an arms race. It was imperative that the Arab communities whose lands had been overrun should be allowed to stay where they were or to return, if they had fled. A further escalation of the already intractable refugee problem could not be allowed and no time must be lost in bringing relief to those in need.

The United Kingdom representative called for the nomination by the Secretary-General of a representative to go at once to the area to advise the Secretary-General on the whole conduct of relations arising from the cease-fire and the subsequent keeping of the peace, including the United Nations presence in the area, and to play an active part in relations with all the parties in the area itself.

The representative of France said that the war had settled nothing and had made everything more difficult, and emphasized his Government's insistence, prior to 5 June, on the necessity of avoiding hostilities and of arriving at a negotiated settlement. It had made

it clear that those who first took up arms would have neither France's approval nor its support. The existing problems had been, apart from navigation through the Gulf of Aqaba, the situation of the Palestinian refugees and the situation existing between the neighbouring States concerned. As a result of the hostilities, the situation was a precarious and perilous one. The duty, interest and mission of all was to see that it did not continue as it was, for peace might not last long. No *fait accompli* on the spot regarding the territorial boundaries and the situation of the citizens of the States concerned could be considered as permanent. Only a freely negotiated settlement accepted by all the parties and recognized by the international community could one day solve all those problems as a whole. Obviously, they were far from that and it would be incumbent on the international community to take the first initiative. In that connexion, he stressed the role of those whose special responsibility for the maintenance of security was recognized in the Charter. It was not in the interest of any of the countries in the region to become elements which the Great Powers could use to further their policy. Nor was it in the interest of the Great Powers themselves, if they sincerely desired peace, to fan local rivalries. He considered that the end of the war in Viet-Nam could also open up new prospects for settlement. The representative of Israel contended that the crisis of the preceding weeks had only one cause: Israel's right to peace, security, sovereignty, economic development and maritime freedom, and indeed its very right to exist, had been aggressively attacked. The threats to Israel's existence had been directed against it by neighbouring Arab States, but the tension had been aggravated by the unbalanced policy of the Soviet Union, which had provided Arab States with tremendous supplies of offensive weapons, trained their armies and encouraged their military preparations.

In describing the course of events, he insisted that beyond any doubt, the Arab Governments, led and directed by President Nasser, had between 14 May and 5 June methodically prepared and mounted an aggressive assault designed to bring about Israel's immediate and total destruction. Egyptian forces had begun on 14 May to move in strength into Sinai, and two days later the Egyptian Command had ordered the United Nations Emergency Force to leave the border. On 18 May Egypt had called for the total removal of UNEF, and the Secretary-General had acceded to that request without reference to either the Security Council or the General Assembly, without consulting Israel and without heeding the protesting voices of some permanent members of the Council. As a consequence, there had been a sudden disruption of the local security balance and a clear threat to an international maritime interest. As the Egyptian concentrations had increased daily in Sinai, Israel had taken corresponding precautionary measures. On 21 May President Nasser had announced that he would blockade the Gulf of Aqaba and the Strait of Tiran to Israel ships, which was by definition an act of war, and in the following week he had signed a defence agreement with Jordan and, soon after, a protocol associating Iraq with it. By early June, Israel had been surrounded by vast armies on her borders in Sinai, the Syrian hills and the frontier with Jordan, subjected to Egyptian air reconnaissance and illegally blockaded from all its commerce with the eastern half of the world.

On 5 June, when Egyptian forces had moved by air and land against Israel's western coast and southern territory, Israel's choice had been one of life or death, and for five days it had employed armed force in a just and righteous defensive cause against those who had sought its destruction. What should be condemned was not Israel's action, but the attempt to condemn it. Israel had shown that even a small State had the right to live, which was the very essence of the Charter. Moreover, the suggestion that everything should go back to where it had been before 5 June was totally unacceptable, as the Security Council had already made clear. The Assembly must not prescribe a formula for renewed hostilities, but a set of principles for the construction of a new and peaceful future in the Middle East, which could be elaborated only in a frank and lucid dialogue between Israel and each of the neighbouring States. Peace and security, with their juridical, territorial, economic and social implications, could be built only by the free negotiation which was the true essence of sovereign responsibility. Surely the only constructive course for the Assembly would be to call upon the recent combatants to negotiate the conditions of their future coexistence. Israel asked the United Nations to respect its independent quest for the peace and security which were the Charter's higher ends. It would maintain the cease-fire which the Security Council had decided upon and would reject the course of a return to the old situation of belligerency, which the Council had wisely rejected a few days previously.

Representatives of the Arab States generally emphasized that the aggression by Israel, supported by imperialist Powers, was but the latest in a long list scarcely interrupted since 1948. The earlier events had been followed in May and at the beginning of June by military and other threats and provocations by Israel. The Arab countries, while trying to take the necessary precautions, had exerted themselves to keep matters under control, taking in Sinai and elsewhere a posture of defence and not of attack. On his visit to Cairo, the Secretary-General had been assured that it was their firm policy not to take the offensive. They had spared no effort to avoid any eruption of the situation and had been in continuous consultations with many capitals in the world, including Washington. But during that time, Israel had let loose its treachery and had launched its carefully planned aggression. In fact, long before it had launched its attack on 5 June, Israel and its fellow conspirators had prepared their aggressive plans with absolute thoroughness. As the moment had approached Israel had released a chain of calculated threats, had redeployed its armed forces and had carried out increasingly vicious aggressive probings, several of which had already been condemned by the United Nations. The claim that the blockade itself constituted an act of war and called for Israel's massive assault was false because Israel had already started its war on Syria on 7 April. The action taken by Israel was not legitimate self-defence within the meaning of Article 51 of the Charter because no armed attack on her territory had in fact occurred. On 5 June, the United Arab Republic had not yet even completed its defensive precautions in Sinai, and a similar condition had prevailed in Syria and in Jordan.

Israel's invasion, Arab representatives said, had been coupled with deliberate delaying tactics in the Security Council by the United States and United Kingdom representatives. While many countries had been sub-



jected to old and new forms of colonialist interference, the Arab people had the distinction of being subjected to the domination of a most peculiar alliance between traditional colonialism and international Zionism in Israel, based in essence on the total extermination of the Arab people and their replacement by other conquering elements. The gains achieved through struggle and sacrifice by the Arab masses were being nullified because the colonial Powers wished to exploit the strategic location, petroleum resources and huge potential wealth of the Arab countries. The struggle of the Arab people, it was said, was a part of the battle of all peace-loving peoples who looked to a future free of threats, and was being waged so that their homeland could be built into a wall between the imperialist conquerors and the countries of Asia and Africa. The Arab people would reject any conditions or discussions based on an invasion, and asked the General Assembly to condemn aggression firmly and to liquidate its traces immediately. Any other approach sought through occupation would be firmly rejected because it would mean giving in to the logic of force and conquest. On the other hand, approval of the draft resolution submitted by the USSR would lead to the safeguarding of peace and prevent a new explosion, and would constitute a victory for the United Nations Organization and its principles and for all great and noble human values.

In a statement made on 20 June, the Secretary-General referred to criticisms of the decision to withdraw the United Nations Emergency Force. He said that the picture given by the representative of Israel could be very damaging to the United Nations with regard to its peace-keeping functions, past and present. He sought to restore in that picture the balance warranted by the facts. The indispensable basis for the effective buffer function exercised by the United Nations Emergency Force for more than a decade had been the voluntary decision of the Government of the United Arab Republic to keep its troops away from the lines, with only United Nations troops in the buffer zone, which was exclusively on the United Arab Republic side of the line. Despite the intent of the General Assembly resolution that United Nations troops should be stationed on both sides of the line, Israel had always refused to accept them on its territory on the valid grounds of national sovereignty. It would have been very helpful if Israel had at any time accepted the deployment of the United Nations Emergency Force also on its side of the line. Prior to receiving the United Arab Republic's request for withdrawal and replying to it, the Secretary-General had raised the possibility of stationing elements of the United Nations Emergency Force on the Israel side of the line. He had been told that the idea was completely unacceptable to Israel.

On 26 June, the Secretary-General submitted a report setting out a detailed chronology of the dates and times of significant events and actions between the first message from the Chief of Staff of the United Arab Republic Armed Forces on 16 May to the completion of the Force's withdrawal on 17 June. The report also contained comments on some of the main points at issue, stating that the presence of UNEF had not touched the basic problem of the Arab-Israel conflict and that it was entirely unrealistic to maintain that that conflict could have been solved, or its consequences prevented, if a greater effort had been made to main-

tain the presence of UNEF against the will of the United Arab Republic. It was the negotiations with the Government of Egypt on the question of the withdrawal of UNEF which had delayed the arrival of the Force in November 1956 after its establishment by the General Assembly, and in discussions over the years it had invariably been taken for granted by United Arab Republic representatives that if their Government officially requested its withdrawal, the request would be honoured by the Secretary-General. As a practical matter, delay would have been fruitless because the effectiveness of UNEF had already vanished before the request for withdrawal was received owing to the movement of United Arab Republic troops up to the line and into Sharm el Sheikh. Moreover, once the United Arab Republic had withdrawn its consent to the presence of the Force, its disintegration was automatically set off since contributing Governments indicated that their contingents would be withdrawn. As for consultations, the Secretary-General had not only consulted with the Advisory Committee on UNEF, as he was obliged to do, but had also consulted the representatives of the seven countries providing contingents. The Secretary-General also dealt with the legal and constitutional considerations which had been of great importance in determining his actions, and in that connexion set out a chronology of the relevant actions in 1956 and 1957. The consent of the host country to the presence and operation of United Nations peace-keeping machinery was a basic prerequisite to all such operations, and Egyptian representatives appeared to have made it clear to Secretary-General Hammarskjöld and in the General Assembly that their Government held to the view that if its consent was no longer maintained, UNEF should be withdrawn. In conclusion, the Secretary-General noted a failure to appreciate the essentially fragile nature of the basis for the Force's operation throughout its existence. It depended completely on the voluntary co-operation of the host Government, was based on the willingness of Governments to provide contingents at a minimum cost, and was small in size and merely a symbolic force, equipped only with light weapons and entitled to use force only in the last resort in self-defence. Despite those practical weaknesses, its remarkable success for more than a decade might have led to wrong conclusions about its nature. It had also, however, pointed the way to a unique means of contributing significantly to international peace-keeping.

On 26 June, Albania submitted a draft resolution, under the operative part of which the Assembly would: (1) resolutely condemn the Government of Israel for its armed aggression against the United Arab Republic, Syria and Jordan and for its continued aggression through the maintenance of its occupation of part of their territories; (2) firmly condemn the Governments of the United States and the United Kingdom for their incitement to and aid and direct participation in the aggression and because they continued to support the aggression and annexationist claims of Israel; (3) insistently demand the immediate and unconditional withdrawal of Israel troops from the occupied territories; (4) declare Israel responsible for all the consequences of the aggression and demand complete and immediate reparation for all damage caused by it and the return of all property which had been plundered; and (5) confirm that it rested with the Government of the United Arab Republic alone to decide whether or not it could permit the passage of vessels of the Israel

aggressors through the Suez Canal and the Strait of Tiran.

On 28 June, the representative of Yugoslavia introduced a draft resolution sponsored by Afghanistan, Burundi, Ceylon, the Congo (Brazzaville), Cyprus, Guinea, India, Indonesia, Mali, Pakistan, Somalia, the United Republic of Tanzania, Yugoslavia and Zambia and subsequently also by Malaysia. As originally introduced, its operative paragraphs provided for the General Assembly to (1) call upon Israel immediately to withdraw all its forces behind the armistice lines established by the General Armistice Agreements between Israel and the Arab countries; (2) request the Secretary-General to ensure compliance with the resolution and, with the assistance of the United Nations Truce Supervision Organization established by the Security Council, to secure strict observance by all parties of the provisions of the General Armistice Agreements between Israel and the Arab countries; (3) call upon all States to render every assistance to the Secretary-General in the implementation of the resolution; (4) request the Secretary-General to report urgently to the Assembly and to the Security Council on Israel's compliance with the terms of the resolution; and (5) request the Security Council, after the withdrawal of Israel's armed forces behind the armistice lines had been completed, to give consideration to questions pertaining to the situation in the area.

On 30 June, the first revision of this draft resolution was submitted, Kenya and Senegal having joined the sponsors. The representative of Yugoslavia, introducing the revised draft resolution, stated that the sponsors had had extensive exchanges of views with a large number of delegations and desired to take all constructive suggestions into consideration. Under the operative part of the new text, the Assembly would: (1) call upon Israel immediately to withdraw all its forces to the positions they had held prior to 5 June 1967; (2) request the Secretary-General to ensure compliance with the resolution and to secure, with the assistance of the United Nations Truce Supervision Organization established by the Security Council, strict observance by all parties of the provisions of the General Armistice Agreements between Israel and the Arab countries; (3) further request the Secretary-General to designate, at the appropriate time, a personal representative who would be in contact with the parties concerned in dealing with the problems of the area; (4) call upon all States to render every assistance to the Secretary-General in the implementation of the resolution; (5) request the Secretary-General to report urgently to the General Assembly and to the Security Council on Israel's compliance with the terms of the resolution; and (6) request that the Security Council, immediately after the withdrawal of the Israel armed forces had been completed, consider urgently all aspects of the situation in the Middle East and seek peaceful ways and means for the solution of all problems—legal, political and humanitarian—through appropriate channels, guided by the principles of the Charter of the United Nations, in particular those contained in Articles 2 and 33.

In a second revised text, circulated on 1 July, the words "which is already seized of the question" were inserted after the words "Requests that the Security Council", in operative paragraph 6.

The third revision, submitted on 3 July, was also sponsored by seventeen countries, Cambodia having

joined the sponsors and Kenya having withdrawn. Introducing the text, the representative of Burundi explained that the sponsors had made concessions and revised their draft resolution because they were aware that all Members must be determined to make the greatest possible contribution to the achievement of a final solution. Under the operative part, the Assembly would: (1) call upon Israel to withdraw immediately all its forces to the positions they had held prior to 5 June 1967; (2) request the Secretary-General to ensure compliance with the resolution and to secure, with the assistance of the United Nations Truce Supervision Organization established by the Security Council, strict observance by all parties of the provisions of the General Armistice Agreements between Israel and the Arab countries; (3) further request the Secretary-General to designate a personal representative who would assist him in securing compliance with the resolution and be in contact with the parties concerned; (4) call upon all States to render every assistance to the Secretary-General in the implementation of the resolution in accordance with the Charter of the United Nations; (5) request the Secretary-General to report urgently to the General Assembly and to the Security Council on compliance with the terms of the resolution; (6) request that the Security Council consider all aspects of the situation in the Middle East and seek peaceful ways and means for the solution of all problems—legal, political and humanitarian—through appropriate channels, guided by the principles of the Charter of the United Nations, in particular those contained in Articles 2 and 33.

Amendments to the seventeen-Power draft resolution were submitted on 30 June by Albania and by Cuba. The Albanian amendment called for the insertion of a new operative paragraph 1, by which the Assembly would strongly condemn Israel for its aggression against the United Arab Republic, Syria and Jordan, and the renumbering of the remaining operative paragraphs. Under the Cuban amendments: (1) a new operative paragraph 1 would be added by which the Assembly would condemn the aggression committed by the State of Israel against Jordan, Syria and the United Arab Republic, and its principal instigator, the imperialist Government of the United States of America; and the existing operative paragraph 1 would become paragraph 2; (2) the existing operative paragraphs 2, 3, 4, 5 and 6 would be deleted.

Also on 30 June, the representative of Trinidad and Tobago introduced a draft resolution on behalf of the Latin American group which he hoped represented a suitable compromise between conflicting views, having been prepared by States not directly concerned and thus perhaps able to view the situation more objectively. As subsequently revised, the draft resolution was sponsored by Argentina, Barbados, Bolivia, Brazil, Chile, Colombia, Costa Rica, the Dominican Republic, Ecuador, El Salvador, Guatemala, Guyana, Honduras, Jamaica, Mexico, Nicaragua, Panama, Paraguay, Trinidad and Tobago and Venezuela. Under its provisions the Assembly, considering that all Member States had an inescapable obligation to preserve peace and, consequently, to avoid the use of force in the international sphere, and considering further that the cease-fire ordered by the Security Council and accepted by the States concerned was a first step towards the achievement of a just peace in the Middle East, a step which had to be reinforced by other measures to be adopted by the

Organization and complied with by the parties, would: (1) urgently request: (a) Israel to withdraw all its forces from all the territories occupied by it as a result of the recent conflict and (b) the parties in conflict to end the state of belligerency, to endeavour to establish conditions of coexistence based on good neighbourliness and to have recourse in all cases to the procedures for peaceful settlement indicated in the Charter; (2) reaffirm its conviction that no stable international order could be based on the threat or use of force, and declare that the validity of the occupation or acquisition of territories brought about by such means should not be recognized; (3) request the Security Council to continue examining the situation in the Middle East with a sense of urgency, working directly with the parties and relying on the presence of the United Nations to: (a) carry out the provisions of paragraph 1 (a); (b) guarantee freedom of transit on the international waterways in the region; and (c) achieve an appropriate and full solution of the problem of the refugees and guarantee the territorial inviolability and political independence of the States of the region, through measures including the establishment of demilitarized zones; and (4) reaffirm, as in earlier recommendations, the desirability of establishing an international régime for the city of Jerusalem, to be considered by the Assembly at its twenty-second session.

Because of the widespread interest in the humanitarian problems resulting from the recent hostilities in the Middle East, the Secretary-General had submitted to the General Assembly on 20 June a report from the Commissioner-General of the United Nations Relief and Works Agency for Palestine Refugees in the Near East (UNRWA) on the situation as it then existed. The Commissioner-General had been requested by the Israel Government to resume UNRWA operations and, having notified the Arab host States of his intentions, had visited Jerusalem, certain parts of the west bank of the Jordan, and Gaza. Basing himself on those visits and on reports from his staff in the various areas, he outlined the specific situation existing in the areas in which major hostilities had occurred and those in which no major hostilities had occurred, as well as the Agency's problems in those areas. In areas where hostilities had taken place, he was encouraged by the rapid recovery of the Agency's organization and capacity to provide services, except in the case of southern Syria. Immediate problems were the dispersal of locally recruited staff, restrictions on freedom of movement, the heavy loss of vehicles, some loss from stocks and stores, and difficulties of communication. The authorities had promised full co-operation in removing those difficulties, and supplies for UNRWA-registered refugees were generally good for one month. The Commissioner-General had authorized distribution of some supplies to other Arab civilians on an emergency basis and subject to later replacement, but any indefinite increase in the Agency's beneficiaries would require additional financial support and a change in its mandate.

As for the areas in which no major hostilities had occurred, the Commissioner-General reported that the major problem was to cope with the 100,000 or more newly displaced persons in Jordan. He had made clear that the Agency could best cope with their needs if they returned to their previous camps. While the Agency's additional expenses could not yet be assessed, they would be considerable, and its overriding difficulty

would be shortage of money, as it was assuming heavy additional burdens when it was already operating on a budgetary deficit. It was working in close liaison with Governments, the United Nations Children's Fund, the Red Cross and other organizations.

In a second report, submitted by the Secretary-General to the Members of the General Assembly and the Security Council on 4 July, the Commissioner-General brought his earlier report up to date. Among other things, the report noted that in Syria the total number of displaced civilians might be approximately 80,000, of whom about 16,800 were Palestinians. Furthermore, the best estimate was that at least 150,000 persons had now left the west bank of the Jordan, and 80,000 to 100,000 might be former UNRWA-registered refugees. A "second wave" had begun about 20 June, and in the preceding ten days perhaps 30,000 had crossed the Jordan. Co-operation with the Jordan Government in dealing with the influx of displaced persons had reached a fairly advanced stage. The principal concern remained food supplies, as shipping had been disrupted by the closure of the Suez Canal, but after mid-July, the port of Ashdod would receive new supplies through arrangements made with the Government of Israel.

With regard to the prospects for the return of refugees under Security Council resolution 237 (1967) of 14 June, the Commissioner-General and his Deputy had twice discussed with the Israel Government the question of allowing the displaced persons to return and had emphasized that the Agency could best serve their needs in the established camps in Gaza and on the west bank. After the Israel announcement of 2 July that under certain conditions the return of refugees to the west bank would be permitted until 10 August, the Commissioner-General had appealed that further flight should stop and that those who had already fled should return, and announced the Agency's readiness to do all in its power to assist.

In a statement made on 26 June, the President of the General Assembly dealt with the humanitarian issue of the situation of the civilian and refugee population in the Middle East. In response to widespread concern, he had spoken by telephone with the Commissioner-General of UNRWA, who had confirmed that there were 100,000 or more newly displaced persons in Jordan in immediate need, and that the Agency urgently needed additional food-stuffs, funds, tents, blankets and other equipment to provide temporary living facilities for at least a major proportion of them. While everything possible was being done through the United Nations and other humanitarian agencies, with the assistance of many Governments, it was evident that the funds and resources available were insufficient to meet the needs and a much greater effort was required. He therefore addressed a most immediate appeal to all Members, both as signatories of the Charter and as morally obligated human beings, to make whatever contribution they could.

On 3 July, the representative of Sweden, referring to the President's appeal and to many references during the debate to the suffering inflicted upon civilians as a result of the hostilities, introduced a draft resolution concerning humanitarian assistance sponsored by Argentina, Austria, Belgium, Brazil, Canada, Chile, Denmark, Ethiopia, Finland, Iceland, India, Iran,



Ireland, Italy, Japan, Nigeria, Norway, Pakistan, Rwanda, Singapore, Sweden and Yugoslavia, and subsequently also by Afghanistan, Italy, Liberia, Niger and Turkey. Under its operative paragraphs, the Assembly would, *inter alia*, welcome with great satisfaction Security Council resolution 237 (1967) of 14 June; endorse the appeal made by the President of the General Assembly on 26 June; note with gratification the work of the International Committee of the Red Cross, the League of Red Cross Societies and other voluntary organizations in providing humanitarian assistance, and the assistance given by the United Nations Children's Fund; commend the Commissioner-General of UNRWA for his efforts to continue the Agency's activities with respect to all persons coming within his mandate; endorse the Commissioner-General's efforts to provide humanitarian assistance, as far as practicable, on an emergency basis and as a temporary measure, to other persons in the area who were at present displaced and in serious need of immediate assistance as a result of the recent hostilities; call upon all Member States concerned to facilitate the transport of supplies to all areas in which assistance was being rendered; appeal to all Governments, as well as organizations and individuals, to make special contributions for the above purposes to UNRWA and to the other intergovernmental and non-governmental organizations concerned; and request the Secretary-General, in consultation with the Commissioner-General, to report urgently to the Assembly on the needs arising under the terms of the resolution, and to follow its effective implementation and report thereon to the Assembly.

On 4 July the Representative of Pakistan introduced the revised text of a draft resolution submitted by Guinea, Iran, Mali, Niger, Pakistan and Turkey, the original text of which had been submitted by Pakistan on 1 July. Under the revised draft resolution, the General Assembly, deeply concerned at the situation prevailing in Jerusalem as a result of the measures taken by Israel to change the status of the City, would: (1) consider that those measures were invalid; (2) call upon Israel to rescind all measures already taken and to desist forthwith from taking any action which would alter the status of Jerusalem; and (3) request the Secretary-General to report on the situation and on the implementation of the resolution not later than one week from its adoption.

On the same day the Assembly agreed, without objection, to the request of Yugoslavia for priority to be given to the seventeen-Power draft resolution. The Assembly then voted on the draft resolutions and amendments before it.

The first Cuban amendment to the seventeen-Power draft resolution was rejected by a roll-call vote of 78 to 20, with 22 abstentions. The Cuban delegation did not insist on a vote on its second amendment.

The Albanian amendment was rejected by a roll-call vote of 66 to 32, with 22 abstentions.

An Albanian procedural motion requesting a separate vote on operative paragraph 1 and a separate vote on operative paragraphs 2, 3, 4, 5 and 6 of the seventeen-Power draft resolution was rejected by a vote of 83 to 12, with 22 abstentions.

The seventeen-Power draft resolution, on a roll-call vote, received 53 votes in favour and 46 against,

with 20 abstentions, and was not adopted, having failed to obtain the required two-thirds majority.

The USSR draft resolution was voted upon, in parts, by roll-call. Operative paragraph 1 was rejected by 57 votes to 36, with 23 abstentions; operative paragraph 2 was rejected by 48 votes to 45, with 22 abstentions; operative paragraph 3 was rejected by 54 votes to 34, with 28 abstentions, and operative paragraph 4 was rejected by 54 votes to 36, with 26 abstentions. Since all the operative part had been rejected, no vote was taken on the draft resolution as a whole.

The United States then indicated that it did not press for a vote on the draft resolution it had submitted.

The Albanian draft resolution was rejected by a roll-call vote of 71 to 22, with 27 abstentions.

The twenty-Power draft resolution was voted upon by roll-call, receiving 57 votes in favour and 43 against, with 20 abstentions, and was not adopted, having failed to obtain the required two-thirds majority.

The twenty-seven-Power draft resolution on humanitarian assistance was adopted by a roll-call vote of 116 to none, with 2 abstentions, as resolution 2252 (ES-V).

The six-Power draft resolution concerning measures taken by Israel to change the status of the City of Jerusalem was adopted by a roll-call vote of 99 to none, with 20 abstentions, as resolution 2253 (ES-V).

On the day following the voting, before the explanations of vote, the President of the General Assembly made a statement which, he explained, he was making not as an expression of a consensus of the Assembly, but as a part of his duty to let the peoples of the world know clearly that the emergency special session had not been in vain. He pointed to important contributions made to the cause of peace in the Middle East through the virtual unanimity with which Heads of States, Heads of Government, Foreign Ministers and Permanent Representatives had agreed that the crisis merited the attention and full participation of all Members in the earnest labours to achieve results. There had been agreement that the time had come when peace in the Middle East must be made, finally and for all time, and that the long-deferred problem of the refugees must be solved. There had also been a broad consensus that the effort to achieve that final peace could be hoped for only within the framework of the United Nations. Finally, he said, there was virtual unanimity in upholding the principle that conquest of territory by war was inadmissible in our time and under the Charter. Virtually all statements had affirmed that principle, and virtually all had laid down the corollary that withdrawal of forces to their original position was expected. In addition there was a broad consensus that the political sovereignty and territorial integrity of States allowed them a rightful freedom from the threat of belligerency. What had not been agreed upon was a procedure and sequence by which principles should be implemented. If, on the basis of the common denominators he had outlined, new efforts were made to find a programme of action, the small differences could be resolved and the broad agreements expanded.

At the close of the meeting, the President noted that some representatives had expressed a desire for further

consultations in the interest of the work of the Assembly. He had consulted various Members and wished to inform the Assembly that a large majority were in favour of allowing time for such consultations. He therefore proposed a week's recess, until 12 July. The President's proposal was agreed to after a brief discussion.

Pursuant to the request made to him in paragraph 3 of resolution 2253 (ES-V) of 4 July to report not later than one week from its adoption on the implementation of the resolution concerning measures taken by Israel to change the status of the City of Jerusalem, the Secretary-General submitted a report to the General Assembly and the Security Council on 10 July. On 5 July, the Secretary-General had drawn the resolution to the attention of the Government of Israel as a matter of urgency, through a letter addressed to the Minister for Foreign Affairs. The report reproduced the reply received by the Secretary-General on 10 July, in which the Foreign Minister charged that since 1948 the section of Jerusalem in which the Holy Places were concentrated had been governed by a régime which refused to give due acknowledgement to universal religious concerns and, as it had informed the *Ad Hoc* Political Committee at the fourth and fifth sessions of the General Assembly, in 1949 and 1950, would not agree to any special arrangements for the Holy Places. Despite Israel's appeals to Jordan to abstain from hostilities, Jordanian forces on 5 June 1967 had launched a destructive and unprovoked armed assault on the part of Jerusalem outside the walls. Since 7 June the entire City had experienced peace and unity, and the Holy Places of all faiths were open to access by those who held them sacred. The term "annexation" used by supporters of the resolution adopted on 4 July was out of place since, he stated, the measures adopted related to the integration of Jerusalem in the administrative and municipal spheres and furnished a legal basis for the protection of the Holy Places. The measures adopted by the Israel Parliament on 27 June provided for the protection of the Holy Places, for civic co-operation between Arabs and Jews in free and constant association, for ensuring a continuous supply of water in the Old City and equalizing welfare rights, operating hospitals and clinics and establishing health services in schools and stations for mother and child care, and for preparing for the school year and ensuring compulsory education in all parts of the city. The letter added that the Government of Israel had embarked on a constructive and detailed dialogue with representatives of universal religious interests, which it was hoped would give effective expression to the universal character of the Holy Places.

When the General Assembly reconvened on 12 July 1967, the President stated that he had not been formally informed of the result of the consultations which had been in progress during the adjournment, and which he thought were still going on. He urged all engaged in those consultations to inform the Assembly as soon as possible about the result of their efforts, in view of the emergency nature of the session.

The representative of Pakistan noted Israel's response to resolution 2253 (ES-V) which had called upon it to rescind all measures already taken and to desist forthwith from taking any action that would alter the status of Jerusalem. That response showed that Israel had refused to comply with the resolution, which the Assembly had adopted by an overwhelming vote and without

dissent. The Foreign Minister's letter had served only to deepen his worst apprehensions about Israel's intentions and indicated non-recognition of the Assembly. He considered it necessary for the Assembly to take measures to reassert its authority and overcome Israel's defiance, and therefore submitted a draft resolution, stating that anything less than its provisions would mean abdication of the Assembly's power and position on a matter crucial to world peace. Under the draft resolution as originally submitted the Assembly would: (1) deplore the failure of Israel to implement General Assembly resolution 2253 (ES-V); (2) reiterate its call to Israel in that resolution to rescind all measures already taken and to desist forthwith from taking any action which would alter the status of Jerusalem; (3) request the Secretary-General to report to the Security Council and the General Assembly on the situation and on the implementation of the resolution; and (4) request the Security Council to take the necessary measures to ensure the implementation of the resolution.

The following day a revised text of the draft resolution was submitted, sponsored by Afghanistan, Guinea, Iran, Mali, Pakistan, Somalia and Turkey, in which the final paragraph was reworded so that the Assembly would request "the Security Council to ensure the implementation" of the resolution.

On 14 July the representative of Pakistan announced, on behalf of the sponsors of the draft resolution, that they had agreed, following consultations and in the light of objections of a constitutional nature that had been raised, that the draft resolution should be put to the vote without paragraph 4.

On the same day the Assembly adopted the draft resolution by a roll-call vote of 99 to none, with 18 abstentions, as resolution 2254 (ES-V). Israel did not participate in the vote.

On 17 July the President noted that while members were united in the conviction that a solution must be found in full accord with the purposes and principles of the Charter, the consultations in search of ways and means by which that joint conviction could become a reality had not ended, although there was a slight prospect of reaching agreement. The general feeling was that the consultations should end as soon as possible, and that if there was no agreement the Assembly should not continue indefinitely. He therefore proposed that the Assembly should consider the consultations concluded by the morning of 20 July, and that suggestion was agreed upon. On 20 July, on the proposal of the representative of Finland, the Assembly agreed to defer action until the following afternoon.

On 21 July the representative of Sweden introduced a draft resolution sponsored by Austria, Finland and Sweden, which provided that the Assembly, having considered the grave situation in the Middle East and bearing in mind the resolutions adopted and the proposals considered during the fifth emergency special session, would: (1) recommend to the Security Council to resume its consideration of the tense situation in the Middle East as a matter of urgency; (2) request the Secretary-General to forward the records of the fifth emergency special session to the Security Council; and (3) decide to adjourn the fifth emergency special session temporarily and to authorize the President of the General Assembly to reconvene the session as and when necessary. In introducing the draft, the representative of Sweden said that while it had become

clear that there was in fact broad agreement on many basic purposes and principles, it had not been possible to formulate them in such a manner as to command the support required for the adoption of a resolution. The sponsors had therefore concluded, after wide consultations, that it would be advisable to adjourn the session temporarily, without meaning to suspend efforts to reach peaceful solutions through the United Nations. By adopting the draft resolution the Assembly would stress that the United Nations and all Member States had a continuing responsibility to contribute to the solution of the urgent and grave problems pertaining to the area.

Following a discussion in which the representatives of Albania, Algeria, Guinea, Iraq, Kuwait, Mali, Saudi Arabia, Somalia, Sudan and the United Republic of Tanzania criticized the draft resolution and deplored the failure of the General Assembly to live up to its responsibilities, the Assembly agreed by 36 votes to 34, with 40 abstentions, to recess briefly to consider the draft resolution before proceeding to a vote.

Upon the resumption of the meeting, the representative of Finland introduced, on behalf of the sponsors, a revised text of the draft resolution, under which the Assembly, having considered the grave situation in the Middle East, considering that the Security Council continued to be seized of the problem, and bearing in mind the resolutions adopted and the proposals considered during the fifth emergency special session of the General Assembly, would: (1) request the Secretary-General to forward the records of the fifth emergency special session of the General Assembly to the Security Council in order to facilitate the resumption by the Council, as a matter of urgency, of its consideration of the tense situation in the Middle East; and (2) decide to adjourn the fifth emergency special session temporarily and to authorize the President of the General Assembly to reconvene the session as and when necessary.

The Assembly then took a separate vote on operative paragraph 1 at the request of the representative of the Sudan, and adopted it by a roll-call vote of 62 to 27, with 27 abstentions. The draft resolution as a whole was adopted by a roll-call vote of 63 to 26, with 27 abstentions, as resolution 2256 (ES-V).

By a letter dated 21 July the Secretary-General transmitted to the President of the Security Council the text of resolution 2256 (ES-V) and forwarded to him the records of the fifth emergency special session of the General Assembly.

On 24 July the USSR submitted the text of a statement by the Soviet Government referring to the work of the fifth emergency special session of the General Assembly and maintaining that the United States, some of its allies and the countries subjected to United States pressure had prevented the General Assembly from discharging its proper duty in accordance with the aims of the United Nations Charter.

On 6 September and 4 October the Secretary-General reported on the implementation of paragraphs 8 and 9 of General Assembly resolution 2252 (ES-V) of 4 July in which the Assembly, among other things, appealed to all Governments, as well as organizations and individuals, to make special contributions to alleviate the suffering inflicted on civilians and on prisoners of war as a result of the recent hostilities in the Middle East.

In response to the Secretary-General's notes drawing these paragraphs to the attention of both Member States and non-Member States which are members of specialized agencies, the Secretary-General had received replies from forty-two Member States and from six non-Member States. The report included the substance of the replies from forty-four Governments indicating their contributions in the form of money, transport, supplies or other facilities. Four Governments expressed regret at not being able to contribute.

The fifth emergency special session reconvened on 18 September 1967. A draft resolution was submitted by Austria, Finland and Sweden whereby the Assembly having considered the grave situation in the Middle East and expressing its utmost concern about that situation, would decide to place on the agenda of its twenty-second regular session, as a matter of high priority, the question considered by the fifth emergency special session and refer to its twenty-second regular session the records of the meetings and the documents of its fifth emergency special session.

The draft resolution was adopted as resolution 2257 (ES-V) by 93 votes to none, with 3 abstentions.

The fifth emergency special session was then declared closed.

#### TWENTY-SECOND SESSION

The item "The situation in the Middle East" was on the agenda of the twenty-second session of the General Assembly, but was not considered at the first part of the session. On 19 December 1967, the President stated that the item remained on the agenda together with two other items, and that the session could be resumed when appropriate conditions existed for the study of any of those items.

The twenty-second session was resumed on 24 April 1968. The situation in the Middle East, though on the agenda of the resumed session, had not been discussed before 15 June 1968.

#### B. *Communications and reports to the Security Council and consideration by the Council between 16 June and 31 December 1967*

##### MEETINGS OF THE COUNCIL IN JULY 1967

In a letter dated 8 July, the representative of the United Arab Republic stated that Israel's armed forces had that morning launched an attack against the armed forces of the United Arab Republic stationed south of Port Fouad and the eastern bank of the Suez Canal in violation of the cease-fire order, and had carried out air raids against the United Arab Republic control stations in El Tina, Ras El'Ish and El Kap in the Suez Canal area. He requested that an emergency session of the Council should be convened as soon as possible.

By a letter dated 8 July, the representative of Israel complained of a serious breach of the cease-fire committed by the armed forces of the United Arab Republic on 8 July, when Israel troops stationed in the area of Ras El'Ish, some fifteen kilometres south of Port Said, had been fired on. In order to repel the attacks, Israel aircraft had taken action against the Egyptian gun positions.

When the Security Council met on 8 July, the Secretary-General stated that it was a matter of great regret to him that he was unable to provide the Council with information on the reports of a new outbreak of fighting on 8 July between the armed forces of Israel and the United Arab Republic in the Suez Canal sector. As he had reported to the Council on 4 July 1967, no United Nations military observers had been stationed in the Suez Canal area, and he had therefore received no verified information about hostile activities there. Unlike the two resolutions relating exclusively to the cease-fire between Israel and Syria (resolutions 235 (1967) and 236 (1967)), the Security Council's general cease-fire resolutions of 6 and 7 June (resolutions 233 (1967) and 234 (1967)), which were applicable to the cease-fire between Israel and the United Arab Republic, requested the Secretary-General to keep the Council informed on the situation, but made no provision for any assistance with regard to implementation of the cease-fire. Realizing that he could not discharge his reporting responsibility under the latter two resolutions if he had no means of obtaining reliable information, the Secretary-General had decided on 4 July to take the initiative towards a possible alleviation of the situation. On that date, he had undertaken separate exploratory talks with the representatives of the United Arab Republic and Israel, inquiring what the reactions of their Governments would be to a suggestion from him that United Nations military observers might be stationed in the sector of the Suez Canal where there was now confrontation between the armed forces of the United Arab Republic and those of Israel. Such observers would, of course, have to be stationed on both sides, as had been done in the sector where the forces of Israel and Syria were in confrontation.

On 9 July the President read a statement which was accepted by the members of the Council as a consensus of their views. After referring to Security Council resolutions 233 (1967), 234 (1967), 235 (1967) and 236 (1967), to the need for all parties to observe scrupulously the provisions of those resolutions, and to the statements made by the Secretary-General and the suggestions he had addressed to the parties concerned, he stated his belief that he was reflecting the view of the Council in saying that the Secretary-General should proceed to request the Chief of Staff of the United Nations Truce Supervision Organization in Palestine (UNTSO), General Odd Bull, to work out with the Governments of the United Arab Republic and Israel, as speedily as possible, the necessary arrangements to station United Nations military observers in the Suez Canal sector under the Chief of Staff of UNTSO.

On 11 July the Secretary-General informed the Council that the Governments of the United Arab Republic and Israel had informed him of their acceptance of the proposed stationing of United Nations military observers in the Suez Canal sector.

**THE STATUS OF THE CEASE-FIRE: COMPLAINTS BY THE PARTIES AND REPORTS OF THE SECRETARY-GENERAL (JUNE-OCTOBER 1967)**

In supplementary reports covering the period from 16 June to 13 July, the Secretary-General reported to the Council that, apart from minor incidents and complaints, the situation remained quiet. He also reported on the demarcation of the cease-fire lines between Israel and Syria, pursuant to Security Council resolu-

tions 235 (1967) of 9 June and 236 (1967) of 12 June, on the question of the stationing of United Nations observers in the Suez Canal area and on the question of the return of UNTSO and its Chief of Staff to their headquarters at Government House, Jerusalem, which had been under Israel military control since 5 June 1967.

In reports submitted at intervals up to 24 July, the Secretary-General transmitted information from the Chief of Staff on minor incidents and complaints from both sides, including the movement of armed personnel and vehicles and aircraft across the cease-fire lines and exchanges of small-arms fire. In further reports up to 28 August the Secretary-General reported that since 7 July the situation in general had remained quiet in the Israel-Syria sector.

In two communications dated 27 September and 3 October Syria rejected as false accusations by Israel attributing to Syria responsibility for local resistance on the west bank in Jordan against the Israel occupation. Syria, one letter said, could not be held responsible for national resistance by the Palestine people. Syria also claimed that the destruction by Israel of the villages of Kafr El Mâ and El-Hurriah in occupied Syrian territory was linked to Israel expansionist plans for moving new settlers and colonies into that area.

In its reply of 4 October, Israel declared that Syrian incitement to and involvement in subversive activities against Israel had continued since the cease-fire. The letter quoted from several broadcasts made by the official Damascus radio station, and stated that attacks on Israel citizens and property had recently increased. Interrogation of captured participants had revealed that Syrian military officers were conducting the training of saboteurs who were then sent into Israel. These actions in violation of the cease-fire resolutions were part of the Syrian policy of encouraging the so-called "popular war" against Israel.

During the month of July, Jordan and Israel submitted various charges and counter-charges concerning, among other things, violations of the cease-fire. Further charges were exchanged between Jordan and Israel during the month of October and were brought by them to the notice of the Council.

On 31 July Lebanon informed the Secretary-General that it accepted Security Council resolutions 233 (1967) and 234 (1967) of 6 and 7 June respectively.

On 4 July the Secretary-General reported on his efforts to obtain the restoration of Government House to UNTSO, as the Council had requested on 9 June. His report included an exchange of letters between the representative of Israel and himself as a result of which UNTSO and its Chief of Staff would be enabled to regain their headquarters for their exclusive use without delay. In a further report of 11 August the Secretary-General said that Israel had proposed that the buildings and approximately one third of the area that had been included in the Government House premises on 5 June 1967 should be returned to the Chief of Staff of UNTSO. On 22 August the Secretary-General reported that he had authorized the Chief of Staff to move back into the area offered because of the urgent need for the facilities available there, and as a practical step only. Occupancy by UNTSO was resumed on 23 August.

As regards the Israel-United Arab Republic sector, the Secretary-General informed the Council on 13 July



that the necessary consultations were being carried on by the Chief of Staff of UNTSO for stationing United Nations observers in the Suez Canal area.

In communications dated from 12 to 18 July, the United Arab Republic and Israel submitted charges against each other of exceptional concentration of armed forces on the Suez Canal, violations of the cease-fire, firing at military positions and populated areas, attacks by aircraft, firing on patrol boats, and attempting to launch boats in the Canal. Israel also drew attention to press reports that Algerian troops had participated in violations of the cease-fire and urged that the Secretary-General should make a further effort to obtain acceptance by Algeria of the Council's cease-fire resolutions.

On 17 July the Secretary-General reported, in connexion with the heavy fighting between Israel and United Arab Republic forces on 15 July, that both sides had accepted a cease-fire proposal by the Chief of Staff of UNTSO, General Odd Bull. He also reported that advance parties of the United Nations military observers would begin observation operations on both sides of the Suez sector on 17 July.

In a letter of 17 July referring to the United Arab Republic's letters of 13, 14 and 15 July, the Soviet Union declared to the Council that to prevent further violations of the cease-fire by Israel, the United Nations should seek to obtain the immediate withdrawal of Israel forces from occupied Arab territory.

Replying on 19 July, Israel denied the charge of aggression and declared that the Security Council and the General Assembly had rejected the one-sided view of the Soviet Union that Israel should withdraw its forces from the cease-fire line without any simultaneous and parallel action by the Arab States to establish a situation of peace with Israel.

On 10 August the Secretary-General reported that since UNTSO cease-fire observation in the Suez sector had begun on 17 July, the number of United Nations military observers had been increased to sixteen on each side, with three observation posts on the United Arab Republic side and four on the Israel side. On the basis of revised estimates calling for a total of forty-six temporary observers in the sector, he proposed to secure twenty-one more observers. The report also explained the proposal of the Chief of Staff of UNTSO to Israel and the United Arab Republic that they should stop all military activity in the Suez Canal, including the movement in or into the Canal of boats, for a period of one month starting on 27 July. Israel had accepted the proposal on condition of reciprocity and the United Arab Republic had stated that maintenance of the existing situation under which it was not carrying out any military activity in the Suez Canal would ensure against any threat to the cease-fire decision.

On 28 August the Secretary-General further reported that both Israel and the United Arab Republic had agreed that the arrangement of 27 July would continue in effect until otherwise agreed by the two parties.

During the first week of September there were further charges by the United Arab Republic and Israel of violation of the above agreement and of the cease-fire.

On 4 and 7 September the Secretary-General communicated reports from United Nations military ob-

servers indicating that a heavy exchange of fire on 4 September had been started by a United Arab Republic shot fired at Israel boats in Suez Bay and that the United Arab Republic had again initiated firing on 6 September in the Ismailia area. Observers had eventually brought about an effective cease-fire.

On 22 September 1967 the United Arab Republic made charges of violations of the cease-fire by Israel on seven occasions between 5 and 21 September.

On 26 September Israel denied these charges, stating that, in each case, it was the United Arab Republic that had opened fire. Israel claimed further that on four occasions, between 22 and 25 September, United Arab Republic forces had again opened fire.

The Secretary-General reported on exchanges of fire on 12, 20, 21, 22 and 25 September, stating that the reports of United Nations observers indicated that the firing on 12 and 20 September had been begun by the United Arab Republic and that on 21 September by Israel. He reported further exchanges of fire on 27 September along the whole area from El Kantara to Suez and appealed to both parties to exercise the utmost restraint in the Suez Canal sector, observe strictly the agreed arrangements, and use the United Nations cease-fire machinery.

The exchanges of fire on 27 September were also reported by Israel in a letter dated 29 September in which charges were made of numerous violations of the cease-fire, initiated by United Arab Republic forces.

On 6 October the United Arab Republic declared that previously reported Israel shelling had been systematically designed to damage Suez Canal Authority installations and boats and that Israel should be held liable for indemnities. Replying on 10 October, Israel denied any policy of "selective shelling" and responsibility for damage to near-by buildings when returning fire, in self-defence, at United Arab Republic gun emplacements.

On 13 October the Secretary-General reported that since 29 September the situation had remained quiet except for overflights by both sides on 11 October.

#### TREATMENT OF CIVIL POPULATIONS AND PRISONERS OF WAR AND RELATED MATTERS

During the period from the middle of June to October 1967 the Council received a series of further communications from Arab countries and from Israel concerning the treatment of civilian populations and prisoners of war.

Pursuant to General Assembly resolution 2252 (ES-V) and Security Council resolution 237 (1967), the Secretary-General submitted interim reports in August and September. On 2 October he submitted a report based on the final report of his Special Representative, Mr. Nils Gussing, who had been appointed on 6 July, on the situation of the population in areas now under Israel control, the measures taken to shelter and to facilitate the return of those who had fled, the treatment of prisoners of war and the protection of civilians. The Special Representative had received excellent co-operation at all levels in the countries visited and had been allowed full freedom of movement; however, he had met spokesmen of the civilian population, displaced persons, prisoners of war and local authorities only in the company of government representatives. The view

that talks without witnesses would have provided franker exchanges had been conveyed to Israel representatives, but without result.

Reporting on the safety, welfare and security of the population in areas under Israel control, which had been placed under Israel military administration, the Secretary-General stated that in the Syrian area the entire population had left except for some 6,000 Druses, who had not wanted to leave and were living peacefully, and some 250 other civilians, mainly in Kuneitra.

The Special Representative, in spite of inadequate means of investigation, had looked into selected issues which were the subject of continuing Syrian complaints: namely, the alleged systematic efforts to expel the entire original population from the area and the alleged looting and demolition of entire villages after the cessation of hostilities. While there were strong indications that the majority of the population had left before the end of hostilities, he had found it difficult, in view of conflicting reports on subsequent events, to determine the line between physical and psychological pressure. At the local level it seemed clear that certain actions permitted by local commanders had been an important cause of flight. He had never been informed of any action taken by the Israel authorities to reassure the population. As for looting, the Special Representative felt reasonably sure that responsibility for the extensive looting of Kuneitra lay to a great extent with the Israel forces. On the question of the demolition of villages, Mr. Gussing felt that the vast destruction observed in three of four villages mentioned in Syrian complaints could largely be attributed to military operations.

In the case of the occupied west bank area of Jordan, 200,000 of its population of 1.1 million, including 430,000 registered UNRWA-refugees, had left for the east bank during and after the fighting and a substantial additional number had been displaced. Jordan complaints relevant to the civil population of the west bank, which Israel had either rejected as unfounded or commented on, could not all be investigated in detail or verified by the Special Representative.

As to complaints of Israel's attempts to create another Arab exodus to the east bank, the truth seemed to lie somewhere between an Israel statement that "no encouragement" was given to the population to flee, and the allegations about the use of brutal force and intimidation made by refugees. The impact of hostilities and military occupation, particularly when no measures of reassurance had been taken, had clearly been a main factor in the exodus.

Regarding persons displaced by the demolition of certain villages, the subject of Jordanian complaints, the Special Representative provided more specific details.

The Special Representative had found it difficult to form a firm opinion regarding reports of looting of private property by military personnel since it had taken place two months before his arrival. Israel authorities stated that measures had been taken to prevent looting and to stop it when it occurred.

Views on the economic and social conditions of the civilian population on the west bank had been conflicting. Observation of four main towns indicated that as a result of hostilities the general economy had come to a standstill. The Israel Government had assured the

Special Representative that it had taken initial measures to restart that economy. Delay in the resumption of normal life would mean that there would be a continued need to provide food relief for persons not at present under the care of UNRWA.

The United Arab Republic-administered areas occupied by Israel were the Gaza Strip—consisting of a densely inhabited area with a pre-war population of about 455,000, of whom 315,000 were UNRWA-registered refugees—and Sinai—a vast peninsula, most of the 45,000 to 55,000 inhabitants of which lived in the two towns of El-Arish and East Kantara. The report outlined the economic and social conditions of the population after the fighting which were characterized by unemployment and hardship.

Turning to the situation of persons who had fled from areas under Israel occupation and the question of their return, the report described the emergency assistance provided and current pressing needs. Of the persons involved, 200,000 had moved from the west to the east bank of the Jordan; 110,000 persons according to Syria, 85,000 according to Israel, had moved out of the south-western corner of Syria; and 35,000 had moved across the Suez Canal from the Gaza Strip or Sinai. The number of UNRWA-registered refugees included in the three groups were respectively 93,000, 17,000 and 3,000.

Recalling that in its resolution 237 (1967) the Council had called upon Israel to facilitate the return of these displaced persons, the report gave detailed information obtained by the Special Representative on the three groups.

The Syrian Government strongly desired the return of the displaced persons to their homes through the intervention of the United Nations but was not willing to enter into direct negotiations with Israel. The Israel Government's attitude to the return of displaced persons, applicable to both Syria and the United Arab Republic, was that Israel and Jordan had reached an agreement and that, when talks were initiated with Syria and the United Arab Republic it would be prepared to discuss any outstanding issues including the return of the displaced civilians.

In early July Israel had announced its intention of authorizing the return of displaced persons to the west bank on certain conditions and set 10 August as the deadline for the return. A dispute over the form of applications required by Israel was not resolved until 6 August at a meeting between representatives of Israel, the International Committee of the Red Cross (ICRC) and the Jordanian Red Crescent. Their distribution began on 12 August and Israel extended the deadline to 31 August. According to the Jordanian Government, Israel had approved by 28 August only 4,763 applications, covering 16,266 persons, out of the 40,000 applications, involving 170,000 persons, which had been transmitted through the ICRC. On 9 September, Jordan stated that the total number who had returned was 14,150 (14,056 according to Israel). Israel and Jordan had offered various conflicting reasons why the return operation had not functioned smoothly.

The Special Representative pointed out that only 35,000 persons could have returned by 31 August at the potential daily rate mentioned by Israel. He had been able to assure Israel that Jordan wished to proceed with the return operation in an atmosphere of

restraint. In response to a request by the Secretary-General on 24 August for extension of the deadline, Israel had informed him that displaced persons who had been unable to use previously issued permits would be allowed to return within a fixed period of time and that further individual and reunion-of-family applications would be considered.

Displaced persons in the United Arab Republic had expressed their desire to return to their homes. The Israel attitude to their return was the same as that set forth above in the case of Syrian displaced persons. The United Arab Republic held the view that the Special Representative should initiate discussions regarding the return, while the ICRC might assume responsibility for implementing any agreement reached.

Regarding the correct treatment of prisoners of war, referred to in paragraph 2 of Security Council resolution 237 (1967), Mr. Gussing stated that the ICRC had on the whole been able to play its important role as agent and neutral intermediary in the area of conflict. Jordan, Syria and the United Arab Republic had accused Israel of maltreatment and also of executions of prisoners of war. Israel had denied the allegations and expressed concern over the treatment of Israel prisoners of war in Arab countries, alleging the murder of a few Israel pilots by the United Arab Republic and Syria. The Special Representative had not been in a position to investigate those accusations but in visits to prisoner-of-war camps had gathered the impression that treatment was correct on both sides. An exchange of prisoners had been successfully concluded through the ICRC between Israel on the one side and Jordan, Syria and Lebanon on the other. Negotiations between Israel and the United Arab Republic through the ICRC had not yet led to any agreement.

Regarding the treatment of Jewish minorities, particularly in certain Arab States, about which Israel had expressed concern, the Secretary-General had informed Mr. Gussing that the provisions of resolution 237 (1967) might properly be interpreted as having application to the treatment of both Arab and Jewish persons in the States involved in the war. In response to letters of inquiry to Israel, Syria and the United Arab Republic, Israel had replied that except for now discontinued security measures, there had been no discrimination against Arab citizens. The United Arab Republic had expressed to Mr. Gussing its firm opinion that resolution 237 (1967) did not apply to its Jewish minority and requested clarification of that interpretation. Jews of Egyptian nationality, were, it maintained, solely the responsibility of the Government. The Special Representative indicated that there were persistent allegations that 500 to 600 men of the estimated Jewish minority of 2,500 had been kept in detention since the beginning of the war. The Syrian Government had assured Mr. Gussing that the Jewish minority in Syria, numbering about 4,000, was treated in exactly the same way as other Syrian citizens, though, as among the Christian and Moslem population, there were among the Jews certain individuals who were under suspicion for anti-Government activities and were therefore restricted in their movements for security reasons.

On 6 September and 4 October the Secretary-General reported on the implementation of paragraphs 8 and 9 of resolution 2252 (ES-V) of 4 July in which the Assembly, among other things, appealed to all Governments, as well as organizations and individuals, to make

special contributions to alleviate the suffering inflicted on civilians and on prisoners of war as a result of the recent hostilities in the Middle East. In response to the Secretary-General's notes drawing these paragraphs to the attention of both Member States and non-Member States which are members of specialized agencies, the Secretary-General had received replies from forty-two Member States and from six non-member States. The report included the substance of the replies from forty-four Governments indicating their contributions in the form of money, transport, supplies or other facilities. Four Governments expressed regret at not being able to contribute.

#### COMMUNICATIONS CONCERNING THE SITUATION IN AND AROUND JERUSALEM AND ITS HOLY PLACES AND REPORTS OF THE SECRETARY-GENERAL (JULY-AUGUST 1967)

During July and August there was a series of communications from Jordan and other Arab States protesting against the Israel annexation of Jerusalem.

The Secretary-General, in a note dated 14 August, informed the Council that he had appointed Mr. Ernesto A. Thalmann of Switzerland as his Personal Representative in Jerusalem. Mr. Thalmann's mission would be solely to obtain information as a basis for the report requested of the Secretary-General under paragraph 3 of General Assembly resolution 2254 (ES-V) of 14 July; it would not entail any negotiations relating to the implementation of that resolution.

On 12 September the Secretary-General submitted a report in two parts on the situation in Jerusalem, part one being based on information gathered by his Personal Representative during his two-week mission. After giving details of changes in Jerusalem's geography, population and municipal administration, the Personal Representative stated that Israel leaders had made clear to him beyond any doubt that Israel was taking every step to place under its sovereignty those parts of the city not controlled before June 1967. For practical reasons, not all Israel laws and regulations were yet being enforced but the declared objective was to equalize the legal and administrative status of residents of all parts of the city. The Israel authorities stated unequivocally that the process of integration was irreversible and not negotiable.

While admitting serious economic problems of adjustment in East Jerusalem, Israel authorities maintained that in many respects the economy was in a prosperous state owing to the flow of Israelis and that the adverse effects of the cessation of tourism should not be unduly protracted. Everything was being done not to cut off East Jerusalem from its west bank source of supply, especially of agricultural produce. The Israel system of excise and customs duties, income tax, municipal taxes and vehicle licence fees was being applied in East Jerusalem, all being higher than those previously paid there. The question of the increased cost of living was being studied and the pay of salaried officials had been increased, though not yet up to the Israel scale. Serious obstacles to economic recovery had been caused by monetary problems, including the closure of some East Jerusalem banks and the question of the rate of exchange of the Jordan dinar for the Israel pound.

The High Rabbinical Court had been moved to East Jerusalem. Moslem courts, the Israel authorities stated, were functioning in the same manner as in the past.

As for education, it was intended to introduce as soon as possible in East Jerusalem all the educational laws and regulations applicable in Israel to Arab children, using the existing curriculum and textbooks and maintaining Arabic as the basic language of instruction. All previously employed teachers had been invited to continue their work. Information from other sources made the Personal Representative doubt whether the teachers would be prepared to co-operate with the Israel authorities in reopening the schools.

Turning to the situation in Jerusalem as described by Arab personalities, the Personal Representative explained that the disproportionately large amount of information he had received from the Israel side, as compared with that from Arab sources, was due partly to the fact that his investigations were carried out in an Israel-controlled area. Israel representatives had stated that the Arab personalities interviewed were, with few exceptions, members of the National Council of the Palestine Liberation Organization and did not truly represent the population. The Personal Representative noted that Arab-provided documents were signed by a wide range of personalities, including many previous Jordanian officials and recognized religious leaders.

The report described the most important Arab complaints against the Israel authorities. Most Arabs stated the Moslem population was shocked by Israel desecration of Moslem Holy Places. The bulldozing of 135 Arab-owned houses in the Maghrabi Quarter (in front of the Wailing Wall) and the expulsion of their inhabitants had aroused strong feelings, as had the eviction of 3,000 residents from the so-called Jewish Quarter. The application of Israel civil law was unacceptable to the Arabs, as was the Israel claim of jurisdiction over the Moslem religious courts and control over sermons from the El-Aksa Mosque. The dissolution of the elected Municipal Council of East Jerusalem was a violation of international law. Action taken by Arab notables to establish a public administration in accordance with Jordanian law had not been recognized by the Israel authorities. Measures by Israel with respect to taxes, customs duties, licences, absentee properties and other economic matters were considered oppressive and there was a growing feeling of economic strangulation. There was pronounced aversion to the efforts of the Israel authorities to apply their own educational system to Arab schools.

The Personal Representative was told that the Arabs were ready to co-operate with a military occupation régime on questions of administration and public welfare but were opposed to civil incorporation by force into the Israel Estate system, an act regarded as a violation of international law, which prohibited an occupying Power from changing the legal and administrative structure.

All representatives of the religious communities met by the Personal Representative agreed that the Holy Places needed special protection and that their believers should have free access to those places. Reassuring statements made in this connexion by Israel authorities were favourably received. Apart from the Moslems, essentially only the Catholic Church adopted a systematically divergent attitude: the Holy See was convinced that the only solution offering sufficient guarantee for the protection of Jerusalem and its Holy Places was to place that city and its vicinity under an

international régime in the form of a *corpus separatum*. Various religious leaders hoped that their links with the outside world, including the Arab countries, would remain open. The Personal Representative was assured by Israel that a liberal practice would be pursued: so far as entry from Arab countries was concerned, it was for those countries to issue the relevant permits.

Part two of the report set forth the response of Israel dated 11 September, to the Secretary-General's letter of 15 July transmitting the text of General Assembly resolution 2254 (ES-V) of 14 July. The Israel Minister for Foreign Affairs stated that it was necessary to ensure equal rights and opportunities to all residents of the city. No international or other interest would be served by the institution of divisions and barriers. It was his Government's policy to secure appropriate expression of the special interest of the three great religions in Jerusalem, in co-operation with the universal interests concerned, by ensuring that the Moslem, as well as the Christian and Jewish Holy Places, should be scrupulously respected and revered, and placed under the responsibility of a recognized Moslem authority.

#### CONSIDERATION BY THE COUNCIL OF FURTHER COMPLAINTS BY ISRAEL AND THE UNITED ARAB REPUBLIC AND REPORTS OF THE SECRETARY-GENERAL

(October 1967)

In letters to the Council of 21 and 22 October 1967, Israel charged the United Arab Republic with a premeditated and unprovoked attack at 1730 hours local time on 21 October on the Israel destroyer *Eilat*, at position 31°20.5' North, 32°8' East, on the high seas to the north of the Sinai peninsula, while it was on a routine patrol which had been known to the United Arab Republic for several months. The first two surface-to-surface missiles launched from within Port Said harbour, approximately fourteen nautical miles distant, had immobilized the ship, which had dropped anchor. Two more missiles fired at 1930 hours at the helpless vessel had forced abandonment of the sinking ship. Casualties included fifteen killed, thirty-six missing and forty-eight wounded, eight of them seriously. Israel denied that the ship had opened fire on Port Said, as alleged by the United Arab Republic authorities. It declared that this aggressive act was the culmination of a series of violations of the Security Council's cease-fire resolutions and an outrageous violation of the international law of the sea.

On 22 October the Secretary-General reported, on the basis of information submitted by the Chief of Staff of UNTSO, that the Senior United Arab Republic Liaison Officer had stated that at 1750 hours local time one Israel boat had entered territorial waters, had opened fire at 1755 hours and that fire had been returned and the destroyer sunk at 1817 hours. At 2045 hours, the Israel Liaison Officer had confirmed that the Israel destroyer had been attacked and presumably sunk. He believed the ship had been approximately thirteen miles east of Port Said and approximately ten miles off shore. In response to a Chief of Staff message that he expected no interference with any rescue operations, the Senior United Arab Republic Liaison Officer had informed him that the local commander had been forbidden to fire. The Chief of Staff had no verified information about the nature of the attack as the United Nations military observers in the



Suez Canal sector had no means of observing such incidents at sea. On 24 October the Chief of Staff had been informed that the destroyer had been hit by a guided missile from a United Arab Republic torpedo boat outside Port Said when it had been eleven nautical miles north-east of Port Said.

On 22 October the United Arab Republic informed the Security Council that at 1730 hours on 21 October, an Israel destroyer had been seen speeding in its territorial waters off Port Said shores and that its naval units in Port Said had been compelled to act in self-defence to stop the advance of the Israel vessel. The subsequent exchange of fire had resulted in the sinking of the destroyer. This latest aggressive violation of the cease-fire followed the series of attacks on populated cities in the Suez Canal sector which had prompted the United Arab Republic to evacuate over 300,000 of that sector's inhabitants.

On 24 October 1967 the United Arab Republic charged Israel forces with unprovoked, premeditated, flagrant aggression at 1430 hours local time on 24 October, when they had started a continuous shelling of the city of Suez resulting in extensive human losses and severe damage to property. The Israel forces had also systematically shelled and completely or severely damaged industrial installations, including the petroleum refineries in Suez, the Nasr plants for fertilizer, and installations in the Suez harbour. These military operations could not be justified as a retaliatory measure against the sinking of the Israel destroyer because they were conducted against civilian and industrial installations, not against military targets. The Israel forces had not responded to the cease-fire requests of the United Nations observers until their planned aggression had been implemented. An urgent meeting of the Security Council was requested.

On the same day Israel charged that United Arab Republic forces had opened fire from the cities of Port Ibrahim and Suez on the west bank of the Suez Canal on Israel forces on the east bank north of Port Tawfiq at 1430 hours. The artillery fire had been returned. Because of the location of the Egyptian artillery, some oil refineries were believed to have been hit. A cease-fire proposed by United Nations military observers for 1730 hours had been accepted by both parties and had taken effect.

On 24 and 25 October the Secretary-General transmitted reports from the Chief of Staff of UNTSO. The military observers had not ascertained the initiator of the firing south of Little Bitter Lake heard at 1423 hours on 24 October. Israel forces had initiated artillery fire at 1431 hours at the oil refinery south-west of Port Suez. A heavy exchange of fire had developed at 1435 hours in the Port Tawfiq-Suez area. At 1445 hours United Nations military observers had proposed a cease-fire for 1530 hours. The United Arab Republic had accepted. At 1535 hours Israel had stated it would agree to a cease-fire at 1730 hours. After vain efforts by the observers to obtain acceptance by Israel of an earlier cease-fire, the Chief of Staff had finally proposed one for 1730 hours, a proposal accepted by the United Arab Republic at 1645 and Israel at 1713 hours. Heavy to sporadic firing had continued until the cease-fire time.

The United Arab Republic and Israel letters of 24 October were placed on the agenda and considered at three meetings of the Security Council held on 24 and 25 October 1967.

On 24 October the USSR submitted a draft resolution by which the Council would: (1) strongly condemn Israel for the act of aggression committed by it in the area of the city of Suez; (2) demand that Israel compensate the United Arab Republic for the damage caused; and (3) urgently call upon Israel strictly to observe the cease-fire resolutions of 6 and 7 June (resolutions 233 (1967) and 234 (1967)).

At the same meeting the United States submitted a draft resolution by which the Council would (1) condemn any and all violations of the cease-fire; (2) insist that the Member States concerned scrupulously respect the cease-fire as contained in resolutions 233 (1967), 234 (1967), 235 (1967) and 236 (1967) and the consensus of 10 July and co-operate fully with the Chief of Staff and the United Nations military observers; and (3) call on the Governments concerned to issue categorical instructions to all military forces to refrain from all firing.

On 25 October, the President of the Council announced that, as a result of consultations, agreement had been reached on a draft resolution by which the Security Council, gravely concerned over recent military activities in the Middle East carried out in spite of the Council resolutions ordering a cease-fire, would: (1) condemn the violations of the cease-fire; (2) regret the resulting casualties and property damage; (3) reaffirm the necessity of the strict observance of the resolutions; and (4) demand that the Member States concerned cease immediately all prohibited military activities in the area and co-operate fully and promptly with UNTSO. This draft was adopted unanimously at the same meeting as resolution 240 (1967).

The representative of the USSR declared that though the USSR draft resolution was completely justified and Israel's sole responsibility clear, he had not opposed the text presented by the President because of the desire of some members for unanimity. In the circumstances there was no need to put the USSR draft to a vote. Consultations must be speeded to work out a decision leading to a political settlement in the Near East.

The representative of the United States observed that the Council had refused to take a one-sided view of the situation and had dealt with the incidents in a balanced manner. As a result there was no need to vote on the United States draft resolution.

After the adoption of the resolution, the Secretary-General stated that the need to strengthen the observer operation that had been established in the Suez Canal sector following the Council's consensus of 9 July 1967 had become increasingly apparent. The Secretary-General also reminded the Council that there was no observer operation beyond token representation in the Israel-Jordan and Israel-Lebanon sectors and therefore no machinery to assist in implementing the Council's resolutions of 6 and 7 June, which applied to all sectors.

On 31 October 1967 the Secretary-General, after further consultation with the Chief of Staff of UNTSO, reported more specifically on the requirements for the possible strengthening of the observer operation mentioned in his statement to the Council on 25 October. The report outlined the tentative deployment plan for the additional observers, including the observation posts to be established in consultation with the parties, the need for further consultations with the parties about

the nationalities of the observers, the areas of operation of the proposed patrol craft and helicopters, and other communications and logistic problems. The Secretary-General emphasized that these measures would not suffice to maintain the cease-fire unless the parties exercised the utmost restraint and therefore renewed his appeal of 27 September that in cases of alleged violations of the cease-fire both parties make use of the United Nations cease-fire observation system instead of continuing the practice of resorting directly to violent measures.

#### MEETINGS OF THE COUNCIL IN NOVEMBER 1967

In a letter dated 7 November 1967, the United Arab Republic requested an urgent meeting of the Council to consider the dangerous situation prevailing in the Middle East as a result of the persistence of Israel in not withdrawing its armed forces from all the territories which it had occupied as a result of its aggression committed on 5 June 1967 against the United Arab Republic, Jordan and Syria.

The Security Council considered the United Arab Republic complaint at seven meetings between 9 and 22 November 1967.

Before the Council were two draft resolutions. Under the first, submitted by India, Mali and Nigeria on 7 November, the Security Council would (1) affirm that a just and lasting peace in the Middle East must be achieved within the framework of the United Nations Charter and more particularly of the following principles: (a) occupation or acquisition of territory by military conquest is inadmissible under the Charter and consequently Israel's armed forces should withdraw from all the territories occupied as a result of the recent conflict; (b) every State has the right to live in peace and complete security free from threats or acts of war and consequently all States in the area should terminate the state or claim of belligerency and settle their international disputes by peaceful means; (c) it is obligatory on all Member States of the area to respect the sovereignty, territorial integrity and political independence of one another; (2) affirm that (a) there should be a just settlement of the question of Palestine refugees; (b) there should be a guarantee of freedom of navigation in accordance with international law through international waterways in the area; and (3) request the Secretary-General to dispatch a special representative to the area who would contact the States concerned in order to co-ordinate efforts to achieve the purposes of this resolution and to submit a report to the Council within thirty days.

The representative of India, introducing the three-Power draft resolution, said that the Afro-Asian and Latin American members of the Council had intensively examined all the proposals, formal and informal, put forward during the fifth emergency special session of the General Assembly and taken into account the views of other members of the Council and of the parties concerned in order to try to produce a fair and balanced formulation. The draft resolution closely paralleled the twenty-Power draft resolution submitted by the Latin American group in the General Assembly. Although some of its provisions were not in accordance with the wishes of the parties and there were differences within the Council, the sponsors had tried to narrow the differences down so as to initiate a peaceful settlement.

Under the second draft resolution, submitted on the same day by the United States, the Security Council would (1) affirm that the fulfilment of Charter principles required the achievement of a state of just and lasting peace in the Middle East embracing withdrawal of armed forces from occupied territories, the termination of claims or states of belligerence, and mutual recognition and respect for the right of every State in the area to sovereign existence, territorial integrity, political independence, secure and recognized boundaries, and freedom from the threat or use of force; (2) affirm further the necessity: (a) for guaranteeing freedom of navigation through international waterways in the area; (b) for achieving a just settlement of the refugee problem; (c) for guaranteeing the territorial inviolability and political independence of every State in the area, through measures including the establishment of demilitarized zones; (d) for achieving a limitation of the wasteful and destructive arms race in the area; (3) request the Secretary-General to designate a Special Representative to proceed to the Middle East to establish and maintain contacts with the States concerned with a view to assisting them in the working out of solutions in accordance with the purposes of the resolution and in creating a just and lasting peace in the area; and (4) request the Secretary-General to report to the Security Council on the progress of the efforts of the Special Representative as soon as possible.

The representative of the United States said that the terms of his delegation's draft resolution were founded on the conviction that a durable peace must embrace the five policy principles set forth by President Johnson on 19 June 1967, namely, the recognized right of national life, justice for the refugees, innocent maritime passage, limits on the wasteful and destructive arms race, and political independence and territorial integrity for all. The principal parties on both sides had accepted those principles as the framework for a just peace. How the draft's objectives could be achieved in practice could be worked out only in consultations with the parties which the special representative would undertake. Peace depended primarily upon the parties to the conflict; it was not for the Council to seek to impose the exact terms of a settlement.

On 16 November the representative of the United Kingdom introduced a draft resolution under which the Security Council would (1) affirm that the fulfilment of Charter principles required the establishment of a just and lasting peace in the Middle East which should include the application of both the following principles: (a) withdrawal of Israel 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; (2) affirm further the necessity (a) for guaranteeing freedom of navigation through international waterways in the area; (b) for achieving a just settlement of the refugee problem; and (c) for guaranteeing the territorial inviolability and political independence of every State in the area, through measures including the establishment of demilitarized zones; (3) request the Secretary-General to designate a Special Representative to proceed to the Middle East to establish and maintain contacts with the States concerned in order to promote agreement and assist efforts to achieve

a peaceful and accepted settlement in accordance with the provisions and principles in the resolution; and (4) request the Secretary-General to report to the Security Council on the progress of the efforts of the Special Representative as soon as possible.

The representative of the United Kingdom, introducing the draft resolution, said that, while he could not guarantee that it would be accepted in full by either side, he trusted that it would be regarded as a balanced and just text. As to operative paragraph 1, and with due respect for fulfilment of Charter principles, he considered it essential that the principles of both withdrawal and security should be applied, and had no doubt that the words set out throughout that paragraph were perfectly clear. As to operative paragraph 2, he believed that there was no disagreement that there must be a guarantee of freedom of navigation through international waterways. There must be a just settlement of the refugee problem. There must be a guarantee and adequate means to ensure the territorial inviolability and political independence of every State in the area. As to operative paragraph 3, the United Nations Special Representative should be free to decide himself the exact means and methods by which he pursued his endeavours in contact with the States concerned both to promote agreement and to assist efforts to achieve a peaceful and accepted and final settlement.

On 20 November the representative of the USSR submitted a draft resolution under which the Security Council would (1) declare that peace and final solutions to the Middle East problem could be achieved within the framework of the Charter of the United Nations; (2) urge that the following steps should be taken: (a) the parties to the conflict should immediately withdraw their forces to the positions they had held before 5 June 1967 in accordance with the principle that the seizure of territories as a result of war was inadmissible; and (b) all States Members of the United Nations in the area should immediately recognize that each of them had the right to exist as an independent national State and to live in peace and security, and should renounce all claims and desist from all acts inconsistent with the foregoing; (3) deem it necessary in this connexion to continue its consideration of the situation in the Middle East, collaborating directly with the parties concerned and making use of the presence of the United Nations, with a view to achieving an appropriate and just solution of all aspects of the problem on the basis of the following principles: (a) the use or threat of force in relations between States is incompatible with the Charter of the United Nations; (b) every State must respect the political independence and territorial integrity of all other States in the area; (c) there must be a just settlement of the question of the Palestine refugees; and (d) innocent passage through international waterways in the area in accordance with international agreements; and (4) consider that, in harmony with the steps to be taken along the lines indicated above, all States in the area should put an end to the state of belligerency, take measures to limit the useless and destructive arms race, and discharge the obligations assumed by them under the Charter of the United Nations and international agreements.

The representative of the USSR said that the Soviet draft resolution contained all the key elements of a political settlement, on the need for which the views of the overwhelming majority of Member States of

the United Nations converged. It contained a clear-cut provision on the key question of the withdrawal of Israel troops from all occupied territories of the Arab States to positions that those troops had held before 5 June 1967. That provision was drafted in such a manner that the withdrawal would have to be carried out without delay. The draft also reflected the Soviet Government's position in favour of recognition of the inalienable right of all the States of the Middle East, including Israel, to an independent national existence. It also reflected his Government's support for the independence, freedom and territorial integrity of States, no matter in what part of the globe they were located, and the inadmissibility and cessation of aggression, no matter by whom it had been committed. The Soviet Union was in favour of a peaceful and just solution of the problem of the Arab refugees, based on their lawful rights and interests. The Soviet draft resolution also supported innocent passage of all ships through international waterways, with due respect for the sovereign rights and territorial integrity of States through whose territory those waterways flowed.

On 22 November 1967 the United Kingdom draft resolution was put to the vote and adopted unanimously by the Council as resolution 242 (1967). The President said that the United States, the USSR and the sponsors of the three-Power draft resolution had stated that they would not press their drafts to a vote at that time.

Statements in explanation of their attitudes towards the various draft resolutions and on the voting were made by all the members of the Council as well as by Syria, Jordan and the United Arab Republic.

The representative of India stated the position of the sponsors of the three-Power draft resolution. That draft, he said, gave equal validity to the principles of withdrawal, non-belligerency and secure borders, principles that provided the context within which the problem of the Palestine refugees and that of freedom of navigation in international waterways could be solved. No decision could be accepted or acquiesced in that left out territories occupied by military conquest from the provision of withdrawal. His vote would be determined by his delegation's clear understanding that the United Kingdom draft resolution, studied in the light of policy statements of the British Foreign Secretary, committed the Council to the application of the principle of total withdrawal of Israel forces from all the territories occupied by Israel as a result of the June conflict. That being so, Israel could not use the words "secure and recognized boundaries" to retain any occupied territory.

The representative of the United Kingdom said that he was sure that all the members of the Council would recognize that it was only the resolution that would bind them and he regarded its wording as clear. On its own views and understandings and interpretations each delegation rightly spoke only for itself.

The representative of Syria stated that his delegation could not accept the United Kingdom draft resolution because, among other things, the central issue of withdrawal was made subject to concessions to be imposed on the Arab countries, because it was silent on the systematic violation of the cease-fire resolutions and the rejection by Israel of resolutions concerning the status of Jerusalem and the return of the new refugees since 5 June, and because it ignored the various resolutions on the Palestine question and the right of the Palestinian people to self-determination.

Several members of the Council explained their positions after the vote. The representative of Nigeria said that he had voted for the draft resolution because, taken as a whole, he thought it could promote peace in the Middle East. He also said that, although the three-Power draft was as balanced as had been the twenty-Power draft submitted in the General Assembly, it had been deficient in that the parties to the dispute had not been agreed upon accepting it to the extent, at least, of being ready to co-operate with the Special Representative to be appointed under the terms of that draft. The representative of Mali added that the just solution of the refugee problem lay in the implementation of the resolutions of the General Assembly and the Security Council with a view to restoring the inalienable rights of the people of Palestine.

The representative of the United States declared that his delegation had voted for the draft resolution because it found it entirely consistent with its Government's policy on the Middle East, the five principles of President Johnson and his own statements before the Council. Referring to the views expressed by various members in explanation of their votes, he stated that the voting had not taken place on those views but on the draft resolution. He added that, had not the United Kingdom draft been so delicately balanced, his delegation would have offered an amendment so that the Council could endorse the need to achieve limitation of the arms race in the Middle East. He had been encouraged by a provision to that effect in the USSR draft resolution. He did not conceive that the mandate of the Special Representative excluded his exploring that urgent requirement of peace.

The representatives of Canada and Denmark stated that their approach to all the proposals had been determined by the extent to which they would help get under way diplomatic processes for a peaceful settlement. The adopted resolution took into account the essential interests of both sides and represented a fair, balanced and non-prejudicial basis for the dispatch to the Middle East of a Special Representative of the Secretary-General.

The representative of France stated that his delegation had felt that, to be really useful, draft resolutions should leave no room for ambiguity and that the Special Representative must be given very precise principles on which to act. In his view the three-Power draft resolution would have had significant advantages. His delegation would have preferred the United Kingdom draft to be more explicit on certain points, including the mandate of the Special Representative. However, on the essential question of the withdrawal of the forces of occupation, the French text of paragraph 1 of the adopted resolution, which was identical with the English text, left no room for ambiguity since it spoke of withdrawal "*des territoires occupés*", thus giving a precise interpretation of the expression "territories occupied". He had heard with satisfaction the representative of the United Kingdom stress the link between that provision and the principle of the inadmissibility of the acquisition of territories by force. His delegation had voted for the draft resolution, finding in it the general principles necessary for a solution to the problem.

The representative of the USSR stated that in voting for the United Kingdom draft resolution, his delega-

tion fully shared the interpretation of the representative of India that the provision regarding withdrawal meant withdrawal of Israel forces from all conquered territories of the Arab States. That was confirmed by the fact that the resolution's preamble emphasized the inadmissibility of the acquisition of territory by war. Consequently the provision regarding secure and recognized boundaries could not serve as a pretext for the maintenance of Israel forces on any part of those Arab territories.

The representative of Bulgaria, who interpreted the provision regarding withdrawal in the same way, stated that the resolution adopted had been the only possible compromise which did not jeopardize the interests of the victims of aggression and might open the way to a peaceful settlement, if strictly and judiciously applied.

The representative of Brazil regretted the inability of the non-permanent members of the Council to produce a draft text acceptable to all and based on the principles of the twenty-Power Latin American draft submitted in the Assembly. He stated the incontestable principle that occupation or acquisition of territories by the threat or use of force should not be recognized. Its acceptance did not imply that borders could not be rectified as a result of an agreement freely concluded among the interested States. Although it did not give full satisfaction, his delegation had voted for the resolution because its principles reflected most of those in the Latin American proposal and because it seemed to be viable.

The representative of Argentina had voted for the draft resolution because it was generally acceptable and based on the Latin American proposal, but he would have preferred the clearer formula for withdrawal in that proposal, namely, "Israel to withdraw all its forces from all the territories occupied by it as a result of the recent conflict". He endorsed the principle stated by the representative of Brazil.

The representative of Israel stated that Israel's position remained unchanged. It was now understood as axiomatic that movement from the cease-fire lines could be envisaged only in the framework of a just and lasting peace. The central affirmation of the adopted resolution was the need for such a peace based on secure and recognized boundaries. There was a clear understanding that it was only within the establishment of permanent peace with secure and recognized boundaries, mutually agreed by the parties, that the other principles could be given effect. Israel did not believe that Member States had the right to refuse direct negotiation with those to whom they addressed their claims. The only possible peace that could be established in the Middle East was one that the Governments there built together; it could not be imposed. For Israel, the resolution said what it said. It did not say what it had specifically and consciously avoided saying. He would communicate to his Government for its consideration nothing except the original English text of the resolution, as it had been submitted on 16 November.

The representatives of the United Arab Republic and Jordan reaffirmed that the essential step towards peace was the full withdrawal of the Israel forces from all the territories occupied in the June conflict.



In reports dated 23 November and 22 December, the Secretary-General informed the Council that Ambassador Gunnar Jarring of Sweden had accepted designation as his Special Representative to the Middle East, in accordance with paragraph 3 of the Council's resolution 242 (1967). After consultations with the parties, the Special Representative had set up the headquarters of the mission in Cyprus on 10 December, and by 20 December had completed a first round of visits to the Governments concerned.

#### SUBSEQUENT COMMUNICATIONS AND REPORTS

During November and December 1967 the Council received further communications relating to various aspects of the situation in the Middle East. These included various charges by Israel and Jordan, mainly concerning violations of the cease-fire and of Council resolution 237 (1967).

In connexion with incidents on 20 and 21 November, a report of the Secretary-General stated that because there was no United Nations observation operation in the Israel-Jordan sector, UNTSO had been unable to determine either the origin or the scope of the firing. However, a cease-fire proposal by the Chief of Staff had been accepted by both parties and had taken effect.

On 29 November Israel requested the Secretary-General to circulate its inquiry of 15 November and his reply of 24 November concerning the status of acceptances of the cease-fire resolutions by Algeria, Libya, Mauritania, Morocco, Saudi Arabia, the Sudan, Tunisia and Yemen, States to which the Secretary-General had sent the texts of the relevant resolutions. The Secretary-General's reply stated that no communication in reply had been received from those States.

In a report of 1 December the Secretary-General stated that he had been recruiting forty-seven additional observers from countries mutually acceptable to the parties, as follows: Argentina, Austria, Chile, Finland, France, Ireland and Sweden; it was expected that the first new observers would be arriving early in December. In another report of the same date he informed the Council that the total additional expenditure for observers to 31 December 1967 inclusive was estimated at \$US 315,820. If the Suez Canal sector observer operation was continued in 1968, the estimated cost of the operation for that year would be \$US 873,000. Cost estimates of other measures to strengthen the operation would be reported when figures were available.

On 6 December 1967 the representative of the USSR requested an urgent meeting of the Council to consider the draft resolution submitted by the USSR on 10 November by which the Council would authorize the Secretary-General to increase the number of observers in the Suez Canal sector to ninety and to take the measures proposed in his report to the Council of 31 October concerning the provision of additional technical facilities and means of transport for the United Nations observer group.

On 8 December the President of the Council circulated a statement which reflected the views of the members of the Council. Referring to the Secretary-General's report of 31 October, the statement said that the members, recalling their consensus of 9 July 1967, recognized the necessity of the enlargement by

the Secretary-General of the number of observers in the Suez Canal zone and the provision of additional technical material and means of transportation.

#### C. *Communications and reports to the Security Council and consideration by the Council between 1 January and 15 June 1968*

Between the end of December 1967 and the middle of March 1968, numerous complaints were submitted to the Security Council and the General Assembly by Israel and Jordan concerning incidents involving violations of the cease-fire, deportation of civilians, shelling of refugee camps, attacks on villages, and abuse of the Holy Places and the civil population of occupied Jerusalem.

In the same period, charges were made by the United Arab Republic, and by Lebanon as Chairman of the Arab Group of States, which were denied by Israel, to the effect that the Israel forces in the occupied territories, contrary to the Geneva Conventions and the Universal Declaration of Human Rights, and in defiance of Security Council and General Assembly resolutions, were carrying out military operations aimed at terrifying and coercing the civilian population in those areas and forcing them to flee or acquiesce in accepting the foreign occupation of Israel.

During January, the United Arab Republic also charged Israel with violating the cease-fire in the Suez Canal area in an endeavour to obstruct operations for the release of ships stranded in the Canal. The Suez Canal sector was also the subject of reports by the Chief of Staff of UNTSO submitted by the Secretary-General on 26 and 31 January. In an incident on 25 January, the observations posts had reported small arms and machine-gun fire across the Canal, and efforts, which had eventually succeeded, to secure a cease-fire. Another incident occurred on 30 January, when Suez Canal Authority boats, engaged in a technical survey of navigational conditions northward in the Canal, had been fired upon by Israel Defence Forces, and the firing had been returned by United Arab Republic forces; firing had continued from both sides until a cease-fire had become effective a few hours later. The incident had a bearing on plans which had been developed, after consultation with both the United Arab Republic and Israel, by the Secretary-General's Special Representative to the Middle East, Mr. Gunnar Jarring, who had sought to safeguard the cease-fire while an evacuation operation and its preparatory phases were being carried out. Information in advance of all activity and the schedule of work were to have been conveyed by the United Arab Republic to the Chief of Staff of UNTSO, who would have kept the Israel authorities informed of the arrangements with a view to preventing any breach of the cease-fire. However, in view of the conflicting positions taken by the parties regarding the northern part of the Canal, UNTSO had warned the United Arab Republic that it could not give an assurance about maintaining the cease-fire if the survey boats moved northward. The Secretary-General had on 28 January urged Israel to permit the survey of the Canal to the north to proceed under the eyes of the United Nations observers, as he felt the projected survey to be a technical undertaking whose findings should not be prejudged and

which could not afford any security risk for Israel. Pending Israel's reply, he had informed the United Arab Republic on 29 January of his hope that pending the outcome of his efforts to resolve the difficulty over the question of the survey to the north, the work toward the south would continue on schedule, and if it should indicate that all the stranded ships could be evacuated to the south there would be no problem. UNTSO was informed that it was unlikely that Israel would be willing to consider its agreement regarding the southward release of the stranded ships as including any survey work to the north. By the time the Israel reply to the Secretary-General's letter of 28 January was prepared, the shooting had broken out on 30 January, and Israel charged the United Arab Republic with having violated the cease-fire arrangements as well as with responsibility for having blocked the exit of the stranded ships and for keeping them there. In conclusion, the Secretary-General said that the difficulties encountered by the operation demonstrated graphically the complexities and hazards involved in seeking solutions even to relatively non-controversial matters on which the parties themselves were agreed in principle. The United Arab Republic authorities had halted the whole operation for evacuating the ships and the future chances of its completion were in serious doubt. He hoped that it might still be possible to effect an arrangement that would enable that important effort to be successfully concluded.

The Secretary-General also submitted reports to the Council on 17 January and 29 March on the progress of the efforts of his Special Representative to the Middle East, setting forth the itinerary he had followed in his consultations with the Governments in the area, and describing in general the types of questions dealt with in his talks, although it was premature to report on the substance of those discussions. They related to the large and fundamental problems referred to in Security Council resolution 242 (1967) of 22 November 1967, and secondary ones whose solution would contribute to an improvement of the general atmosphere by relieving certain unnecessary hardships which had resulted from the June 1967 hostilities, including the release of stranded ships, the exchange of prisoners of war and measures of a humanitarian character. The Governments visited had continued to extend courtesy and willingness to co-operate and had expressed positive reactions concerning the desirability of continued steps to improve the general atmosphere while searching for solutions to the fundamental problems. The Secretary-General stated on 29 March that the Special Representative had found a basic difference of outlook between the parties, which had been described in some detail by the parties themselves in Council documents and at recent meetings of the Council. Mr. Jarring's efforts had been directed towards obtaining an agreed statement of position concerning the implementation of resolution 242 (1967), which could then be followed by meetings between the parties under his auspices. So far, those efforts had not resulted in agreement; they had, moreover, been interrupted by events during the latter part of March. Contacts were being renewed and a further report would be submitted when the results were known.

On 2 March the Secretary-General submitted a note under General Assembly resolution 2252 (ES-V) and Security Council resolution 237 (1967) on humanitarian assistance, stressing the appeals made by the

Assembly for special contributions to the United Nations Relief and Works Agency for Palestine Refugees in the Near East (UNRWA), and adding his own appeal to all Governments to make urgently whatever contributions they could to meet the new emergency refugee situation then facing the Government of Jordan and UNRWA. In that connexion, he attached a special report of the Commissioner-General of UNRWA on the exodus from the Jordan Valley that had followed military incidents along the river on 8 and 15 February. Those incidents had caused casualties and widespread alarm among the civilian population living on the east side of the Jordan Valley; among them were displaced persons from areas occupied by Israel in June 1967 and refugee residents of the UNRWA, Karameh Camp, where the warehouse was destroyed and schools, health and other facilities damaged. As a result, about 75,000 refugees, displaced persons and villagers had sought refuge on higher ground to the east away from the scene of the firing. At the request of Jordan, UNRWA was continuing its services for those remaining in the Jordan Valley and was working closely with the Government to provide emergency assistance to the newly displaced persons at the places where they were then situated. Those developments confronted Jordan and UNRWA with a new emergency of large proportions, whose dimensions could not yet be fully assessed. As UNRWA already faced a deficit of \$4 million for its existing services, and as the exodus from the Jordan Valley would increase the need for funds and tents, special contributions would be needed if the essential needs of those concerned were to continue to be met.

Around the middle of March, the tempo of charges by Jordan and Israel of violations of the cease-fire and other incidents involving casualties increased, and on 19 March Jordan warned that the Israel authorities were contemplating a mass armed attack against the east bank of the Jordan. Israel had also complained of an increasing number of terrorist activities and had declared that Jordan must accept full responsibility for acts carried out from its territory.

On 21 March the Secretary-General submitted a report based on information from the Chief of Staff of UNTSO concerning fighting which had broken out on that date, and on increasing tension in the Israel-Jordan sector on preceding days. There had also been reports of an unusual build-up of Israel military force in the Jordan Valley area, which could not be verified because no United Nations observers were deployed in that sector. An initiative by Jordan to arrange a meeting of Israel and Jordan liaison officers under United Nations auspices had failed as the Israel side rejected any United Nations presence, a rejection which the Secretary-General thought in the circumstances seemed unnecessarily negative and rigid.

On the same date, the Security Council met in response to requests made by both Jordan and Israel for an urgent meeting. Jordan accused Israel of having launched a mass armed attack and Israel referred to the grave situation created by continuous armed attacks and raids carried out from Jordan territory and to a large-scale campaign of raids, murder and sabotage about to be launched from Jordan.

The Security Council discussed the problem during seven meetings held between 21 and 24 March.

On 23 March, India, Pakistan and Senegal submitted a draft resolution. Under the operative part,

the Council would: (1) condemn the military action launched by Israel in flagrant violation of the Charter of the United Nations and the cease-fire resolutions; (2) warn Israel that actions of military reprisals could not be tolerated and that the Council would have to consider such measures as were envisaged in the Charter to ensure against repetition of such acts; (3) call upon Israel to desist from acts or activities in contravention of resolution 237 (1967); and (4) request the Secretary-General to keep the situation under review and report to the Council as appropriate. The draft resolution was not pressed to a vote.

On 24 March the Council unanimously adopted resolution 248 (1968), which had resulted from informal consultations among its members. By that resolution, the Council, among other things observing that the military action by the armed forces of Israel on the territory of Jordan was of a large-scale and carefully planned nature, and considering that all violent incidents and other violations of the cease-fire should be prevented, and not overlooking past incidents of that nature: (1) deplored the loss of life and heavy damage to property; (2) condemned the military action launched by Israel in flagrant violation of the United Nations Charter and the cease-fire resolutions; (3) deplored all violent incidents in violation of the cease-fire and declared that such actions of military reprisal and other grave violations of the cease-fire could not be tolerated and that it would have to consider further and more effective steps as envisaged in the Charter to ensure against repetition of such acts; (4) called upon Israel to desist from acts or activities in contravention of resolution 237 (1967); and (5) requested the Secretary-General to keep the situation under review and to report to the Council as appropriate.

Five days after the adoption of resolution 248 (1968), the Council again received a series of letters from Israel and Jordan. Israel complained of a mining incident in which four Israel farmers had been killed, Jordan of the use of Israel aircraft to silence Jordanian artillery positions, and both sides complained of the outbreak of heavy firing by the other side against their territory. Both parties requested an urgent meeting of the Security Council.

When the Council convened to consider the complaints on 30 March, it received a report from the Secretary-General in which the new outbreak of fighting so soon after the adoption of the resolution of 24 March was greatly deplored. Since in that resolution the Council had called upon the Secretary-General to keep the situation under review and to report, he especially regretted his inability to submit a helpful report on the fighting of the previous day, since no United Nations military observers were stationed in the Israel-Jordan sector. The Chief of Staff had advised him that it was practically impossible for him to report on the developments in that cease-fire sector. The Secretary-General went on to point out that the presence of United Nations observers could be helpful in preserving a cease-fire in ways other than reporting, and the mere fact of their watchful presence could be something of a deterrent to military activity. He noted that, largely because of the presence of United Nations observers, the cease-fire resolutions were better served and maintained in the Suez Canal

and Israel-Syria sectors than in the Israel-Jordan sector.

The Council's debate extended over four meetings between 30 March and 4 April, during which Israel and Jordan continued to exchange further accusations of hostile acts.

One point emphasized during these meetings was the need for United Nations observers in the Israel-Jordan sector of the cease-fire line; concern was expressed, however, that the Council should not appear to condone an occupation of territory.

At the close of the debate, on 4 April, the President read a statement which had been agreed upon by the members of the Council during consultations. It said that, having heard the statements of the parties in regard to the renewal of the hostilities, the members of the Council were deeply concerned at the deteriorating situation in the area. They therefore considered that the Council should remain seized of the situation and keep it under close review.

On 19 April the Secretary-General submitted a note under General Assembly resolution 2252 (ES-V) and Security Council resolution 237 (1967) on humanitarian questions. Concern about humanitarian questions in the Middle Eastern area was frequently brought to his attention, but since the termination of the mission of his Special Representative, Mr. Nils Gussing, and the submission of his report on 2 October 1967, there had been no United Nations source of first-hand information on those problems. In view of that, the Secretary-General had on 26 February addressed a note to the Government of Israel, which he quoted, indicating that he considered that it would be useful once again for him to send a representative to the area, particularly in order to make it possible to meet his reporting obligations under the relevant resolutions. The Secretary-General felt that a positive step of that kind could serve a number of useful purposes, and hoped that the proposal would commend itself to the Government of Israel. Similar notes were sent on 28 February to the Governments of Jordan, Syria and the United Arab Republic. The Government of Syria agreed on 18 March to the dispatch of a special representative, provided that the mission did not go beyond the terms of reference contained in the two resolutions, and the Governments of Jordan and the United Arab Republic both replied on 26 March that they welcomed the proposal to send a representative to the area for the purposes stated in the two above-mentioned resolutions. On 18 April the Government of Israel replied by expressing willingness to co-operate with such a representative, regarding it as a continuation of the co-operation extended to Mr. Gussing, on the understanding that the mission was intended to be solely of a fact-finding nature. The Secretary-General included in his note the text of his replies to the four Governments expressing gratitude for their agreement to his proposal.

Measures taken by Israel within the occupied part of the City of Jerusalem were the subject of letters addressed to the Security Council and the General Assembly in February, March and April by Jordan and Israel. Jordan felt that recent Israel measures amounted to naked aggression. Israel had bulldozed Arab property, and was planning the enlargement of

the western area of the Wailing Wall. Israel's recent expropriation of 838 acres of the areas adjacent to the Old City was described by Jordan as another attempt to uproot the Arab inhabitants. Both measures had been vehemently protested by the Arab leaders of Jerusalem, who considered that Israel was proceeding with its plans of annexation in utter disregard of Security Council and General Assembly resolutions.

The charges by Jordan were rejected by Israel, which asserted that the allegations were without foundation but followed logically on the destructive attitude adopted by the Jordanian authorities towards the City of Jerusalem and its Holy Places during the period it was under Jordanian control, when they had relentlessly set about destroying the Jewish Quarter, including its synagogues and places of learning and the cemetery on the Mount of Olives. The policy of Israel, which was reiterated, was that the Holy Places should be protected from desecration and any other violation and from anything likely to violate the freedom of access of the members of the different religions to the places sacred to them or to their feelings about those places. As for Jordan's complaint concerning the expropriation of land for the construction of new housing in the modern part of Jerusalem, Israel stated that it referred to vacant land of which about two thirds was public domain or belonged to Jews, and only one third was owned by private Arab landlords. No one was being evicted, and the private owners of the land would receive compensation in accordance with the law. The latter assertion was rejected by Jordan, which claimed that the records of the Land Settlement and Survey Department showed that 796 acres of the property in question was Arab. It charged that Israel planned to establish a self-contained Jewish community to serve as a barrier between the residents of the northern and southern sections of the west bank, with the ultimate aim of dividing the west bank into two separate parts.

On 18 April Jordan drew the Council's attention to Israel's decision to hold a military parade in Jerusalem on 2 May 1968, and attached a map of the proposed parade route nearly half of which, it was asserted, was in occupied Arab Jerusalem. Such a parade, Jordan said, would be a flagrant violation of the letter and spirit of the General Armistice Agreement, of Security Council resolution 162 (1961) endorsing the Mixed Armistice Commission decision of 20 March 1961 which condemned such parades, and of General Assembly resolutions 2253 (ES-V) and 2254 (ES-V). In order to prevent further deterioration of the situation, Jordan asked the Secretary-General to take adequate steps to remedy it and to ensure that the parade was not held.

In a further letter, dated 25 April, Jordan stated that since the adoption of General Assembly resolutions 2253 (ES-V) and 2254 (ES-V), Israel had continued to carry out its plans for the annexation and illegal appropriation of Arab lands in Jerusalem and had persisted in carrying out projects calculated to bring about drastic changes in the national and historical character of the Holy City. It charged that those violations were culminating in the military parade planned for 2 May, which because of its nature and the heavy equipment to be used constituted a serious provocation which would lead to further

deterioration in an explosive situation. Jordan therefore requested an urgent meeting of the Council to consider that development and the situation in Jerusalem and to take measures to remedy the situation.

In a note issued on 26 April, the Secretary-General informed the Security Council and the General Assembly of the text of a note he had felt it necessary to address to the Government of Israel on 20 April expressing his concern about plans to hold a military parade on Israel's Independence Day, on 2 May, much of which would, it appeared, be on the east side of the armistice demarcation line. In his note to Israel the Secretary-General had emphasized that the holding of a military parade in that area at that time would almost surely cause an increase in tension in the Near East and could well have an adverse effect on the efforts then going forward to find a peaceful settlement of the problems in the area.

The complaints submitted by Jordan were considered by the Security Council at eleven meetings, held between 27 April and 21 May 1968.

During the course of two meetings held on 27 April, statements were made by most of the members of the Security Council. India, Senegal and Pakistan submitted a draft resolution under which the Security Council, having heard the statements of the representatives of Jordan and Israel, having considered the Secretary-General's note of 26 April, recalling its resolution 162 (1961) of 11 April 1961, and considering that the holding of a military parade in Jerusalem would aggravate tensions in the area and would have an adverse effect on a peaceful settlement of the problems in the area, would: (1) call upon Israel to refrain from holding the military parade in Jerusalem which was contemplated for 2 May 1968; and (2) request the Secretary-General to report to it on the implementation of the resolution.

As a result of consultations among the members of the Council, the second preambular paragraph was modified by the addition of the words "particularly his note to the Permanent Representative of Israel to the United Nations," following the reference to the Secretary-General's note, and the third preambular paragraph, referring to resolution 162 (1961), was deleted.

On 27 April the Council unanimously adopted the draft resolution as thus revised, as resolution 250 (1968).

On 30 April, the Minister for Foreign Affairs of Israel, in his reply to the Secretary-General's telegram of 27 April transmitting this resolution, stated that he had given careful attention to it and to the Secretary-General's report to the Council of 26 April, and that it was the considered opinion of his Government that the ceremony of 2 May need not and would not have the adverse effects predicted in some quarters. Jordan's objections, he asserted, were based on implacable hostility, not on disinterested concern for regional peace, and its aim was to create, not to alleviate, tension. The tension in the area sprang, however, not from peaceful ceremonies within the cease-fire line, but from terrorist acts across it.

The Council met again on 1 May and agreed to include in its agenda the report of the Secretary-General under General Assembly resolution 2254



(ES-V) relating to Jerusalem. In the course of the meeting, the Council heard statements calling on Israel not to hold the parade.

In a report to the Council on 2 May, submitted in compliance with resolution 250 (1967), the Secretary-General informed the Council with regret that the parade had taken place in Jerusalem as scheduled, having been held in the area east of the armistice demarcation line for approximately two hours and ten minutes. As far as he knew, there had been no incidents, but in the absence of United Nations observers it was not possible to provide fully verified information.

At the second of two meetings held on 2 May, the Security Council unanimously adopted resolution 251 (1968), the text of which had been arrived at after consultations. In its resolution the Council, noting the Secretary-General's reports of 26 April and 2 May and recalling its resolution 250 (1968) of 27 April, deeply deplored the holding by Israel of the military parade in Jerusalem on 2 May 1968 in disregard of the unanimous decision adopted by the Council on 27 April.

The following day the Council continued its consideration of the other portion of Jordan's complaint, namely, the situation in Jerusalem, and heard a statement by the elected Mayor of Jerusalem, Mr. Rouhi El-Khatib, under rule 39 of its provisional rules of procedure, following a request by Jordan that he should be invited to appear before it under that rule.

In the course of the ensuing discussion in the Council between 3 and 21 May, although there were differing views as to the immediate course to be followed, all the speakers called in one way or another for continued efforts to secure implementation of resolution 242 (1967) of 22 November 1967 and deplored the continuing state of tension, which many felt to have been exemplified by Israel's failure to respect the Council's resolution regarding the military parade.

On 21 May the Council considered a revised text of a draft resolution that had been submitted the previous day by Pakistan and Senegal. It adopted the revised draft resolution by 13 votes to none, with 2 abstentions (Canada, United States), as resolution 252 (1968).

Under this resolution the Council, *inter alia*, recalling General Assembly resolutions 2253 (ES-V) and 2254 (ES-V) of 4 and 14 July 1957, noting that since the adoption of those resolutions Israel had taken further measures and actions in contravention thereof, bearing in mind the need to work for a just and lasting peace, and reaffirming that acquisition of ter-

ritory by military conquest was inadmissible: (1) deplored the failure of Israel to comply with the General Assembly resolutions mentioned above; (2) considered that all legislative and administrative measures and actions taken by Israel, including expropriation of land and properties thereon, which tended to change the legal status of Jerusalem were invalid and could not change that status; (3) urgently called upon Israel to rescind all such measures already taken and to desist forthwith from taking any further action which tended to change the status of Jerusalem; and (4) requested the Secretary-General to report to the Security Council on the implementation of the resolution.

During and subsequent to the period of the Council's discussions on Jerusalem, the Secretary-General submitted to the Council further information received from the Chief of Staff of UNTSO concerning firing incidents in the Suez Canal sector. On 27 April, the cease-fire had been breached by Israel and a cease-fire had been obtained approximately one hour later. On 22 May the firing had been initiated from the western side, and on 14 June it had been impossible to identify the source of the first shots. In both of the latter two cases, United Arab Republic sources had claimed that Israel soldiers were swimming in the Canal.

Other communications transmitted to the Council during May and June concerned complaints of firing across the armistice demarcation line between Israel and Lebanon, which were submitted and denied by both sides; Israel charges of mistreatment of Jewish inhabitants of Iraq, which Iraq rejected; and further complaints by the United Arab Republic concerning the treatment of civilians in occupied Arab territories, which were rejected by Israel.

During May and June, Israel and Jordan both submitted complaints of violations of the cease-fire. Jordan asserted that on 4 June Israel had launched a surprise attack using machine-guns and artillery, land-to-land rockets and military aircraft and missiles, which shelled Jordanian villages and the city of Irbid, causing many casualties. Israel charged that on 4 June a large-scale Jordanian assault had taken place in which artillery was directed against Israel villages, causing several casualties. It claimed that the action had come in the wake of a series of Jordanian acts of aggression which had increased in intensity in the preceding days.

On 5 June, both Jordan and Israel requested the convocation of an urgent meeting of the Council to consider their complaints. Up to 15 June these complaints had not been considered by the Council.

## REFERENCES

For relevant documents and meetings, see:

- (a) *Official Records of the Security Council, Twenty-second Year, Supplement for April, May and June 1967; ibid., Supplement for July, August and September 1967; ibid., Supplement for October, November and December 1967; ibid., Twenty-third Year, Supplement for January, February and March 1968; and ibid., Supplement for April, May and June 1968;*
- (b) *Official Records of the Security Council, Twenty-second Year, 1341st to 1361st, 1365th, 1366th, 1369th to 1371st, 1373rd, 1375th, 1379th to 1382nd, 1401st to 1407th, 1409th to 1412th, 1416th to 1426th, and 1429th meetings;*
- (c) *Official Records of the General Assembly, Fifth Emergency Special Session, Annexes, agenda item 5; and ibid., Twenty-second Session, Annexes, agenda item 94.*



## CHAPTER II

# The United Nations operation in Cyprus

During the past year the Security Council, always by unanimous decisions, on three occasions extended the stationing of the United Nations Peace-keeping Force in Cyprus: for a six-month period in June 1967, and for three-month periods in December 1967 and March 1968. The Security Council also approved unanimously a consensus in November 1967 on the dangerous situation that had then developed in Cyprus as a result of shooting incidents in the Ayios Theodoros-Kophinou area and called upon all the parties concerned to help maintain peace in the region.

### CONSIDERATION BY THE SECURITY COUNCIL ON 19 JUNE 1967

On 19 June 1967 the Security Council considered the Secretary-General's report for the period 6 December 1966 to 12 June 1967.

The Council had before it a seven-Power draft resolution, which it adopted unanimously as resolution 238 (1967). In the resolution the Council reaffirmed its previous resolutions on Cyprus and the consensus expressed by the President of the Council on 11 August 1964 and again extended the mandate of the United Nations Peace-keeping Force for an additional period of six months, ending 26 December 1967, in the expectation that by then sufficient progress would have been made towards a solution of the Cyprus problem to permit a possible withdrawal or substantial reduction of the Force.

### SPECIAL REPORTS BY THE SECRETARY-GENERAL FROM 16 TO 24 NOVEMBER 1967

On 16 November the Secretary-General informed the Security Council about developments in the Ayios Theodoros-Kophinou area, where a Cyprus police patrol escorted by National Guard troops had engaged in heavy fighting with local Turkish Cypriot fighters over the issue of resuming Cyprus police patrols through the Turkish sector of Ayios Theodoros. These had been temporarily suspended by the Cyprus police after some shooting incidents in July 1967. Despite UNFICYP attempts from September 1967 to help negotiate a fair settlement and to ease mounting tensions, the National Guard and the Cyprus police unilaterally resumed patrolling through the Turkish sector of Ayios Theodoros. On 15 November, Turkish Cypriot fighters fired at the patrol. National Guard troops and the patrol returned the fire with excessive force, overran Turkish Cypriot fighter positions and consequently set off a deep political crisis. During the fighting, National Guard troops had moved in such a manner as to draw fire on UNFICYP positions, and some of them engaged in abusive treatment of

UNFICYP personnel and caused damage to UNFICYP equipment. The Secretary-General, in a note of 16 November, protested to the Cyprus Government about this matter.

The Government of Turkey considered the incident a planned and premeditated provocation by General Grivas. It asked the Force to interpose itself between the fighting factions.

From the beginning, the Secretary-General in New York and the Force Commander and the Special Representative in Nicosia made incessant attempts to effect a cease-fire. At the same time, the Secretary-General requested the Turkish Government to exercise restraint.

Shortly before midnight (local time) on 15 November a cease-fire was finally ordered by the Cyprus Government, effective immediately.

On 18 November the Secretary-General reported that the situation in the area remained calm but tense. Sporadic shooting incidents and aircraft sightings, however, had been reported by UNFICYP units. The Permanent Representative of Cyprus had informed the Secretary-General that his Government had positively identified the jets as Turkish military aircraft. He and the Greek Permanent Representative expressed to the Secretary-General their Governments' anxiety about those overflights. The Secretary-General appealed to the Government of Turkey for restraint.

On 20 November the Secretary-General reported continued overflights by Turkish aircraft, incidents in the Limnitis enclave and the beating up and disarming of a Force patrol by Turkish Cypriot fighters.

On 22 November the Secretary-General addressed an urgent appeal to the President of Cyprus and the Prime Ministers of Greece and Turkey. He stated that alarming reports had reached him of military preparations, movement of forces and threatening statements which had only added to the tension already prevailing in Cyprus, Greece and Turkey, increasing thereby the danger of military conflict in the area. In the interest of peace the Secretary-General most earnestly requested the three Governments to avoid the outbreak of hostilities among them. As an exceptional measure the Secretary-General proposed the sending to Ankara, Athens and Nicosia of Mr. José Rolz-Bennett, Under-Secretary for Special Political Affairs, as his Personal Representative to assist the three Governments in all possible ways to reduce existing tensions. The three Governments later indicated that they would welcome the Secretary-General's Personal Representative in their capitals.

In his reply, dated 24 November, the Prime Minister of Greece recalled that the Greek Government had exer-

cised restraint, had done its utmost for the restoration of normality in the area of the recent incidents, and had refrained from making menacing or provocative statements. Greece desired the settlement of any dispute by peaceful means.

On 24 November the Secretary-General addressed a new appeal to the President of Cyprus and the Prime Ministers of Greece and Turkey. The appeal stated that the portents regarding Cyprus had become increasingly ominous. Indications had shown that Greece and Turkey were at the brink of war over Cyprus. The Secretary-General, therefore, appealed again in the strongest possible terms for restraint. To remove the immediate threat of war by a reasoned and earnest effort, the three parties concerned were urged to agree upon and arrange for a staged reduction and the ultimate withdrawal of all non-Cypriot armed forces from Cyprus, other than the United Nations Force, and the Secretary-General offered his assistance to the parties in the working out of a programme of phased withdrawals.

#### CONSIDERATION BY THE SECURITY COUNCIL ON 24 NOVEMBER 1967

On 24 November 1967 the Security Council met at the urgent request of Cyprus to consider the situation in that country and the special reports of the Secretary-General. At the Presidents' suggestion, members of the Council and the representatives of Cyprus, Greece and Turkey held unofficial consultations. As a result of the consultations, the Council unanimously approved a consensus expressed by its President in the early hours of 25 November. In the consensus the Council, *inter alia*, noted with satisfaction the efforts the Secretary-General had undertaken to help maintain peace in the region and called upon all the parties concerned to show the utmost moderation and restraint and to refrain from any act which might aggravate the situation in Cyprus.

#### FURTHER SPECIAL REPORTS BY THE SECRETARY-GENERAL FROM 3 TO 6 DECEMBER 1967

In a special report the Secretary-General made public the replies he had received from Greece and Cyprus and the oral communication from Turkey in respect of his previous appeals.

The President of Cyprus, on 27 November, replied to the Secretary-General's second appeal by welcoming the Secretary-General's personal offer of assistance and expressing his Government's and his personal gratitude for the efforts the Secretary-General had made for the preservation of peace in the area, including the sending of Mr. Rolz-Bennett on his current mission.

In a letter dated 27 November, the Prime Minister of Greece said it was essential that the Turkish Government should give formal assurances that it would respect the sovereignty and independence of Cyprus and refrain from any military intervention in its internal affairs. Furthermore, if there was to be a withdrawal of non-Cypriot troops from Cyprus, that move should be accompanied by a recall of military preparedness measures taken by the Turkish Government.

The Permanent Representative of Turkey stated, in an oral communication to the Secretary-General on 28 November, that members of the Turkish Government had had conversations with Mr. Rolz-Bennett and with

other emissaries in the spirit of the Secretary-General's appeals, had explained to them the Turkish position and had been of the view that the purposes of the appeals could best be served if Greece adopted without delay a constructive attitude.

On 3 December the Secretary-General addressed a third appeal to the President of Cyprus and the Prime Ministers of Greece and Turkey.

He noted that subsequent to his previous two appeals he had been informed of consultations and discussions involving the parties. These promising moves had encouraged him to call for immediate measures by the Governments of Greece and Turkey to end threats to the security of Cyprus and each other and to carry out an expeditious withdrawal of forces in excess of their respective contingents in Cyprus. He further referred to suggestions for an additional role for UNFICYP in supervising normalization and disarmament, and he made available his good offices in connexion with these matters.

All three Governments replied to the Secretary-General's third appeal on the same day, 3 December. The Prime Minister of Greece took note of the appeal, welcomed the message, accepted its contents and expressed his Government's readiness to carry it out expeditiously. The Prime Minister of Turkey stated that the Turkish Government had accepted the Secretary-General's appeal and was ready to carry it out expeditiously. The Turkish Government also supported the enlargement of UNFICYP's mandate so as to include the supervision of the contemplated disarmament in Cyprus of all forces constituted after 1963 to resolve the crisis.

The preliminary reply from the Cyprus Government described the appeal as constructive. In a further message of 4 December, the President of Cyprus considered the withdrawal from Cyprus of the forces of Greece and Turkey in excess of their respective contingents to be a step towards the ultimate goal of complete withdrawal of all non-Cypriot armed forces from the island. Threats to the security of Cyprus had been the main danger to international peace in the area. The Government of Cyprus therefore welcomed the appeal to put an end to such threats. It also considered it essential that effective guarantees against military intervention should be ensured through the Security Council. The Government of Cyprus looked forward to UNFICYP's contribution to measures aimed at peace and security, and it carefully noted and gladly accepted the Secretary-General's good offices in relation to matters referred to in his appeals and the relevant discussion of the subject in the Security Council. On 6 December, the President of Cyprus formally asked for the Secretary-General's good offices and announced the departure of the Cyprus Foreign Minister to New York for an exchange of views with the Secretary-General on the matter.

#### REPORT OF THE SECRETARY-GENERAL FOR THE PERIOD FROM 13 JUNE TO 8 DECEMBER 1967

In his report of 8 December on the United Nations operation in Cyprus for the period from 13 June to 8 December 1967, the Secretary-General said that the events in Cyprus and their very serious repercussions had shown that relatively small incidents could easily develop into an imminent threat to international peace. The Secretary-General's appeals and the efforts of his

Personal Representative had demonstrated the need for a positive demilitarization of Cyprus. That would be a decisive step towards securing peace on the island.

Although it had been possible this time to stem the tide, it was of the utmost urgency to act in the search for a lasting solution to the Cyprus question. The mediation effort had been inoperative. Neither the parties nor the Security Council could afford to allow the situation to stumble from crises to deeper crises. The Secretary-General, therefore, wished to urge all concerned to seize the opportunity emerging from the recent crisis and to display statesmanship and goodwill to resolve that complex and long-standing question. He assured the Security Council that the good offices of the Secretary-General continued to be available to the parties and to the Security Council to that end.

#### CONSIDERATION BY THE SECURITY COUNCIL ON 20 AND 22 DECEMBER 1967

On 20 and 22 December the Security Council considered the Secretary-General's report of 8 December. At his request and under rule 39 of the Council's provisional rules of procedure, the Security Council heard a statement by Mr. Osman Orek representing the Turkish Cypriot community. The Council had before it a draft resolution submitted by its President which it adopted unanimously (resolution 244 (1967)). In the resolution the Council reaffirmed its resolution 186 (1964) of 4 March 1964 and its subsequent resolutions and the expressions of consensus on the Cyprus question; extended the stationing in Cyprus of the United Nations Peace-keeping Force for a period of three months ending on 26 March 1968; invited the parties promptly to avail themselves of the good offices proffered by the Secretary-General and requested the Secretary-General to report on the results to the Council as appropriate; called upon all the parties concerned to continue to show the utmost moderation and restraint and to refrain from any act which might aggravate the situation; and urged the parties concerned to undertake new and determined efforts to achieve the objectives of the Security Council with a view, as requested in the Council's consensus of 24/25 November 1967, to keeping the peace and arriving at a permanent settlement in accordance with the resolution of the Security Council of 4 March 1964.

#### SPECIAL REPORT OF THE SECRETARY-GENERAL CONCERNING THE CREATION OF A "PROVISIONAL CYPRUS TURKISH ADMINISTRATION"

On 3 January 1968 the Secretary-General informed members of the Security Council of the establishment on 29 December 1967 by the Turkish Cypriot leadership of a "provisional Cyprus Turkish administration" and of the positions the Governments of Cyprus, Greece and Turkey had taken regarding that development.

In a statement transmitted to the Secretary-General by the Permanent Representative of Cyprus on 29 December 1967, the President of Cyprus described the establishment of the "provisional Cyprus Turkish administration" as a flagrantly unlawful step and declared its possible actions entirely null and void. He also regarded that step as a direct intervention by Turkey in the internal affairs of Cyprus with the aim of undermining the good offices of the Secretary-General. On 30 December the Cyprus Government informed a

number of foreign ambassadors in Cyprus that any visits by them to the head of the new administration would be regarded as contrary to their accreditation to the President of the Republic. On the same day, the Cyprus Government declared Mr. Zeki Kuneralp, Secretary-General of the Turkish Foreign Ministry, *persona non grata* for his personal participation in the establishment of the "provisional Cyprus Turkish administration".

On 30 December 1967 the Permanent Representative of Greece declared the establishment of the "provisional Cyprus Turkish administration" to be in direct contravention of the spirit and the letter of the Secretary-General's appeals for the settlement of the latest crisis in Cyprus. Such an action might undermine the chances of a possible *détente* towards a final solution for the Cyprus problem.

On 30 December the Permanent Representative of Turkey indicated to the Secretary-General that the establishment of the "provisional Cyprus Turkish administration" represented a reorganization of Turkish Cypriot administrative affairs and had been carried out within the framework of the Cyprus Constitution. The new provisional arrangements were designed to make possible better administration of communal affairs through a central authority and to eliminate confusion, overlapping and misunderstandings which had existed in the past. The measures were of a practical nature and were not related to the final solution of the Cyprus question.

In a message of 1 January 1968 the Vice-President of Cyprus stated that the *ad hoc* arrangements the Turkish Cypriots had had to make after December 1963 had proved to be unworkable with the passing of time and must be improved. The revised organizational structure of the Turkish Cypriot leadership was not inconsistent with the Constitution and had no connexion with the final solution of the Cyprus problem. The Secretary-General, in his Special Report to the Security Council on this matter, expressed his misgivings as to the Turkish Cypriot's decision, its timing, and the publicity given to it, and his fear that this development might have a damaging effect on the use of his good offices.

By a letter of 5 January, the Secretary-General was informed by the Permanent Representative of Cyprus that the Cyprus Government had announced its intention of taking a series of pacification measures to be extended throughout Cyprus, with a view to promoting the efforts of the Security Council and the good offices of the Secretary-General. However, in view of the establishment of the "provisional Cyprus Turkish administration", the pacification measures would not extend to the Turkish quarter of Nicosia. Furthermore, as from 4 January, the officials and members of the "provisional Cyprus Turkish administration" would not be allowed to enter or leave the Turkish quarter of Nicosia.

In a letter of 5 January, the Permanent Representative of Turkey stated that the new restrictions on the free movement of certain members of the Turkish community were a breach of law and equity and in flagrant contradiction with the Secretary-General's appeal of 3 December 1967 and the Security Council resolution of 22 December 1967.

In a message of 5 February 1968, Vice-President Kuchuk called attention to the fact that the restrictions



imposed upon members of the "provisional Cyprus Turkish administration" also applied to the Turkish members of the Cyprus House of Representatives and other elected officials of the Turkish Communal Chamber. He said that the new restrictions only worsened the situation in Cyprus.

In a letter of 9 March, the Permanent Representative of Cyprus informed the Secretary-General that as of 8 March all existing restrictions in respect of the Turkish quarter of Nicosia had been lifted by the Cyprus Government. It was hoped that the decision of the Cyprus Government, which had restored complete freedom of movement for the Turkish Cypriots throughout the island, would be appreciated by the Turkish Cypriots, who were expected to respond in a spirit of good-will to the Government's decision.

#### ELECTION OF A PRESIDENT AND VICE-PRESIDENT

In a letter of 13 January 1968, the Permanent Representative of Cyprus transmitted to the Secretary-General a statement by the President of Cyprus in which he announced his decision to seek a renewal of his mandate through elections. The President felt that the Cyprus question had entered its most critical phase and that courageous decisions and important initiatives were needed to break the deadlock. He therefore felt he could not continue as President of Cyprus without a new expression of its people's will as to the handling of the Cyprus problem.

In a message to the Secretary-General of 22 January, Vice-President Kuchuk, following discussion on 16 January with the Special Representative of the Secretary-General in Cyprus of the question of the re-election of the President of the Cyprus Republic, stated that the Turkish community, desirous of abiding by the provisions of the Constitution, had decided to hold separate elections on the same day for the election of a Vice-President, in accordance with article 39 (I) of the Constitution of Cyprus. The assistance of UNFICYP was requested in such matters as safe transport of ballot boxes, free travelling of electors to and from polling stations, freedom of travelling of candidates to and from Turkish areas all over the island, and prevention of the Greek Cypriots from taking any action that might undermine free elections.

In the Secretary-General's report covering the period from 9 December 1967 to 8 March 1968 it was indicated that on 25 February elections had been held for the Presidency and that Archbishop Makarios received 95.45 per cent of the votes cast. Only Greek Cypriots had voted.

There had been no actual balloting to fill the office of the Vice-President. On 15 February the Turkish Cypriot returning officer had declared Vice-President Kuchuk automatically re-elected in the absence of any other candidate and by virtue of the election laws applicable before 1964. Mr. Mehmet Zekia, former Chief Justice of the Supreme Court of the Republic, had announced on 27 January that he would not become a candidate for the Vice-Presidency in order to preserve the unity of the Turkish Cypriot community and in view of the assurances given publicly by Mr. Kuchuk that as soon as normal conditions were re-established new elections would be held to fill the office of the Vice-President.

#### REPORT BY THE SECRETARY-GENERAL FOR THE PERIOD FROM 9 DECEMBER 1967 TO 8 MARCH 1968

In his report of 9 March on the United Nations operation in Cyprus for the period 9 December 1967 to 8 March 1968, the Secretary-General said that this latest three-month period had been the quietest since December 1963. It was to be hoped that the crisis in November 1967 might have made both Greek and Turkish Cypriots realize the urgent need to compose their differences.

The lifting of restrictions imposed against the Turkish Cypriots and the main Turkish Cypriot enclave in Nicosia had contributed to the relaxation of tension, which in turn had been reflected in the sharp reduction of shooting incidents and a beginning of military disengagement in some places. What was needed was an acceleration of the momentum towards a solution of the Cyprus problem.

The discussions under the good offices proffered by the Secretary-General had not yet succeeded in bridging the divergent views of the parties. However, the improving atmosphere might lead the parties to a more amenable and compromising attitude.

In the light of the improved atmosphere the Secretary-General placed before the parties and the Security Council an outline of initiatives on the steps which should be taken in the search for a solution to the Cyprus problem. In his view, there might be concessions by the Turkish Cypriot leadership for a full return to normal conditions and free movement of the population in the Turkish Cypriot controlled areas; both the Government and the Turkish Cypriot leadership might accept UNFICYP's proposals for military deconfrontation; the Secretary-General would call upon the parties to show a spirit of accommodation; the Special Representative of the Secretary-General would invite leading Greek and Turkish Cypriot personalities to meet for initiating talks on the Cyprus problem; the Secretary-General would call on both Greece and Turkey to assist in the measures; and he would call on the Government of Cyprus and the Turkish Cypriot leadership to avoid incidents that might disturb the prevailing atmosphere of quiet. In these circumstances the Secretary-General considered the extension of the United Nations Peace-keeping Force in Cyprus for three months justified.

#### CONSIDERATION BY THE SECURITY COUNCIL ON 18 MARCH 1968

On 18 March the Security Council considered the Secretary-General's report of 9 March. The Council had before it a draft resolution submitted by its President which it adopted unanimously (resolution 247 (1968)). In the resolution the Council reaffirmed its previous resolutions and the consensus expressed by the President on 11 August 1964 and 24/25 November 1967; 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 present auspicious climate and opportunities; extended once more the stationing in Cyprus of the United Nations Peace-keeping Force for a further period of three months, ending 26 June 1968, in the expectation that by then sufficient progress towards a final solution would make possible a withdrawal or substantial reduction of the Force.

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

On 12 January and 9 April 1968 the Secretary-General issued urgent appeals to all States Members of the United Nations or members of the specialized agencies for voluntary contributions to the maintenance costs of the United Nations Force in Cyprus. In his April appeal the Secretary-General pointed out that the estimated costs of the Force from its inception to the end of the current mandate ending 26 June 1968 totalled more than \$90 million. Contributions paid or pledged, however, did not sufficiently meet requirements. Accordingly, new pledges totalling approximately \$10 million needed to be received by the Secretary-General if the Organization was to be in a position to honour its commitments.

#### REPORT BY THE SECRETARY-GENERAL FOR THE PERIOD FROM 9 MARCH TO 7 JUNE 1968

On 11 June the Secretary-General issued his thirteenth report on the United Nations operation in Cyprus, covering the period 9 March to 7 June. The relaxation of tension in Cyprus which had set in at the beginning of the year had continued. In addition, there were recent indications that both Greek and Turkish

Cypriots had at least begun to realize that they could not solve their dispute by force.

The initiatives the Secretary-General had outlined in his report of 9 March in the search for a solution to the Cyprus problem had not yet been completely realized. The Turkish Cypriot leadership had not yet found it possible to respond to the Government's normalization measures with steps of its own so as to further a steady movement towards normality. On the other hand, two prominent leaders of the two communities, Mr. Glafkos Clerides and Mr. Rauf Denktash, after preliminary talks in Nicosia upon the initiative of the Special Representative of the Secretary-General, had met in Beirut from 2 to 5 June, where they had agreed to continue their talks in Nicosia again as from 24 June. The opening of this direct channel of communication between the two communities was most encouraging. The Secretary-General attached very great importance to the inter-communal talks and hoped that they would constitute an important step towards a settlement of the Cypriot problem. Despite the progress achieved in inter-communal contacts, the situation remained basically unstable on the island. It seemed therefore unavoidable that the mandate of UNFICYP should be extended for an additional period of six months.

#### REFERENCES

For relevant documents and meetings, see:

- (a) *Official Records of the Security Council, Twenty-second Year, Supplements for: April, May and June 1967; July, August and September 1967; and October, November and December 1967; and ibid., Twenty-third Year, Supplements for: January, February and March 1968; and April, May and June 1968;*
- (b) *Official Records of the Security Council, Twenty-second Year, 1362nd, 1383rd, 1385th and 1386th meetings; ibid., Twenty-third Year, 1398th meeting.*





## CHAPTER III

### Other political and security questions

#### A. Disarmament and related matters

##### MEETINGS OF THE CONFERENCE OF THE EIGHTEEN-NATION COMMITTEE ON DISARMAMENT IN 1967

The second series of meetings of the Conference of the Eighteen-Nation Committee on Disarmament in 1967 began on 18 May and continued until 14 December. In conformity with General Assembly resolution 2153 A (XXI), the Committee gave high priority to the question of a treaty on the non-proliferation of nuclear weapons.

##### *Non-proliferation of nuclear weapons*

On 24 August the Union of Soviet Socialist Republics and the United States of America submitted identical drafts of a non-proliferation treaty containing a preamble and eight articles, which departed in several ways from the earlier and differing drafts submitted by these two delegations in 1965 (the United States draft having been amended in 1966). The chief difference lay in the wording of articles I and II relating to the basic obligations of the parties to the treaty, in the inclusion of an article IV assuring the right of all parties to the use of nuclear energy for peaceful purposes, and in the inclusion of references in the preamble to further measures of disarmament and to arrangements for making available to all the potential benefits of peaceful nuclear explosions.

By the terms of article I of the draft treaty, each nuclear-weapon State party to the treaty would undertake not to transfer to any recipient whatsoever nuclear weapons or other nuclear explosive devices or control over such weapons or explosive devices directly or indirectly, and not in any way to assist, encourage or induce any non-nuclear-weapon State to manufacture or otherwise acquire nuclear weapons or other nuclear explosive devices, or control over such weapons or explosive devices.

Under article II, each non-nuclear-weapon State party to the treaty would undertake not to receive the transfer from any transferor whatsoever of nuclear weapons or other nuclear explosive devices or of control over such weapons or explosive devices directly or indirectly; not to manufacture or otherwise acquire nuclear weapons or other nuclear explosive devices; and not to seek or receive any assistance in the manufacture of nuclear weapons or other nuclear explosive devices.

Article III, relating to international safeguards for the purpose of verifying the fulfilment of obligations assumed under the treaty, was left blank, as the United States and the USSR were still unable at that stage to agree on an acceptable formula. The subsequent

articles contained provisions asserting the right of all parties to engage in the peaceful uses of nuclear energy, as well as provisions relating to amendments, review of treaty operation, entry into force, accession, duration and withdrawal.

In presenting the new draft treaty, the United States said that it must be regarded as a step towards the achievement of arms limitation measures. It urged the Eighteen-Nation Committee to expedite and facilitate the conclusion of the treaty and to avoid actions that would delay and jeopardize what it called a "realistic agreement".

On its part, the USSR noted that all countries, nuclear and non-nuclear alike, would stand to gain by the conclusion of the treaty, since it would be an important step towards reversing the arms race and ensuring, on the basis of disarmament, reliable security for all.

While the submission of the draft treaty was unanimously welcomed in the Committee, its provisions did not receive full support from all the members, some of whom proposed changes. Sweden proposed a text for the missing article III envisaging the adoption of the safeguards of the International Atomic Energy Agency and their application to non-nuclear-weapon States, to all nuclear material and equipment imported into any State and, gradually, to the other peaceful nuclear activities of the nuclear Powers. Mexico suggested, *inter alia*, that the declarations of intention of the nuclear Powers regarding peaceful uses of nuclear energy, the reference to continuing negotiations of specific disarmament measures, and the recognition of the rights of any group of States to conclude regional treaties to assure the total absence of nuclear weapons in their respective territories, should be transferred from the preamble to the operative part of the treaty. The United Arab Republic sought to extend the prohibitions in article I of the draft treaty explicitly to persons, companies, enterprises or private, public or semi-public bodies; in article II it wished to add a provision whereby each nuclear-weapon State party would undertake not in any way to assist, encourage or induce any non-nuclear-weapon State to manufacture or otherwise acquire nuclear weapons or other nuclear explosive devices, or control over such weapons or explosive devices; and it proposed the inclusion of a new article, to follow article IV, whereby the nuclear-weapon States would undertake not to use, or threaten to use, nuclear weapons against any non-nuclear-weapon State party not having nuclear weapons on its territory. Romania proposed, *inter alia*, that the nuclear Powers commit themselves, in a separate article, to adopt specific measures to bring about as soon as possible the cessation of the manufacture of nuclear

weapons and the reduction and destruction of nuclear weapons and the means of their delivery. It also sought security guarantee in the form of a commitment by the nuclear Powers never to use or threaten to use nuclear weapons against signatory States undertaking never to acquire such weapons. Italy submitted a proposal relating to the duration of a non-proliferation treaty. Brazil proposed, *inter alia*, that the treaty should recognize the right of all parties to develop nuclear explosive devices for peaceful purposes and that it should include a firm undertaking of the nuclear Powers to halt the nuclear arms race. Nigeria made proposals on the sharing of scientific and technological information pertaining to peaceful nuclear explosions, on security guarantees and on other matters. The United Kingdom proposed that the purpose of the review conference, to be held five years after the entry into force of the treaty, should be to assure that the purposes of the preamble as well as the provisions of the treaty were being realized.

Italy also put forward a proposal, linked with or even independent of the treaty, for the nuclear parties to undertake to transfer fissionable material to non-nuclear parties.

Shortly before the Conference adjourned, the United Kingdom and the United States announced their readiness, in conjunction with the treaty safeguards, to accept safeguards on their non-military nuclear activities.

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

Since the Eighteen-Nation Committee had to devote its attention mainly to the question of the non-proliferation of nuclear weapons, it was unable to give as much consideration to the other disarmament problems. It had, however, a valuable discussion on the urgent need for the suspension of nuclear and thermonuclear tests. Nevertheless, the basic difference underlying the positions of the parties with regard to a comprehensive test ban, which would extend the obligations of the partial test ban treaty of 1963 to underground tests, remained unchanged.

While the USSR reiterated its known position favouring the conclusion of an immediate agreement based on national means of verification, and opposing any on-site inspection, the United States maintained that some on-site inspections would still be required effectively to control a ban on underground tests.

Sweden considered that scientific developments in detection and identification had made it possible to agree on verification without on-site inspection and stated that the latest procedures provided a statistical probability of mistaking earthquakes for underground tests only once in fifteen or more years. Sweden submitted a memorandum in support of its thesis. The United States questioned the validity of several conclusions in the Swedish memorandum. The United States position was supported by the United Kingdom and Canada, which felt that some problems of verification still remained, despite the deployment of large-array seismometers and other improvements. The United Kingdom urged the expansion of the "detection club" idea; it called for technical discussions between scientists of nuclear States and hoped that the USSR would change its attitude on such discussions. Nigeria urged the nuclear Powers to exercise some restraint on nuclear testing "in all environments". It was convinced that an underground test ban could

be achieved by: (a) banning underground tests of magnitudes detectable by national means, (b) a one-year moratorium on tests of lower magnitude which would be automatically extended every year unless violations were suspected, and (c) the creation of a "detection club".

#### *Interim report*

On 7 December 1967 the Eighteen-Nation Committee adopted an interim report to the General Assembly and the Disarmament Commission. The report stated that the Committee had undertaken intensive consideration of a draft treaty on the non-proliferation of nuclear weapons; that substantial progress had been made, though a final draft had not as yet been achieved; and that since the Committee was continuing its work with a view to achieving such a draft, it would submit a full report, including all relevant documents, as soon as possible.

On 14 December 1967 the Committee decided to go into recess and reconvene on 18 January 1968.

#### CONSIDERATION BY THE GENERAL ASSEMBLY DURING THE FIRST PART OF ITS TWENTY-SECOND SESSION

Several items relating to disarmament were on the agenda of the twenty-second session of the General Assembly. Four items were included by virtue of resolutions adopted by the General Assembly at its twenty-first session: non-proliferation of nuclear weapons; urgent need for suspension of nuclear and thermonuclear tests; elimination of foreign military bases in the countries of Asia, Africa and Latin America; and the question of general and complete disarmament. Two were added subsequently: an item on the treaty for the prohibition of nuclear weapons in Latin America was put on the agenda at the request of twenty-one Latin American States, and one on the question of the conclusion of a convention on the prohibition of the use of nuclear weapons was included at the request of the USSR.

Under the item on non-proliferation of nuclear weapons, the General Assembly had before it not only the report of the Conference of the Eighteen-Nation Committee on Disarmament but also the report of the Preparatory Committee for the Conference of Non-Nuclear-Weapon States which the General Assembly at its twenty-first session had decided to convene. Under the item on general and complete disarmament, the Assembly not only gave consideration to the general aspect of the question, but also had before it a report by the Secretary-General on the effects of the possible use of nuclear weapons and on the security and economic implications of the acquisition and further development of such weapons.

#### *Non-proliferation of nuclear weapons*

The item "Non-proliferation of nuclear weapons: (a) Report of the Conference of the Eighteen-Nation Committee on Disarmament; (b) Report of the Preparatory Committee for the Conference of Non-Nuclear-Weapon States" was considered by the First Committee between 15 and 18 December 1967.

Under sub-item (a) the Committee had before it the interim report of the Conference of the Eighteen-Nation Committee on Disarmament for the two sessions held in 1967.

On 14 December a draft resolution was submitted under sub-item (a) by Austria, Bulgaria, Canada, Colombia, Czechoslovakia, Denmark, India, Iraq, Libya, Mexico, Poland, the USSR, the United Arab Republic, the United Kingdom, the United States, and Yugoslavia. A revised text of this draft resolution was submitted on 18 December. Under the revised draft resolution, the General Assembly would: (1) reaffirm its resolutions 2028 (XX), 2149 (XXI) and 2153 A (XXI); (2) call upon the Conference of the Eighteen-Nation Committee on Disarmament urgently to continue its work, giving all due consideration to all proposals submitted to the Committee and to the views expressed by Member States during the twenty-second session of the General Assembly; (3) request the Eighteen-Nation Committee to submit to the General Assembly, on or before 15 March 1968, a full report on the negotiations regarding a draft treaty on the non-proliferation of nuclear weapons, together with the pertinent documents and records; (4) recommend that upon the receipt of that report appropriate consultations should be initiated, in accordance with the rules of procedure of the General Assembly, on the setting of an early date after 15 March 1968 for the resumption of the twenty-second session of the Assembly to consider the item "Non-proliferation of nuclear weapons: report of the Conference of the Eighteen-Nation Committee on Disarmament".

During the discussion in the First Committee both the United States and the USSR stated that the parties had reached a stage where they were on the verge of agreement on a draft non-proliferation treaty. More reserved references to the treaty were made by other countries, including India, Italy, Romania and Sweden.

On 18 December the First Committee approved the revised draft resolution by 94 votes to 1, with 4 abstentions. On 19 December the General Assembly adopted the draft resolution recommended by the First Committee by 112 votes to 1, with 4 abstentions, as resolution 2346 A (XXII).

Under sub-item (b), the First Committee had before it the report of the Preparatory Committee for the Conference of Non-Nuclear-Weapon States, which, in conformity with its mandate, recommended appropriate arrangements for convening the Conference and for associating nuclear-weapon States with the work of the Conference.

On 15 December, Burundi, Chile, Ghana, Haiti, Jamaica, Kenya, Kuwait, Liberia, Libya, Nepal, Nigeria, Pakistan, Peru, Saudi Arabia, Senegal, Sierra Leone, Somalia, Tunisia, Uganda, the United Republic of Tanzania and Zambia submitted a draft resolution which as subsequently revised, was also sponsored by Italy. Under the revised draft resolution, the General Assembly would: (1) approve the recommendations of the Preparatory Committee for the Conference of Non-Nuclear-Weapon States, subject to a change in the proposed date for the Conference; (2) decide to convene the Conference in Geneva in August-September 1968; (3) decide to invite to the Conference non-nuclear-weapon States Members of the United Nations and members of the specialized agencies and of the International Atomic Energy Agency; (4) request the Secretary-General to make appropriate arrangements for convening the Conference in accordance with the recommendations of the Preparatory Committee.

On 18 December, in the light of information supplied by the Secretariat, the Committee decided to insert

the dates 29 August to 28 September 1968 in operative paragraph 2 of the draft resolution.

During the debate, Pakistan stressed that the draft non-proliferation treaty would have to be supplemented by provisions for security guarantees for the non-nuclear-weapon States and that the Conference would facilitate agreement on a suitable formula for such security guarantees to be provided by the nuclear-weapon Powers.

Various Members, including Austria, Brazil, Burundi, Chile, Ethiopia, Ghana, Iran, Italy, Malaysia, Romania, the United Republic of Tanzania, Tunisia, Uganda, the United Arab Republic, the USSR, and the United States, voiced support for the Conference.

Pakistan and the United States made clear that the Conference of Non-Nuclear-Weapon States would be convened in August-September 1968, regardless of the outcome of the negotiations on a treaty on the non-proliferation of nuclear weapons in the Eighteen-Nation Committee and of the discussions of the question at the resumed twenty-second session of the General Assembly.

On 18 December the First Committee approved the twenty-two-Power draft resolution by a roll-call vote of 90 to none, with 8 abstentions. On 19 December the General Assembly adopted the draft resolution as recommended by the First Committee by a roll-call vote of 110 votes to none, with 8 abstentions, as resolution 2346 B (XXII).

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

The urgent need for suspension of nuclear and thermonuclear tests was considered by the First Committee from 11 to 18 December 1967. The importance attached to the cessation of all nuclear weapon tests was generally stressed in the debate.

Continued testing by the People's Republic of China and France was noted with regret by several delegations. India emphasized that the partial test ban treaty could not long endure if it were not universally adhered to. It further suggested that, pending agreement on a comprehensive test ban treaty, nuclear Powers should discontinue tests. The lack of progress towards cessation of all tests was emphasized by several delegations, as was the need for a link between a comprehensive test ban and a non-proliferation treaty. Sweden, in particular, called for parallel negotiations on a comprehensive test ban and a non-proliferation treaty.

The USSR and the United States restated their respective positions on the question of inspection under a comprehensive test ban treaty. While the former claimed that national means of detection were adequate to verify an underground test ban, the United States held that some on-site inspections would still be necessary. The United States suggested that it would be useful to bring the scientists of various countries together in order to reach a consensus by which all would be guided.

Sweden, supported by other delegations, drew attention to improved verification possibilities through technical developments and international seismic data exchanges, and referred to the use of statistical methods which would provide a sufficiently reliable control system to deter parties from violations.

Sweden hoped that a "detection club", operating a world-wide network of technologically advanced seismological stations, could be organized without further delay. Sweden also recalled the suggestion for "verification by challenge" which it had first put forward in 1966 at the Conference of the Eighteen-Nation Committee on Disarmament and which, it pointed out, played an important role in the Swedish plans for control.

India recalled its support of the proposal to ban tests above an agreed seismic level, the threshold to be lowered as identification methods improved. The USSR recalled its acceptance of the United Arab Republic's earlier proposal for prohibition of underground tests above a certain threshold, with a moratorium on all others until prohibition of all tests was achieved. Chile supported the moratorium with verification by invitation, which it hoped could lead, after an experimental period, to a complete prohibition of nuclear weapons.

On 12 December, Brazil, Burma, Ethiopia, India, Mexico, Nigeria, Sweden and the United Arab Republic submitted a draft resolution, subsequently also sponsored by: Argentina, Chile, Colombia, Costa Rica, Ecuador, Finland, Guatemala, Haiti, Japan, Trinidad and Tobago, Venezuela and Yugoslavia, by which the General Assembly would: (1) urge all States which 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; (3) express the hope that States would contribute to an effective international exchange of seismic data; and (4) request the Conference of the Eighteen-Nation Committee on Disarmament to take up as a matter of urgency the elaboration of a treaty banning underground nuclear weapon tests and to report to the General Assembly on the matter at its twenty-third session.

On 18 December the Committee approved the draft resolution by 92 votes to 1, with 6 abstentions. On 19 December, the General Assembly adopted the draft resolution recommended by the First Committee by 103 votes to 1, with 7 abstentions, as resolution 2243 (XXII).

#### *Conclusion of a convention on the prohibition of the use of nuclear weapons*

The item entitled "Conclusion of a convention on the prohibition of the use of nuclear weapons", which was included in the agenda of the twenty-second session of the General Assembly upon the request of the USSR, was considered by the First Committee between 20 November and 4 December. The Committee had before it a draft convention on the prohibition of the use of nuclear weapons submitted by the USSR.

In the debate, the USSR stated that the proposed convention was intimately linked to the declaration on the prohibition of the use of nuclear and thermonuclear weapons contained in General Assembly resolution 1653 (XVI), which it sought to formalize in juridical terms. The convention would decrease the threat of nuclear war, facilitate the physical destruction of nuclear weapons, represent a step towards general and complete disarmament and be beneficial to all States, nuclear and non-nuclear. The reciprocal prohibition not to engage in a nuclear attack would make

nuclear retaliation irrelevant. Moreover, a prohibition of the use of nuclear weapons would mean that the non-nuclear-weapon Powers would cease to feel they might be the object of nuclear attack or blackmail.

Afghanistan, Ghana, India and the United Arab Republic, while accepting the idea of such a convention, stressed that to be effective, the convention would require the active support of all nuclear Powers. Nepal stated that in order to get the agreement of all nuclear Powers on such a convention, a world disarmament conference should be held.

The United States considered that a convention prohibiting the use of nuclear weapons, even in self-defence or in retaliation, would be "deceptive, dangerous and unrealistic". It would be unrealistic to expect the nuclear Powers to refrain from the use of nuclear weapons when their national existence was at stake. The measure might create dangerous illusions of security and divert attention from the main task of nuclear disarmament. In order to reduce the risk of nuclear war, safeguarded agreements must first limit, later reduce and finally eliminate nuclear weapons in the context of general and complete disarmament under strict international control. As long as a situation existed under which major nuclear Powers had massive stockpiles of nuclear weapons as well as massive conventional forces, and as long as there was the possibility of surprise attack, the most effective way of minimizing the risk of nuclear war would be through the credibility of mutual deterrence.

Australia, Canada, Italy, the Netherlands and others felt that the question could best be resolved in the context of general and complete disarmament.

On 1 December a draft resolution was submitted by Czechoslovakia, Ethiopia, Iraq, Mongolia, Nigeria, Romania, the Sudan, the USSR, the United Arab Republic and Yugoslavia, by which the General Assembly would: (1) express its conviction that it was essential to continue urgently the examination of the question of the prohibition of the use of nuclear weapons and of the conclusion of an appropriate international convention; (2) urge all States, in this connexion, to examine in the light of the Declaration adopted by the General Assembly in resolution 1653 (XVI) the question of the prohibition of the use of nuclear weapons and the draft convention on the prohibition of the use of nuclear weapons proposed by the Union of Soviet Socialist Republics and such other proposals as might be made on this question, and to undertake negotiations concerning the conclusion of an appropriate convention through the convening of an international conference, by the Conference of the Eighteen-Nation Committee on Disarmament, or directly between States; (3) request the Secretary-General to transmit to all States Members of the United Nations and to the Conference of the Eighteen-Nation Committee on Disarmament the draft convention on the prohibition of the use of nuclear weapons proposed by the Union of Soviet Socialist Republics and the records of the meetings of the First Committee relating to the discussion of this item.

On 4 December the First Committee adopted the draft resolution by 56 votes to none, with 3<sup>2</sup> abstentions. On 8 December the General Assembly adopted the draft resolution as recommended by the First Committee by a roll-call vote of 77 votes to none, with 29 abstentions, as resolution 2289 (XXII).



*Treaty for the Prohibition of Nuclear Weapons in Latin America*

The item entitled "Treaty for the Prohibition of Nuclear Weapons in Latin America" was included in the agenda of the twenty-second session at the request of Bolivia, Brazil, Colombia, Costa Rica, Chile, Ecuador, El Salvador, Guatemala, Jamaica, Mexico, Panama, Peru, Trinidad and Tobago, Uruguay and Venezuela. Subsequently, Paraguay, the Dominican Republic, Haiti, Nicaragua, Argentina and Honduras added their names to the request. The First Committee considered the item from 23 October to 28 November 1967.

The Committee had before it the text of the Treaty for the Prohibition of Nuclear Weapons in Latin America, as signed at Tlatelolco, Mexico, on 14 February 1967, consisting of a preamble, thirty-one articles and one transitional article embodying the obligations of the Latin American parties to the Treaty, and two additional protocols. Under Additional Protocol I, the extraterritorial Powers (France, the Netherlands, the United Kingdom and the United States) controlling certain territories situated within the limits of the Latin American geographical zone established in the Treaty would undertake to apply the statute of denuclearization in those territories for which *de jure* or *de facto* they were internationally responsible. Under Additional Protocol II, the nuclear-weapon Powers would engage themselves fully to respect the statute of denuclearization of Latin America and also undertake not to use or threaten to use nuclear weapons against the parties to the treaty.

On 30 October a draft resolution was submitted by twenty-one Latin American countries, a revised text of which was submitted on 13 November by Argentina, Bolivia, Brazil, Chile, Colombia, Costa Rica, the Dominican Republic, Ecuador, El Salvador, Guatemala, Haiti, Honduras, Mexico, Nicaragua, Panama, Paraguay, Peru, Trinidad and Tobago, Uruguay and Venezuela. Under the draft resolution, as revised, the General Assembly would: (1) welcome with special satisfaction the Treaty for the Prohibition of Nuclear Weapons in Latin America, which constituted an event of historic significance in the efforts to prevent the proliferation of nuclear weapons and to promote international peace and security and which at the same time established the right of Latin American countries to use nuclear energy for demonstrated peaceful purposes in order to accelerate the economic and social development of their peoples; (2) call upon all States to give their full co-operation to ensure that the régime laid down in the Treaty enjoyed the universal observance to which its lofty principles and noble aims entitled it; (3) recommend that States which were or might become signatories of the Treaty and those contemplated in Additional Protocol I of the Treaty should strive to take all measures within their power to ensure that the Treaty speedily obtained the widest application among them; (4) invite Powers possessing nuclear weapons to sign and ratify Additional Protocol II of the Treaty as soon as possible.

On 21 November, following a complaint by Guyana concerning the provisions of article 25 of the Treaty, which prevented it from being a signatory to the Treaty in the prevailing circumstances, the sponsors of the revised draft resolution submitted a further revised text, which included a new penultimate preambular paragraph reading as follows: "Noting that it is

the intent of the signatory States that all existing States within the zone defined in the Treaty may become parties to it without any restriction".

In the debate the Treaty was welcomed as being a major step forward, aimed at preventing the spread of nuclear weapons and limiting the use of nuclear energy to peaceful purposes only. It was stressed that this was the first agreement to establish a nuclear-free zone in an inhabited area and that the Treaty set an example for other areas as well. The fact that the Treaty envisaged the establishment of a comprehensive control system, to be negotiated with IAEA, for peaceful nuclear activities, and that it relied on a régime of special inspections in cases of suspected clandestine activities, was noted with appreciation.

The United States held that four requirements were to be met for the establishment of nuclear-free zones: (1) the initiative was to originate within the area concerned; (2) the zone was to include all States deemed important; (3) its creation was not to disturb necessary security arrangements; (4) provisions were to be made for following up on alleged violations so that there would be reasonable assurance of compliance. The United States considered that all these requirements were met by the Latin American Treaty.

The USSR stated that some of the treaty provisions, such as those on explosions of nuclear devices for peaceful purposes and the absence of certain provisions for example on the transporting of nuclear weapons through the territories of contracting parties, introduced elements of ambiguity in the Treaty. The USSR further pointed out that nuclear weapons would apparently remain in some Latin American areas controlled by the United States which it did not wish to include in the denuclearized zone, as well as inside the denuclearized zone—that is, in the Panama Canal. Moreover, according to article 4 of the Treaty, the zone of application of the Treaty would encompass huge areas of the Atlantic and Pacific Oceans, hundreds of kilometres beyond the territorial waters of States signing the Treaty.

Mexico, in reply to the USSR, asserted that the question of transport of nuclear weapons had been omitted from the Treaty for the simple reason that if the carrier was a party to the Treaty, transport was covered by the prohibitions of article 1; if the carrier was not a party to the Treaty, transport was identical with transit and, under international law, the territorial State concerned could grant or deny the permission on application by the interested State, unless some other arrangements were provided in a treaty between such States. The consensus of the Preparatory Commission for the Denuclearization of Latin America had been that transit by land was excluded, and that maritime or air transit at the discretion of the riparian State must be subject to the "right of innocent passage" provisions of the 1958 Geneva Convention on the Territorial Sea and the Contiguous Zone. As to the Panama Canal, the United States, in a letter to the Chairman of the Preparatory Commission, dated 10 December 1965, had expressed readiness to include the Panama Canal Zone in the area of application of the Treaty, provided the established transit rights were not affected.

Some delegations thought that the articles of the Treaty dealing with explosions for peaceful purposes were ambiguous. Mexico explained that under the Treaty such explosions could be carried out only if



they did not require the use of a nuclear device that was capable of releasing nuclear energy in an uncontrolled manner, and if the device did not possess any characteristics that were appropriate for use for war-like purposes.

Brazil, on the other hand, reaffirmed its interpretation of the relevant provisions of the Treaty as allowing the signatory States to carry out with their own means, or in association with third parties, nuclear explosions for peaceful purposes, including explosions which might involve devices similar to those used in nuclear weapons.

India stated that the use of nuclear energy for peaceful purposes, including the development of peaceful nuclear explosives, should not be prohibited by any treaty.

The United States noted that Cuba was the only Latin American country that refused to sign the Treaty. Cuba declared that it would consider the idea of becoming a party to the Treaty only if it included the denuclearization and abolition of United States military bases in Panama and Puerto Rico and at Guantánamo.

On 28 November the Committee adopted the revised draft resolution by a roll-call vote of 79 to none, with 21 abstentions. On 5 December the General Assembly adopted the draft resolution recommended by the First Committee by a roll-call vote of 82 votes to none, with 28 abstentions, as resolution 2286 (XXII).

#### *Elimination of foreign military bases in the countries of Asia, Africa and Latin America*

The question of the elimination of foreign military bases in the countries of Asia, Africa and Latin America was considered by the First Committee from 11 to 18 December 1966.

On 15 December, India, the United Arab Republic and Yugoslavia submitted a draft resolution by which the General Assembly would request the Conference of the Eighteen-Nation Committee on Disarmament to resume consideration of the question of the elimination of foreign military bases in the countries of Asia, Africa and Latin America, in accordance with General Assembly resolution 2165 (XXI), and to the Assembly at its twenty-third session on the progress achieved on this question.

The USSR stressed that the item required urgent consideration, in part because of the use of foreign military bases in the Viet-Nam conflict which threatened international peace, a position that was supported by several delegations.

The United States said that it did not consider this item a useful subject for discussion in the Eighteen-Nation Committee on an urgent basis. It further stated that the item was not an arms control measure and had, in the past, led to profitless debate.

Some delegations expressed the hope that the Eighteen-Nation Committee might work out guidelines on this question; others opposed the existence of all foreign military bases.

The right of States to conclude agreements involving military bases on their soil, or their withdrawal, was emphasized by several countries, some of which referred to general and complete disarmament as the most effective way of eliminating foreign military bases.

On 18 December the First Committee adopted the draft resolution by 86 votes to none, with 11 abstentions. On 19 December the General Assembly approved the draft resolution recommended by the First Committee by 105 votes to none with 13 abstentions, as resolution 2344 (XXII).

#### *General and complete disarmament*

The First Committee considered the item entitled "Question of general and complete disarmament: (a) Report of the Conference of the Eighteen-Nation Committee on Disarmament; (b) Report of the Secretary-General on the effects of the possible use of nuclear weapons and on the security and economic implications for States of the acquisition and further development of these weapons" from 11 to 18 December.

On 7 December Malta submitted a draft resolution under sub-item (a), a revised text of which was tabled on 13 December. Under the revised draft resolution, which incorporated amendments submitted by the Netherlands, the General Assembly would: (1) recommend that the Conference of the Eighteen-Nation Committee on Disarmament consider as a matter of urgency the problems relating to the definition and use of chemical and biological weapons with a view to revision, updating or replacement of the Geneva Protocol for the Prohibition of the Use in War of Asphyxiating, Poisonous or other Gases, and of Bacteriological Methods of Warfare, and to report thereon to the General Assembly at its twenty-third session; (2) request the Secretary-General to prepare a concise report on the nature and probable effects of existing chemical and biological weapons and on the economic and health implications of the possible use of such weapons, with particular reference to States that were not in a position to establish comprehensive methods of protection; (3) recommend that the report should be based on accessible material and prepared with the assistance of qualified consultant experts appointed by the Secretary-General; (4) request further that the report should be transmitted to the Conference of the Eighteen-Nation Committee on Disarmament and to the Governments of Member States in time to permit its consideration at the twenty-third session of the General Assembly.

On 11 December Hungary submitted a draft resolution, subsequently sponsored also by Madagascar and Mali, by which the General Assembly would: (1) demand strict and absolute compliance by all States with the principles and norms established by the Geneva Protocol of 17 June 1929; (2) declare that the use of chemical and bacteriological weapons for the purpose of destroying human beings and the means of their existence constituted a crime against humanity; (3) appeal to those States which had not done so to accede to the Geneva Protocol for the Prohibition of the Use in War of Asphyxiating, Poisonous or other Gases, and of Bacteriological Methods of Warfare, of 17 June 1925. On 14 December, amendments to this draft resolution were submitted by Upper Volta.

On 15 December a draft resolution was submitted by Afghanistan, Brazil, Bulgaria, Burma, Canada, Colombia, Czechoslovakia, Denmark, Ethiopia, Finland, Hungary, Iceland, India, Italy, Mexico, Mongolia, Nigeria, Norway, Poland, Sweden, the United Arab Republic and Yugoslavia, subsequently joined by Chile and Japan.

By this draft resolution, the General Assembly would: (1) request the Conference of the Eighteen-Nation Committee on Disarmament to resume at the earliest possible date consideration of the question of general and complete disarmament in accordance with resolution 2162 C (XXI); (2) decide to transmit to the Conference all the documents and records of the meetings of the First Committee, as well as those of the plenary meetings of the General Assembly pertaining to this item; (3) request the Conference to report on the progress achieved on the question of general and complete disarmament to the General Assembly at its twenty-third session.

In a short debate, general and complete disarmament was referred to as the ultimate goal of disarmament negotiations, both by members of military alliances and by non-aligned countries. Criticism of the escalating nuclear arms race, particularly the deployment of anti-ballistic-missile systems, was expressed by Canada, Ghana, India, Sweden and Yugoslavia.

On 15 December Malta stated that it would not insist on a vote on its draft resolution if no vote was requested on the three-Power draft resolution. Hungary stated that the sponsors of the three-Power draft resolution and the amendments to it would not press those documents to a vote.

On 18 December the First Committee adopted the twenty-four Power draft resolution by 97 votes to none, with 2 abstentions. On 19 December the General Assembly adopted the draft resolution recommended by the First Committee by 113 votes to none, with 3 abstentions, as resolution 2342 B (XXII).

On 10 October 1967 the Secretary-General submitted to the General Assembly, under sub-item (b), a report on the effects of the possible use of nuclear weapons and on the security and economic implications for States of the acquisition and further development of such weapons. The report had been prepared, in accordance with General Assembly resolution 2162 A (XXI), with the assistance of a group of consultant experts.

The report provided an analysis of the subject under three main headings: effects of the possible use of nuclear weapons; economic implications of the acquisition and further development of nuclear weapons; and security implications of the acquisition and further development of nuclear weapons.

On 11 December, Canada, India, Japan, Mexico, Nigeria, Norway, Poland, Sweden and the United Arab Republic submitted a draft resolution subsequently also sponsored by Belgium, Chile, Colombia, Costa Rica, Czechoslovakia, Denmark, Ecuador, Ethiopia, Finland, Guatemala, Haiti, Hungary, Jamaica, Libya, Malta, Mongolia, Pakistan, Trinidad and Tobago, Uganda, Upper Volta, Venezuela and Yugoslavia. Under this draft resolution the General Assembly would, *inter alia*, take note with satisfaction of the Secretary-General's report as an authoritative statement on the effects of nuclear weapons and on the implications of their acquisition and further development; note the conclusions of the report and express the hope that all parties concerned would consider them carefully; recommend that the Conference of the Eighteen-Nation Committee on Disarmament should take into account the report and the conclusions thereof in its efforts towards the achievement of general and complete disarmament under effective international control; and re-

quest the Secretary-General, all Governments, the specialized agencies and other international organizations to publicize the report.

On 18 December the First Committee adopted the thirty-one-Power draft resolution by 100 votes to none, with 1 abstention. On 19 December the General Assembly adopted the draft resolution recommended by the First Committee by 113 votes to none, with 1 abstention, as resolution 2342 A (XXII).

#### MEETINGS OF THE CONFERENCE OF THE EIGHTEEN-NATION COMMITTEE ON DISARMAMENT IN 1968

The Conference reconvened in Geneva on 18 January 1968. At the opening of the session, the representatives of the USSR and the United States submitted identical revised drafts of a treaty on the non-proliferation of nuclear weapons. As compared with the identical drafts of 24 August 1967, the new drafts embodied the following main changes: (1) for the first time an article on safeguards (article III) was included, which provided for non-nuclear-weapon States parties to negotiate, either individually or together with other States, with the International Atomic Energy Agency for the application of safeguards in accordance with the Agency's safeguards system, for the exclusive purpose of verifying the fulfilment of the treaty obligations with a view to preventing diversion of nuclear energy from peaceful uses to nuclear weapons or other nuclear explosive devices; (2) the clause providing for the benefits of peaceful nuclear explosions to be made available to all parties, and the provision concerning the right of groups of States to conclude nuclear-free-zone treaties, which had previously been included in the preamble, became articles V and VII respectively; (3) a new article VI was added, calling on all parties to the treaty to negotiate in good faith on ending the nuclear arms race and on disarmament; (4) amendments to the treaty were made applicable only to States accepting them; (5) the initial duration of the treaty would be twenty-five years and at the end of this period a conference would decide on subsequent duration by majority vote.

In submitting this text, the representatives of the USSR and the United States stressed that the draft took account, to a large extent, of the positions supported by a majority of the members of the Committee.

In the course of the discussion, amendments were proposed orally or in writing by Brazil, Italy, Nigeria, Romania, Sweden, the United Arab Republic and the United Kingdom.

Brazil proposed amendments which would permit non-nuclear States to possess nuclear explosive devices for peaceful purposes under safeguards; specify the further measures of disarmament to be negotiated under article VI; provide for the channelling of resources freed by nuclear disarmament to developing countries; recognize the obligations as well as the rights of parties to nuclear-free-zone treaties; leave blank—with a view to increasing to more than forty—the number of ratifications by non-nuclear-weapon States required for entry into force; include circumstances that "may arise" among grounds for withdrawal; and remove the requirement for notification of withdrawal, with a statement of the circumstances invoked, to be sent to the Security Council.

Italy tabled amendments which would guarantee supplies of nuclear materials for non-nuclear Powers; provide for an automatic review conference every five years; and limit to twenty-five years the duration of the treaty, which would be renewed automatically for further periods of equal duration for parties not giving notice of withdrawal.

Nigeria proposed amendments which would include security assurances; impose an obligation to facilitate the exchange of information for the peaceful uses of nuclear energy; provide for the findings of the review conference to be adopted by majority vote; and include events "likely to jeopardize" national interests among the grounds for withdrawal.

Romania tabled amendments which would use more restrictive language in the safeguards provisions; establish controls through the Security Council to ensure that non-nuclear parties having nuclear weapons on their territory did not acquire control over them; impose stricter nuclear disarmament obligations on nuclear Powers; include an undertaking by nuclear Powers not use nuclear weapons against non-nuclear parties; provide for an automatic review conference every five years; and remove the requirement for a withdrawing State to notify the Security Council of its grounds for withdrawal.

Sweden submitted amendments which would include a preambular reference to the determination expressed by the parties to the partial test ban treaty of 1963 in its preamble to achieve the discontinuance of all test explosions of nuclear weapons and to continue negotiations to this end; strengthen the language of article VI on further measures of disarmament; and provide for the review conference to meet every five years if a majority so wished. Sweden introduced further amendments which would remove certain distinctions between nuclear and non-nuclear States, without affecting the fundamental provisions, and remove the provision for bilateral arrangements for peaceful nuclear explosions. After presentation of the drafts of 18 January 1968, Sweden withdrew its earlier proposal for the prohibition of transfers of nuclear material or equipment between States unless subject to the IAEA safeguards, but suggested that the same effect could be achieved through the adoption by the supplying States of a "code of ethics".

The United Arab Republic proposed the inclusion in the preamble of a special reference to General Assembly resolution 2028 (XX) and the strengthening of the preamble in other ways; it restated the amendments to articles I and II which it had submitted at the previous session; made several suggestions concerning article V on safeguards; asked for the deletion in article V of the provision concerning bilateral arrangements for peaceful nuclear explosions; held that article VI on future measures of disarmament should be strengthened; favoured periodical review conferences; and urged acceptance of its previously submitted proposal on security guarantees.

The United Kingdom introduced an amendment by which the review conference would consider the purposes of the preamble as well as the provisions of the treaty.

Burma indicated that it would state its position when the draft treaty was considered in the General Assembly; it called for definite obligations by the nuclear Powers to take tangible steps towards nuclear disarmament. Ethiopia urged that safeguards should apply

to both nuclear and non-nuclear Powers; expressed concern that a "monopolistic price mechanism" might operate in respect of peaceful nuclear explosive devices; urged more specific commitments on peaceful uses of atomic energy; and observed that the requirement for forty ratifications by non-nuclear-weapon States for entry into force did not ensure ratification by potential nuclear Powers. India deplored the omission of specific measures of further disarmament and found that the draft did not conform to General Assembly resolution 2028 (XX); stressed that "vertical" proliferation by the nuclear-weapon Powers should be banned; criticized articles I and II for not prohibiting the deployment of nuclear weapons in the territory of non-nuclear parties or the training of their armed forces in the use of nuclear weapons; criticized article III for not imposing safeguards on nuclear Powers; opposed the prohibition of the possession of peaceful nuclear explosive devices by non-nuclear-weapon Powers; and said that an initial duration of twenty-five years removed any hope of general and complete disarmament.

On 7 March the representatives of the USSR, the United Kingdom and the United States introduced the text of a draft resolution on security assurances, which they undertook to introduce in the Security Council in connexion with the non-proliferation treaty, and informed the Committee of parallel statements they would be prepared to make at the time. By the draft resolution, the Security Council would: (1) recognize that aggression with nuclear weapons or the threat of such aggression against a non-nuclear-weapon State would create a situation in which the Security Council, and above all its nuclear-weapon-State permanent members, would have to act immediately in accordance with their obligations under the Charter; (2) welcome the intention of certain States to provide or support immediate assistance, in accordance with the Charter, to any non-nuclear weapon State party to the non-proliferation treaty that was a victim of an act or an object of threat of aggression in which nuclear weapons were used; (3) reaffirm in particular the inherent right, under Article 51 of the Charter, of individual and collective self-defence if an armed attack occurred against a Member of the United Nations, until the Security Council had taken measures necessary to maintain international peace and security.

On 11 March the representatives of the USSR and the United States introduced a further revised draft of a non-proliferation treaty, incorporating the following changes: a paragraph was inserted in the preamble recalling the determination of the parties to the partial test ban treaty of 1963 to seek to achieve the discontinuance of all nuclear weapon tests and to continue negotiations to this end; article VI, on further measures of disarmament, was amended to speak of the cessation of the nuclear arms race "at an early date" and to specify "nuclear" disarmament; in article VII provision was made for the review conference to consider the "purposes of the preamble" and the provisions of the treaty, and for review conferences to be held at five-yearly intervals if a majority of the parties so proposed.

#### CONSIDERATION BY THE GENERAL ASSEMBLY AT THE RESUMED TWENTY-SECOND SESSION

Agenda item 28 (a), entitled "Non-proliferation of nuclear weapons: report of the Conference of the Eighteen-Nation Committee on Disarmament", was

maintained on the agenda of the twenty-second session in conformity with the decision of the General Assembly at its 1642nd plenary meeting, on 19 December 1967. It was considered by the First Committee between 26 April and 10 June 1968.

The First Committee had before it the report of the Conference of the Eighteen-Nation Committee on Disarmament to which were annexed the text of a draft treaty on the non-proliferation of nuclear weapons, submitted on 11 March 1968 by the Union of Soviet Socialist Republics and the United States of America, Co-Chairmen of the Conference, and other related Conference documents.

On 1 May a draft resolution was submitted by Austria, Bulgaria, Canada, Czechoslovakia, Denmark, Finland, Hungary, Iceland, Iran, Iraq, Ireland, Mongolia, Morocco, the Netherlands, Norway, Poland, Syria, the USSR, the United Kingdom and the United States and subsequently also sponsored by Lebanon and Somalia. On 3 May a revised draft was submitted by the same sponsors and Afghanistan, the Byelorussian SSR, Mauritius, the Sudan, the Ukrainian SSR, the United Arab Republic and Yemen, under which the General Assembly, convinced that the non-proliferation treaty, the draft of which was attached to the report of the Conference of the Eighteen-Nation Committee on Disarmament, would be an effective measure to halt the spread of nuclear weapons, would: (1) endorse the treaty on the non-proliferation of nuclear weapons; (2) request the depositary Governments to open the treaty for signature and ratification at the earliest possible date; (3) express its hope for the widest possible adherence to the treaty; (4) request the Conference of the Eighteen-Nation Committee on Disarmament urgently to pursue negotiations on effective measures relating to the cessation of the nuclear arms race at an early date and to nuclear disarmament, and on a treaty on general and complete disarmament under strict and effective international control; (5) request the Conference to report on the progress of its work to the General Assembly at its twenty-third session.

On 28 May the sponsors submitted a further revised text, which was subsequently also sponsored by Barbados, Belgium, Bolivia, Colombia, Costa Rica, the Dominican Republic, Ecuador, Guatemala, Italy, Liberia, Mexico, New Zealand, Nicaragua, Nigeria, Paraguay, Peru, the Philippines, Uruguay and Venezuela. Under new clauses in the preamble of the revised text, the General Assembly would express its conviction that all signatories had the right to engage in research, production and use of nuclear energy for peaceful purposes and would be able to acquire source and special fissionable materials as well as equipment for the processing, use and production of nuclear material for peaceful purposes, and would affirm that both nuclear-weapon and non-nuclear-weapon States carried the responsibility of acting in accordance with the principles of the Charter that the sovereign equality of all States should be respected, that the threat or use of force in international relations should be refrained from, and that international disputes should be settled by peaceful means. By the operative paragraphs the Assembly would: (1) commend the treaty on the non-proliferation of nuclear weapons, the text of which was annexed to the resolution; (2) request the depositary Governments to open the treaty for signature and ratification at the earliest possible date; (3) express the hope for the widest possible adherence to the treaty by both nuclear-weapon and non-nuclear-weapon States;

(4) request the Conference of the Eighteen-Nation Committee on Disarmament and the nuclear-weapon States urgently to pursue negotiations on effective measures relating to the cessation of the nuclear arms race at an early date and to nuclear disarmament, and on a treaty on general and complete disarmament under strict and effective international control; (5) request the Conference of the Eighteen-Nation Committee on Disarmament to report on the progress of its work to the General Assembly at its twenty-third session.

On 31 May the Co-Chairmen of the Conference of the Eighteen-Nation Committee on Disarmament—the representatives of the USSR and the United States—agreed to certain revisions of the text of the draft treaty on the non-proliferation of nuclear weapons, which were accepted by the sponsors of the revised draft resolution. The revised draft treaty was annexed to the draft resolution.

In the debate, the United States, the USSR and the United Kingdom called for an early conclusion of the treaty and underlined its significance. They pointed out that the treaty, by preventing the further spread of nuclear weapons, would serve the security interests of all States. It would enable all nations to share in the benefits of peaceful applications of nuclear energy and it would establish an obligation on the nuclear-weapon States to pursue the quest for nuclear disarmament and general and complete disarmament.

They declared that to meet the desire of many non-nuclear countries for measures to safeguard their security, in conjunction with their adherence to the treaty their Governments would sponsor a draft resolution in the Security Council concerning security assurances to non-nuclear Powers adhering to the treaty.

Though the proposed non-proliferation treaty on the whole received wide support, several delegations expressed reservations on the treaty as formulated and some rejected it altogether.

France observed that the only solution to the threat resulting from the existence of nuclear weapons was the cessation of the manufacture and the complete destruction of the stockpiles of such weapons. While it would not sign the non-proliferation treaty it would behave in the future exactly as the States adhering to the treaty.

Algeria asserted that there was no assurance by the nuclear Powers of genuine disarmament and urged that the treaty should be linked with other measures of disarmament such as a comprehensive test ban and the cessation of the production of fissionable material for military purposes.

India emphasized the need for a balanced treaty to prevent proliferation of nuclear weapons by all nuclear Powers, including the People's Republic of China. The solution to the problem of proliferation could be found only in simultaneous prevention of both "vertical" and "horizontal" proliferation. The treaty needed an obligatory provision for the cessation of further production of nuclear weapons.

Brazil said the treaty contained no clear commitment by the nuclear Powers to press for further disarmament measures and failed to provide for an acceptable balance of obligations and responsibilities between the nuclear and non-nuclear States, particularly with regard to peaceful nuclear explosions.

Albania said the treaty was not a disarmament measure since it permitted the United States and the Soviet



Union to increase their arsenals in pursuit of their aims of world hegemony. The treaty should be rejected.

Cuba said the treaty had nothing whatsoever to do with disarmament and would legalize the gap between the strong and the weak. The treaty would also violate the sovereign equality of nations and thus was not acceptable.

The United Republic of Tanzania said that to accept the treaty as it stood would be tantamount to accepting and sanctioning neo-colonialism. The treaty attempted to legalize the monopoly of nuclear knowledge by the existing nuclear Powers.

Zambia said the treaty would be neither workable nor effective and would not affect those States which possessed nuclear weapons. It could not be considered as a step towards general and complete disarmament.

On 10 June the First Committee, at its 1582nd meeting, adopted the revised draft resolution by 92 votes to 4, with 22 abstentions. On 12 June it was adopted by the General Assembly by 95 votes to 4 (Albania, Cuba, United Republic of Tanzania, Zambia), with 21 abstentions (Algeria, Argentina, Brazil, Burma, Burundi, Central African Republic, Congo (Brazzaville), France, Gabon, Guinea, India, Malawi, Mali, Mauritania, Niger, Portugal, Rwanda, Saudi Arabia, Sierra Leone, Spain, Uganda), as resolution 2373 (XXII).

#### REQUEST FOR A MEETING OF THE SECURITY COUNCIL

In a letter dated 12 June 1968 addressed to the President of the Security Council, the representatives of the Union of Soviet Socialist Republics, the United Kingdom and the United States requested an early meeting of the Council to consider a draft resolution they submitted on the same date in response, the letter said, to the desire of many Members that appropriate measures should be taken to safeguard their security in conjunction with their adherence to the Treaty on the Non-Proliferation of Nuclear Weapons.

### B. *Effects of atomic radiation*

#### SEVENTEENTH SESSION OF THE SCIENTIFIC COMMITTEE

The United Nations Scientific Committee on the Effects of Atomic Radiation held its seventeenth session at the United Nations Office at Geneva from 28 August to 6 September 1967. Dr. A. R. Gopal-Ayengar of India and Dr. Gordon C. Butler of Canada served as Chairman and Vice-Chairman, respectively. The Committee discussed, on the basis of reviews prepared in the Secretariat, the assumptions and parameters used in estimating dose commitments, recent information on radio-active contamination of the environment by nuclear tests, the effects of ionizing radiation on the nervous system and the pathological significance of chromosome anomalies induced by radiation in somatic cells, as well as their use as indicators of exposure to radiation. The Committee also adopted its annual report to the General Assembly.

#### CONSIDERATION BY THE GENERAL ASSEMBLY

The annual report of the Scientific Committee was considered by the General Assembly at its twenty-second session. Following the debate in the Special Political Committee, the General Assembly unanimously adopted resolution 2258 (XXII), by which the General Assembly, *inter alia*, requested the Scientific Committee to continue its programme, including

its co-ordinating activities, to increase the knowledge of the levels and effects of atomic radiation from all sources.

#### EIGHTEENTH SESSION OF THE SCIENTIFIC COMMITTEE

The Scientific Committee held its eighteenth session at Headquarters from 8 to 17 April 1968. Dr. Gordon C. Butler (Canada) and Professor Bo Lindell (Sweden) served as Chairman and Vice-Chairman respectively, and Dr. V. Zelený (Czechoslovakia) was elected Rapporteur. The Committee continued the discussions it had begun at its seventeenth session and outlined the information that it required to assess levels of radiation from nuclear tests in a letter to States Members of the United Nations or members of the specialized agencies or of the International Atomic Energy Agency, sent on 30 April 1968. The letter recommended that countries that had reported survey data on radio-active contamination of both diet and human tissues since 1961 or earlier should continue to do so in the future, and that in a few selected areas among those from which only scanty data had so far been available, limited investigations would suffice and certain measurements of contamination of human tissues would need to be carried out only once in the near future.

At its eighteenth session, the Committee also adopted a progress report for consideration by the General Assembly at its twenty-third session and attached the above-mentioned letter to the progress report as an annex.

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

#### TENTH SESSION OF THE COMMITTEE ON THE PEACEFUL USES OF OUTER SPACE

The Committee on the Peaceful Uses of Outer Space held its tenth session at United Nations Headquarters between 13 and 15 September 1967. Representatives of the United Nations Educational, Scientific and Cultural Organization, the International Civil Aviation Organization, the World Health Organization, the International Telecommunication Union, the World Meteorological Organization, the International Atomic Energy Agency and the Committee on Space Research (COSPAR) of the International Council of Scientific Unions participated in its work as observers.

In addition to the reports of its Scientific and Technical Sub-Committee and its Legal Sub-Committee, the Committee had before it the report of the Working Group on a Navigation Services Satellite System, the sixth report of ITU on telecommunications and the peaceful uses of outer space and the sixth progress report of WMO on the advancement of atmospheric sciences and their application in the light of developments in outer space.

The Committee considered the following documents prepared in accordance with General Assembly resolution 2223 (XXI) and reviewed by the Scientific and Technical Sub-Committee at its fifth session: a review of national and co-operative international space activities; a review of the activities and resources of the United Nations, of its specialized agencies and of other competent international bodies relating to the peaceful uses of outer space; a report presented by the Government of India on satellite communications; a paper furnished by the secretariat of ITU on the Experimental Satellite Communications Earth Station at



Ahmedabad, India; the report of the Advisory Panel for the Thumba Equatorial Rocket Launching Station; the report of the Secretary-General on the international directory of facilities for education and training in basic subjects related to the peaceful uses of outer space; a questionnaire on the definition of outer space submitted by the Legal Sub-Committee to the Scientific and Technical Sub-Committee; a working paper on the definition of outer space submitted by the delegation of France, a working paper on the definition of outer space submitted by the delegation of Canada; and a background paper on the definition of outer space submitted by the Outer Space Affairs Group of the United Nations Secretariat.

During the general debate in the Committee, it was noted that the ultimate purpose of international co-operation in outer space must be to secure the participation of all countries in the progress of science and technology and to have them benefit to the utmost from the application of science and technology. In this connexion, the Committee emphasized the importance of attendance at the first United Nations Conference on the Exploration and Peaceful Uses of Outer Space, scheduled to take place in Vienna from 14 to 27 August 1968. The hope was expressed that with the co-operation of all concerned, the Conference would indeed become the symbol of increasing international co-operation in the peaceful uses of outer space.

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

At its fifth session, the Scientific and Technical Sub-Committee considered various reports prepared in compliance with the recommendations of the Committee and proposals submitted by delegations and the Secretariat. In particular, the Sub-Committee discussed, in response to a request made by the Legal Sub-Committee, the question of the definition of outer space. The Sub-Committee noted that there was a consensus in the Sub-Committee that it was not possible at the present time to identify scientific or technical criteria permitting the precise and lasting definition of outer space. The Sub-Committee expressed the view that the definition of outer space, on whatever basis recommended, was likely to have important implications for the operational aspects of space research and exploration, that the Sub-Committee should therefore continue consideration of the matter at future sessions and that Member States should be invited to submit further relevant material for the Sub-Committee's consideration.

The Sub-Committee took note of proposals submitted by Austria, Iran and the United Arab Republic on the desirability of enlarging the "personnel, budget and power" of the Outer Space Affairs Group of the United Nations Secretariat, and by Iran on the desirability of establishing a specialized agency to deal with outer space activities. The Sub-Committee did not reach a consensus on these two proposals but agreed to keep them under review in future sessions.

With regard to international sounding rocket launching facilities, the Sub-Committee recommended that the United Nations should continue its sponsorship of the Thumba Equatorial Rocket Launching Station in India and took note of the work already accomplished by the Government of Argentina in using its facilities for international co-operation and training in the peaceful scientific exploration of outer space. The Sub-

Committee also recommended that a small group of scientists familiar with space research and facilities should visit the Station in Argentina when it became operative in order to advise the Committee on the station's eligibility for United Nations sponsorship. The Sub-Committee further decided to consider, at its next session, the question of the criteria which should be met before international sounding rocket launching ranges could be recommended for sponsorship.

The Sub-Committee congratulated the Government of India for its experimental study on satellite communications and noted with appreciation that the Experimental Satellite Communications Earth Station at Ahmedabad, India, was operational and would be used for training and research by both Indian and other nationals.

Turning to the field of education and training, the Sub-Committee expressed its appreciation of the report of the Secretary-General entitled "International directory of facilities for education and training in basic subjects related to the peaceful uses of outer space". The Sub-Committee recommended that the printed International Directory should be updated biennially. The Sub-Committee also adopted recommendations concerning exchange of information.

The recommendations contained in the report of the Scientific and Technical Sub-Committee were endorsed by the Committee and annexed to its report to the General Assembly at its twenty-second session.

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

The Committee considered and took note of the report of the Legal Sub-Committee on the work of its sixth session, which was also annexed to the Committee's report to the General Assembly. (An account of the discussion relating to the report of the Legal Sub-Committee is included in chapter XII of the present report.)

#### *Report of the Working Group on a Navigation Services Satellite System*

In accordance with the decision taken by the Committee at its ninth session, in April 1967, the Working Group on a Navigation Services Satellite System held a series of meetings in New York between 24 and 28 July 1967. In its report to the Committee, it made recommendations on the need, feasibility and implementation of a navigation services satellite system.

The Committee noted the Working Group's opinion that it would be technically feasible to develop a navigation services satellite system to meet particular needs of civil aviation and sea-borne traffic and to help resolve many basic navigational requirements. The Committee endorsed the Working Group's suggestion that the International Civil Aviation Organization and the Inter-Governmental Maritime Consultative Organization, as well as other specialized agencies and interested governmental and non-governmental organizations, should continue to study the requirements for potential applications for navigation services satellite systems in their areas of competence, and invited the organizations concerned to submit reports to the Committee, if possible annually. The Working Group's report was annexed to the Committee's report to the General Assembly.

*United Nations Conference on the Exploration and Peaceful Uses of Outer Space*

Several delegations pointed out that if the Conference was to be really successful it should be attended not only by representatives of the space Powers but also by a significant number of participants from non-space nations and, in particular, from the developing countries, for whose benefit the Conference was primarily intended. In order to stress the importance it attached to the Conference, the Committee agreed to include in its report, for the information of the General Assembly, an extract from the statement made by the Austrian representative about the Conference.

*Reports of the International Telecommunication Union and the World Meteorological Organization*

The Committee noted with appreciation the progress reports prepared by ITU and WMO and requested the two agencies to furnish further reports to the Committee in 1968. In particular, the Committee expressed great appreciation of the World Weather Watch plan, which was an excellent demonstration of the practical benefits to be derived from the peaceful uses of outer space, and hoped that Member States would do their utmost to ensure its early operation.

CONSIDERATION BY THE GENERAL ASSEMBLY

During the twenty-second session of the General Assembly, the question of international co-operation in the peaceful uses of outer space was considered at seven meetings of the First Committee.

A twenty-six-Power draft resolution dealing with the report of the Committee on the Peaceful Uses of Outer Space was introduced on 26 October and was approved unanimously by the First Committee on the same date.

On 3 November 1967 the General Assembly unanimously adopted this text as resolution 2260 (XXII). Under its provisions, the Assembly, among other things, endorsed the recommendations and decisions contained in the report of the Committee on the Peaceful Uses of Outer Space; endorsed the decision of the Committee to appoint a small group of scientists to visit the sounding rocket station near Mar del Plata, Argentina, to advise the Committee on the station's eligibility for United Nations sponsorship; requested the Committee, in the further progressive development of the law of outer space, to continue with a sense of urgency its work on the elaboration of an agreement on liability for damage caused by the launching of objects into outer space and on agreement on assistance to and return of astronauts and space vehicles, and to pursue actively its work on questions relative to the definition of outer space and the utilization of outer space and celestial bodies, including the various implications of space communications; requested the Committee to start at its next session the serious consideration of the suggestions and views expressed in the General Assembly and the Committee regarding education and training in the field of the exploration and peaceful uses of outer space; and requested the Committee to study the technical feasibility of communications by direct broadcasts from satellites and the current and foreseeable developments in this field, as well as the implications of such developments.

Under other provisions of the resolution, the Assembly called upon those countries which had not signed the Treaty on Principles Governing the Activities of States in the Exploration and Peaceful Uses of Outer Space to do so in order that it could have the broadest possible effect; urged the Outer Space Committee to consider further the question of the applications of satellite technology; approved the continued United Nations sponsorship of the Thumba Equatorial Rocket Launching Station in India; expressed its appreciation of the work of the specialized agencies in the field of outer space and, in particular, the programmes of work of the World Meteorological Organization and the International Telecommunication Union.

A draft resolution on the United Nations Conference on the Exploration and Peaceful Uses of Outer Space was submitted on 24 October 1967 by thirteen countries and was adopted unanimously by the First Committee on 26 October. The draft resolution was adopted unanimously by the General Assembly on 3 November 1967 as resolution 2261 (XXII). Under this resolution the Assembly: (1) expressed the hope that all those invited to the Conference would accept the invitation; (2) called upon all participating States to devote their utmost efforts to ensuring the success of the Conference by the fullest possible achievement of its objectives as set forth in resolution 2221 (XXI); and (3) requested the Secretary-General, with the assistance of the Chairman of the Committee and the panel of experts and in co-operation with the interested specialized agencies, to continue to make the necessary organizational and administrative arrangements for the Conference, within the ceiling of expenditure established for it, and to take appropriate steps to secure the widest publicity for it.

A third draft resolution, entitled "Agreement on the Rescue of Astronauts, the Return of Astronauts and the Return of Objects Launched into Outer Space" was adopted unanimously by the General Assembly without reference to a Committee (see chapter XIII, section N).

MEETINGS OF THE PANEL OF EXPERTS FOR THE PREPARATION OF THE UNITED NATIONS CONFERENCE ON THE EXPLORATION AND PEACEFUL USES OF OUTER SPACE

The panel of experts entrusted with the technical preparation of the United Nations Conference on the Exploration and Peaceful Uses of Outer Space met in New York from 10 to 12 January 1968 and took decisions on the papers to be submitted to the Conference as well as the procedure for the selection of chairmen and other officers of the Conference.

With regard to the selection of officers for the Conference, the panel proposed to the Secretary-General the nomination of Dr. Kurt Waldheim, Chairman of the Committee on the Peaceful Uses of Outer Space and Foreign Minister of Austria, as President of the Conference, and Dr. Sarabhai, Chairman of the panel of experts, as Vice-President and Technical Chairman. The panel further suggested that interested countries should submit a list of national experts who were competent to act as chairmen or vice-chairmen of the thematic sessions. The final distribution of offices will be decided upon later by the President and Vice-President, in consultation with the panel. It was made clear that all interested countries, not only those represented on the panel, could submit names of candidates.

## INTERAGENCY CO-OPERATION

Questions of interagency co-operation in outer space matters were again reviewed by the Administrative Committee on Co-ordination and its interagency working group on programmes and activities related to the peaceful uses of outer space. The Organizations directly concerned with space programmes, the United Nations, the ILO, UNESCO, ICAO, WHO, ITU, WMO, IMCO and IAEA, jointly reviewed their activities in the light of the preparations for the United Nations Conference on the Exploration and Peaceful Uses of Outer Space and of the enlarged work programme of the Committee on the Peaceful Uses of Outer Space. It was noted that papers were to be presented at the Conference by the United Nations, UNESCO, ICAO, ITU, and WMO.

It was also noted that the work programme of the Committee on the Peaceful Uses of Outer Space contained a number of topics of interagency concern. For example, ITU already had under study from the telecommunications point of view the question of the technical feasibility of direct sound and television broadcasting from satellites, and UNESCO had been conducting studies on the broad social implications of direct broadcasting from satellites. The agencies indicated that they would keep the Committee on the

Peaceful Uses of Outer Space informed of the result of their current studies.

The ACC welcomed the continued interest in programmes in the field of education and training which were included in the Committee's work programme and which would be the subject of thematic session VII at the Conference. The ACC stressed the importance it attached to such programmes and the role which it felt the United Nations family could play in regard to them. It expressed the view that the training activities carried on by WMO, ITU, UNESCO, the ILO and UNITAR should receive the fullest support, and that the possibility of organizing or supporting training in other areas should be explored. In this connexion, ACC noted with considerable interest the progress being made in the UNESCO study of a possible pilot project for the use of space communications in India. It considered that the UNESCO study was of interagency interest in many respects, including the matter of training.

D. *Admission of new members*

At its twenty-second session, the General Assembly acting upon the recommendations of the Security Council, admitted two States to membership in the United Nations, as follows:

State	Date of Council recommendation	Date of admission	Resolution No.
People's Republic of Southern Yemen .....	12 December 1967	14 December 1967	2310 (XXII)
Mauritius .....	18 April 1968	24 April 1968	2371 (XXII)

## COMMUNICATIONS CONCERNING ADMISSIONS

In a letter to the President of the Security Council dated 13 December 1967, the representative of the United States cited statements contained in the introduction to the Secretary-General's annual report on the work of the Organization to the General Assembly at its twenty-second session, with respect to those States which had been referred to as "micro-States", entities which were especially small in area, population and human and economic resources and which were emerging as independent States. Noting the Secretary-General's suggestion that it might be opportune for the competent organs to undertake a study of the criteria for membership in the United Nations with a view to laying down the necessary limitations on full membership while also defining other forms of association which would benefit both the "micro-States" and the United Nations, the United States representative indicated that examination of such considerations was most likely to be fruitful if made in terms of general principles. Accordingly he suggested that it might be useful for the Security Council to seek the assistance of its standing Committee on the Admission of New Members in examining the issues, and requested the President to consult the members about the possibility of reconvening the Committee for such a purpose.

The President of the Council for December 1967 replied to the United States representative on 29 December, stating that the Council's preoccupation with another question, together with the December holidays, had precluded the possibility of dealing with the matter during his tenure of office, and that he had therefore requested the Secretariat to bring the matter to the notice

of his successor in office. The Council Presidents for January, February and March 1968 addressed similar letters to the United States representative in regard to his suggestion.

E. *Question of the reservation exclusively for peaceful purposes of the sea-bed and the ocean floor, and the subsoil thereof, underlying the high seas beyond the limits of present national jurisdiction, and the use of their resources in the interests of mankind*

On 17 August 1967 Malta submitted for consideration by the General Assembly at its twenty-second session a proposal regarding a "declaration and treaty" concerning the reservation exclusively for peaceful purposes of the sea-bed and the ocean floor and the use of their resources in the interests of mankind. The General Assembly decided on 6 October to reword the item to read "Examination of the question of the reservation exclusively for peaceful purposes of the sea-bed and the ocean floor, and the subsoil thereof, underlying the high seas beyond the limits of present national jurisdiction, and the use of their resources in the interests of mankind". It allocated the item to the First Committee, which considered it at twelve meetings.

In its explanatory memorandum and in the presentation by its representative, Malta stressed the following points.

The sea-bed and the ocean floor covered approximately five sevenths of the earth's surface; the ocean

floor under the abyssal depths was the only area of the world which had not yet been appropriated for national use because until recently its use for defence purposes or the exploitation of its resources had not been technologically feasible. Recent developments in science and technology, however, had made the exploitation of such resources a practical possibility within the next decade.

These resources promised to be considerable. Petroleum, natural gas and sulphur, as well as tin, diamonds, phosphorite and coal, were already being mined on the sea-bed under the continental shelf. Explorations had indicated the presence on the ocean floor and its subsoil of immense quantities of minerals, and there were possibilities of using the ocean floor for farming and developed methods of fish husbandry.

There was now a real danger that technically equipped countries might wish to appropriate the ocean floor for their national use, not only to develop its immense resources, but particularly, for defence purposes—perhaps through mobile near-bottom nuclear missile systems or through fixed military installations on the ocean floor. The result would be a competitive scramble for sovereign rights over the ocean floor, which would lead to the escalation of the arms race, the widening of the gap between the rich, technologically developed countries and the poorer countries, the curtailment of traditional activities on the high seas and the danger of permanent damage to the marine environment through pollution.

Unfortunately the present state of international law encouraged the appropriation for national purposes of the sea-bed beyond the geophysical continental shelf by those with the technical competence to exploit it. The 1958 Geneva Convention on the Continental Shelf recognized the right of coastal States to exercise sovereignty over the "continental shelf", the term being used "as referring (a) to the seabed and subsoil of the submarine areas adjacent to the coast but outside the area of the territorial sea, to a depth of 200 metres or, beyond that limit, to where the depth of the superjacent waters admits of the exploitation of the natural resources of the said areas; (b) to the seabed and subsoil of similar submarine areas adjacent to the coasts of islands". Technical possibilities of exploiting resources at much greater depths than 200 metres had apparently not been foreseen at the time. Such exploitation activities had now begun and were likely to increase.

There was also the problem of marine pollution through the dumping of radio-active and other wastes, on which international action had not so far been effective.

Malta considered that an effective international régime over the sea-bed and the ocean floor beyond a clearly defined national jurisdiction was the only hope of avoiding escalating tensions and a permanent impairment of the marine environment, and the only way of assuring that the resources on and under the ocean floor would be exploited with harm to none and for the benefit of all.

Malta therefore proposed as a long-term objective the creation of a special agency which would assume jurisdiction, as a trustee for all countries, over the oceans and the ocean floor, beyond national jurisdiction, with wide powers to regulate, supervise and control all activities thereon, including the power to regulate commercial exploitation and to grant explora-

tion rights and leases in respect of mineral, petroleum and other resources in the area within its jurisdiction. After deduction of administrative and other legitimate expenses, including support to oceanographic research, the revenue should be used to further, either directly or through the United Nations Development Programme, the development of poor countries. The agency should also have over-all responsibility for the problem of the control of ocean pollution; it should act in collaboration with the International Atomic Energy Agency, the Inter-Governmental Maritime Consultative Organization and other specialized bodies whose advice, if endorsed by the agency, could be incorporated in an enforceable code of law.

The existence and powers of the agency should be founded on a treaty clearly defining the outer limits of the continental shelf subject to national jurisdiction, and establishing generally acceptable principles with regard to the use of the deep seas and the ocean floor.

Meanwhile, Malta proposed that the Assembly should adopt a resolution stating that the sea-bed and ocean floor were a common heritage of mankind and should be used for peaceful purposes and for the benefit of mankind as a whole, that the needs of poor countries should receive preferential treatment from any financial benefits accruing and that claims to sovereignty over the area should be frozen until a clear definition of the continental shelf was formulated. A widely representative but not too numerous body should be set up to consider the implications of the establishment of an international régime and to draft a treaty safeguarding the international character of the area and establishing an international agency to ensure that national activities in the area conformed to its provisions.

The First Committee also had before it a note by the Secretary-General drawing its attention to the activities of the Secretariat in fields related to the item under discussion, in particular to the studies in course of preparation under General Assembly resolution 2172 (XXI) and Economic and Social Council resolution 1112 (XL). The Secretary-General also drew attention to the work of the Intergovernmental Oceanographic Commission of UNESCO, particularly to the establishment and terms of reference of its Working Group on Legal Questions related to Scientific Investigations of the Ocean.

There was general agreement in the Committee that the item raised questions of considerable international interest and had complex and far-reaching political, economic and legal implications which required careful study. More information was needed; in this connexion, attention was called to the studies referred to in the Secretary-General's note and to the work of other intergovernmental organizations.

Opinions differed, however, as to the course which should be followed by the United Nations in dealing with this relatively new area of international co-operation. Thus a number of representatives considered that the Assembly should at its current session adopt a series of basic principles or a declaration with a view to reserving the area for peaceful use and for the benefit of mankind. Others, however, felt that a thorough study of the far-reaching implications involved was required before principles could be adopted to regulate the use of the ocean floor and its resources. The hope was expressed by many representatives that technologically advanced countries would not use their powers to gain



advantages on the sea-bed while the matter was being considered internationally.

X Opinions differed also as to whether the Assembly should establish a subsidiary organ to consider the question, and if so, of what kind. Some representatives felt that the primary need was for careful preparatory study, the collection of information and the co-ordination of existing studies and activities. Members should await the two reports asked for from the Secretary-General before embarking on new undertakings which might duplicate those already being carried out by other international bodies. There were also various international agreements already in effect which had to be taken into consideration. Further, some representatives emphasized that Members had not had an opportunity to study the question sufficiently, and it was for the Members, above all, to study the matter since it was they who would have to take any necessary decisions. The Secretary-General should be asked to assemble information, with the co-operation of the Intergovernmental Oceanographic Commission and other organizations working in the field; on the basis of this information, Governments could consider the matter further and take any necessary decisions at the Assembly's next session.

Other representatives were in favour of the creation of a committee analogous to the Committee on the Peaceful Uses of Outer Space, with a broad mandate to consider all aspects of the question. The United States representative proposed that the Assembly at its current session should establish a "Committee on the Oceans" to assist it in considering all proposals on marine questions, in promoting long-term international co-operation in marine science and in considering questions of law, including such matters as rights of use and exploration, arms control and problems of pollution. While much of its initial work could be fact-finding, the proposed committee could develop principles and standards and could study the question of developing a legal régime to regulate the activities of States in the exploration and use of the sea-bed and the ocean floor. It would be unrealistic, the United States representative stated, to isolate the sea-bed and the ocean floor from the marine environment in general, since many of the questions involved, for example the dangers of large-scale pollution from the dumping of atomic wastes, could not be confined to the ocean floor. Some representatives, though they were in favour of establishing a committee to consider the various problems involved, thought that the scope of the investigation was so wide that it should be confined to the sea-bed and ocean floor and their resources and not extended to all marine problems.

Other representatives favoured the establishment of an *ad hoc* committee, study group or committee of experts, to study the question further and report to the General Assembly at its next session.

It was emphasized by some representatives that the Assembly's objective should be the establishment of some sort of international authority.

Many representatives considered that the legal status of the ocean floor would have to be defined before much progress could be made. The limits of the national jurisdiction of coastal States as established by the 1958 Geneva Convention on the Continental Shelf were imprecise because of the "exploitability clause" of that convention, which if interpreted too exclusively would

permit coastal States to exercise jurisdiction over the whole ocean floor if they were technically able to exploit its resources. This, it was stated, was unacceptable. It was, however, pointed out that many signatories had acquired rights under the Convention which they valued and would be reluctant to relinquish. The absence of accepted rules of international law relating to the ocean floor under the high seas beyond the limits of national jurisdiction was also pointed out.

A number of representatives, in particular those from Latin American countries, emphasized that sovereign rights were already exercised by coastal States over their territorial sea and continental shelf. These rights had been proclaimed in national constitutions and legislation and were the subject of treaties, and they now constituted norms of customary international law. These representatives stated that the sovereignty of their countries and their natural rights were not subject to negotiation or discussion.

The importance of safeguarding the internationally accepted principle of the freedom of the high seas was also stressed as was the need for more forceful international action to combat the danger of pollution from radio-active and other wastes. The special interests of land-locked countries were also referred to. Representatives also emphasized the importance of international co-operation in oceanography, in strengthening the research activities of developing countries in the marine sciences and in making the results of oceanographic research available to all.

It was emphasized that the arms control and security aspects of the question required careful consideration; some representatives thought that these matters should be considered in the context of the whole problem of disarmament. The suggestion was made that the matter might be considered by the Conference of the Eighteen-Nation Committee on Disarmament.

While it was widely agreed that the resources of the ocean floor and sea-bed, and the subsoil thereof, should be developed for the benefit of mankind, it was also pointed out that large capital investments would be necessary to develop them and that care should be taken not to discourage initiatives for exploration and utilization of the ocean bed.

Following discussion in a working group consisting of some forty delegations, the drafting of a resolution was entrusted to a small group consisting of Belgium, Brazil, Bulgaria, India, Malta and the United States, under the chairmanship of the Chairman of the First Committee.

The representative of Belgium, introducing the draft resolution on behalf of the sponsors on 7 December 1967, explained that it represented a compromise between the different points of view expressed in the Committee and stated that the references in the text to the title of the item referred only to the terms "the sea-bed and the ocean floor, and the subsoil thereof" in order to define the geographical area. They did not affect the claim of sovereignty or jurisdiction on the part of certain States or any interpretation or acceptance by the Committee. It was on that understanding that certain representatives supported the draft resolution. Some representatives stated that they would have preferred the resolution to go further but considered that it was important that the first step should be taken with the broadest possible measure of agreement.



Under the draft resolution, which was sponsored by forty-four countries, the General Assembly would: (1) decide to establish an *ad hoc* committee, composed of... Member States, to study the scope and various aspects of the item; (2) request the *ad hoc* committee, in co-operation with the Secretary-General, to prepare, for consideration by the General Assembly at its twenty-third session, a study which would include: (a) a survey of the past and present activities of the United Nations, the specialized agencies, the International Atomic Energy Agency and other intergovernmental bodies with regard to the sea-bed and the ocean floor, and of existing international agreements concerning those areas; (b) an account of the scientific, technical, economic, legal and other aspects of the item; (c) an indication regarding practical means of promoting international co-operation in the exploration, conservation and use of the sea-bed and the ocean floor, and the subsoil thereof, as contemplated in the title of the item, and of their resources, having regard to the views expressed and suggestion put forward by Member States during the consideration of the item at the twenty-second session of the General Assembly; (3) request the Secretary-General: (a) to transmit the text of the resolution to the Governments of all Member States in order to seek their views on the subject; (b) to transmit to the *ad hoc* committee the records of the First Committee relating to the discussion of the item; (c) to render all appropriate assistance to the *ad hoc* committee, including the submission to it of the results of the studies being undertaken in pursuance of General Assembly resolution 2172 (XXI) and Economic and Social Council resolution 1112 (XL) and such documentation pertinent to the item as may be provided by UNESCO and its Intergovernmental Oceanographic Commission, IMCO, FAO, WMO, WHO, IAEA, and other intergovernmental bodies; (4) invite the specialized agencies, IAEA and other intergovernmental bodies to co-operate fully with the *ad hoc* committee in the implementation of the resolution.

On 8 December the Chairman proposed and the Committee agreed that the *ad hoc* committee referred to in paragraph 1 of the draft resolution would be composed of the following Member States: Argentina, Australia, Austria, Belgium, Brazil, Bulgaria, Canada, Ceylon, Chile, Czechoslovakia, Ecuador, El Salvador, France, Iceland, India, Italy, Japan, Kenya, Liberia, Libya, Malta, Norway, Pakistan, Peru, Poland, Romania, Senegal, Somalia, Thailand, the Union of Soviet Socialist Republics, the United Arab Republic, the United Kingdom, the United Republic of Tanzania, the United States of America and Yugoslavia.

At the same meeting, the Committee adopted the draft resolution by 93 votes to none, with 1 abstention. It was unanimously adopted by the General Assembly on 18 December, as resolution 2340 (XXII).

On 5 January 1968 the Secretary-General addressed a communication to the Governments of all Member States in accordance with the provisions of paragraph 3 (a) of resolution 2340 (XXII). The views expressed by Governments in response to this communication were circulated as documents of the *Ad Hoc* Committee.

The *Ad Hoc* Committee to Study the Sea-Bed and the Ocean Floor beyond the Limits of National Jurisdiction held its first session from 18 to 27 March 1967 at United Nations Headquarters. It elected its officers, heard statements from members and requested the Secretariat to prepare various papers in connexion with

its work. It established two working groups, one to examine the legal aspects of the question and the other the technical and economic aspects.

## F. *Co-operation between the United Nations and the Organization of African Unity*

In accordance with General Assembly resolutions 2011 (XX) of 11 October 1965 and 2193 (XXI) of 15 December 1966 inviting the Secretary-General to promote co-operation between the United Nations and the Organization of African Unity, the Secretary-General submitted a report to the General Assembly, on 1 November 1967, on developments since his report of 8 September 1966.

The report stated that during that period, the Secretary-General had been represented at the eighth ordinary session of the Council of Ministers of OAU held at Addis Ababa in February-March 1967, and at the ninth ordinary session of the Council, held at Kinshasa in September 1967. The Secretary-General himself had attended the closing meeting of the fourth ordinary session of the Assembly of Heads of State and Government of OAU held at Kinshasa in September 1967, and had delivered an address.

As regards technical co-operation, the United Nations Institute for Training and Research, at the request of the Administrative Secretary-General of OAU, had arranged in April-May 1967 a two-month training programme at United Nations Headquarters for four OAU officers.

The OAU had participated in meetings of the Economic Commission for Africa. Continuous co-operation at the working level had also been maintained between the secretariats of OAU and ECA.

An item on relations with OAU had been included in the agenda of the eighth session of ECA held at Lagos from 13 to 25 February 1967, and both secretariats had reported on recent developments and on problems concerning the co-operation between them. Delegations participating in the discussion had emphasized that ECA should follow the instructions it had received from the Heads of Government and promote collaboration between the two secretariats on the basis of the agreement on co-operation and mutual assistance that had been signed by the Secretary-General and the Administrative Secretary-General of OAU in November 1965.

At its plenary meeting, on 5 December 1967, the General Assembly took note of the report of the Secretary-General.

## G. *The policies of apartheid of the Government of the Republic of South Africa*

### REPORT OF THE INTERNATIONAL SEMINAR ON *Apartheid*, RACIAL DISCRIMINATION AND COLONIALISM IN SOUTHERN AFRICA

The report of the International Seminar on *Apartheid*, Racial Discrimination and Colonialism in Southern Africa, held in Kitwe, Zambia, from 25 July to 4 August 1967, in accordance with General Assembly resolution 2202 A (XXI) of 16 December 1966, was submitted to the Assembly at its twenty-second session. Besides participants from thirty-two Member States and observers from the ILO, UNESCO and the Office

of the United Nations High Commissioner for Refugees, observers from the Organization of African Unity, some African liberation movements recognized by the Organization of African Unity and a number of interested non-governmental organizations also attended the Seminar.

At the end of their deliberations the participants approved a final declaration and twenty-three conclusions and recommendations which had been submitted by the representatives of the Afro-Asian group of States. The participants from Canada and the United States expressed reservations on the final declaration; the participants from Botswana, Brazil, Canada, Denmark, Finland, Japan, Sweden, Turkey and the United States expressed reservations on the conclusions and recommendations of the Seminar.

In its conclusions and recommendations the Seminar considered that it was essential for the Security Council to take enforcement action under Chapter VII of the Charter of the United Nations against South Africa, Portugal and the racist régime in Southern Rhodesia, since all appeals and other efforts to persuade them had failed to make them abandon their policies. It condemned the activities of those foreign economic, financial and other interests which, by supporting the régimes in the Territories under racist and colonial domination, and their exploitation of the human and material resources of the Territories, were preventing the African people from attaining freedom and independence. It called upon the Governments of the States concerned to take all necessary measures to bring such activities to an end and recommended that a group of experts should be established by the Secretary-General, in consultation with the Special Committee on the Policies of *Apartheid* of the Government of the Republic of South Africa 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, to study the interlocking economic and military patterns in southern Africa.

The Seminar called for the launching of an International campaign of information on the real situation in Southern Africa and the purposes of the United Nations, in view of the massive propaganda carried on by the racist and colonial régimes in southern Africa; and the convening of a working party of experts, in consultation with OAU and under United Nations auspices, to consider the best means of promoting a world-wide information campaign with the co-operation of specialized agencies of the United Nations, African liberation movements recognized by OAU and non-governmental organizations. The Seminar also recommended that in connexion with the plans and programmes for the International Year for Human Rights, 1968, special prominence should be given to the problems of *apartheid*, racial discrimination and colonialism in southern Africa, to the plight of political prisoners and other victims of *apartheid*, racial discrimination and colonialism, and to the application of the decisions and resolutions of the United Nations relating to these problems.

It further encouraged the International Defence and Aid Fund and the World Campaign for the Release of South African Political Prisoners to extend their activities more widely to cover the defence and aid of prisoners in Southern Rhodesia, Angola and Mozambique and other colonies in Africa, and recommended

that the terms of reference of the United Nations Trust Fund for South Africa be extended to include the victims of *apartheid*, racial discrimination and colonialism in South West Africa, Southern Rhodesia, Angola and Mozambique and other colonies in Africa.

The Seminar also strongly supported the consolidation and development of the United Nations special education and training programmes for southern Africa and recommended that these programmes be administered in co-operation with OAU and through it with the African liberation movements recognized by OAU.

#### REPORT OF THE SECRETARY-GENERAL ON CONSULTATION WITH THE INTERNATIONAL BANK FOR RECONSTRUCTION AND DEVELOPMENT

On 15 September 1967 the Secretary-General submitted a report on his consultation with the International Bank for Reconstruction and Development in accordance with various resolutions of the General Assembly, particularly resolution 2202 (XXI) of 16 December 1966, requesting the Secretary-General to consult with the International Bank in order to obtain its compliance with the provisions of General Assembly resolutions calling for the withholding of assistance of any kind to the Government of South Africa until it renounced its policies of *apartheid*.

The Secretary-General stated that at a meeting held on 20 December 1966 between the President of the Bank and himself, and after discussions between officials of the Secretariat of the United Nations and the Bank, it had been decided that a written exchange of views should take place.

In a memorandum attached to the report of the Secretary-General, the Secretariat pointed out that from communications received from the General Counsel of the Bank as well as from his statements to the Fourth Committee during the twenty-first session of the General Assembly, there appeared to be two principal reasons advanced by the Bank for its failure to give effect to relevant recommendations of the General Assembly. The first of the reasons related to the requirement of "prior consultation" before either organization made formal recommendations to the other, under article IV of the Agreement bringing the Bank into relationship with the United Nations, which was concluded pursuant to Articles 57 and 63 of the Charter of the United Nations, and which came into force on 15 November 1947. The second reason was based upon the Bank's interpretation of its own Articles of Agreement, which had come into force on 27 December 1945, in particular section 10 of article IV, which prohibited political activities by the Bank and its officers.

Noting that in examining these two reasons, its interpretation of the relevant articles of the relationship Agreement differed from that offered by the General Counsel of the Bank, the Secretariat stated that it seemed hardly likely that the Bank would wish to ignore entirely the virtually unanimous condemnation by the international community, expressed through the United Nations as the organ having primary responsibility in this field, of the international conduct of Portugal and South Africa. The international institutions created after the Second World War, it pointed out, had been intended to work in harmony in the maintenance of international peace and security and not in conflict.

In a letter dated 18 August 1967 addressed to the Secretary-General, the President of the Bank gave the assurance that the World Bank was keenly aware and proud of being part of the United Nations family and that its earnest desire was to co-operate with the United Nations by all legitimate means and, to the extent consistent with its Articles of Agreement, to avoid any action that might run counter to the fulfilment of the great purposes of the United Nations. The President concluded by stating that the assurance was given in the hope that it might help dissipate any misunderstanding of the Bank's attitude.

In his reply, dated 23 August 1967, the Secretary-General, *inter alia*, welcomed the Bank's desire to clarify its attitude, adding that the United Nations relied on the co-operation and support of all organizations which were members of the United Nations family.

In concluding his report the Secretary-General stated that he felt that the discussion with the Bank had clarified the respective legal positions of the United Nations and the Bank and that he hoped the exchange of letters mentioned above between the President and himself would contribute to closer mutual understanding and co-operation.

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

On 18 October 1967, the Special Committee submitted a report to the General Assembly and the Security Council reviewing its work since the twenty-first session of the Assembly and new developments in the Republic of South Africa since its report of 21 October 1966, and making a number of recommendations. It emphasized the need for urgent action by the Security Council in view of the greatly increased prospect of violent conflict in South Africa and neighbouring territories. It urged the Security Council to reaffirm its past resolutions on the question and call upon the Government of the Republic of South Africa to comply fully with them. The Committee further recommended to the Security Council that it should adopt firm measures to ensure the full effectiveness of the arms embargo against South Africa.

The Committee reiterated its conviction that it was only through the imposition of mandatory and universally applied economic sanctions that the problem of *apartheid* in South Africa could be peacefully resolved, and expressed the hope that the main trading partners of South Africa would support such action. It recommended that the General Assembly should reiterate its recognition of the legitimacy of the struggle of the people of South Africa for rights recognized in the Charter of the United Nations and the Universal Declaration of Human Rights and urge all States and organizations to provide moral, political and material assistance to the legitimate struggle of the oppressed people of South Africa for their rights under the Charter and the Universal Declaration of Human Rights.

The Committee also recommended that the situation in South Africa should be considered in the context of the explosive situation in the whole of southern Africa and expressed the hope that the General Assembly would give serious consideration to the recommendations of the International Seminar held at

Kitwe in 1967, including that for an international conference on southern Africa.

#### CONSIDERATION BY THE GENERAL ASSEMBLY

The item relating to the policies of *apartheid* of the Government of the Republic of South Africa was included in the agenda of the twenty-second session of the General Assembly on the recommendation of the Assembly's General Committee. During the discussion in the General Committee, the request by the representative of South Africa to be heard on the question of the inclusion of the item in the agenda was challenged by a number of members of the General Committee under rule 43 of the rules of procedure of the General Assembly. The South African representative subsequently withdrew his request. During the discussion in the General Assembly, the representative of South Africa stated that the inclusion of the item in the agenda and its subsequent consideration would constitute a violation of Article 2, paragraph 7, of the Charter. The item was allocated to the Special Political Committee, which devoted eighteen meetings to its consideration.

Introducing the report of the Special Committee on the Policies of *Apartheid* of the Government of the Republic of South Africa in the Special Political Committee, the Rapporteur of the Special Committee stated that no progress had been made towards eradicating *apartheid*. He referred to the progressive erosion of human rights in the endless repressive legislation enacted by the South African Government, particularly the Terrorism Act of 1967, which was retroactive to 1962. Under this Act, he stated, thirty-seven nationalists of South West Africa were being tried summarily, in defiance of the international status of the Territory. He added that the arms embargo called for by the Security Council had been repeatedly broken. Not only had there been an increase in the volume of South Africa's trade with its traditional trading partners, but new trading partners had appeared on the scene.

The Special Committee, he said, adhered firmly to its conviction that economic sanctions and the related measures it had recommended were the only effective means for bringing about a peaceful change in South Africa, and that the United Nations as a whole must continue to exert maximum efforts to ensure that sanctions were fully applied.

The Acting Chairman of the Special Committee stated that unless the membership of the Special Committee was expanded to include some of the major trading partners of South Africa, as well as some of the politically more influential States of Asia and Latin America, the Committee would not be in a position to deal with the problem of *apartheid* as thoroughly as it was expected to do. He further said that the Special Committee realized that the Western Powers had so far refused to co-operate with the majority of Member States on account of their internal mercantile interests and policies of external economic expansion. *Apartheid*, colonialism and racist minority régimes in southern Africa, he continued, were part of a plot to maintain the supremacy of white minority settlers in southern Africa and control by mercantile interests of the Western world over the wealth of those Territories.

During the debate that followed the introductory statements, the majority of the representatives taking

part condemned the policies of *apartheid* of the South African Government as a violation of the principles of the Charter of the United Nations, the Universal Declaration of Human Rights and the Declaration on the Elimination of All Forms of Racial Discrimination, and endorsed the conclusions and recommendations of the International Seminar on *Apartheid*, Racial Discrimination and Colonialism in Southern Africa, held at Kitwe, Zambia, in 1967.

A number of representatives, including those of Afghanistan, Algeria, Bulgaria, Ethiopia, Hungary, India, Jamaica, Libya, the Philippines, Poland, Syria and Zambia, maintained that the United Nations had been unable to take effective measures against South Africa's policies of *apartheid* because of the apathy shown by South Africa's major and emerging trading partners. They stated that in spite of repeated resolutions of the General Assembly, trade between those Member States and South Africa had continued to expand and that this had enabled the South African Government to persist in its defiance of the United Nations.

The representative of the USSR stated that South Africa was continuing to defy the United Nations because certain Western countries, particularly the United States, the United Kingdom and the Federal Republic of Germany, sympathized with its racial policies and gave it direct support. He maintained that South African monopolies operated in close collaboration with, and in some cases had actually merged with, monopolies in the United States, the United Kingdom, the Federal Republic of Germany and other countries and that the Western Powers and the South African Government were working together to convert southern Africa into a bastion of colonialism from which pressure could be brought to bear on the independent African countries. He added that there had been a sharp increase in the flow of capital of South Africa, particularly from the United Kingdom and the United States. In 1965, total foreign investments in South Africa had been 11 per cent higher than in 1964. The United States investment in South Africa in 1966 was higher than in the previous year, and the investment from the Federal Republic of Germany had doubled.

The representative of Italy stated that international trade, rather than being an isolated or one-way relationship, was part of a complex network embracing all areas of the world. Any curtailment of trade with one area of the world would have serious repercussions on others. His country, he concluded, entertained great doubts as to the effectiveness of the imposition of economic sanctions against South Africa.

A large number of representatives emphasized that the policies of *apartheid* constituted a threat to international peace and security and that action by the Security Council was essential under the provisions of Chapter VII of the Charter. Several representatives maintained that the South African Government was able to continue with its racial policies, despite the resolutions of the General Assembly and Security Council, because of the co-operation received from certain Powers, particularly its main trading partners, and various financial interests. Several representatives considered, however, that action under Chapter VII of the Charter was not appropriate and that criticism of the trading partners of South Africa was unjustified.

The representative of the United States stated that his Government had scrupulously implemented the

Security Council resolutions and would maintain a strict embargo on the sale of arms to South Africa. He added that, contrary to allegations by some delegations, the North Atlantic Treaty Organization (NATO) as an organization was not supplying arms or military equipment to South Africa, although weapons supplied by some of its members on their own account were being used in southern Africa. He further stated that his country, which was engaged in a continuing struggle for social justice in its own territory, was ready to co-operate in collective efforts against *apartheid*, provided that such efforts were consistent with the provisions of the Charter, practical and within the capability of the international community to achieve. His Government considered that the present situation in South Africa did not constitute a threat to international peace and security as defined by the Charter, and doubted the appropriateness and effectiveness of imposing economic sanctions in the present circumstances.

The representative of Japan maintained that only the Security Council had the power, under the Charter, to take binding decisions relating to the application of economic sanctions. Once such decisions were adopted they must be fully and universally applied if they were to be truly effective. Japan would comply fully with any decision taken by the Security Council on sanctions against South Africa.

A number of representatives from Africa and Asia, and from the Scandinavian and Eastern European States, stated that the South African Government was continuing to pursue the policies of *apartheid* and to impose them illegally in the Territory of South West Africa, despite the General Assembly resolution terminating the Mandate. It was conducting an illegal trial of thirty-seven South West Africans in Pretoria under the Terrorism Act. The South African Government, moreover, was giving moral and material support to the illegal racist minority régime of Southern Rhodesia and to the colonial policies of Portugal. They believed that the problems of southern Africa were inextricably interwoven and that the question of *apartheid* was crucial and central to the situation in the whole of southern Africa, which would remain explosive and might engulf the whole world in a racial conflict unless *apartheid* in South Africa was eliminated. They called upon the United Nations to launch an international information campaign on the evils and dangers of *apartheid*. They maintained that it was essential to promote international awareness of the problem in order to facilitate more effective action against *apartheid*.

A number of representatives stressed that the United Nations must recognize the legitimacy of the struggle of the people of South Africa and encourage assistance to it.

The President of the International Defence and Aid Fund, London, was granted a hearing by the Special Political Committee on 19 October 1967.

On 15 November, the representative of Somalia introduced a draft resolution sponsored by forty-three countries. On 20 November, the representative of Somalia introduced a revised text of the draft resolution submitted by fifty-one Member States, by which the General Assembly would: (1) reiterate its condemnation of the policies of *apartheid* practised by the Government of South Africa as a crime against humanity; (2) reaffirm its recognition of the legitimacy of the struggle of the people of South Africa for human rights



and fundamental freedoms for all the people of South Africa irrespective of race, colour or creed; (3) strongly reiterate its conviction that the situation in South Africa constituted a threat to international peace and security, that action under Chapter VII of the Charter of the United Nations was essential in order to solve the problem of *apartheid* and that universally applied mandatory economic sanctions were the only means of achieving a peaceful solution; (4) draw the attention of the Security Council once again to the grave situation in South Africa and in southern Africa as a whole and request it to resume consideration of the question of *apartheid* with a view to ensuring the full implementation of its resolutions and the adoption of more effective measures to secure an end to the South African Government's policies of *apartheid*; (5) condemn the actions of those States, particularly the main trading partners of South Africa, and the activities of foreign financial and other interests, which through their political, economic and military collaboration with the South African Government and contrary to relevant General Assembly and Security Council resolutions were encouraging that Government to persist in its racial policies; (6) request all States, particularly the main trading partners of South Africa, to comply fully with the resolutions of the Security Council on this question, to take urgent steps towards disengagement from South Africa and to take all appropriate measures to facilitate more effective action, under the auspices of the United Nations, to secure the elimination of *apartheid*; (7) reiterate its request to the International Bank for Reconstruction and Development to deny financial, economic and technical assistance to the Government of South Africa, and, in this connexion, express the hope that the Bank would stand by its assurance to avoid any action that might run counter to the fulfilment of the great purposes of the United Nations; (8) appeal to all States and organizations to provide appropriate moral, political and material assistance to the people of South Africa in their legitimate struggle for the right recognized in the Charter; (9) invite all States to encourage the establishment of national organizations for the purpose of enlightening public opinion further on the evils of *apartheid* and to report annually to the Secretary-General on the progress and activities of such organizations; (10) request all States to commemorate, during the International Year for Human Rights, 21 March 1968—the International Day for the Elimination of Racial Discrimination—with appropriate solemnity, in solidarity with the oppressed people of South Africa; (11) commend to the attention of all United Nations organs the report of the Seminar on *Apartheid* held at Brasilia and that of the International Seminar on *Apartheid*, Racial Discrimination and Colonialism in Southern Africa, held at Kitwe, Zambia; (12) request the Special Committee on the Policies of *Apartheid* of the Government of the Republic of South Africa to intensify its co-operation with the other special organs concerned with the problems of racial discrimination and colonialism in southern Africa, taking into account the relevant General Assembly resolutions and the conclusions and recommendations of the International Seminar held at Kitwe, in so far as they fell within the mandate of the Special Committee under General Assembly resolution 1761 (XVII); (13) request the Special Committee to continue to discharge its mandate and to intensify its efforts to promote an international campaign against *apartheid* and, to this end, authorize it, within the budgetary provision made for this purpose;

(a) to hold during the International Year for Human Rights a special session away from Headquarters; (b) in consultation with the Secretary-General, to arrange for the advisory services of experts or special studies on specific aspects of the campaign; (c) to consult with the Secretary-General and the specialized agencies, regional organizations and non-governmental organizations concerned and to submit to the Assembly at its twenty-third session a report on measures which might appropriately be taken to ensure the widest dissemination of information on the evils of *apartheid* and the efforts of the international community to secure its elimination; (14) request the Secretary-General to intensify the dissemination of information on the evils of *apartheid* and to publish periodically information on economic and financial relations between South Africa and other States; and (15) invite States, specialized agencies, regional organizations and non-governmental organizations to co-operate with the Secretary-General and the Special Committee in the accomplishment of their tasks under the resolution.

After adopting in separate votes the words "as a crime against humanity" in operative paragraph 1, the whole of operative paragraph 1, and operative paragraphs 2 to 7, the Special Political Committee adopted the draft as a whole by 89 votes to 1, with 13 abstentions. On 13 December the text was adopted by the General Assembly by 89 votes to 2, with 12 abstentions, as resolution 2307 (XXII).

Before the vote, Sweden announced that it would vote for the draft resolution even though it felt some difficulties in respect of certain specific formulations in the draft. The policy of *apartheid* had become an effrontery to mankind. It was most appropriate, therefore, that the attention of the Security Council should be drawn to the situation in southern Africa as a whole. The Swedish representative further stated that the situation inside South Africa was a determining factor for developments in the adjoining areas, particularly Southern Rhodesia, the Territories under Portuguese administration and South West Africa. None of those other situations in which there was defiance of United Nations decisions could persist were it not for the support of South Africa. She urged concerted international action to ensure a change in the tragic policies of *apartheid*.

The representative of Canada reaffirmed his country's willingness to support any measure to help the victims of *apartheid*.

Speaking in explanation of vote, the representative of Guinea stated that thirty-five nationals of South West Africa were being tried under the Terrorism Act, which was a travesty of law. The trial was part of the South African Government's campaign of terror against all those who dared to fight for their inalienable right to liberty and dignity. He added that the South African Government had sent troops to assist the racist régime of Southern Rhodesia and was also helping the colonial régimes in Angola and Mozambique. He further stated that South Africa had threatened to use force against the United Republic of Tanzania and against Zambia; the resolution just adopted could help determine a new course in South Africa, if Member States faithfully abided by its provisions.

The representative of Argentina stated that the invoking of Chapter VII of the Charter raised prospects which his Government did not think appropriate.



The representative of Denmark, speaking also on behalf of Finland, stated that although they had voted in favour of the resolution, they had not assumed any position on the legal implications of the phrase "as a crime against humanity". They regarded it as a justified expression of moral condemnation.

The representative of Portugal stated that his delegation had voted against the resolution because, among other reasons, his Government had serious reservations concerning the legal basis of the debate, as it involved interference in the internal affairs of a Member State.

#### *United Nations Trust Fund for South Africa*

On 23 October 1967 the Secretary-General submitted a report to the General Assembly on the operation of the United Nations Trust Fund for South Africa, which had been established in accordance with General Assembly resolution 2054 B (XX) of 15 December 1965, and transmitted a report of the Committee of Trustees of the Fund. The Secretary-General stated that the total of the contributions to the Trust Fund from its inception was \$430,068 and the total amount of grants was \$308,400, leaving a balance of \$121,668.

During the discussion of the report in the Special Political Committee at the twenty-second session, the representatives of the USSR and Ukrainian SSR noted that the Committee of Trustees had not announced the names of organizations which had received grants from the Fund. They suggested that the Committee of Trustees should screen organizations very carefully before disbursing grants in order to ensure that the funds were being used as effectively as possible and exclusively to fight *apartheid* and assist its victims.

Introducing the report of the Committee, the Chairman of the Committee of Trustees expressed appreciation to Governments for their generous contributions to the Fund. By abiding strictly by the stipulations for making grants embodied in its mandate, the Committee of Trustees had done everything it could to ensure that the grants made were used for the stipulated purposes. The work of the Committee of Trustees had been made difficult by the attitude of the South African Government, which had subjected organizations engaged in assisting the victims of *apartheid* to pressure and administrative measures. He suggested that the humanitarian activities of voluntary organizations should be supported, with regard to publicity and in other respects in such a way that the work of the Committee of Trustees was not rendered more difficult.

In its report to the General Assembly, the Special Political Committee noted with appreciation the contents of the Secretary-General's report and the report of the Committee of Trustees of the Fund, and renewed its appeal for continued support of the Fund.

As of 12 June 1968, thirty-nine Member States and other donors had contributed \$605,367 to the Trust Fund. In addition, seven Member States had pledged a total of \$40,100. On the recommendation of the Committee of Trustees, eighteen grants, totalling \$533,400, were made.

#### CONTINUATION OF THE WORK OF THE SPECIAL COMMITTEE

Since the end of 1967 the Special Committee on the Policies of *Apartheid* of the Government of the Republic of South Africa has held eight meetings to

consider its programme of work in the light of the provisions of the relevant General Assembly resolutions, particularly resolution 2307 (XXII). It gave special attention to the question of the embargo on the sale and shipment of arms to South Africa, the commemoration of the International Day for the Elimination of Racial Discrimination, the question of the dissemination of information on the evils of *apartheid* and the efforts of the international community to secure its elimination, and matters relating to its session away from Headquarters, which it had decided to hold from 14 to 29 June 1968 in Stockholm, London and Geneva.

#### H. *Consideration by the Security Council of the question of South West Africa*

By a letter dated 28 November 1967, the President of the United Nations Council for South West Africa transmitted to the President of the Security Council the text of the consensus adopted by the United Nations Council for South West Africa on 27 November 1967, concerning the trial of thirty-seven South West Africans in Pretoria by the South African authorities and drew his attention to the paragraph of the consensus in which the Council called the urgent attention of the Security Council to the matter.

On 19 December 1967 the Secretary-General transmitted to the President of the Security Council the text of General Assembly resolution 2324 (XXII) in which the Assembly called upon the Government of South Africa to discontinue forthwith the illegal trial at Pretoria and drew the attention of the Security Council to the resolution.

In a letter dated 23 January 1968, addressed to the President of the Security Council, the President of the United Nations Council for South West Africa expressed the hope that the Security Council would take effective measures to ensure that the Government of South Africa discontinued the illegal trial and released and repatriated the South West Africans concerned, and asked the President of the Security Council to bring his letter to the attention of the members of the Security Council as a matter of urgency.

In a letter dated 24 January 1968, addressed to the President of the Security Council, the representatives of fifty-three Member States said that the question of South West Africa had assumed the most serious and urgent dimensions following the decision of the South African Government to resume the illegal trial of thirty-five South West Africans in violation of their rights, of the international status of South West Africa, and of General Assembly resolutions on the question. They urged the Security Council to take, without delay, effective and appropriate measures to ensure that the Government of South Africa complied with the resolutions and discontinued forthwith the illegal trial and that it released and repatriated the thirty-five South West Africans to their homeland, and they requested an urgent meeting of the Security Council.

On 25 January, the Security Council included the item in its agenda and, in accordance with his request, invited the representative of Nigeria, who was also President of the United Nations Council for South West Africa, to participate, without vote, in the discussion.

After a brief discussion, the President of the Security Council read out the text of a draft resolution that had been prepared in the course of informal consultations. Under its operative paragraphs the Council would: (1) condemn the refusal of the Government of South Africa to comply with the provisions of General Assembly resolution 2324 (XXII); (2) call upon the Government of South Africa to discontinue forthwith the illegal trial and to release and repatriate the South West Africans concerned; (3) invite all States to exert their influence in order to induce the Government of South Africa to comply with the provisions of the resolution; (4) request the Secretary-General to follow closely the implementation of the resolution and to report thereon to the Security Council at the earliest possible date; (5) decide to remain actively seized of the matter.

At the same meeting, in the absence of any objection, the President declared that the draft resolution had been adopted unanimously (resolution 245 (1968)).

After the adoption of the resolution, the representatives of France and the United Kingdom explained their positions with regard to General Assembly resolution 2145 (XXI), which was mentioned in the first preambular paragraph.

In a letter dated 9 February 1968, addressed to the President of the Security Council, the President of the United Nations Council for South West Africa stated that since the Government of South Africa, in continuing the illegal trial of South West Africans in Pretoria, had disregarded the will of the General Assembly and the unanimous decision of the Security Council, it was the view of the United Nations Council for South West Africa that the Security Council, as the highest authority of the United Nations, should consider taking appropriate action.

In a letter dated 12 February 1968, addressed to the President of the Security Council, eleven Member States stated that an urgent meeting of the Security Council should be held to consider the situation resulting from the continuation by the Government of the Republic of South Africa of the illegal trial of South West Africans at Pretoria and the sentences handed down on thirty-three of them, in defiance of Security Council resolution 245 (1968) of 25 January 1968 calling upon it to discontinue forthwith the illegal trial and to release and repatriate the prisoners.

This request was subsequently supported by forty-seven other Member States.

On 13 February 1968, the Secretary-General submitted to the Security Council a report in pursuance of Council resolution 245 (1968) which included the text of a letter from South Africa dated 30 January 1968. In this letter the Minister of Foreign Affairs of the Republic of South Africa informed the Secretary-General that the position of the South African Government relating to the relevant General Assembly resolutions had been set out in the communication which he had addressed to the Secretary-General on 26 September 1967. The Minister of Foreign Affairs stated further that the case of the persons accused of terrorism was still before the South African Courts.

In a letter dated 15 February 1968, the Chairman 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 transmitted to the President of the Security Council the text of the consensus on the question of South West Africa adopted by the Special Committee in which the Special Committee had expressed the view that the Security Council should urgently consider taking effective action.

By a letter dated 15 February 1968, the Chairman of the Commission on Human Rights drew the attention of the President of the Security Council to the consensus reached by the Commission on 9 February 1968, concerning the illegal conviction of the South West Africans by the Supreme Court of Pretoria.

On 16 February 1968, the Security Council included the item in its agenda without objection and in accordance with their requests invited the representatives of Guyana, Turkey, Chile, Indonesia, Yugoslavia, Nigeria, the United Arab Republic, Zambia and Colombia to participate without vote in the consideration of the question. The Council considered the matter in the course of eight meetings between 16 February and 11 March 1968.

During the discussion, all members of the Security Council and the representatives of invited delegations expressed dismay and indignation over the South African action in continuing the trial and in sentencing the thirty-three South West Africans. Some delegations asked for the application of enforcement measures under Chapter VII of the Charter in order to secure South Africa's compliance with the decisions of the Security Council.

On 26 February 1968, the representatives of Algeria, Brazil, Ethiopia, India, Pakistan, Paraguay and Senegal submitted a draft resolution whereby the Council would: (1) censure the Government of South Africa for its flagrant defiance of Security Council resolution 245 (1968) as well as of the authority of the United Nations, of which South Africa was a Member; (2) demand that the Government of South Africa forthwith release and repatriate the South West Africans concerned; (3) call upon the Members of the United Nations to co-operate with the Security Council, in fulfilment of their obligations under the Charter, to ensure that the Government of South Africa complied with the provisions of the resolution; (4) decide that in the event of failure on the part of the Government of South Africa to comply with the provisions of the resolution, which would be in violation of Article 25 of the Charter, the Security Council would meet immediately to decide on the application of effective measures as envisaged in the Charter of the United Nations; (5) request the Secretary-General to follow closely the implementation of the resolution and to report thereon to the Security Council by ... March 1968; (6) decide to remain actively seized of the matter.

In introducing the draft resolution on 4 March, the representative of Pakistan stated that it reflected the consultations that had taken place on the matter before the Council. The Council would be remiss in its duty if it did not censure the South African Government for disregarding resolution 245 (1968). It was the sponsors' firm conviction that the Council should demand that South Africa release and repatriate the South West Africans forthwith. The Council should ensure that South Africa complied; if it did not, the Council would have to invoke those provisions of the Charter which would enable it to meet such a challenge.

The time had come for the Council to adopt a resolution in the nature of a decision under Chapter VI of the Charter rather than to make yet another recommendation. The sponsors believed that if South Africa defied that decision, the Council should not exclude from its consideration the application of appropriate measures under Chapter VII. A warning to South Africa was necessary since it was preparing another trial of South West Africans. The intention of the sponsors was to propose a time limit of two weeks for the Secretary-General to report under operative paragraph 5 of the draft resolution. In the view of the sponsors, the draft resolution provided for the minimum course of action that should be taken, and it did not preclude the possible appointment of a special representative of the Secretary-General to achieve the release of the South West Africans.

The representative of Pakistan said that differences between the views of the sponsors and those of the delegations of the United Kingdom, the United States, Canada and France had not so far been reconciled, but the sponsors were appealing to the spirit of co-operation expressed by those delegations during the consultations. Much as the African and Asian members would have liked to propose a text more commensurate with the gravity of the situation, they had taken into account the views of others and couched the text in terms which did not bind anyone to action under Chapter VII of the Charter.

The representatives of the United States, the United Kingdom and Denmark asked for time for further urgent consultations with the aim of achieving general agreement.

On 14 March, the President of the Council stated that, as a result of consultations, a new text had been arrived at. This was placed before the Council.

The Security Council then proceeded to vote on the draft resolution, and adopted it unanimously (resolution 246 (1968)). Under the operative paragraphs of this resolution the Council: (1) censured the Government of South Africa for its flagrant defiance of Security Council resolution 245 (1968) as well as of the authority of the United Nations of which South Africa was a Member; (2) demanded that the Government of South Africa forthwith release and repatriate the South West Africans concerned; (3) called upon Members of the United Nations to co-operate with the Security Council, in pursuance of their obligations under the Charter, in order to obtain compliance by the Government of South Africa with the provisions of the resolution; (4) urged Member States in a position to contribute to the implementation of the resolution to assist the Security Council in order to obtain compliance by the Government of South Africa with its provisions; (5) decided that in the event of failure on the part of the Government of South Africa to comply with the provisions of the resolution, the Security Council would meet immediately to determine upon effective steps or measures in conformity with the relevant provisions of the Charter of the United Nations; (6) requested the Secretary-General to follow closely the implementation of the resolution and to report thereon to the Security Council not later than 31 March 1968; and (7) decided to remain actively seized of the matter.

After the vote, the representatives of the United Kingdom, Canada, France, Denmark and the United States explained that in their view the resolution

did not bind any Member in advance to any specific course of action, especially under Chapter VII of the Charter.

The representatives of the USSR and Hungary expressed the opinion that the adopted text implied the application, if necessary, of immediate measures to end oppression in South West Africa.

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

On 27 July 1967, the Secretary-General submitted a third addendum to his report in pursuance of Security Council resolution 232 (1966). The addendum contained the substantive parts of additional replies received to the Secretary-General's notes of 17 December 1966 and 13 January 1967.

The addendum stated that since the trade statistics provided related only to the first few months of 1967 and since several of Southern Rhodesia's trading partners and, in particular, some of its immediate neighbours had not responded to the Secretary-General's request for information about their trade with Southern Rhodesia, it was still not possible to draw any definitive conclusions on the progress of the implementation of the Council's resolution. It could only be said that while there had been a significant decline in the trade between Southern Rhodesia and many of its trading partners in most of the commodities listed in the resolution, there had been continuing traffic in certain important commodities.

On 22 September 1967, the Minister for Foreign Affairs of Portugal communicated a statement of the losses suffered by the economy of the Province of Mozambique by reason of the continued application of a number of measures provided for in Council resolutions 221 (1966) and 232 (1966) of 9 April and 16 December 1966. He reiterated his Government's desire for consultations with the Security Council under Article 50 of the Charter to agree upon the modalities of payment of the indemnification to which the Province of Mozambique had a right. A further communication from Portugal on this subject was received in March 1968.

On 10 November 1967, the Secretary-General transmitted to the Council the text of General Assembly resolution 2262 (XXII) of 3 November, paragraph 17 of which drew the attention of the Council to the necessity of applying the necessary measures under Chapter VII of the Charter in view of the deterioration of the grave situation in Southern Rhodesia.

A fourth addendum to the Secretary-General's report was submitted to the Security Council on 30 November 1967. In addition to the substantive parts of further replies to the Secretary-General's notes, it contained an analysis of the statistical data furnished by States under Council resolution 232 (1966). Imports into the reporting countries had amounted to \$25 million in the first half of 1967, compared with \$227 million in the year 1965. The reporting countries had been, in 1965, the recipients of 53 per cent of Southern Rhodesia's exports, the remainder of which had gone almost entirely to Zambia, Malawi and South Africa. In the absence of statistical reports from those three countries for the period under review—the first half of 1967—it was not possible at present to evaluate that part of the total trade. Exports of the reporting

countries to Southern Rhodesia had amounted to \$30 million in the first half of 1967, compared with \$185 million in the year 1965. The reporting countries had been, in 1965, suppliers of 64 per cent of the imports of Southern Rhodesia, the remainder of which had come principally from South Africa, Zambia, Malawi and Mozambique, for which statistical data were not yet available for review. The analysis set forth data on the eleven commodity groups specified in resolution 232 (1966), which had amounted to \$20 million in the first half of 1967, compared with \$207 million in the year 1965.

On 14 December 1967, the representative of the United Kingdom expressed to the Secretary-General the hope of his Government that the Governments which had not yet supplied trade statistics, including those which had no trade with Southern Rhodesia, would soon do so. The reporting countries so far represented less than one third of the membership of the United Nations and did not include many countries which must have a considerable trade in some of the commodities in question. He suggested that the Secretary-General might wish to consider reminding the Governments which had not yet reported of the importance of their doing so, if it was to be possible to build up a complete picture of how the sanctions were operating.

In a fifth addendum, issued on 13 June 1968, to his report in pursuance of resolution 232 (1966), the Secretary-General reproduced the text of a further note sent to States Members of the United Nations or members of the specialized agencies on 11 March, reminding them of his earlier requests for reports on action taken and for statistical data on imports and exports of commodities listed in paragraph 2 of resolution 232 (1966). The addendum also contained a statistical analysis covering the year 1967, as well as statistical tables setting forth the material received from reporting Governments.

In the analysis it was noted that the statistics in some instances covered shipments made in 1966 before the adoption of the Security Council's resolution. The countries accounting for the greater part of the imports of \$40 million were the Federal Republic of Germany (\$16 million), the United States (\$6.5 million), Switzerland (\$3.9 million), Portugal (\$5.3 million), the Netherlands (\$2.4 million), Belgium-Luxembourg (\$2 million), France (\$1.1 million) and Japan (\$1.3 million); where explanations of these imports were available they were shown in notes to the statistical tables.

The reporting countries had been, in 1965, the recipients of 79 per cent of Southern Rhodesia's exports, the remainder of which had gone almost entirely to Malawi and South Africa. In the absence of statistical reports from these two countries for the period under review, it was not possible at present to evaluate that part of the total trade.

Exports of the reporting countries to Southern Rhodesia had amounted to about \$54 million in 1967, which compared with \$187 million in the year 1965. The countries accounting for the greater part of these exports were Japan (\$13.6 million), the Federal Republic of Germany (\$12.3 million), the Netherlands (\$4.7 million), France (\$4 million), the United States (\$3.8 million), the United Kingdom (\$2.9 million), Belgium-Luxembourg (\$1.9 million), Switzerland (\$1.9 million), Portugal (\$1.8 million), Australia

(\$1.4 million), Italy (\$1.3 million) and Austria (\$1.3 million); as in the case of imports, this trade involved considerations of the timing of export contracts and the recording of shipments. The reporting countries had been, in 1965, suppliers of 68 per cent of the imports from Southern Rhodesia, the remainder of which had come principally from South Africa, Malawi, Mozambique and Iran, for which countries statistical data were not yet available for review.

In an analysis of trade in statistical commodity groups, it was stated that imports from Southern Rhodesia into the reporting countries of the eleven commodity groups specified in paragraph 2 (a) of Council resolution 232 (1966) had amounted to \$35 million in 1967, which compared with \$230 million in the year 1965.

Exports of the reporting countries to Southern Rhodesia of the four commodity groups specified in paragraph 2 (d) to (f) of resolution 232 (1966) had amounted to approximately \$1.1 million in 1967, compared with \$35 million in 1965. Motor vehicles and parts had accounted for \$1 million of that amount, which compared with the figure of \$33 million in 1965.

No significant evaluation of the status of petroleum supplies to Southern Rhodesia could be made from the data given by the reporting countries, as the traditional suppliers had been countries in the Middle East region, none of which had as yet reported. It was known, however, that, following the closure of the only Southern Rhodesian refinery in January 1966, no imports of crude petroleum were required. Iran, Bahrain and Saudi Arabia had been normal major suppliers of petroleum products, not only to Southern Rhodesia but also to South Africa, Mozambique and Angola. Since South Africa in recent periods had disclosed neither the countries of origin for its petroleum imports nor the countries of destination for its petroleum exports, even an approximate evaluation of the Southern Rhodesia petroleum situation in combination with that of South Africa was not possible without direct statistical information from their principal suppliers. The reported exports of petroleum products to South Africa, which amounted to approximately \$29 million in 1967, compared with \$23 million in the year 1965, were mainly lubricating oils, greases, jelly and waxes.

In March and April 1968, the Security Council received a series of communications condemning and expressing shock at the execution—which in many instances was termed assassination—of five Africans by the illegal régime in Southern Rhodesia. In a letter dated 7 March, the Chairman 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 transmitted to the Council the text of a resolution adopted that day by the Special Committee, which drew the urgent attention of the Council to the grave situation in Southern Rhodesia “with a view to taking effective action to deal with it”. On the same day the Council received a letter transmitting the text of the consensus arrived at by the Commission on Human Rights.

On 12 March, the representatives of thirty-six African countries requested an urgent meeting of the Security Council to examine the situation in Southern Rhodesia (Zimbabwe). Their letter stated that it was now obvious that the selective mandatory sanctions adopted in resolution 232 (1966) had failed, as had



been dramatically demonstrated by the recent tragic assassination of political prisoners by the racist régime in Rhodesia. More such assassinations were planned and expected. No effort had been made in the meantime by the administering Power to enter into negotiations with the leaders of the African political parties with a view to establishing a government meeting the legitimate aspirations of the people of Zimbabwe. Having regard to those facts and the recent deterioration of the situation, it was urgently incumbent upon the Council to examine the continuing grave situation, which still constituted a threat to international peace and security, and to envisage the necessary measures and action under Chapter VII of the Charter.

On 19 March, the representatives of two of the signatories of the above letter, Botswana and Lesotho, explained that, although their Governments supported the general sentiment of that letter, they did not advocate the use of force.

The Council included the above-mentioned letter in its agenda on 19 March and discussed the question of Southern Rhodesia in the course of a total of six meetings held from 19 March to 29 May 1968.

Several proposals were placed before the Council. A draft resolution was submitted on 16 April by Algeria, Ethiopia, India, Pakistan and Senegal. The preamble included paragraphs under which the Council would express grave concern that the measures so far taken had failed to resolve the situation in Southern Rhodesia and that those measures had not been fully complied with by all States, as well as condemn the recent execution of political prisoners in Southern Rhodesia by the illegal racist minority régime as contrary to law and an aggravation of the threat to international peace and security. The preamble also included a provision specifying that the Council was acting under Chapter VII of the Charter. Under the operative part of this draft resolution, the Council would: (1) call upon the Government of the United Kingdom to take immediately all requisite measures to stop the execution of political prisoners in Southern Rhodesia; (2) call upon all States to sever immediately all economic and other relations with the illegal racist minority régime in Southern Rhodesia; (3) call upon all States to carry out this decision of the Security Council in accordance with their obligations under the Charter of the United Nations; (4) censure the Governments of Portugal and South Africa for their assistance to the illegal racist minority régime in defiance of the resolution of the Security Council; (5) decide to take resolute and effective action in accordance with the relevant provisions of the Charter against the Governments of South Africa and Portugal in the event that they persisted in defying the decisions of the Security Council; (6) urge all States to render moral and material assistance to the national liberation movements of Southern Rhodesia in order to enable them to achieve their freedom and independence; (7) urge the United Kingdom as the administering Power to take urgently all necessary measures including the use of force to bring an end to the rebellion in Southern Rhodesia and enable the people to exercise their right to self-determination and independence in accordance with General Assembly resolution 1514 (XV); (8) call upon Member States, and in particular those with primary responsibility under the Charter for the maintenance of international peace and security, to assist effectively in the implementation of the measures called

for by the resolution; (9) request all States to report to the Secretary-General on the measures taken to implement the resolution; (10) request the Secretary-General to report to the Security Council on the progress of the implementation of the resolution; (11) decide to maintain the item on its agenda and to meet within thirty days to review the implementation of the measures called for by the resolution.

On 22 April, the United Kingdom submitted a draft resolution under which the Council, deploring the recent inhuman executions carried out by the illegal régime in Southern Rhodesia, which had flagrantly affronted the conscience of mankind and had been universally condemned, reaffirming its determination that the present situation in Southern Rhodesia constituted a threat to international peace and security, and, acting in accordance with Articles 39 and 41 of the Charter, would decide that States Members of the United Nations should take a series of measures, set out in operative paragraphs 1, 2, 3 and 4. (These measures were similar to, though not identical with, those set out in operative paragraphs 3, 4, 5 and 6 of the new draft resolution submitted on 28 May, described below.) Under the other operative paragraphs of the United Kingdom text, the Council would: (5) call upon States Members of the United Nations to take all practicable measures to discourage their nationals from emigrating to Southern Rhodesia; (6) decide that all States Members of the United Nations should give effect to the decision set out in operative paragraphs 1, 2, 3, 4 and 5, notwithstanding any contract entered into or licence granted before the date of the resolution, save that land-locked States of southern Africa would be obliged to carry out those decisions only in so far as their position permitted; (7) call upon all States Members of the United Nations to carry out these decisions of the Security Council in accordance with Article 25 of the United Nations Charter, and remind them that failure or refusal by any of them to do so would constitute a violation of that Article; (8) urge, having regard to the principles stated in Article 2 of the Charter, States not Members of the United Nations to act in accordance with the provisions of paragraphs 1 to 6 of the resolution; (9) call upon States Members of the United Nations or members of the specialized agencies to report to the Secretary-General, by 1 June 1968, the measures each had taken in accordance with the provisions of paragraphs 1 to 6; (10) request the Secretary-General to supervise and report at regular intervals to the Council on the progress of the implementation of resolution 232 (1966) of 16 December 1966, and of the present resolution, the first report to be submitted not later than 1 July 1968; (11) call upon each State Member of the United Nations or of the specialized agencies to report to the Secretary-General at such intervals and in such form as might be indicated by the Secretary-General the quantity and value of its trade in such commodities or products as might be so indicated; (12) request the Secretary-General to seek from any State Member of the United Nations or of the specialized agencies such further information regarding the trade of that State, or regarding any activities that might constitute an evasion of the measures decided upon in the resolution, as he might consider necessary for the proper discharge of his duty to report to the Council; (13) call upon all States Members of the United Nations or of the specialized agencies to supply such further information as might be sought



by the Secretary-General; (14) decide to establish a committee composed of all members of the Security Council which would, for the purpose of enabling the Council to secure full implementation of resolution 232 (1966) and of the present resolution: (a) consider the reports made to the Council by the Secretary-General in pursuance of those resolutions; (b) in consultation as appropriate with the Secretary-General, evaluate the information contained in the Secretary-General's reports (including reports of cases where States had failed to supply information requested by the Secretary-General) and assess its significance for the implementation of those resolutions; (c) in the light of its consideration of the Secretary-General's reports, advise the Secretary-General with respect to the further exercise of his functions under those resolutions; (d) report from time to time to the Council on the discharge of its functions under this paragraph; (15) decide to keep the item on its agenda for further action as appropriate in the light of developments.

On 28 May, following intensive consultations among the members of the Council, a new draft resolution was submitted. Under its terms, the Security Council, *inter alia*, condemning the recent inhuman executions carried out by the illegal régime in Southern Rhodesia which had flagrantly affronted the conscience of mankind and had been universally condemned, affirming the primary responsibility of the Government of the United Kingdom to enable the people of Southern Rhodesia to achieve self-determination and independence, and in particular their responsibility for dealing with the prevailing situation; recognizing the legitimacy of the struggle of the people of Southern Rhodesia to secure the enjoyment of their rights as set forth in the Charter of the United Nations and in conformity with the objectives of General Assembly resolution 1514 (XV) reaffirming its determination that the present situation in Southern Rhodesia constituted a threat to international peace and security; and acting under Chapter VII of the Charter, would: (1) condemn all measures of political repression, including arrests, detentions, trials and executions which violated fundamental freedoms and rights of the people of Southern Rhodesia, and called upon the Government of the United Kingdom to take all possible measures to put an end to such actions; (2) call upon the United Kingdom as the administering Power in the discharge of its responsibility to take urgently all effective measures to bring to an end the rebellion in Southern Rhodesia, and enable the people to secure the enjoyment of their rights as set forth in the Charter and in conformity with the objectives of General Assembly resolution 1514 (XV); (3) decide that, in furtherance of the objective of ending the rebellion, all States Members of the United Nations should prevent: (a) the import into their territories of all commodities and products originating in Southern Rhodesia and exported therefrom after the date of this resolution; (b) any activities by their nationals or in their territories which would promote or were calculated to promote the export of any commodities or products from Southern Rhodesia; and any dealings by their nationals or in their territories in any commodities or products originating in Southern Rhodesia and exported therefrom after the date of this resolution, including in particular any transfer of funds to Southern Rhodesia for the purposes of such activities or dealings; (c) the shipment in vessels or aircraft of their registration or under charter to their nationals, or the carriage (whether or not in bond) by land transport

facilities across their territories of any commodities or products originating in Southern Rhodesia and exported therefrom after the date of this resolution; (d) the sale or supply by their nationals or from their territories of any commodities or products (whether or not originating in their territories, but not including supplies intended strictly for medical purposes, educational equipment and material for use in schools and other educational institutions, publications, news material and, in special humanitarian circumstances, food-stuffs) to any person or body in Southern Rhodesia or to any other person or body for the purposes of any business carried on in or operated from Southern Rhodesia, and any activities by their nationals or in their territories which promoted or were calculated to promote such sale or supply; (e) the shipment in vessels or aircraft of their registration, or under charter to their nationals, or the carriage (whether or not in bond) by land transport facilities across their territories of any such commodities or products which were consigned to any person or body in Southern Rhodesia, or to any other person or body for the purposes of any business carried on in or operated from Southern Rhodesia; (4) decide that all States Members of the United Nations should not make available to the illegal régime in Southern Rhodesia or to any commercial, industrial or public utility undertaking, including tourist enterprises, in Southern Rhodesia any funds for investment or any other financial or economic resources and would prevent their nationals and any persons within their territories from making available to the régime or to any such undertaking any such funds or resources and from remitting any other funds to persons or bodies within Southern Rhodesia except payments exclusively for pensions or for strictly medical, humanitarian or educational purposes or for the provision of news material and, in special humanitarian circumstances, food-stuffs; (5) decide that all States Members of the United Nations should: (a) prevent the entry into their territories, save on exceptional humanitarian grounds, of any person travelling on a Southern Rhodesian passport, regardless of its date of issue, or on a purported passport issued by or on behalf of the illegal régime in Southern Rhodesia; and (b) take all possible measures to prevent the entry into their territories of persons whom they had reason to believe to be ordinarily resident in Southern Rhodesia and whom they had reason to believe to have furthered or encouraged, or to be likely to further or encourage, the unlawful actions of the illegal régime in Southern Rhodesia or any activities calculated to evade any measures decided upon in this resolution or resolution 232 (1966) of 16 December 1966; (6) decide that all States Members of the United Nations should prevent airline companies constituted in their territories and aircraft of their registration or under charter to their nationals from operating to or from Southern Rhodesia and from linking up with any airline company constituted or aircraft registered in Southern Rhodesia; (7) decide that all States Members of the United Nations should give effect to the decisions set out in paragraphs 3, 4, 5 and 6 of this resolution notwithstanding any contract entered into or licence granted before the date of this resolution; (8) call upon all States Members of the United Nations or of the specialized agencies to take all possible measures to prevent activities by their nationals and persons in their territories promoting, assisting or encouraging emigration to Southern Rhodesia, with a view to stopping such emigration; (9) request all States Members

of the United Nations or of the specialized agencies to take all possible further action under Article 41 of the Charter to deal with the situation in Southern Rhodesia, not excluding any of the measures provided in that Article; (10) emphasize the need for the withdrawal of all consular and trade representation in Southern Rhodesia, in addition to the provisions of paragraph 6 of resolution 217 (1965); (11) call upon all States Members of the United Nations to carry out these decisions of the Security Council in accordance with Article 25 of the United Nations Charter and remind them that failure or refusal by any one of them to do so would constitute a violation of that Article; (12) deplore the attitude of States that had not complied with their obligations under Article 25 of the Charter, and censure in particular those States which had persisted in trading with the illegal régime in defiance of the resolutions of the Security Council, and which had given active assistance to the régime; (13) urge all States Members of the United Nations to render moral and material assistance to the people of Southern Rhodesia in their struggle to achieve their freedom and independence; (14) urge, having regard to the principles stated in Article 2 of the United Nations Charter, States not Members of the United Nations to act in accordance with the provisions of the present resolution; (15) request States Members of the United Nations, the United Nations Organization, the specialized agencies, and other international organizations in the United Nations system to extend assistance to Zambia as a matter of priority with a view to helping her solve such special economic problems as she might be confronted with arising from the carrying out of these decisions of the Security Council; (16) call upon all States Members of the United Nations, and in particular those with primary responsibility under the Charter for the maintenance of international peace and security, to assist effectively in the implementation of the measures called for by the present resolution; (17) consider that the United Kingdom as the administering Power should ensure that no settlement was reached without taking into account the views of the people of Southern Rhodesia, and in particular the political parties favouring majority rule, and that it was acceptable to the people of Southern Rhodesia as a whole; (18) call upon all States Members of the United Nations or of the specialized agencies to report to the Secretary-General by 1 August 1968 on measures taken to implement the present resolution; (19) request the Secretary-General to report to the Security Council on the progress of the implementation of this resolution, the first report to be made not later than 1 September 1968; (20) decide to establish, in accordance with rule 28 of the provisional rules of procedure of the Security Council, a committee of the Security Council to undertake the following tasks and to report to it with its observations: (a) to examine such reports on the implementation of the present resolutions as were submitted by the Secretary-General; (b) to seek from any States Members of the United Nations or of the specialized agencies such further information regarding the trade of that State (including information regarding the commodities and products exempted from the prohibition contained in operative paragraph 3 (d) above) or regarding any activities by any nationals of that State or in its territories that might constitute an evasion of the measures decided upon in this resolution as it might consider necessary for the proper discharge of its duty to report to the Security Council; (21) request the United Kingdom, as the administering Power,

to give maximum assistance to the committee, and to provide the committee with any information which it might receive in order that the measures envisaged in this resolution and resolution 232 (1966) might be rendered fully effective; (22) call upon all States Members of the United Nations, or of the specialized agencies, as well as the specialized agencies themselves, to supply such further information as might be sought by the Committee in pursuance of this resolution; and (23) decide to maintain the item on its agenda for further action as appropriate in the light of developments.

When the Council took up this draft resolution on 29 May 1968, the representative of the USSR said that the principal reason for the ineffectiveness of the decisions of the Council was the active and comprehensive support of the racist régime in Southern Rhodesia by powerful capitalistic monopolies. He also criticized the United Kingdom for continuing to reject the appeal made to it in resolutions of the General Assembly by the overwhelming majority of Member States to use force against the illegal régime. While the draft resolution contained positive elements and constituted a certain step forward in comparison with the Council's previous decisions, the measures it contained were still not sufficiently comprehensive. Thus, the draft did not provide for the complete cessation of relations of all kinds at the State level, did not require the breaking off of all communications, contained insufficiently clear formulations with regard to the banning of immigration to Southern Rhodesia and provided a number of unjustifiable exceptions in the matter of breaking off trade relations. Although it contained some censure of them, the draft did not name any of the major accomplices of the Salisbury régime, nor did it provide for a ban on negotiations with that régime. He submitted an amendment which would replace operative paragraph 15 with a text whereby the Council would decide that the material losses that might be inflicted on Zambia in connexion with the implementation of the resolution of the Council would be compensated by those States which, having failed to take the necessary measures to put an end to the illegal racist régime in Southern Rhodesia and, in particular, the measures provided for in the resolutions of the Council and of the General Assembly cited earlier in the text of the draft, bore political responsibility for the continued existence of that régime.

The Soviet amendment to operative paragraph 15 was rejected, there being 7 votes in favour (Algeria, Ethiopia, Hungary, India, Pakistan, Senegal, USSR) and 8 abstentions. The Council then took a separate vote on operative paragraph 15, which was adopted by 13 votes to none, with 2 abstentions (Hungary, USSR).

The draft resolution as a whole was adopted unanimously (resolution 253 (1968)).

The representative of the United Kingdom, while criticizing the USSR statement, expressed gratitude for the constructive and candid co-operation of the members of the Council in the intensive consultations that had made possible the Council's decision. Each member no doubt had reservations on some of the provisions included in the resolution, but common ground had been achieved. The United Kingdom would faithfully and fully carry out the mandatory requirements of that text and called on everyone else to do the same. Where the resolution included non-mandatory

requests, it would carefully consider what action it could take on the basis of the test of effectiveness and the test of the effect upon the illegal régime. The special responsibility of the United Kingdom as administering Power—recognized and emphasized in the resolution—must be borne in mind. It had been accepted in the consultations that it would retain its Mission and communications with Southern Rhodesia. The principle that any settlement must be acceptable to the people of Southern Rhodesia as a whole had throughout been declared and maintained by his Government. Impatient talk to the effect that force should be used and that the danger of starting a conflict in southern Africa could be brushed aside was unjustified and defeatist. It was what the illegal régime wished to hear. His Government had no intention of abandoning the fundamental principles of democratic government, majority rule, self-determination and racial equality. Nor did it have any intention of betraying the Charter principle that the interests of the inhabitants should be paramount.

The representative of France, reiterating his Government's position of principle on the question, said that in view of the seriousness of the situation, and while abiding by its legal position, his delegation had voted for the resolution in spite of certain imperfections in the text.

Speakers representing the African and Asian members of the Council regretted that the United Kingdom had not found the African-Asian draft resolution acceptable as a basis for negotiations with a view to its unanimous adoption. They had been faced with a choice of formulating, with the co-operation and assistance of their Latin American colleagues, a revised text which, though commanding a majority of votes, would not be implemented by the administering Power, or working out a compromise text acceptable to the United Kingdom which would be adopted unanimously. They had taken the latter course in the firm conviction that the administering Power must continue to bear the primary responsibility for taking the measures decided upon by the Council, to end the white rebellion in Southern Rhodesia and to enable its people to achieve independence. The resolution fell short of what in their belief and judgement was required; the United Kingdom had not only the right but the duty to use force against the illegal régime and its supporters and to bring them to trial and punishment. Nevertheless, the resolution reflected a considerable advance in that it enlarged the scope of mandatory sanctions against the usurper régime and tightened the measures of implementation. The illegal régime had pitted itself against the entire world and the Council had given its answer to that challenge.

### J. *Complaints by the Democratic Republic of the Congo*

#### COMPLAINT BY THE DEMOCRATIC REPUBLIC OF THE CONGO CONCERNING AN ACT OF AGGRESSION

On 5 July 1967, the President of the Democratic Republic of the Congo addressed a telegram to the Secretary-General stating that his country was the victim of aggression by Western colonialist imperialists, and calling for the intervention of the Security Council. According to the telegram, two unknown aircraft had parachuted groups of mercenaries over the Kisangani airport; at the same time, so-called volunteers recruited and paid by the Congo, but in collusion with those

mercenaries, had attacked a detachment of the national army. Mercenaries of Belgian, French and Spanish origin, jointly with former Katangese *gendarmes*, had also started hostilities at Bukavu. The Council, the telegram continued, should, in accordance with its resolution 226 (1966) of 14 October 1966, forthwith call to order the Western countries whose mercenaries had been sent to the Congo to foment disturbances.

On 6 July 1967, at the request of the Democratic Republic of the Congo, the Security Council included the item in its agenda and invited the Democratic Republic of the Congo to participate, without vote, in the discussion. The matter was considered at three meetings between 6 and 10 July 1967.

During the debate in the Council, the representative of the Democratic Republic of the Congo recalled that in October 1966 the Council had been apprised of the dangers to his country from the activities of mercenaries recruited in some countries of Western Europe and based in Angola, and from a mutiny of a part of the Congolese Army composed of former Katangese *gendarmes*. That mutiny had failed but the danger had now reappeared. The invasion of Kisangani by foreign paratroopers was part of a carefully prepared international conspiracy, organized around Mr. Tshombé and aimed at overthrowing any Congolese régime that had decided to break the monopolies of some financial powers.

The mercenaries had been recruited in various Western European countries. Since October 1966, only France had taken steps to end such recruitment. An investigation by a Belgian journalist showed that more than one hundred persons had been recruited with the knowledge of the Belgian police and had reached Africa *via* Lisbon. Five Belgian and two French subjects had been implicated in the sabotage of communications and power stations in the Congo with explosives from Katanga factories and Angola. That had been the first phase of the conspiracy conceived in Spain. The movements of the individuals concerned could not have escaped the knowledge of the Spanish and Portuguese authorities in view of their contacts with Mr. Tshombé in Spain and the fact that some of them had entered Congolese territory *via* Lisbon and Angola. The second phase was the lending of commandos in Kisangani and the mutiny in Bukavu. The third phase was to have been the physical elimination of the Congolese Chief of State.

The representative of the Democratic Republic of the Congo said that Belgium, Spain, Portugal and Southern Rhodesia were all implicated in that conspiracy and that the United Kingdom, responsible for the territory of Southern Rhodesia, should take the necessary measures to arrest the mercenaries who had fled there and return the aircraft stolen from the Congo.

The Security Council, he said, should condemn the duplicity of the colonialist and racist Powers and any Government that permitted activities aimed at violating the sovereignty of the Congo. The Council should invite all Member States, in conformity with the obligations of the Charter, to end all such activities on their territories and to forbid the recruitment of mercenaries.

On 10 July, Ethiopia, India, Mali and Nigeria submitted a draft resolution by which the Security Council would: (1) reaffirm in particular paragraph 2 of Security Council resolution 226 (1966); (2) condemn any State which persisted in permitting or tolerating

the recruitment of mercenaries, and the provision of facilities to them, with the objective of overthrowing the Governments of States Members of the United Nations; (3) call upon Governments to ensure that their territory and other territories under their control, as well as their nationals, were not used for the planning of subversion, and the recruitment, training and transit of mercenaries designed to overthrow the Government of the Democratic Republic of the Congo; (4) decide that the Council should remain seized of the question; and (5) request the Secretary-General to follow closely the implementation of the resolution.

Introducing the draft resolution, the representative of Nigeria said that it was intolerable that any country should have its security threatened by foreign soldiers of fortune. The situation became even more deplorable when there was apparent evidence that those mercenaries were the agents and instruments of more powerful foreign interests and groups. Any attempt to interfere with the internal affairs of the Democratic Republic of the Congo must be unreservedly condemned.

On 10 July 1967, the Security Council unanimously adopted the four-Power draft resolution as resolution 239 (1967).

After the resolution was adopted, the representative of the Democratic Republic of the Congo stated that the text did not entirely satisfy his delegation, since it did not mention certain countries whose complicity was obvious. However, if the resolution was respected by those countries, it might be the basis for permanently peaceful relations between them and the Congo.

*Communications received by the Security Council from Spain and Belgium during its consideration of the item*

Communications were received by the Security Council from Spain and Belgium during its consideration of the item.

In a letter dated 7 July, the representative of Spain stated that his Government did not approve of any activity intended to disturb or impair relations with countries to which it was bound by diplomatic ties. It had taken great care to ensure that that principle was complied with; the case of a recruit going to the Congo would never be an exception to that principle. The Spanish Government desired the free and peaceful development of the Democratic Republic of the Congo. No responsibility attached to the Spanish Government for anything relating to the disturbances at Kisangani, Bukavu or any other part of the Congolese territory.

In a letter dated 10 July 1967, the representative of Belgium stated that the Prime Minister of Belgium had declared on 7 July that the Belgian Government maintained relations with the Congolese Government and consequently had remained faithful to its policy of non-interference in the domestic affairs of the Congo; that Belgium was not involved either directly or indirectly in the events taking place in the Congo and any accusation or insinuation to that effect was unacceptable to it; that Belgium had provided the Congo in good time with all the information which its Government had been able to gather with regard to subversive movements; that no aircraft with a suspicious cargo could have left Belgium in recent days because of the very strict surveillance being exercised. He added that his Government would apply Council resolution 239 (1967).

COMPLAINT BY THE DEMOCRATIC REPUBLIC OF THE CONGO AGAINST PORTUGAL

On 3 November 1967, the Democratic Republic of the Congo, in a letter to the President of the Security Council, charged that on 1 November an armed band of mercenaries had invaded Kisenge and were approaching Kolwezi. Although all mercenaries had been ordered by the Congolese Government to leave the country in July 1967, the mercenaries under Major Schramme had rebelled and occupied Bukavu, where fighting had again broken out on 29 October. Intercepted messages from Major Schramme to Angola requesting armed intervention on behalf of the mercenaries constituted irrefutable proof of Portugal's collusion with the mercenaries for the purpose of overthrowing the established order in the Congo. The Democratic Republic of the Congo requested that the Security Council should be convened to take the necessary measures to stop the aggression and ensure the safety of persons and property in the threatened area.

The Council included the item in its agenda on 8 November 1967. It invited, at their request, the representatives of the Democratic Republic of the Congo, Portugal, Burundi, Zambia and Algeria to participate without vote in the discussion. The Council considered the matter at four meetings between 8 and 15 November 1967.

During the debate in the Council, the representative of the Democratic Republic of the Congo said that his country had to come to the Council for the third time within a year to complain of aggression by mercenaries who used Angola as a base of operations against the Congo. Now, the aggressors wanted to cause an uprising in the Congo and to give the mercenaries a base on the Kolwezi plain so as to help those at Bukavu. The Congolese forces had checked the mercenary advance. As evidence that there were mercenaries and training camps in Angola, he circulated photographs of white mercenaries and former Katangese *gendarmes* in Nova Chaves, Angola, and a copy of a note from the Belgian Foreign Ministry, giving details of the entry into the Congo by mercenaries, mostly French, and the evacuation of refugees to Kayanda in Angola, whence some had been sent to Belgium. He also cited press reports indicating an intensive weapons traffic between Lisbon and African areas, especially Nigeria and Angola. Portugal could not deny the facts, yet continued to flout decisions of the Security Council. The contradiction between the statements and the actions of certain Western Governments encouraged Portugal and gave rise to fears of a regrettable collusion between them. The Congo was not asking for moral condemnation only but for concrete measures against Portugal. The Council should also condemn the principle of the recruitment of mercenaries and Member States should prohibit such recruitment within their territories.

The representative of Portugal stated that his country had never played any role, direct or indirect, in the activities of the mercenaries, who had never been recruited in Portuguese territories nor been based there so as to assault any country. Although not aware of any incidents, local authorities were investigating whether there might have been infiltrations into Angola along the extensive frontier line. Everybody knew that the mercenaries of Kisangani and Bukavu had been serving in the Congolese armed forces. Portugal did not interfere in the internal affairs of the Congo despite the fact that for the last seven years the Congo had been



promoting armed aggression from its territory against Angola. In the face of the present allegations, Portugal reiterated previous invitations for United Nations investigation, on a reciprocal basis, of alleged mercenary bases in Angola and the Congo.

He added that, granting that intercepted messages from Major Schramme had asked for help from Angola, Portugal's responsibility would have arisen only if, as a result, help had been sent from Angola. The photographs proved nothing; they might have been taken anywhere and could have been faked. As for the alleged note by the Belgian Government, the Congolese delegation had refused his request to see it. Assuming its authenticity, it did not say that the mercenaries had crossed from Angola. The acceptance of refugees by the Portuguese authorities contravened no international convention.

The Portuguese authorities had always taken all reasonable measures to impede unlawful activities against the Congo from Portuguese territory; their task would be facilitated by the Congo's co-operation. Responsibility for seeing that arms and mercenaries were not sent to the Congo rested on countries where arms were bought, mercenaries recruited and travel facilities obtained. His Government had stated on 12 November that 492 refugees, including seventy-five armed Europeans but no Portuguese national, had crossed into Angola from the Congo. The Congolese would be given asylum, if requested; the Europeans would be sent back to their respective countries which, he hoped, would ensure that any mercenaries among them would not be enabled to return to the Congo.

On 15 November 1967, the President informed the Council that, following informal consultations, a consensus had been reached on the text of a draft resolution, and that one member of the Council had reserved the right to make observations on one particular paragraph. The draft resolution was adopted, without objection, as resolution 241 (1967). Under the operative part, the Council: (1) condemned any act of interference in the internal affairs of the Democratic Republic of the Congo; (2) condemned, in particular, the failure of Portugal, in violation of Security Council resolutions 226 (1966) of 14 October 1966 and 239 (1967) of 11 July 1967, to prevent mercenaries from using the territory of Angola as a base for armed attacks against the Democratic Republic of the Congo; (3) called upon Portugal to put an end immediately, in conformity with the above-mentioned resolutions, to any assistance whatsoever to the mercenaries; (4) called upon all countries receiving mercenaries who had participated in the armed attacks against the Congo to take appropriate measures to prevent them from renewing their activities against any State; (5) called upon all Member States to co-operate with the Security Council in the implementation of the resolution; (6) decided that the Council should remain seized of the question and requested the Secretary-General to follow its implementation.

The representative of Brazil said that if a vote had been taken, Brazil would have abstained, as it could not support paragraphs 2 and 3 of the resolution.

The representative of the USSR said that the resolution just adopted, though it did to some extent condemn the Portuguese activities, was inadequate. There should have been a more decisive condemnation, and more effective measures should have been taken to prevent such interventions in the internal affairs of the Congo.

The representative of the Democratic Republic of the Congo thanked the Council for its concern about the peace and territorial integrity of his country. The danger was not over since the mercenaries had stated that they would return. Members of the Council should use their influence on the Portuguese Government to stop its misdeeds. Furthermore not only the mercenaries but those who employed them must be condemned.

The representative of Portugal repudiated the resolution as unacceptable to his country and rejected its baseless implications, particularly those contained in the second preambular paragraph and in operative paragraphs 2 and 3.

## K. *The Korean question*

By a letter dated 17 August 1967, Bulgaria, the Byelorussian SSR, Cuba, Czechoslovakia, Hungary, Mongolia, Poland, the Ukrainian SSR and the USSR requested the Secretary-General to include in the agenda of the twenty-second session of the General Assembly an item entitled "Withdrawal of the United States and all other foreign forces occupying South Korea under the flag of the United Nations". The letter stated, among other things, that the occupation of South Korea by United States troops under the flag of the United Nations and their systematic provocative actions in the vicinity of the demarcation line were among the chief sources of tension prevailing in the regions and throughout the Far East. The withdrawal of United States and all other foreign forces from South Korea was the main condition for peaceful reunification of Korea and would make possible practical measures to ensure peace in that region. Subsequent letters from Romania and Cambodia supported this request.

On 26 August the United Nations Commission for the Unification and Rehabilitation of Korea (UNCURK) submitted its seventeenth annual report, covering the period from 19 August 1966 to 26 August 1967, which was included as item 33 in the provisional agenda of the twenty-second session of the Assembly.

In its annual report UNCURK stated, among other things, that it had studied ways and means whereby it could intensify its efforts to carry out the objectives of the United Nations in Korea, as requested by the General Assembly in resolution 2224 (XXI). It had explored without success the possibility of getting in touch with North Korean authorities through contacts established by some members of the Neutral Nations Supervisory Commission and had also made a broadcast appeal. It would persevere in its efforts and would welcome any steps by the parties concerned that would facilitate its tasks.

A matter of great concern to the Commission, the report stated, was the potential threat to peace in the area resulting from an unprecedented increase in the number of incidents, including sabotage and ambushes, in the vicinity of the demilitarized zone and in the increased number of North Korea's agents infiltrated into the territory of the Republic of Korea. These actions had involved the deaths of numerous North Koreans, members of the United Nations forces and South Koreans.

By a letter of 4 October 1967, Cambodia, the Congo (Brazzaville) and Yemen requested the inclusion in the agenda of an item entitled "Dissolution of the



United Nations Commission for the Unification and Rehabilitation of Korea'. They stated that though the Korean question had been under consideration by the United Nations for almost twenty years, UNCURK had not succeeded in promoting the reunification of Korea, and it had become an instrument of the aggressive policies of the United States in Korea. The Commission was one of the major obstacles to the reunification of Korea. The question of unification was a domestic matter that must be settled by negotiations between the two Koreas.

Upon the recommendation of the General Committee, the General Assembly included these requested items and the report of the Commission as sub-items of item 33, which was worded as follows: "The Korean question: (a) Report of the United Nations Commission for the Unification and Rehabilitation of Korea; (b) Withdrawal of United States and all other foreign forces occupying South Korea under the flag of the United Nations; (c) Dissolution of the United Nations Commission for the Unification and Rehabilitation of Korea". The item was discussed by the First Committee at thirteen meetings between 30 October and 8 November 1967.

Also before the Committee were documents from the Democratic People's Republic of Korea and the Republic of Korea.

In its communications the Democratic People's Republic of Korea, among other things, maintained its position that the United Nations had neither competence nor authority to deal with the Korean question, stated that it would consider null and void whatever resolution the United Nations might adopt without the participation and consent of its representative, declared that UNCURK should be dissolved unconditionally and without delay and that the United Nations should repeal all its unlawful resolutions on Korea adopted under the pressure of the United States imperialism. It accused the United States of accelerating preparations in South Korea to unleash a new war against the Democratic People's Republic and of bringing into South Korea new armaments in violation of the Armistice Agreement of July 1953. It stated that the United States forces had committed more than 52,000 violations of the Agreement from July 1953 to September 1967. It stressed that provocative acts by the United States against the Democratic People's Republic of Korea, which had greatly increased during the past year, had endangered peace in the area and called for the withdrawal of the United States Army from South Korea in order to remove the danger of a new war in Korea.

It also suggested that Korean unification should be realized by the establishment of a unified all-Korean Government, without outside interference, through a free North-South general election on a democratic basis, and with this aim in view it proposed that the two Korean States should conduct economic and cultural exchanges and conclude an agreement to reduce their respective armed forces and refrain from the use of arms against each other.

In its communications the Republic of Korea stated that it would continue to accept unequivocally the competence and authority of the United Nations, within the terms of the Charter, to take action on the Korean question. Its Government whole-heartedly supported the often reaffirmed objective of the United Nations of establishing a unified, independent and democratic Ko-

rean State under a representative form of government by means of free and democratic elections under United Nations supervision throughout Korea in proportion to the indigenous population of Korea. The Republic of Korea charged North Korea with intensifying in 1967 its dangerous and provocative actions within the southern part of the Republic of Korea and creating the most dangerous situation since the Armistice of 1953. These actions proved that the North Korean régime had not abandoned its defiant attitude towards the United Nations or its militant posture towards the Republic of Korea. The Republic of Korea called for maintenance of United Nations forces on its territory and expressed its hope that UNCURK would continue its work until the unification of Korea was achieved.

On 23 October, the representative of Cambodia, speaking on a point of order, proposed that before discussing the next item on its agenda—item 91, dealing with the denuclearization of Latin America—the First Committee should decide the question of extending invitations to the Governments of the two Korean States to participate in the debates on the Korean question, so that their representatives could come to New York in time. A draft resolution and amendments on that subject were already before the Committee. This proposal was supported by a number of other delegations. Representatives opposing the proposal noted that the question of extending invitations could not be divorced from the substance of the Korean question and should be discussed only when agenda item 33 was taken up, following the consideration of item 91.

At the next meeting, in response to an appeal from the Chairman of the Committee, the representative of Cambodia agreed not to press his proposal, on the understanding that this question would be settled immediately after the consideration of item 91 and separately from the question of substance involved in the Korean question.

When the First Committee took up the Korean question on 30 October, it had before it a draft resolution under which, as subsequently revised and sponsored by thirteen Members—Australia, Bolivia, the Central African Republic, Colombia, Costa Rica, Dahomey, Japan, Madagascar, New Zealand, the Philippines, Thailand, Togo and the United States—the Committee would (1) decide to invite a representative of the Republic of Korea to take part in the discussion of the Korean question without right of vote, and (2) reaffirm its willingness to invite a representative of the Democratic People's Republic of Korea to take part in the discussion without right of vote, provided it first unequivocally accepted the competence and authority of the United Nations to take action on the Korean question.

The Committee also had before it amendments to the draft resolution under which, as subsequently revised and sponsored by ten Members—Burundi, Cambodia, the Congo (Brazzaville), Guinea, Mali, Mauritania, Mongolia, Romania, Syria and the United Republic of Tanzania—the Committee would 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 in the discussion of the Korean question without right of vote.

The representatives who spoke in favour of the thirteen-Power draft resolution stressed that the Republic of Korea and the Democratic People's Republic

of Korea could not be treated in the same way, because whereas the Republic of Korea recognizes the competence and authority of the United Nations to deal with the Korean question and the relevant resolutions, the Democratic People's Republic of Korea continued to hold that the United Nations did not possess and never had possessed the competence or authority to deal with the question.

Among the arguments advanced in support of the ten-Power amendments was the view that the participation without preconditions of the representatives of both Korean States was an essential prerequisite for a business-like and fruitful discussion of the Korean question and that without their participation it was impossible to have a discussion on the peaceful unification of Korea. It was stated that the Democratic People's Republic of Korea followed a peaceful policy in accordance with the principles of the United Nations Charter.

On 31 October 1967, the First Committee rejected the ten-Power amendments in separate roll-call votes. At the same meeting, the Committee adopted the thirteen-Power draft resolution by a roll-call vote of 58 to 28, with 25 abstentions.

When the Committee began on 1 November its consideration of the substance of the Korean question, the representative of the Republic of Korea was accordingly invited to take part in the discussion. The Committee had before it three draft resolutions and some amendments.

Under the operative part of a draft resolution submitted on 20 October and eventually sponsored by fourteen countries—Bulgaria, Burundi, the Byelorussian SSR, Cambodia, the Congo (Brazzaville), Cuba, Czechoslovakia, Hungary, Mali, Mongolia, Poland, Romania, the Ukrainian SSR and the USSR—the Assembly would decide (1) that all American and other foreign military personnel deployed in South Korea under the title of "United Nations Forces" should be withdrawn within a period of six months and (2) that there should be no further discussion of the "Korean question" in the United Nations.

On 6 November, Albania submitted an amendment to the above draft resolution which would replace the sixth preambular paragraph—under which the Assembly would confirm that at the meetings of the Security Council in June and July 1950 no unanimous agreement had been reached among the five permanent members in the discussion of the Korean question—by the following: "*Bearing in mind* that the United Nations has no right to consider the Korean question".

A second draft resolution was submitted on 25 October, sponsored by fifteen countries—Bulgaria, the Byelorussian SSR, Cambodia, the Congo (Brazzaville), Cuba, Czechoslovakia, Guinea, Hungary, Mali, Mauritania, Mongolia, Poland, Romania, the Ukrainian SSR and the USSR—under which the Assembly, considering that the question of the unification of Korea should be settled by the Korean people themselves, in conformity with the principle of self-determination, and that UNCURK could make no practical contribution to its solution, would decide to dissolve the Commission within a minimum period of two months.

A third draft resolution, also submitted on 25 October and sponsored by fifteen countries—Australia, Belgium, Canada, the Central African Republic, Costa Rica, Japan, Luxembourg, Madagascar, the Netherlands, New

Zealand, the Philippines, Thailand, Togo, the United Kingdom and the United States—provided in its operative part that the 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; (2) express the belief that arrangements should be made to achieve these objectives through genuinely free elections held in accordance with the relevant resolutions of the General Assembly; (3) request UNCURK to intensify its efforts and continue to carry out the tasks previously assigned to it; and (4) note that the sole objective of the United Nations forces 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.

Amendments to this draft resolution were submitted by Cambodia, the Congo (Brazzaville), Guinea, Mali, Mauritania, Mongolia and Romania, under which the General Assembly, recognizing the best means of solving the Korean question to be the convening of a meeting attended by South Korea and North Korea and representatives of other interested States designated in equal numbers by the South Korean and the North Korean authorities respectively, would decide that the Korean question should be withdrawn from the agenda and not in future be considered by the United Nations.

Supporters of the fourteen-Power draft resolution contended that the continued occupation of South Korea by foreign military forces had created the threat of a new war in the Far East. The recent increase in the scope and number of provocations along the demarcation line and against the Democratic People's Republic of Korea had been accompanied by the intensification by the United States of its preparation of the South Korean army for the purpose of waging war against North Korea, where there were no foreign military forces and no preparations for aggression against South Korea. The presence of foreign forces of occupation was also a violation of the United Nations principle of non-intervention in the domestic affairs of States and made it impossible to realize the constructive programme presented by the Democratic People's Republic of Korea for the peaceful democratic reunification of the country hoped for by its people. The United Nations, it was urged, could ease tension in the Far East and contribute to the solution of the basic national problems of the Korean people by adopting a decision on the immediate withdrawal of United States and all other foreign troops occupying South Korea under the flag of the United Nations.

In response to requests on 1 November from the representatives of Poland and Hungary for information from the Secretariat concerning the United Nations Command in Korea, a statement of the Secretary-General was read to the First Committee on 7 November. It said that military forces placed under a unified command under the United States, in accordance with Security Council resolution 84 (1950) of 7 July 1950, had been reduced or withdrawn following the Armistice Agreement of July 1953. Regular reports from the United Nations Command had been transmitted to the Security Council by the United States until shortly after the cessation of hostilities in Korea,

the last one dated 11 March 1954. Prior to the report from the United Nations Command dated 2 November 1967, the last previous report brought to the Assembly's attention had been a special report dated 29 December 1963. Commenting on the statement of the Secretary-General, a number of representatives maintained that it confirmed once again that the United Nations had no authority over the so-called "United Nations forces" in Korea.

The special report of the United Nations Command transmitted by the United States to the Security Council on 2 November 1967 drew attention to a drastic increase in violations by North Korea of the Armistice Agreement from fifty incidents in 1966 to 543 in 1967, resulting from the deliberate infiltration into the demilitarized zone and the Republic of Korea from North Korea of groups of North Korean armed personnel for the purpose of setting ambushes, laying mines and engaging in other subversive activities. Stating that these violations constituted clear evidence of North Korea's unwillingness to keep faith with the Armistice and to co-operate with its machinery, the report reaffirmed the readiness of the United Nations Command to preserve peace and security in Korea and to seek the co-operation of North Korean representatives on the Military Armistice Commission for undertaking more effective measures for the reduction of violations of the Armistice Agreement, for conducting joint investigations of incidents and for decreasing tension and establishing a more peaceful atmosphere throughout Korea.

Among the arguments put forward in support of the fifteen-Power draft resolution providing for the dissolution of UNCURK was the view that the activities of UNCURK were contrary to the Charter provision that prohibited interference in the domestic affairs of States, that the Commission was a cover useful to the United States but harmful to the impartiality of the United Nations and that it had not made any constructive proposals in the direction of Korean reunification and had ignored the proposals formulated by the Democratic People's Republic of Korea.

Those speaking in support of the other fifteen-Power draft resolution declared that there was a clear choice, in the three draft resolutions before the Committee, between renewed acceptance by the United Nations of its pledge to help achieve peaceful reunification of Korea through the firmly expressed will of its people and abdication of its responsibilities under the Charter and its obligations to the Korean people. Violations of the 1953 Armistice Agreement, committed in the Republic of Korea by armed personnel from the North, were a grave threat to the stability of the area and, combined with North Korea's unco-operative attitude towards the investigation of such violations by the Military Armistice Commission, raised serious doubts about North Korea's intentions towards the Republic of Korea. The continuing responsibility of the United Nations in Korea, undertaken in accordance with Security Council and General Assembly resolutions, should be reaffirmed. Withdrawal of the United Nations forces from South Korea would put in serious jeopardy the peace and security of the area; UNCURK could still contribute to an eventual just solution of the problems of a divided Korea.

The representative of the Republic of Korea, speaking in the Committee, noted that his country had accepted the repeatedly reaffirmed United Nations formula for the unification of Korea by means of free, democratic

elections throughout Korea, in proportion to the indigenous population, under the supervision of the United Nations. He stated that the continued presence of UNCURK and the United Nations forces was essential in view of the deliberate and dangerous North Korean campaign of unprovoked violence and infiltration begun in October 1966. He reaffirmed that his Government would co-operate in every way with UNCURK in its efforts to discharge its assigned duties and responsibilities.

Some representatives of African countries considered that for the General Assembly to repeat the decisions adopted annually would not bring a solution of the Korean problem any nearer. They appealed for a more flexible approach which would reflect the changes since 1950 in both the United Nations and the international situation. The situation, in their opinion, required a frank dialogue to bridge the gap and lead to a stable peace and a viable reunification, a dialogue which only the two Koreas could and must undertake, since there was no possibility of reunifying the two Koreas without their common consent. The United Nations could serve only as an intermediary and not as an international policeman and, therefore, a new body should replace UNCURK, which had failed to achieve its task.

On 7 November, the First Committee voted on the three draft resolutions and the amendments to those resolutions.

Voting first on the fourteen-Power draft resolution, the Committee rejected the Albanian amendment to its sixth preambular paragraph by a roll-call vote of 65 to 5, with 43 abstentions. It then rejected the eight preambular paragraphs of that draft resolution by separate roll-call votes; it also rejected the operative part of the draft by a roll-call vote of 59 to 24, with 29 abstentions.

Voting next on the fifteen-Power draft resolution providing for the dissolution of UNCURK, the Committee rejected it by roll-call vote of 60 to 24, with 29 abstentions.

Proceeding to vote on the second fifteen-Power draft resolution, the Committee rejected the seven-Power amendments by a roll-call vote of 61 to 22, with 28 abstentions. It then adopted the draft resolution by a roll-call vote of 67 to 23, with 23 abstentions.

On 16 November the General Assembly considered the draft resolution recommended by the First Committee. A separate vote was requested by the United Republic of Tanzania on operative paragraph 4, which was adopted by 66 votes to 24, with 23 abstentions. The Assembly then adopted the draft resolution as a whole by 68 votes to 23, with 26 abstentions, as resolution 2269 (XXII).

By a letter dated 17 November 1967, addressed to the President of the General Assembly, the Democratic People's Republic of Korea stated that the illegal resolution forced by the United States imperialists through the General Assembly without the participation and consent of the Democratic People's Republic of Korea and against the interests of the Korean people was null and void. The United States had attempted to justify its army's occupation of South Korea by clamouring about "infiltration from the North" and to shift responsibility for delaying Korean unification onto the Democratic People's Republic of Korea. The United Nations, the statement concluded, should take measures for the withdrawal of the United States army and all

other foreign troops occupying South Korea under the United Nations flag and the dissolution of the so-called United Nations Commission and no longer discuss the so-called Korean question on the basis of its false reports, since Korean unification was an internal affair of the Korean people in which neither the United Nations nor any outside force was entitled to meddle.

#### L. *Complaint by the United States of America*

By a letter dated 25 January 1968, the representative of the United States of America requested an urgent meeting of the Security Council to consider the grave threat to peace brought about by a series of increasingly dangerous and aggressive military actions by North Korean authorities in violation of the Armistice Agreement, of international law and of the Charter of the United Nations. The letter stated that the repeated violations of the Armistice Agreement by North Korean authorities had become increasingly serious during the past year and a half, during which armed personnel had on many occasions been dispatched from North Korea across the demilitarized zone into the Republic of Korea on missions of terrorism and political assassination. A particularly grave incident had occurred that month, when a band of armed terrorists had been dispatched into the Republic of Korea on a mission whose apparent goal had been the assassination of President Park. More recently, North Korea had wilfully committed an act of wanton lawlessness against a naval vessel of the United States on the high seas. On 23 January, the USS *Pueblo*, while operating in international waters, had been illegally seized by armed North Korean vessels, and the ship and crew were still under forcible detention by North Korean authorities. The situation so created was of such gravity and danger as to require the urgent consideration of the Security Council.

The letter from the representative of the United States was on the provisional agenda of the meeting of the Council that was convened on 26 January 1968, in response to his request. The representatives of the USSR and Hungary, opposing the inclusion of the item in the agenda, declared that the accusations levelled against the Democratic People's Republic of Korea were utterly unfounded. The seizure or detention of a foreign ship which had invaded the territorial waters of any State with hostile intent was the internal affair of that State. They said that the real source of the tension in Korea was the presence on the territory of the southern part of Korea of aggressive armed forces of the United States of America. The representatives of Canada and the United Kingdom supported the inclusion of the item, stating that the Council should lose no time in taking up the matter and bringing the healing touch of diplomacy to bear on the situation. Seizure of the ship, the representative of Canada said, was a very unhappy omen for future peace in the area unless steps were taken to deal effectively, equitably and promptly with the consequences. The provisional agenda was adopted on the same day by 12 votes to 3 (Algeria, Hungary and the USSR).

India and France explained that their votes for the inclusion of the item in the agenda did not imply any position on the substance of the question.

The representative of Algeria explained that he had voted against the inclusion of the item because of the lack of information available to the Council and out of concern to avoid dramatization of the situation.

The Council considered the item at that meeting and at a second meeting held on 27 January.

The representative of the United States said that the danger to international peace and security would be removed only if action was taken forthwith to secure the release of the *Pueblo* and its crew and to bring to an end the pattern of armed transgressions by North Korea against the Republic of Korea. His Government's desire was to settle the matter promptly and peacefully and, if at all possible, by diplomatic means. He emphasized that the *Pueblo* had been in international waters when forcibly seized, and cited reports submitted to the Security Council on 2 November 1967 and on 26 January 1968 by the United Nations Command in Korea in connexion with a drastic increase in violations of the Armistice Agreement by North Korea. The Armistice Agreement must be restored to its full vigour, and the weight and influence of the Security Council must be exerted to that vitally important end.

The representative of the Union of Soviet Socialist Republics said that the United States request for a meeting of the Council was an attempt to distort the facts and to conceal the illegal and hostile acts and the aggression of the United States against the Korean people, which had continued for many years. In the United States in recent days, a war psychosis had been building up. Threats were being made against the Democratic People's Republic of Korea and measures of mobilization were being taken. The continuing presence on the territory of South Korea of aggressive forces of the United States was the main source of tension in Korea. He cited the memorandum submitted to the General Assembly by the Democratic People's Republic of Korea in October 1967 in connexion with the systematic incidents and troubles on the demarcation line. The real danger lay in the hope of some people in South Korea that a new military aggression could be committed against the Democratic People's Republic of Korea. The intrusion of the *Pueblo* into the territorial waters of the Democratic People's Republic of Korea for the purpose of espionage activities constituted yet another dangerous act of provocation by the United States and was a violation of the elementary principles of international law. Similar views were expressed by the representative of Hungary.

The representative of the United Kingdom emphasized the gravity of the matter and the need to require all concerned to maintain and respect the Armistice Agreement. That could be achieved by restoring the situation, by quickly reducing tension, and by allowing the ship and her crew to go free.

The representative of Ethiopia said that the Council needed to take some agreed action to initiate an immediate investigation and suggested that it would be appropriate to invite North Korea, as a party to the dispute, to take its full part in the carrying out of the investigation and to present its case before the Council.

The Council then adjourned after the President had stated that there would be consultations among its members.

#### M. *Restoration of the lawful rights of the People's Republic of China in the United Nations*

The 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-second session of the General Assembly pursuant to a request made on 8 September 1967 by Albania, Algeria, Cambodia, the Congo (Brazzaville), Cuba, Guinea, Mali, Romania and Syria.

In their explanatory memorandum of 8 September 1967 the representatives of these Member States said that restoration to the People's Republic of China of its lawful rights in the United Nations and in all its subsidiary bodies, and the recognition of the representatives of that Government as the sole legitimate representatives of China in the United Nations were urgently necessary in order to strengthen the authority of the Organization. That implied the immediate expulsion of the representative of Chiang-Kai-shek's clique from the seats they unjustly occupied in the United Nations and its affiliated bodies. The reality of the People's Republic of China, with its population of 700 million, could not be changed to suit the myth of a so-called "Republic of China", whose unlawful authorities remained installed in Taiwan only because of the permanent presence there of United States forces.

The continued refusal, for entirely political reasons, to restore to that Government its rightful seat was a grave denial of justice and inconsistent with an essential principle of the United Nations, namely, universality.

The People's Republic of China had always sought the resolution of disputes by peaceful means; its scrupulous observance of the Geneva Agreements of 1954 and 1962 was the best possible example of that policy. It also desired peaceful coexistence with all countries on a basis of equality and mutual respect and had always expressed support for peoples struggling against colonialism.

The Governments submitting the request, which maintained friendly relations with China despite their different political, economic and social systems, were in a position to contradict the fallacious assertion of the United States that China rejected all international co-operation and would be an irreconcilable enemy of those countries not sharing its ideology.

Certain Powers, the memorandum continued, had pursued for many years a hostile and discriminatory "quarantine" policy towards the People's Republic of China. That policy was dangerous and unrealistic because it was recognized that no important international problem could be solved without the participation of that country. It was impossible to exclude China, a great nuclear Power, from major decisions while at the same time requiring it to subscribe to the obligations imposed by agreements which it had had no part in concluding.

The General Assembly discussed the item at ten plenary meetings between 20 and 28 November 1967.

Three draft resolutions were submitted for the consideration of the Assembly. The first, submitted on 27 October, was sponsored by twelve States—Albania, Algeria, Cambodia, the Congo (Brazzaville), Cuba, Guinea, Mali, Mauritania, Pakistan, Romania, the Sudan and Syria. Under the operative part of this draft resolution, the Assembly would decide to restore all its rights to the People's Republic of China and to recognize the representative 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 place which they unlaw-

fully occupied at the United Nations and in all the organizations related to it.

The second draft resolution, sponsored by fifteen States—Australia, Belgium, Bolivia, Brazil, Colombia, Gabon, Italy, Japan, Madagascar, New Zealand, Nicaragua, the Philippines, Thailand, Togo and the United States of America—was also submitted on 27 October 1967. Under the operative part, the Assembly would affirm again 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 third draft resolution was submitted to the Assembly on 20 November and was sponsored by Belgium, Chile, Italy, Luxembourg and the Netherlands. Under the operative part, the Assembly would: (1) decide to establish a committee of... Member States, to be appointed by the General Assembly, to explore and study the situation in all its aspects in order to make the appropriate recommendations to the General Assembly at its twenty-third session for an equitable and practical solution to the question of the representation of China in the United Nations, in keeping with the purposes and principles of the Charter; and (2) appeal to all Governments concerned to give assistance to the Committee in its search for such a solution.

Sixty-one representatives took part in the general debate and the explanations of votes.

The representative of Cambodia, speaking in favour of the twelve-Power draft resolution, said that, without the restoration to China of the province of Taiwan, which was being administered without any right by the United States, and without an invitation to the People's Republic of China to take its place in the United Nations with all its rights and prerogatives, it was certain that the Organization would never be able to play the role incumbent upon it; on the contrary, it would become more impotent each year.

The representative of China replied that a régime that promoted war and violence, that claimed the right to interfere in the internal affairs of other countries and subvert the independence of neighbouring States, could not be called peace-loving. Such a régime had obviously no place in an Organization dedicated to the maintenance of international peace and security, to the peaceful settlement of international disputes, to the development of friendly relations among nations based on law and justice, to the promotion of social progress and better standards of life in larger freedom, and to the encouragement of respect for human rights and fundamental freedoms.

Supporters of the twelve-Power draft resolution made the following points. The absence of the representatives of the world's largest population undermined the principle of universality of membership in the United Nations and reduced its authority and effectiveness. The Government of the People's Republic of China had since 1949 controlled and exercised its authority over all China, with the exception of the province of Taiwan, and was the only legitimate authority that could claim the right to represent the Chinese people in the United Nations. The accession of the People's Republic of China to the rank of a nuclear Power necessitated its co-operation in the conclusion of any disarmament treaty; in the absence of that country, no disarmament measure could be carried out effec-



tively. Several representatives also expressed their conviction that the search for peace and stability could not be realistically pursued in Viet-Nam and Asia in general without the participation of the People's Republic of China.

The opponents of the twelve-Power draft resolution stated that the Chinese communist régime, far from pursuing a policy of peace and international co-operation, had dedicated itself to world-wide aggression and subversion and flouted the purposes and principles of the Charter. To admit it to the United Nations would be to condone aggression and undermine the principles of the Charter. The so-called "Cultural Revolution", the turmoil it generated within China itself and the violations of diplomatic privilege and immunities to which it had given rise also proved that the Chinese régime was unfit for membership in the United Nations. Moreover, the People's Republic of China had posed conditions for its entry into the United Nations and heaped abuse upon it; it was clear that its desire was not to seek international co-operation but to wreck the Organization. Its admission into the United Nations could not help to resolve the problems confronting the Organization. To expel at the same time a founding Member in good standing, the Republic of China, would be in clear contradiction with the principle of universality.

A number of representatives, while indicating varying degrees of agreement with the admission of the People's Republic of China into the United Nations, opposed the proposed simultaneous expulsion of the Republic of China, which effectively exercised control over a territory and population larger than that of many Member States. Several representatives thought that a way should be found to provide for the representation of both Governments in the United Nations.

In support of the fifteen-Power draft resolution, it was stated that the question was especially important because it involved changing the representation of a permanent member of the Security Council. The distinction between "procedural matters" and "all other matters", drawn by the representatives who took the view that the question of the representation of China was a procedural matter was applicable only in the Security Council; whereas in the General Assembly the only distinction drawn in Article 18 of the Charter was between "important questions" and "other questions". Thus a procedural matter was not necessarily an unimportant question. The General Assembly, by its resolution 396 (V) of 14 December 1950, had already decided that whenever more than one authority claimed to be the Government entitled to represent a Member State and the question became the subject of controversy in the United Nations, it should be considered in the light of the purposes and principles of the Charter and the circumstances of each case.

Opponents of the fifteen-Power draft resolution, among them Albania, Cambodia, Guinea and the USSR, saw in it a manoeuvre designed to delay the restoration of the rights of the People's Republic of China in the United Nations. The representative of France declared that what the Assembly had to do was not to admit a new State, and far less to recognize a Government, but to make sure that properly accredited representatives, in law and in fact, represented a State which was a Member of the United Nations—the People's Republic of China. The question which was the subject of the present debate was not an important question

within the meaning of Article 18 of the Charter, and should be decided by a simple majority and not by a two-thirds majority. Other opponents of the fifteen-Power draft resolution said that in the past, whenever a Member State had had a change of Government and that Government exercised effective authority, representation had been granted by simple majority vote in accordance with the rules of procedure established for approving the credentials of the delegations of Member States.

Introducing the five-Power draft resolution, the representative of Italy said that the sponsors were trying to present a new approach to the problem of the representation of the People's Republic of China in the United Nations and to endeavour to break the stalemate that had characterized the discussion in the General Assembly every year. The proposed committee, keeping in mind the common objective of bringing closer the ideal of universality, would have the task of gathering and listing all the essential data, sounding opinions, making all necessary contacts and placing before the General Assembly, in a clear and rational manner, all the data and elements it had gathered so that the problem of the seating of China—which had so far been of an abstract nature—could be tackled afresh on a sound and constructive basis.

Some representatives expressed their support for the projected study committee as a useful attempt to clarify the intentions of the Government of the People's Republic of China and to put an end to the stalemate in the General Assembly; they doubted, whether any practical results might be achieved, in view of the experience of the Committee appointed to perform a similar task in 1950.

Most of those who opposed the five-Power draft resolution said that the proposed study committee was no more than a tactic designed to delay the restoration of the lawful rights of the People's Republic of China. The similar attempt made in 1950 had produced no results. The problem of the representation of China was a clear-out issue and did not need any study or inquiry. The projected study committee would by-pass the normal procedures of the United Nations concerning representation. The draft proposed new procedures for the resolution of a question of representation and was therefore discriminatory. It was also argued that the proposal was an attempt to secure the representation of "two Chinas", a solution which some delegations regarded as entirely unacceptable.

The representative of China said that there was only one China and one legal Chinese Government—the Government of the Republic of China. He categorically rejected any proposal that purported to resolve the question of representation through the "two Chinas" formula. He emphasized his delegation's view that the right to determine who should represent China in the United Nations belonged exclusively to the Chinese people; it was not for Members of the General Assembly or any other organ to make the decision for them or to put forward proposals that were at variance with the wishes and aspirations of the Chinese people.

On 21 November, the representative of Australia formally requested priority in the voting for the essentially procedural fifteen-Power draft resolution concerning the majority required for the adoption of a substantive resolution. The proposal was adopted on

28 November by a roll-call vote of 67 to 41, with 12 abstentions.

On the same day, the Assembly voted on the three draft resolutions. It first adopted the fifteen-Power draft resolution by a roll-call vote of 69 to 48, with 4 abstentions. It then rejected the twelve-Power draft resolution by a roll-call vote of 58 against, 45 in favour and 17 abstentions.

The representative of Syria submitted a motion under which the Assembly would decide that the five-Power draft resolution calling for the establishment of a study committee was an important question requiring a two-thirds majority. The motion was adopted by a vote of 36 to 31, with 53 abstentions. The Assembly then rejected the five-Power draft resolution by a roll-call vote of 57 against, 32 in favour and 30 abstentions.

#### N. *Termination of the assignment of the Special Representative of the Secretary-General in Cambodia and Thailand*

In a letter dated 15 September 1967, the Secretary-General notified the President of the Security Council that the Governments of Cambodia and Thailand had signified their desire that the assignment of the Special Representative who had been appointed by the Secretary-General in August 1966 should be extended for a further period up to 16 February 1968.

On 15 February 1968 the Secretary-General informed the Council that, after consultation with the Governments of Cambodia and Thailand, he had concluded that there was no continued agreement on a further extension and had therefore notified both Governments of the termination of his Special Representative's mission. The Secretary-General concluded by stating that he was hopeful that there would be no aggravation of the situation between Cambodia and Thailand and that the two Governments would continue to act with the necessary restraint in a region beset by grave tensions.

#### O. *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, submitted on 15 September 1967, the Commissioner-General of UNRWA called attention to the emergency assistance for Arab refugees in the Near East in the summer of 1967 and to the Agency's critical financial situation, which continued to threaten the whole future of its services to the refugees; he also commented on how the future of the refugees of the 1948 conflict might develop in the longer term and how the role of UNRWA might be affected by the events of June 1967 and their aftermath.

The report noted that the emergency assistance for Arab refugees in the Near East in the summer of 1967 had been a combined operation to which the Governments directly concerned, other donor Governments, the Red Cross and the Red Crescent, UNRWA, UNICEF, the specialized agencies, national and international non-governmental organizations and countless individuals in many parts of the world, had all made

essential contributions. The fluidity of the situation resulting from renewed incidents of fighting and from other causes had called for urgent improvisations during an important part of the reporting period, particularly in east Jordan, which was the main haven for old and new refugees from the west bank and from the Gaza Strip seeking new asylum across the Jordan River in the east. In east Jordan, important refugee concentrations had been moved from the hills to the milder climate in the Jordan Valley owing to the onset of winter.

In Syria, new accommodation had had to be found for some 16,000 Palestine refugees from the occupied area, who established themselves mainly around Dera'a and Damascus.

In regard to longer-term prospects, the Commissioner-General sought as far as possible to confine his comments to the humanitarian aspects, but he recalled that political issues underlay the whole Palestine refugee problem and could not be ignored if comment were to be meaningful. He reported that the gradual but hopeful process of economic and social rehabilitation of the refugees had, for the time being at least, been halted and indeed reversed as a result of recent events. At the present time, too many uncertainties overshadowed the future of the refugees in Gaza and on the west bank to permit any prediction of how long this adverse effect would last in those areas. As regards east Jordan, it was possible to say with more certainty that, so long as the separation of the west bank from the remainder of Jordan lasted, the whole process of rehabilitating the refugees in east Jordan, both those already living there before the hostilities and those displaced from the west bank who might not be permitted to return by the Government of Israel, or might not wish to return, would be gravely, perhaps irretrievably, set back. In Syria too, for so long as the Palestine refugees displaced from the south were not able to return to their former places of residence, they would be faced with many new difficulties in their struggle to recover economic independence.

The most effective contribution UNRWA could make appeared to be the maintenance of its existing services, possibly with some extension to new groups of displaced persons, coupled with an expansion of its programme of education and training for the refugee children. But not even the existing UNRWA services could be maintained, let alone extended or expanded, unless the chronic problem of financing the Agency was tackled with determination and realism.

#### *Consideration by the General Assembly*

The Commissioner-General's annual report was considered by the Special Political Committee at eleven meetings, between 11 and 16 December 1967.

In presenting his report, the Commissioner-General said that new refugees from areas occupied by Israel in June 1967 might number 350,000 or 400,000, while other persons still living where they were before June were in greater need than before because of the disruption of the economy in the areas where they lived. According to UNRWA estimates, the total number of refugees and displaced persons in east Jordan was then 577,000, including 245,000 newly displaced persons (of whom 110,000 were Palestinians formerly registered with UNRWA on the west bank). The problem was becoming constantly more acute and the Jordan Govern-

ment had indicated that some 200 or 300 persons were daily crossing the Jordan River from west to east, the majority of them coming from the Gaza Strip. Movement in the opposite direction was said to be negligible. The Commissioner-General had urged, on grounds of common humanity, that those refugees who wished should be allowed to return to their previous places of residence where UNRWA had shelters, health centres, schools and other facilities and could give them more adequate assistance.

Syrian displaced persons, said to number 100,000, were being helped by the Syrian Government, with assistance from the World Food Programme, UNICEF and other organizations, and from Governments. In the United Arab Republic, UNRWA assistance had been given only to 3,000 or 4,000 young registered refugees from the Gaza Strip. However, the Government, which estimated the number of persons displaced from Israel-occupied territories to be 60,000 to 70,000, had now asked the Agency to extend help to needy persons of Palestinian origin—believed to number some 7,000—who had resided in Gaza before June 1967. The UNRWA staff in Cairo would co-operate with Government officials to obtain accurate information about the number and whereabouts of these persons and thus provide the basis for a decision on whether UNRWA assistance should be extended to that group.

Referring to the discrepancies between UNRWA statistics and the results of the census carried out in September 1967 by the Government of Israel in the Gaza Strip and the west bank area, excluding Jerusalem, the Commissioner-General said that UNRWA had been informed that the primary purpose of that census was to enumerate the general population, including refugees, as a basis for providing essential services. In so far as it related to refugees, the census provided information on a different group of persons from the groups covered by the UNRWA registration statistics, making any comparisons very difficult. It was the figure for the number of persons registered with or receiving aid from UNRWA that offered the best basis of comparison with the Agency's statistics. Arrangements were being discussed with Israel for a joint study on a technical level regarding appropriate methods for checking the refugee statistics in the light of the census.

The Commissioner-General reported some progress in rectifying ration rolls in east Jordan. Merchants were no longer able to traffic in ration cards.

The Commissioner-General considered education as the key to opportunity for the younger generation and he believed that the Agency, after taking action to ensure survival and relieve immediate distress, should devote as much as possible of any special contributions received in connexion with the emergency and its aftermath to improving and expanding its education services. Paradoxically, while funds were forthcoming to improve education and training facilities, there was continuing and serious concern about the adequacy of funds needed to carry on essential basic services. Only two thirds of the registered refugees received rations, and there were 284,000 children whose claims had been deferred because of the ration ceilings. By the end of 1967, the Agency's cumulative deficit of the previous five years would probably reach \$9 million and reserves would be reduced to a dangerously low level. He hoped the Committee would find a way to assure adequate funds for the future.

In a letter dated 8 December, the representatives of Afghanistan, Pakistan and Saudi Arabia requested that the Special Political Committee should hear the delegation of the "Palestine Liberation Organization". In a letter dated 11 December, the representatives of twelve Arab States requested that the Committee should hear the "Palestine Arab delegation". On 12 December the Committee decided to authorize the persons constituting the said delegations to speak in the Committee, it being understood that such authorization did not signify recognition of the organizations.

During the discussion in the Committee, representatives of the Arab States restated their view that the refugee question was not negotiable but must be settled according to the wishes of the refugees themselves. They claimed that Israel, with the support of the imperialist Western Powers, and particularly the United States, had completely ignored the provisions of the United Nations resolutions calling for the repatriation of the refugees. The failure of the United Nations to react to Israel's defiance of its resolutions, they emphasized, had clearly encouraged Israel to commit oppressive acts against the Arab people of Palestine. The Arab delegations raised the question of Israel's right to continued membership in the United Nations and of the applicability of economic sanctions under Article 41 of the Charter.

Representatives of the Arab States said that more than ever the refugees wanted to return to their homes and earn their own living. They could not be denied their right to self-determination and freedom, nor could they be asked to resign themselves to the status of second-class citizens in their own country. It was the duty of the world community to extend all possible assistance to oppressed people in their fight for survival.

The Arab delegations emphasized that the United Nations had in recent times heard too much about peace and too little about justice. Peace imposed by conquerors on their enemies was only a sham peace which led to even more disastrous conflagrations. They stated that no satisfactory plan could be prepared if Israel did not show good faith by fulfilling its obligations under the 1949 General Armistice Agreements and the Lausanne Protocol, and all the United Nations resolutions to which it had subscribed.

The Arab representatives, supported by some other delegations, demanded the appointment of a custodian to administer Arab property in Israel and to receive income derived therefrom on behalf of its owners. Regarding Israel's proposal for a five-year plan for the refugees, they added that if the Israel Government wished to discuss the implementation of the refugees' right to repatriation, it could do so forthwith in the United Nations Conciliation Commission for Palestine.

The representative of Israel said that the bitter fruit of the three wars caused by Arab attempts to destroy Israel had been death, damage and displacement for both sides. The prospects of peace would transform the refugee problem in the area, old and new. It was his Government's deepest desire to open a new chapter in its relations with the Arab world, based on reconciliation, mutual respect and mutual interest. Israel, however, had neither the duty nor the capacity to solve the problem of refugees by itself, but it would participate fully in an international and regional plan to that end. Assistance should certainly be given to those affected by the recent war who were in need of it,

but General Assembly resolution 2252 (ES-V) made a distinction between persons coming under the mandate of UNRWA and other persons in the area who were displaced and in serious need of immediate assistance as a result of the hostilities.

In all Israel-held areas, he continued, adequate supplies of food-stuffs had been issued from the outset. Economic activity had at last been restored to prewar levels and steady progress was being made. Resentment and suspicion remained; there were difficulties in adjusting to the present and anxiety about the future. Nevertheless, conditions were in every way better than anyone would have dared to expect some months previously.

The representative of Israel proposed that consultations should immediately be initiated between Israel and the Arab host countries, together with the main contributing countries, to negotiate a five-year plan for the rehabilitation of the refugees and their final integration into the economic life of the region. He rejected the appointment of a custodian, stating that the General Assembly had no competence to intervene in the regulation of property rights in any sovereign Member State, and had never attempted to do so. Israel also rejected the suggestion that the income derived from Arab property in Israel should be contributed to UNRWA.

Three draft resolutions were submitted during the consideration of the item by the Special Political Committee. Under the first of these, submitted by the United States, the General Assembly, after recalling a series of past resolutions on the subject and noting the annual report of the Commissioner-General, 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 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 thanks to the Commissioner-General and his staff 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 General Assembly resolution 194 (III) and request it to exert continued effort towards its implementation; (5) direct attention to the continuing critical financial position of UNRWA; (6) note with concern that, despite the efforts of the Commissioner-General to collect additional contributions to help relieve the serious budget deficit of the past year, contributions to UNRWA continued to fall short of the funds needed to cover essential budget requirements; (7) call upon all Governments as a matter of urgency to make the most generous efforts possible to meet the anticipated needs of UNRWA, and, therefore, urge non-contributing Governments to contribute and contributing Governments to consider increasing their contributions,

Afghanistan, Austria, Belgium, Canada, Denmark, Ethiopia, Finland, Iceland, India, Iran, Ireland, Italy, Japan, Mexico, Nigeria, Norway, Sweden, Turkey, and Yugoslavia submitted a draft resolution, under which the General Assembly would: (1) reaffirm its resolution 2252 (ES-V) of 4 July 1967; (2) endorse, bearing in mind the objectives of that resolution, the efforts of the Commissioner-General of UNRWA to provide humanitarian assistance, as far as practicable, on an emergency basis and as a temporary measure, to other persons in the area who were at present displaced and in serious need of immediate assistance as a result of the recent hostilities; and (3) appeal to all Governments and to organizations and individuals to make special contributions for the above purposes to UNRWA and to the other intergovernmental and non-governmental organizations concerned.

A third draft resolution was submitted by Afghanistan, Indonesia, Malaysia, Pakistan and Somalia, under which the Assembly would: (1) request the Secretary-General to take all appropriate steps to have a custodian appointed to protect and administer Arab property, assets and property rights in Israel and to receive income derived therefrom on behalf of the rightful owners; (2) call upon the Governments concerned to render all facilities and assistance to the Secretary-General to make the task and functioning of the custodian effective; and (3) request the custodian to report to the General Assembly at its twenty-third session on the fulfilment of his tasks.

On 16 December, the Committee voted on the three draft resolutions. The United States draft resolution was adopted by a roll-call vote of 99 to none, with 2 abstentions (draft resolution A). The nineteen-Power draft resolution was adopted by 102 votes to none, with 1 abstention (draft resolution B). The five-Power draft resolution was adopted by a roll-call vote of 42 to 38, with 24 abstentions (draft resolution C).

On 19 December the General Assembly took up the recommendations of the Special Political Committee. The Assembly agreed to the proposal of the representative of Nigeria that no vote should be taken on draft resolution C. Draft resolution A was adopted by 98 votes to none, with no abstentions [resolution 2341 A (XXII)]. Draft resolution B was adopted by 105 votes to none, with 2 abstentions [resolution 2341 B (XXII)].

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

##### *Emergency programme*

At the time of the hostilities in June 1967, some 200,000 persons fled from the west bank and the Gaza Strip to east Jordan. Most of these displaced persons found accommodation with relatives or friends or in rented quarters, but for some 60,000 persons, UNRWA established tented camps on the uplands. About 45,000 of those who were provided with shelter in the camps were already UNRWA-registered Palestine refugees from the 1948 conflict who had been living in UNRWA camps on the west bank. With the successive moves of the refugees—first to the low-lying Jordan Valley, to escape the severe winter cold, and then from the valley back to the uplands in February 1968, when further military action occurred—the Agency was faced with the necessity of establish-



ing and re-establishing emergency camps. Throughout the year, the continued exodus from the Gaza Strip and the west bank to east Jordan has increased the demand for temporary shelter. Furthermore, some of the displaced persons who had found other accommodation were unable to stay there for any length of time and moved into tents. The total number of displaced persons in the tented camps in June 1968 was 75,000, while the total number of displaced persons in east Jordan from the Gaza Strip and the west bank was estimated at between 350,000 and 400,000.

In Syria, immediately following the hostilities, about 3,000 out of a total of 16,000 registered Palestine refugees who had fled from the Quneitra area were accommodated in schools and later moved to tented camps, the remainder having found temporary lodging elsewhere. However, as with the refugees in east Jordan, many of those in temporary lodgings subsequently found it necessary to apply to the Agency for shelter, and by June 1968 nearly 7,000 refugees were living in the tented camps in Syria operated by UNRWA. Syrians who had fled the Quneitra area numbered nearly 100,000.

During the first few weeks after the hostilities the Agency, with the assistance of some staff of voluntary agencies, provided a daily hot meal for the displaced persons living in the tented camps, but following receipt of "family kits" (cooking stoves, pots, pans and mats) the regular distribution of monthly basic rations was re-established. However, hot meals were continued for children up to the age of fifteen years and, in addition, protein supplements consisting of tinned meat and concentrated food-stuffs were distributed to all displaced persons in the tented camps and to identified hardship cases living outside the camps, to a total of 93,000 rations monthly.

The Agency erected large-size tents in the new camps for use as health centres, feeding centres and, later, schools for the refugee children. These tents are gradually being replaced by prefabricated buildings which have been donated to the Agency. Water supplies and basic sanitation also had to be provided in the camps.

In addition to the impact of the emergency on the displaced persons and the immediate problem of establishing temporary camps, the Agency has been faced with quite unusual operational problems as a result of the hostilities in June 1967. The closing of the Suez Canal and the fact that supplies had to be moved into territories occupied by Israel made it necessary to reorganize the Agency's supply routes. The Jordan field, previously organized and administered as a single area of operations, became virtually two separate fields, so that administrative offices and facilities had to be established in east Jordan, which had previously been administered by the Agency's field office in Jerusalem. Added to this was the complication that the Agency's locally recruited staff, and some international staff, could not move freely into the occupied territories in the normal course of their official duties. There was also a discernible increase in the cost of the Agency's operations. Moreover, even apart from the adverse economic conditions, the uncertainties of life within the occupied territories, and the restrictions consequent upon the security measures taken by the authorities, affected both refugees and Agency staff, who are themselves nearly all refugees. Despite the many problems, supplies and services were maintained, although the health services in Gaza were handicapped by a shortage

of medical staff, and the educational services on the west bank and in Gaza were resumed under considerable difficulties. These difficulties arose from the displacement of teachers, the movement of pupils, the need to carry out repairs and replenish damaged and looted buildings, the unavailability of certain teaching materials and—perhaps most important of all for the refugee students—the uncertainties about examinations, access to higher education and their future generally. The Agency has had to provide many costly alternatives in order to continue the education of the refugee children and the vocational and teacher training programme.

#### *Normal programme*

The Agency maintained its established relief and health services for needy refugees and continued to carry out its programmes of general and higher education, and of vocational and technical training for young refugees, against the background of a fluid and rapidly changing situation.

The number of refugee children receiving education with the Agency's assistance was about 250,000 in May 1968.

The UNRWA/UNESCO Institute of Education continued to provide in-service training for teachers in the Agency's primary schools. Since the establishment of the Institute in October 1964, 892 teachers have successfully completed the two-year basic course and a further 202 were due to take examinations that had been delayed as a result of the hostilities. There were 1,384 teachers enrolled at the Institute in the summer of 1968, of whom 742 were expected to complete their training at the end of the academic year.

Some 3,300 young refugees are benefiting from the Agency's vocational and teacher training programme, both in UNRWA's residential centres and in other institutions. In 1967, 1,356 were awarded diplomas and twenty-seven of the newly qualified refugees went to Europe for on-the-job training. During the same year, the Agency awarded 718 scholarships for university studies.

The total number of refugees registered with UNRWA on 1 April 1968 was 1,359,277, an increase of 21,277 since 1 April 1967. Of this number, 847,374 benefited from all types of services, including rations, compared with 860,955 on 1 April 1967, and a further 395,516 were eligible for education and medical services provided by the Agency.

On 1 April 1968 the number of refugees living in UNRWA camps totalled some 540,000.

The Agency continued to give limited special assistance to identified cases of extreme hardship and to train and educate handicapped refugee children. Modest programmes of youth activities and women's activities were maintained with the help of special contributions.

The Agency also continued to provide both preventive and curative health services for the refugees, through clinics, hospitals and laboratories either operated or subsidized by the Agency. The health programme also included nutritional care of vulnerable groups among the refugees, the provision of environmental sanitation services in the camps, and health education.

As in past years, UNRWA benefited from the advice and help of other United Nations agencies; co-operation with UNESCO, FAO, WHO, the World Food Pro-



gramme and UNICEF, and also with voluntary agencies working on behalf of the Palestine refugees, was particularly close.

#### *Financial situation*

During 1967 the Agency expended or committed \$40.5 million for both its normal and emergency programmes, compared with \$37.5 million in 1966. Of this amount, \$19.6 million pertained to relief services (basic rations, supplementary feeding, shelter and special hardship assistance), \$5 million to health services (medical services and environmental sanitation), \$15.2 million to education and training services and \$700,000 to the replacement or repair of property lost or damaged in the June hostilities and other extraordinary costs.

With emergency donations, the income for 1967 totalled \$43 million; the surplus of \$2.5 million over expenditure and commitments increased the level of the Agency's working capital (operating reserve) at the end of 1967 to about \$16.7 million. However, the Agency's income for its regular programme in 1967 fell short of requirements by \$1.6 million and in June 1968 a further deficit was foreseen for 1968, estimated at between \$4 million and \$5 million. The Secretary-General, when transmitting General Assembly resolution 2541 (XXII) to Governments on 17 January 1968, drew particular attention to the appeals for contributions formulated by the General Assembly. Again, on 2 March 1968, in transmitting to the General Assembly and to the Security Council a report of the Commissioner-General on the new exodus from the Jordan Valley, the Secretary-General appealed to all Governments to make urgently whatever contributions they could to meet the new emergency refugee situation then facing the Government of Jordan and UNRWA. On 30 April 1968, the Secretary-General and the Director of FAO, in a joint appeal for food donations for non-registered refugees, pointed out that the Agency faced a large deficit for 1968 and recalled the General Assembly's appeals for contributions to the Agency.

#### *Personnel*

On 30 April 1968, UNRWA was employing 11,500 locally recruited staff and ninety-nine international staff, including twenty-six international staff members seconded or loaned by the United Nations or specialized agencies (UNESCO and WHO).

#### REPORT OF THE CONCILIATION COMMISSION FOR PALESTINE

On 30 September 1967, the United Nations Conciliation Commission for Palestine submitted a progress report pursuant to General Assembly resolutions 512 (VI) and 2154 (XXI). The Commission stated that it had continued to examine various ways in which it might be possible to intensify its efforts with any prospect of advancing matters towards the implementation of paragraph 11 of General Assembly resolution 194 (III). All of the possible ways previously envisaged had presupposed substantial changes in the situation. Upon reviewing prospects after the adoption of General Assembly resolution 2154 (XXI), the Commission had been unable to discern evidence of any such changes. The developments that had taken place since June 1967 had further complicated an already very complex problem.

#### P. *Agreement between the Republic of Indonesia and the Kingdom of the Netherlands concerning West New Guinea (West Irian)*

In implementation of his responsibilities under the Agreement of 15 August 1962 between the Republic of Indonesia and the Kingdom of the Netherlands concerning West New Guinea (West Irian), the Secretary-General sent Mr. José Rolz-Bennett, Under-Secretary-General for Special Political Affairs, to Jakarta for consultations in August 1967. During these discussions, the Government of Indonesia agreed that the act of free choice referred to in article XVIII of the Agreement should be held sometime between April and August 1969. After further consultations with the interested Governments, the Secretary-General appointed, on 1 April 1968, Mr. Fernando Ortiz-Sanz as his representative for the act of free choice in accordance with article XVII of the Agreement. The Secretary-General's representative and his staff will assume their duties in the territory one year before the consultation, as foreseen in the Agreement.

The Fund of the United Nations for the Development of West Irian, which was established with pledges from the Governments of Indonesia and the Netherlands, resumed its operations early in 1967. The entire programme of the Fund is being implemented on an urgent basis, with high priority being given to restoring and rehabilitating such essential services as electric power, land and air transport and coastal shipping. For further details of the programme, see chapter XI, section F.

#### Q. *Complaint by Haiti*

In a letter dated 20 May 1968, the Permanent Representative *a.i.* of Haiti informed the Secretary-General that early that day a pirate aircraft had bombed Port-au-Prince, directing a bomb at the private apartments of the Head of State and his family. In the afternoon, unidentified aircraft had bombed Cap-Haïtien, killing innocent civilians. During the bombing, mercenaries had been surprised and pursued by the Haitian armed forces. According to information available to the Haitian Government, adventurers in the pay of ex-President Paul E. Magloire, Luc Fouché and Father Jean-Baptiste Georges, all in the United States, had planned to acquire aircraft for the purpose of bombing Haitian towns. Such an act of international brigandage could have been committed only as a result of the tolerance of certain Governments; it constituted a flagrant violation of the principles of international law and of the United Nations Charter, as well as a threat to peace. In all probability, the territories most likely to have been used for those criminal purposes were the United States, Cuba, Jamaica, the Dominican Republic or the Bahamas.

On 21 May, the Permanent Representative *a.i.* of Haiti, in a letter to the President of the Security Council, asked for the Council to be convened so that, after the facts were established, appropriate measures could be taken, in accordance with Article 39 of the Charter, to reduce the state of tension which threatened international peace and security.

The Security Council included the item in its agenda on 27 May and invited the representative of Haiti to participate, without vote, in the discussion.

The representative of Haiti said that the repeated acts of aggression from outside against his country could endanger international peace and security. Those acts had assumed different forms, such as vicious press campaigns, pernicious propaganda on radio, films and television ridiculing and fostering hatred of the negro peasants of Haiti and their Government, as well as economic strangulation designed to block international or private avenues of co-operation for solving the economic, social and humanitarian problems confronting Haiti. Backed by inexhaustible financial sources, eight armed invasions had taken place in an attempt to overthrow the Government and stop the national revolution. Those acts of aggression had culminated on 20 May in the attack against the territorial integrity and political independence of Haiti.

The Security Council should forbid any State to traffic in arms and raw materials and supplies, except for the use of Governments, and should recommend that all States prevent, within their jurisdiction, the equipment, arming and use for warlike purposes of any vessel or aircraft; furthermore, enterprises engaging in pernicious propaganda that could threaten the prestige of Governments or upset internal public order should not be tolerated.

Moreover, Haiti requested the immediate cessation of activities infringing upon its territorial integrity and national sovereignty and the exemplary punishment of all who, contrary to international agreements and the Charters of the United Nations and the Organization of American States, used the territories of certain countries, principally the United States and some islands of the Caribbean, for their criminal actions. The Security Council should also take the necessary measures to prevent the repetition of acts infringing upon the fundamental rights of Haiti, its Government and its people, and impeding the development and progress of Haiti in the community of nations, and should compel the guilty parties to pay the Government of

Haiti equitable reparations for the loss of life and the destruction of property.

The representative of the United States said that his Government was ready to investigate all information indicating activities on its soil that violated its laws, but it could proceed only on the basis of established facts. His Government requested Haiti to supply the maximum amount of information available. However, from information received and from statements made by the Government of Haiti, it was his Government's understanding that the situation was under control. Therefore, the most appropriate course would be for Haiti to pursue the matter with any Government it deemed necessary. The United States Government remained prepared to co-operate in such an effort.

The President of the Council said that he had received communications from the representatives of Jamaica and of the Dominican Republic. The first stated that his Government had already informed the Haitian Consul in Kingston that Jamaica was not a base from which any aircraft had operated to bomb Haiti. The latter stated that the Dominican Republic maintained complete neutrality and non-intervention in affairs concerning other States and that any internal measures it had adopted were solely to preserve that neutrality.

Speaking as the representative of the United Kingdom, the President of the Council said that, after careful investigation, the Governor of the Bahamas had reported that there was no positive evidence of flights to Haiti at the time in question.

The representative of Brazil said that the information available in the Council was too vague and fragmentary and did not provide a sound basis for a full debate on the complaint, much less for any decision. The Council could not determine whether the incident in question was a case of outside aggression or internal conflict.

The Council adjourned without taking any action.

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For the reports of the Conference of the Eighteen-Nation Committee on Disarmament, see documents A/6951-DC/229 and A/7072-DC/230 and Add.1.

For other relevant documents and a list of relevant records, see:

- (a) *Official Records of the General Assembly, Twenty-second Session, Annexes*, agenda items 28, 29-30-31, 91 and 96.
- (b) A/6817.

### B. Effects of atomic radiation

For relevant documents and a list of relevant records, see:

- (a) *Official Records of the General Assembly, Twenty-second Session, Annexes*, agenda item 36;
- (b) A/7126.

### C. Peaceful uses of outer space

For relevant documents and a list of relevant records, see:

- (a) *Official Records of the General Assembly, Twenty-second Session, Annexes*, agenda item 32;
- (b) List of papers accepted for presentation to the United Nations Conference on the Exploration and Peaceful Uses of Outer Space (A/CONF.34/INF.1).

### D. Admission of new Members

For relevant documents and meetings, see:

- (a) *Official Records of the General Assembly, Twenty-second Session, Annexes*, agenda item 99;
- (b) *Ibid.*, *Plenary Meetings*, 1630th and 1643rd meetings;
- (c) *Official Records of the Security Council, Twenty-second Year*, 1384th meeting; and *ibid.*, *Twenty-third Year*, 1414th meeting.

### E. Question of the reservation exclusively for peaceful purposes of the sea-bed and the ocean floor, and the subsoil thereof, underlying the high seas beyond the limits of present national jurisdiction, and the use of their resources in the interests of mankind

For relevant documents and a list of relevant records, see *Official Records of the General Assembly, Twenty-second Session, Annexes*, agenda item 92.

### F. Co-operation between the United Nations and the Organization of African Unity

For relevant documents and a list of relevant records, see *Official Records of the General Assembly, Twenty-second Session, Annexes*, agenda item 22.

**G. The policies of apartheid of the Government of the Republic of South Africa**

For relevant documents and a list of relevant records, see:

- (a) *Official Records of the General Assembly, Twenty-second Session, Annexes*, agenda item 35.
- (b) *Agreement between the United Nations and the International Bank for Reconstruction and Development*: United Nations, *Treaty Series*, 1948, vol. 16, p. 346;
- (c) *Articles of Agreement of the International Bank for Reconstruction and Development*: United Nations, *Treaty Series*, 1947, vol. 2, p. 134.

**H. Consideration by the Security Council of the question of South West Africa**

For relevant documents and meetings, see:

- (a) *Official Records of the General Assembly, Twenty-second Session, Annexes*, agenda item 64;
- (b) *Official Records of the Security Council, Twenty-second Year, Supplement for October, November and December 1967*; *ibid.*, *Twenty-third Year, Supplement for January, February and March 1968*; and *ibid.*, *Supplement for April, May and June 1968*;
- (c) *Official Records of the Security Council, Twenty-second Year*, 1387th meeting; and *ibid.*, *Twenty-third Year*, 1390th to 1397th meetings.

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

For relevant documents and meetings, see:

- (a) *Official Records of the General Assembly, Twenty-second Session, Annexes*, agenda item 23 and addendum;
- (b) *Official Records of the Security Council, Twenty-second Year, Supplement for July, August and September 1967*; *ibid.*, *Supplement for October, November and December 1967*; *ibid.*, *Twenty-third year, Supplement for January, February and March 1968*; and *ibid.*, *Supplement for April, May and June 1968*;
- (c) *Official Records of the Security Council, Twenty-second Year*, 1399th, 1400th, 1408th, 1413th, 1415th and 1428th meetings.

**J. Complaints by the Democratic Republic of the Congo**

For relevant documents and meetings, see:

- (a) *Official Records of the Security Council, Twenty-second Year, Supplement for July, August and September 1967*; and *ibid.*, *Supplement for October, November and December 1967*;
- (b) *Official Records of the Security Council, Twenty-second Year*, 1363rd, 1364th, 1367th, 1372nd, 1374th, 1376th and 1378th meetings.

**K. The Korean question**

For the report of the United Nations Commission for the Unification and Rehabilitation of Korea, see *Official Records of the General Assembly, Twenty-second Session, Supplement No. 12 (A/6712)*.

For relevant documents and a list of relevant records, see *Official Records of the General Assembly, Twenty-second Session, Annexes*, agenda item 33.

**L. Complaint by the United States of America**

For relevant documents and meetings, see:

- (a) *Official Records of the Security Council, Twenty-second Year, Supplement for October, November and December 1967*; and *ibid.*, *Twenty-third Year, Supplement for January, February and March 1968*;
- (b) *Official Records of the Security Council, Twenty-third Year*, 1388th and 1389th meetings.

**M. Restoration of the lawful rights of the People's Republic of China in the United Nations**

For relevant documents and a list of relevant records, see *Official Records of the General Assembly, Twenty-second Session, Annexes*, agenda item 93.

**N. Termination of the assignment of the Special Representative of the Secretary-General in Cambodia and Thailand**

For relevant documents, see *Official Records of the Security Council, Twenty-second Year, Supplement for July, August and September 1967*; *ibid.*, *Twenty-third Year, Supplement for January, February and March 1968*.

**O. 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 1966–30 June 1967), see *Official Records of the General Assembly, Twenty-second Session, Supplement No. 13 (A/6713)*.

For relevant documents and a list of relevant records, see *Official Records of the General Assembly, Twenty-second Session, Annexes*, agenda item 34.

**Q. Complaint by Haiti**

For relevant documents and meetings, see:

- (a) *Official Records of the Security Council, Twenty-third Year, Supplement for April, May and June 1968*;
- (b) *Official Records of the Security Council, Twenty-third Year*, 1427th meeting.



## CHAPTER IV

# Peace-keeping operations and related matters

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

On 14 September 1967 the Special Committee on Peace-keeping Operations submitted a report to the General Assembly. The report stated that, owing to the preoccupation of the entire membership of the United Nations with certain international developments, the Special Committee had been unable to undertake the task entrusted to it by the General Assembly under resolution 2249 (S-V) of 23 May 1967. In the circumstances, the Special Committee was of the view that it should continue to carry out its mandate.

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

On 23 September 1967, the General Assembly included the item in the agenda of its twenty-second session and referred it to the Special Political Committee for consideration and report. The Committee discussed the item in the course of fourteen meetings between 24 November and 8 December 1967.

Four draft resolutions and various amendments were submitted in the course of this debate.

On 14 November 1967, a draft resolution was submitted by Ceylon, Costa Rica, Ghana, Ireland, Ivory Coast, Liberia, the Philippines, Togo and Upper Volta. Under the operative part of this proposal, the Assembly would express the opinion that, pending the adoption of an alternative system for financing peace-keeping operations: (a) peace-keeping expenditure of up to \$100 million in any one year which was not otherwise covered by agreed arrangements or by items in the regular budget should be apportioned as follows: (i) as to 5 per cent, among the group of economically less developed Member States; (ii) as to 25 per cent, among the group of economically developed Member States, other than the permanent members of the Security Council; (iii) as to 70 per cent, among the group of permanent members of the Security Council, to be assessed only on those permanent members voting in favour of the operation, provided, however, that no member would be assessed for more than 50 per cent of the net cost of the operation and that any balance unassessed by reason of this provision would be added to the sum apportioned on the group of Members in sub-paragraph (ii); (b) expenditure in excess of \$100 million in any one year should be assessed *pro rata* on the groups in sub-paragraphs (a) (ii) and (iii); (c) within each group the amount to be paid by each Member would be in proportion to its capacity to con-

tribute relative to the other members of the group as determined by the scale of assessments for the regular budget; (d) any Member of the United Nations or other State or organization might make voluntary subscriptions to reduce the amount to be assessed on any or all of the groups.

On 22 November 1967, India, Mali, the United Arab Republic, Yugoslavia and Zambia submitted a draft resolution, Mali subsequently withdrew its sponsorship and Singapore was added to the list. Under the operative part of this draft resolution the Assembly would: (1) request the Special Committee on Peace-keeping Operations to continue the work assigned to it by the Assembly in paragraph 2 of resolution 2249 (S-V); (2) recommend to the Security Council; (a) that the Military Staff Committee prepare a study on matters related to facilities, services and personnel which Member States might provide to the Security Council in accordance with the Charter for United Nations peace-keeping operations; (b) that the Military Staff Committee extend invitations to an agreed number of Member States to assist in that study; (c) that it include in its annual report to the Assembly at its twenty-third session an account of whatever steps it had found advisable to take pursuant to the recommendations in subparagraphs (a) and (b); (3) request the Special Committee on Peace-keeping Operations to prepare its report by 1 July 1968; and (4) transmit to the Special Committee on Peace-keeping Operations the records of the debates on the item at the twenty-second session.

On 4 December 1967, Denmark, Finland and Sweden submitted a draft resolution under the operative paragraphs of which the Assembly would: (1) repeat its appeal to all Member States and in particular to the highly developed countries to make voluntary contributions to overcome the continuing financial difficulties of the Organization; (2) request the Special Committee to continue to carry out its mandate as laid down in paragraph 2 of General Assembly resolution 2249 (S-V); (3) request the Special Committee to report on the progress of its work to the General Assembly at its twenty-third session; (4) decide to forward to the Special Committee the records of the debate on the item during the twenty-second session and the proposals made during the debate.

On 6 December, Brazil, Costa Rica, Malta and the United States of America submitted a joint draft resolution, under the operative part of which the Assembly would: (1) request the Secretary-General to prepare a study on questions related to the provision by Governments of forces for peace-keeping operations which have been duly authorized and on arrangements concerning the use of such forces; (2) further request the



Secretary-General to circulate that study to all Member States; (3) decide to consider the report of the Secretary-General, together with the comments of Member States, at its twenty-third session.

During the debate in the Special Political Committee, supporters of the nine-Power draft resolution stressed the need to ensure that the Organization was able to mount peace-keeping operations. Pending an agreement on the subject, a reliable method of financing was required and the principle of collective responsibility should be applied. These and some other representatives generally stressed the importance of the residual powers of the General Assembly in respect of peace-keeping operations, as well as the important role to be played by the Secretary-General.

Some of the speakers critical of the nine-Power draft contended that the scheme of financing proposed in it would be inequitable. Others regarded the proposal as departing from the relevant provisions of the Charter, which in their view placed responsibility for such matters on the Security Council, and which did not provide for an executive role for the Secretary-General. A further view was that it would be unwise to attempt to resolve such matters by majority decisions, which, in the long run, could impair the effectiveness of peace-keeping operations.

Those supporting the five-Power draft resolution stressed the functions assigned to the Military Staff Committee under Chapter VII of the Charter. A principal criticism advanced against this draft concerned the appropriateness of the kind of study envisaged to the question of peace-keeping operations; though many representatives indicated that they would welcome the re-activation of the Military Staff Committee, it was also contended that the effect of such a provision might be to sidetrack peace-keeping as at present carried out or to undermine the authority of the Secretary-General.

On 6 December, the sponsors of the five-Power draft resolution accepted a Pakistan amendment to the final operative paragraph, whereby the Special Committee would be requested to take into account the suggestions and proposals contained in the records of the debates. On 8 December, they also accepted a series of amendments proposed on the same day by Argentina, Austria, Burma, Iran, Mexico, the Netherlands and Sierra Leone. The operative part of the draft resolution, as amended, contained a new paragraph 1, in which the Assembly would reaffirm its resolution 2249 (S-V); instead of the original paragraph 2, a new paragraph 3, under which the Assembly would consider that the preparation of a study on matters related to facilities, services and personnel which Member States might provide, in accordance with the Charter of the United Nations, for the United Nations peace-keeping operations would be appropriate; and instead of the original paragraph 3, a new paragraph 4, under which the Assembly would request the Special Committee to prepare by 1 July 1968 its report on the progress made, including the above-mentioned study. Priority in the voting was requested for this revised text.

The sponsors of the other proposals before the Committee agreed to the request for priority, indicating that they would not press for a vote on their own drafts, and the five-Power draft resolution, as revised, was adopted by the Special Political Committee by 75 votes to 1, with 8 abstentions.

On 13 December, the General Assembly adopted the text recommended by the Special Political Committee by 96 votes to 1, with 5 abstentions, as resolution 2308 (XXII).

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

The Special Committee held eight meetings between 4 March and 27 June 1968. On 4 March, the Chairman invited the members of the Special Committee to co-operate with him by making their own contributions to the study mentioned in paragraphs 3 and 4 of General Assembly resolution 2308 (XXII), either orally or in writing, to enable the Committee to start its work. Various statements were made in the Committee, which also received communications from a number of its members as well as from other Member States. On 3 April 1968, the Special Committee decided to appoint a working group which would prepare working papers for the study which the Special Committee was to submit to the General Assembly in accordance with General Assembly resolution 2308 (XXII). The Chairman of the Special Committee was authorized to designate the membership of the working group after consultation with members of the various geographical groups on the Special Committee.

On 9 April, the Chairman informed the members of the Special Committee that the working group would comprise, in addition to the representatives of Canada, Czechoslovakia, Mexico and the United Arab Republic, who were officers of the Special Committee, the representatives of France, the USSR, the United Kingdom and the United States.

The working group held a series of meetings during the months of April, May and June 1968. On 28 May, the Chairman announced that the group had reached a consensus on the first stage of its work. Accordingly, and in order to start with certain elements of the study called for by the General Assembly, it approved as a first model in its programme of work a study of the United Nations military observer groups established or authorized by the Security Council for observation purposes pursuant to Security Council resolutions. That would mean studying: (1) the strength and equipment of the group of observers, their recruitment and organization, facilities and services, and financial questions; (2) the relationship between observers and the State or States on the territory or territories of which they had to operate; (3) the status of observers, privileges and immunities, and the duration and termination of the mission.

The Chairman accordingly requested the Secretary-General to give instructions for the preparation of: (1) a compilation of the statements made in the Security Council and in the Special Committee on the military observer groups established or authorized by the Council, covering all the aspects referred to above; (2) a report containing all the documents and materials available in the Secretariat concerning the military observer groups established or authorized by the Council, covering all the aspects referred to above. It was understood that the documents and materials which the Secretariat would submit to the working group would not put forward any conclusions or recommendations.

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## REFERENCES

For relevant documents and a list of relevant records, see:

- (a) *Official Records of the General Assembly, Twenty-second Session, Annexes*, agenda item 37;
- (b) A/7131.

For the summary records of the meeting of the Special Committee in 1968, see A/AC.121/SR.28-35.



## CHAPTER V

# The situation with regard to the implementation of the Declaration on the Granting of Independence to Colonial Countries and Peoples and other questions concerning Trust and Non-Self-Governing Territories

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

#### 1. General aspects

The Declaration on the Granting of Independence to Colonial Countries and Peoples, which is contained in General Assembly resolution 1514 (XV), was adopted by the General Assembly at its fifteenth session on 14 December 1960. At its sixteenth session the Assembly decided, by resolution 1654 (XVI), to establish a Special Committee of seventeen members—to be nominated by the President of the Assembly—to examine the application of the Declaration and to make suggestions and recommendations on the progress of its implementation. On its establishment, the Committee became known as the Special Committee on the Situation with regard to the Implementation of the Declaration on the Granting of Independence to Colonial Countries and Peoples.

At its seventeenth session the General Assembly, by resolution 1810 (XVII), renewed the Committee's mandate and decided to enlarge it by the addition of seven new members. The mandate was again renewed at the eighteenth session by resolution 1956 (XVIII), at the twentieth session by resolution 2105 (XX) and at the twenty-first session by resolution 2189 (XXI).

The members of the Special Committee during the past year were as follows: Afghanistan, Australia, Bulgaria, Chile, Ethiopia, Finland, India, Iran, Iraq, Italy, Ivory Coast, Madagascar, Mali, 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, Uruguay, Venezuela and Yugoslavia. On 19 December 1967, the President of the General Assembly appointed Honduras to fill the vacancy created by Uruguay's withdrawal from the Special Committee.

The General Assembly at its twenty-second session had before it the report of the Special Committee on its work during 1967. The report indicated that the Committee had held eighty-nine meetings between February and December 1967, and that it had re-

examined and made recommendations on the implementation of the Declaration and of General Assembly resolutions with respect to forty-eight Territories. The Committee had also included additional information on the three remaining Territories on its preliminary list of Territories to which the Declaration applied but which it had not been able to examine. In addition to carrying out a number of specific tasks assigned to it by the General Assembly or arising from its own previous decisions, the Committee had also undertaken a study of the activities of foreign economic and other interests in Southern Rhodesia, South West Africa and Territories under Portuguese administration and in all other Territories under colonial administration, on the basis of which it had submitted a separate report to the General Assembly. Moreover, having regard to the relevant provisions of General Assembly resolutions 2189 (XXI), 2160 (XXI) and 2232 (XXI), the Committee had initiated a study of the military activities and arrangements of colonial Powers in Territories under their administration which might be impeding the implementation of the Declaration. The Committee had also taken into account, in relevant cases, the information transmitted by the administering Powers under Article 73 e of the Charter of the United Nations.

The Special Committee stated in its report that at the outset of its work during 1967, it had been aware that some constitutional progress had taken place in a few of the colonial Territories to which the Declaration applied, and that Bechuanaland (Botswana), Basutoland (Lesotho) and Barbados, to which it had given close consideration in previous years, had acceded to independence during the latter part of 1966. However, many members had observed that these developments merely intensified their regret at the continued delay in the complete and effective implementation of the Declaration. They had noted that, although more than six years had passed since the adoption of that Declaration, many Territories remained under colonial rule, some of them with little prospect of emancipation in the near future. Indeed in disregard of the pertinent United Nations resolutions the administering Powers had persisted in their denial of the right of the people of these Territories to self-determination and had in some instances extended the application of their harshly repressive

policies. Many members had viewed this state of affairs as a serious threat to international peace and security. In this connexion special concern had been expressed regarding the situation in the colonial Territories in southern Africa where the authorities concerned, acting in collaboration with one another and supported by foreign economic and other interests, continued flagrantly to stifle the legitimate aspirations of the indigenous inhabitants to freedom and independence.

As envisaged in its report to the General Assembly at its twenty-first session, the Special Committee had also held a further series of meetings away from Headquarters during May and June 1967. These meetings had taken place at Kinshasa, Kitwe and Dar es Salaam, at the invitation of the Governments of the Democratic Republic of the Congo, Zambia and the United Republic of Tanzania respectively. As anticipated by several members, the session away from Headquarters had once again made it easier for representatives of national liberation movements to express their views and to acquaint the Committee with the progress of their struggle. Further, the Committee had been enabled to acquire more direct knowledge than would otherwise have been available to it of the realities of the situation in several colonial Territories, particularly those in southern Africa, and thus to strengthen its own capacity to assist the people in their efforts to achieve freedom and independence. The Committee had also been enabled to assess the extent to which the provisions of previous United Nations resolutions had been implemented and to recommend such additional measures as were necessary for the attainment of the desired objectives.

As requested by the General Assembly at the end of 1966, the Special Committee had paid particular attention to the small Territories with a view to enabling their populations to exercise fully their right to self-determination and independence. With regard to a large number of the small Territories, the Special Committee had recognized that their size and population as well as their geographical location and limited resources presented peculiar problems requiring special attention. At the same time, the Committee had been firmly of the opinion that the provisions of the Declaration were fully applicable to them. Accordingly, it had requested the administering Powers responsible for these Territories to ensure that the peoples concerned were enabled, in complete freedom and in full knowledge of the possibilities open to them in keeping with the Declaration, to express their wishes without delay concerning the future of their countries. The Committee had also stressed the urgent need for measures to strengthen the economic infra-structure of these Territories and to promote their social and economic development for the purpose of fostering federations. The Committee had been deeply concerned by reports pointing to preparations for the use of a few of these Territories for military purposes.

The Special Committee had once again underlined the indisputable value of sending visiting missions to the small Territories as a means of securing adequate information on conditions in the Territories and on the views, wishes and aspirations of the people. Accordingly the Committee had once again requested the administering Powers to extend their full co-operation by permitting access to the Territories under their administration. The Committee had noted with regret

that the responses of most of the administering Powers concerned to this request were either negative or qualified in character. The Committee, therefore, had considered that the General Assembly should again urge them to reconsider their attitudes in view of the vital importance to its work of the sending of visiting missions to the small Territories. In the same connexion the Committee had expressed a belief in the desirability of a United Nations presence during the procedures for the exercise by the people concerned of their right to self-determination.

The General Assembly, by its resolution 2189 (XXI) of 13 December 1966, had requested the Special Committee to apprise the Security Council of developments in any Territory examined by it which might threaten international peace and security and to make any concrete suggestions which might assist the Council in considering appropriate measures under the Charter of the United Nations. In accordance with this decision, the Committee, by a consensus adopted on 6 June 1967, had transmitted to the President of the Security Council the records of its debates on the question of Southern Rhodesia, including the testimony submitted by the petitioners and, in its resolution of 9 June 1967, had made specific recommendations to the Council on this question. On 20 June 1967, it had drawn the urgent attention of the Security Council to the continued deterioration of the situation in the Territories under Portuguese domination as well as to the consequences of the aggressive acts committed by Portugal against the independent African States that border the Portuguese colonies and had made specific recommendations relating to the Territories under Portuguese administration as well as to the colonial Territories considered by it during its meetings away from Headquarters in 1967.

In connexion with the organization of the International Seminar on *Apartheid*, Racial Discrimination and Colonialism in South Africa, which took place in July and August 1967, in Kitwe, Zambia—under the chairmanship of Mr. John W. S. Malecela (United Republic of Tanzania), the Chairman of the Special Committee—the Committee had been requested by the Secretary-General in pursuance of General Assembly resolution 2202A (XXI) of 16 December 1966, to submit proposals. Accordingly on 20 April 1967, the Committee, following consultations between its officers and the officers of the Special Committee on the Policies of *Apartheid* of the Government of the Republic of South Africa, had submitted to the Secretary-General a report containing proposals concerning various aspects of the organization of the Seminar.

The Special Committee also reported that it had noted the attainment of independence of Aden (Southern Yemen) in November 1967.

At its twenty-second session, the General Assembly considered, in plenary session, the implementation of the Declaration, in its general aspects as well as in connexion with the question of South West Africa. The chapters of the Special Committee's report dealing with the remaining Territories were considered by the Fourth Committee.

On 16 December 1967, the General Assembly, at the conclusion of the debate on the item in plenary, adopted resolution 2326 (XXII) by which it reiterated its declaration that the continuation of colonial rule threatened international peace and security and that



the practice of *apartheid* and all forms of racial discrimination constituted a crime against humanity; reaffirmed its recognition of the legitimacy of the struggle of the colonial peoples to exercise their right to self-determination and independence; noted with satisfaction the progress made in the colonial Territories by the national liberation movements, both through their struggle and through reconstruction programmes, and urged all States to provide moral and material assistance to them; expressed its appreciation to the United Nations High Commissioner for Refugees, the specialized agencies concerned and other international relief organizations for the help they had so far given, and requested them to increase their economic, social and humanitarian assistance to the refugees from Territories under colonial domination; requested all States, directly and through action in the international institutions of which they were members, including the specialized agencies, to withhold assistance of any kind from the Governments of Portugal and South Africa and from the illegal racist minority régime of Southern Rhodesia until they renounced their policy of colonial domination and racial discrimination; drew the attention of all States to the grave consequences of the development in southern Africa of the *entente* between the Governments of South Africa and Portugal and the illegal racist minority régime of Southern Rhodesia, the activities of which ran counter to the interests of international peace and security, and called upon all States, particularly the main trading partners of the *entente*, to withhold any support or assistance to the members of the *entente*; requested the colonial Powers to dismantle their military bases and installations in colonial Territories and to refrain from establishing new ones and from using those that still existed to interfere with the liberation of the peoples in colonial Territories in the exercise of their legitimate rights to freedom and independence; and, once again condemned the policies, pursued by certain administering Powers in the Territories under their domination, of imposing non-representative régimes and constitutions, strengthening the position of foreign economic and other interests, misleading world public opinion and encouraging the systematic influx of foreign immigrants while displacing, deporting and transferring the indigenous inhabitants to other areas, and called upon those Powers to desist from such manoeuvres.

By the same resolution, the General Assembly requested the Committee to continue to perform its task and to seek suitable means for the immediate and full implementation of the Declaration in all Territories which had not yet attained independence and requested it to make concrete suggestions with a view to assisting the Security Council in considering appropriate measures under the Charter of the United Nations with regard to developments in colonial Territories which were likely to threaten international peace and security, and recommended the Council to take such suggestions fully into consideration. It invited the Committee, whenever it considered it proper and appropriate, to recommend a deadline for the accession to independence of each Territory in accordance with the wishes of the people and the provisions of the Declaration; requested the Committee, in the performance of its tasks, to take account of the special activities envisaged in connexion with the International Year for Human Rights and in particular to participate, as it considered appropriate, in the International Conference on Human Rights to be held at

Teheran in April 1968; requested the Committee to examine the compliance of Member States with the Declaration on the Granting of Independence to Colonial Countries and Peoples and other relevant resolutions on the question of decolonization, particularly those relating to the Territories under Portuguese domination, Southern Rhodesia and South West Africa, and to report thereon to the General Assembly at its twenty-third session; and invited the Committee to pay particular attention to the small Territories and to recommend to the General Assembly the most appropriate methods and also the steps to be taken to enable the populations of those Territories to exercise fully their right to self-determination and independence. The General Assembly also urged the administering Powers to co-operate with the Committee by permitting access to the colonial Territories by visiting missions, in accordance with decisions previously taken by the General Assembly and by the Committee. It requested the Special Committee to consider and submit recommendations to the General Assembly at its twenty-third session regarding the holding early in 1969 of a special conference of representatives of colonial peoples for the purpose, *inter alia*, of considering the most effective means by which the international community could intensify its assistance to them in their efforts to achieve self-determination, freedom and independence. It requested the Secretary-General to take concrete measures through all the media at his disposal, including publications, radio and television, to give effect to the provisions of its resolutions 2105 (XX), 2189 (XXI), 2262 (XXII), 2270 (XXII) and 2288 (XXII) concerning the widespread and continuous publicizing of the work of the United Nations in the field of decolonization, of the situation in the colonial Territories and of the continuing struggle for liberation being waged by the colonial peoples; and it requested also the administering Powers to co-operate with the Secretary-General in promoting the large-scale dissemination of information on the work of the United Nations in the implementation of the Declaration. Finally, the Assembly requested the Secretary-General to provide all the financing and facilities necessary for the implementation of the present resolution.

In the voting on this resolution, separate votes were taken on: (1) the seventh preambular paragraph; (2) operative paragraph 3; (3) the words "the study of military activities" in operative paragraph 4; (4) operative paragraphs 8 and 9 together; (5) operative paragraph 11; and (6) operative paragraph 13. The seventh preambular paragraph, by which the Assembly deplored the negative attitude of certain colonial Powers which refused to recognize the rights of colonial peoples to self-determination, freedom and independence, and, in particular, the intransigence of the Governments of Portugal and South Africa, was adopted by 90 votes to 2, with 13 abstentions. Paragraph 3, which approved the Committee's report for 1967 and urged the administering Powers to give effect to the recommendations contained therein and to take all other necessary steps for the implementation of the Declaration and the relevant United Nations resolutions, was adopted by 79 votes to 2, with 27 abstentions. The words "the study of military activities" in paragraph 4 were adopted by 75 votes to 8, with 22 abstentions; paragraph 4, as a whole, was thereupon adopted by 90 votes to 3, with 15 abstentions. Paragraph 8, which requested all States to withhold assistance of any kind to certain Governments,

and paragraph 9, which drew the attention of all States to the grave consequences of the development in southern Africa of the *entente* between the Governments of South Africa and Portugal and the illegal racist minority régime of Southern Rhodesia, were adopted by 80 votes to 8, with 22 abstentions. Paragraph 11, which condemned the policies pursued by certain administering Powers, was adopted by 72 votes to 22, with 14 abstentions. Paragraph 13, which requested the Committee to make concrete suggestions to the Security Council, was adopted by 84 votes to 2, with 24 abstentions. The draft resolution, as a whole, was adopted by 86 votes to 6, with 17 abstentions.

The Special Committee began its 1968 session on 1 February. Between February and mid-June, it considered the questions of South West Africa, Equatorial Guinea, Southern Rhodesia, Mauritius and Swaziland and heard petitioners on Equatorial Guinea, St. Vincent, Bermuda, St. Kitts-Nevis-Anguilla and the Gilbert and Ellice Islands. It adopted a consensus on the question of South West Africa and resolutions on the questions of Southern Rhodesia, Equatorial Guinea and Swaziland; gave preliminary consideration to the question of Oman and established the Sub-Committee on Oman; and considered the question of publicity for the work of the United Nations in the field of decolonization. It was represented at the International Conference on Human Rights, held at Teheran in April and May 1968, by a delegation consisting of the Chairman, the Rapporteur and the representative of Finland. Its sub-committees began work on the smaller Territories and the special studies referred to them. It adopted a report by Sub-Committee III concerning Bermuda.

The decisions taken by the General Assembly and the Special Committee with respect to individual questions are set out in separate sections below.

## 2. Decisions on individual questions

### SOUTHERN RHODESIA

The question of Southern Rhodesia was considered by the General Assembly at its twenty-second session and by the Special Committee and the Security Council in March and May 1968.

On 3 November 1967, the General Assembly adopted resolution 2262 (XXII) on Southern Rhodesia by a roll-call vote of 92 to 2, with 18 abstentions. By this resolution, the General Assembly reaffirmed the legitimacy of the struggle of the people of Zimbabwe; condemned the policies of oppression, racial discrimination and segregation practised in Southern Rhodesia, which constituted a crime against humanity; reaffirmed the obligation of the administering Power to transfer power without further delay to the people of Zimbabwe on the basis of elections conducted according to the principle of "one man, one vote"; condemned the failure and the refusal of the United Kingdom Government to take effective measures to bring down the illegal racist minority régime in Southern Rhodesia and to transfer power to the people of Zimbabwe; affirmed its conviction that the sanctions adopted so far would not put an end to that régime and that sanctions, in order to achieve their objective, would have to be comprehensive and mandatory and backed by force; further reaffirmed that the only effective and speedy way for the administering Power to put down the

rebellion in the Territory was through the use of force; called once again upon the United Kingdom Government to take immediately all the necessary measures, including the use of force, to put an end to the illegal racist minority régime in Southern Rhodesia and to ensure the immediate application of General Assembly resolution 1514 (XV) and other relevant resolutions; considered that any future consultations undertaken by the administering Power to determine the future of Southern Rhodesia must be with the representatives of all the political parties and not with the illegal régime, and called upon the administering Power to enter immediately into consultations with the representatives of the political parties favouring majority rule. By the same resolution, the Assembly condemned the activities of all those States which, contrary to the resolutions of the General Assembly and the Security Council, were still trading with the illegal régime in the Territory, and called upon such States to sever immediately all economic and other relations with that régime; condemned the activities of those foreign financial and other interests which, by supporting and assisting the illegal régime and by their exploitation of the human and material resources of the Territory, were undermining the effective implementation of the sanctions imposed so far and were impeding the African people of Zimbabwe from attaining freedom and independence, and called upon the Governments of the States concerned to take all the necessary measures to bring such activities to an end; condemned in the strongest terms the policies of the Governments of South Africa and Portugal of continued support for the illegal régime in blatant defiance of General Assembly and Security Council resolutions; further condemned the presence of South African armed forces in Southern Rhodesia and the arms aid extended by the authorities of South Africa to the illegal régime for the purpose of suppressing the legitimate struggle of the people of Zimbabwe; expressed grave concern at the serious threat which the presence of these South African forces posed for the territorial integrity and sovereignty of independent African States in the area; called upon the administering Power to ensure the immediate expulsion of all South African forces from Southern Rhodesia and to prevent all armed assistance to the rebel régime; strongly condemned the detention and imprisonment of African nationalists in Southern Rhodesia and invited the administering Power to secure their immediate and unconditional release.

In other provisions of the resolution, the Assembly urged all States, as a matter of urgency, to render all moral and material assistance to the national liberation movements of Zimbabwe, either directly or through the Organization of African Unity; drew the attention of the Security Council to the necessity of applying the necessary measures envisaged under Chapter VII of the United Nations Charter, in view of the deterioration of the grave situation in Southern Rhodesia; appealed to the specialized agencies concerned and other international assistance organizations to aid and assist the refugees from Zimbabwe and those suffering from oppression by the illegal racist minority régime in Southern Rhodesia, in consultation with the Organization of African Unity and, through it, with the national liberation movements in the Territory; requested the Secretary-General to promote the continuous and large-scale publicizing of the work of the United Nations concerning this question, in order that world public opinion might be sufficiently aware of the grave situation in Southern Rhodesia and of the continuing

struggle for liberation waged by the people of Zimbabwe; requested the Special Committee to continue to keep the situation in the Territory under review and invited the Secretary-General to report to the Special Committee on the extent of the implementation by Member States of the United Nations resolutions relating to the Territory; called upon the administering Power to report to the Special Committee on its actions in the implementation of the present resolution; and decided to keep the question of Southern Rhodesia on its agenda.

On 7 March 1968, the Special Committee adopted by a roll-call vote of 20 to none, with 4 abstentions, a resolution in which the Committee stated that it was profoundly shocked at the assassination on 6 March 1968 of three Africans of Zimbabwe by the illegal racist minority régime, and that it was gravely concerned at the threat to the lives and persons of many other Africans unlawfully detained in Southern Rhodesia. The Committee deplored the failure of the United Kingdom Government, as the administering Power, to prevent the perpetration of such crimes in Southern Rhodesia; urgently called upon that Government to take immediate and effective steps to prevent the recurrence of such crimes and to safeguard the persons of the African inhabitants of Zimbabwe; and drew the urgent attention of the Security Council to the grave situation in the Territory with a view to its taking effective action.

On 19 March, the Special Committee heard a statement by its Chairman on the question of Southern Rhodesia and decided to transmit it to the Security Council, along with the records of its meetings on the question.

In his statement, the Chairman said that fifteen months had elapsed since 16 December 1966, when the Security Council, by its resolution 232 (1966), had determined that the situation in Southern Rhodesia constituted a threat to international peace and security. By that resolution, the Council had decided to impose selective mandatory sanctions in order to bring down the illegal régime and, at the same time, had called upon all States not to render to it any financial or economic assistance. So far those measures had not succeeded in bringing about the overthrow of the régime. Evidence presented to the Committee had suggested not only that Southern Rhodesia's economy remained buoyant but that there had been a significant evasion of sanctions, owing particularly to the failure of a number of countries, including South Africa and Portugal, to apply the decisions of the Security Council.

The Chairman drew particular attention to reports that the illegal régime had been able to obtain significant supplies of prohibited commodities, including petroleum products, vehicles and spare parts. The multiplicity of such reports, he said, must inevitably lead to the conclusion that further action by the Security Council was essential to enforce the application of the sanctions. It was also clear that the imposition of selective sanctions had permitted the régime to reduce the impact of the coercive measures imposed by the Council by substituting other commodities in its foreign trade. Therefore, it was essential that the Council should reassess the situation and extend the scope of the sanctions presently imposed. In this connexion, the Chairman recalled that the General Assembly, in its

resolution 2262 (XXII), had affirmed its conviction that the sanctions adopted so far would not put an end to the illegal racist minority régime and that, in order to achieve their objective, they would have to be comprehensive and mandatory and be backed by force.

The Chairman stated that developments in Southern Rhodesia since 1966 had revealed a progressive deterioration of the political situation. Step by step, the illegal régime had escalated its defiance both of the United Kingdom and of the international community. Not content with flouting the authority of the United Kingdom by refusing to accept the reprieve granted by the Queen to five Africans under death sentence, the régime had embarked on a policy of racial segregation and *apartheid*, similar to that in South Africa. Racial segregation was being progressively enforced at all levels by a series of new laws such as the African (Urban Areas) Accommodation and Registration Act, the Draft Property Owners (Residential Protection) Bill, the Municipal (Amendment) Act, and by regulations applying even to educational and hospital facilities and sports events. In addition, there was increasing co-operation with the racist régimes in South Africa and Mozambique as evidenced by the use of South African military and police forces in the recent operations against the freedom fighters. The African people of Zimbabwe had had no alternative but to resort to widespread resistance, which in turn had brought down on them even greater repressive violence. That repression was manifested by the large numbers who now languished in prison camps and by the recent brutal killings. As the repression grew, so must the resistance. There had been fresh reports of fighting in the Zambesi valley. Unless positive action was taken to remedy the situation, there was a distinct possibility that the security of neighbouring States might be endangered. In previous resolutions, the General Assembly had called upon the United Kingdom Government immediately to take all the necessary measures, including the use of force, to put an end to the illegal régime in Southern Rhodesia and to ensure the immediate application of the Declaration on the Granting of Independence to Colonial Countries and Peoples. Now that the situation had so greatly deteriorated, there was no doubt, if indeed there ever had been, that it was the duty of the Security Council to call upon the United Kingdom Government in the most peremptory terms to take action along the lines prescribed by the General Assembly.

The Security Council met on 19 March at the request of thirty-six African States to consider the situation in Southern Rhodesia. On 29 May it adopted unanimously a resolution whereby, acting under chapter VII of the Charter, it decided to impose mandatory sanctions on all trade or economic relations with Southern Rhodesia except for the supply of medical, educational and news materials and, in special humanitarian circumstances, foodstuffs. The Council called on all States Members of the United Nations or members of the specialized agencies to report by 1 August on their application of these sanctions and requested the Secretary-General to submit a progress report to the Council not later than 1 September 1968. At the same time, the Council decided to establish a committee to follow up the implementation of the resolution and report to the Council with its observations. Details regarding the Council's consideration of this situation and of the resolution are contained in chapter III, section I.

## SOUTH WEST AFRICA

During the past year the question of South West Africa was considered by a number of United Nations bodies. The General Assembly considered the question at its twenty-second session from September to December 1967 and again at its resumed twenty-second session from April to June 1968. The United Nations Council for South West Africa, established by resolution 2248 (S-V) of 19 May 1967 to administer the Territory until independence, met continuously during the period under review and submitted two reports to the General Assembly on its activities, one in November 1967 and the other in May 1968. 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 accordance with its mandate, maintained the item on its agenda. It submitted a report on the question to the General Assembly at its twenty-second session in October 1967 and considered the question on two occasions at its meetings in 1968. The Security Council also considered the question at meetings held between January and March 1968. Aspects of the question were also examined by the Commission on Human Rights (see chapter VI, section A).

The outline of the action taken on the question which follows relates primarily to the action taken by the Assembly, the Special Committee and the Council for South West Africa. The report on the Security Council's consideration of the question is given elsewhere in the present report (see chapter III, section H). The outline is divided for convenience into two parts: the first part deals with action taken on the general question of South West Africa, while the second deals with that taken on the trial of thirty-seven South West Africans.

*The general question of South West Africa*

Action in regard to the general question of South West Africa was taken by the Special Committee in June 1967, by the United Nations Council for South West Africa in August 1967, by the General Assembly at its twenty-second session in December 1967, and again by the Council and the Committee in April 1968.

On 19 June 1967, the Special Committee unanimously adopted a resolution on South West Africa in which, after expressing its deep concern at measures taken by the Government of South Africa to alter the status of Ovamboland, an integral part of South West Africa, by the creation of a so-called self-governing "homeland", it stated that it considered these measures to be an extension of *apartheid* designed to fragment the Territory and condemned them as illegal and as a flagrant defiance of the authority of the United Nations.

The United Nations Council for South West Africa held its first meeting on 16 August 1967. In its report submitted in November to the General Assembly at its twenty-second session, the Council stated that, in accordance with its terms of reference contained in General Assembly resolution 2248 (S-V), it had on 29 August addressed a letter to the Minister of Foreign Affairs of the Government of South Africa requesting him to indicate the measures which his Government proposed to facilitate the transfer of the administration of the Territory with the least possible upheaval. No reply had been received to that letter. However, on 27 September, the Council had received a letter from

the Secretary-General transmitting copies of two communications of 26 September addressed to him by the Permanent Representative and the Minister of Foreign Affairs of South Africa. In his letter, which the Permanent Representative asked to have circulated as a document of the General Assembly, the Minister of Foreign Affairs explained his Government's position regarding General Assembly resolutions 2145 (XXI) and 2248 (S-V) and made it clear that his Government was not willing to comply with the terms of resolution 2145 (XXI) and would continue to administer South West Africa notwithstanding that resolution, which it considered to be "illegal".

The Council concluded that the refusal of South Africa to co-operate in the implementation of General Assembly resolutions 2145 (XXI) and 2248 (S-V) made it impossible for the Council to discharge effectively all the functions and responsibilities entrusted to it. Noting that South Africa was not only defying the United Nations but was continuing to act in a manner designed to consolidate its control over the Territory, it considered that the continued presence of South African authorities in South West Africa constituted an illegal act, a usurpation of power and a foreign occupation of the Territory which seriously threatened international peace and security. It therefore recommended to the General Assembly that it take the necessary measures, including addressing a request for appropriate action by the Security Council, to enable the Council for South West Africa to discharge all its functions and responsibilities effectively.

At its twenty-second session, the General Assembly considered the question of South West Africa in the light of the report of the Special Committee and the report of the Council for South West Africa. It also had before it the communication from the Minister of Foreign Affairs of South Africa referred to above.

On 16 December 1967, the General Assembly adopted resolution 2325 (XXII) by a roll-call vote of 93 to 2, with 18 abstentions. By this resolution the Assembly noted with appreciation the efforts of the United Nations Council for South West Africa to discharge the responsibilities and functions entrusted to it and requested the Council to fulfil by every available means the mandate entrusted to it. After condemning the refusal of the Government of South Africa to comply with its resolutions 2145 (XXI) and 2248 (S-V), the Assembly declared that the continued presence of South African authorities in South West Africa was a flagrant violation of its territorial integrity and international status, as determined by resolution 2145 (XXI), as well as of the terms of resolution 2248 (S-V); it called upon South Africa to withdraw from the Territory, unconditionally and without delay, all its military and police forces and its administration, to release all political prisoners and to allow all political refugees who were natives of the Territory to return to it. By the same resolution, the Assembly urgently appealed to all Member States, particularly the main trading partners of South Africa and those with economic and other interests in South Africa and South West Africa, to take effective economic and other measures designed to ensure the immediate withdrawal of the South African administration from the Territory, thereby clearing the way for the implementation of resolutions 2145 (XXI) and 2248 (S-V). The Security Council was requested to take effective steps to enable the United Nations to fulfil the respon-



sibilities it had assumed with respect to the Territory. It was further requested to take all appropriate measures to enable the United Nations Council for South West Africa to discharge fully the functions and responsibilities entrusted to it.

Also on 16 December, the General Assembly accepted a proposal of the Secretary-General that Mr. Constantin A. Stavropoulos, Legal Counsel of the United Nations, should continue to serve as Acting United Nations Commissioner for South West Africa until the Assembly appointed a Commissioner.

In its second report, which was submitted in May 1968 to the General Assembly at its resumed twenty-second session, the United Nations Council for South West Africa gave an account of its activities from 1 November 1967 to 4 May 1968. It stated among other things that, in pursuance of its mandate, it had endeavoured to proceed to South West Africa in order to prepare the ground for the implementation of General Assembly resolution 2248 (S-V) and in particular to lay down procedures for the transfer of the Territory, but that it had been unable to enter the Territory owing to obstruction by the South African authorities. In its conclusions the Council stated that since the adoption of General Assembly resolution 2325 (XXII) the Government of South Africa had not only persisted in its defiance of the United Nations, notably by its refusal to allow the Council to enter South West Africa, but had intensified its actions to consolidate its illegal control over the Territory, thus creating a situation which, in the Council's opinion, constituted a serious threat to international peace and security in the area. The Council was convinced that South Africa would not withdraw from South West Africa unless forceful measures were taken for the removal of its presence from the Territory. The Council therefore recommended that the Assembly should again request the Security Council to take effective measures to ensure the removal of South Africa's presence from the Territory with a view to enabling the Council for South West Africa to discharge all its functions and responsibilities effectively. Emphasizing that the General Assembly had already decided, in its resolution 2248 (S-V) that everything possible should be done to enable South West Africa to attain independence by June 1968, the Council recommended that the Assembly give serious and urgent consideration to the consequences of the situation and determine the action to be taken to prepare the Territory for independence in the light of the intransigent and negative attitude of South Africa. Calling upon the Assembly to censure both the Government of South Africa for its obstruction of the Council's efforts to proceed to the Territory and also certain foreign economic interests in southern Africa for their unco-operative attitude, the Council declared its intention to proceed to South West Africa as soon as the necessary arrangements had been made.

On 30 April 1968, at the 600th meeting of the Special Committee, the Chairman made a statement on the question of South West Africa in which he noted that South Africa was not only defying the various resolutions of the United Nations concerning the Territory, particularly General Assembly resolutions 2145 (XXI) and 2248 (S-V), but was vigorously seeking to destroy the territorial integrity and international status of South West Africa. In particular, he drew attention to South Africa's frustration of the efforts

of the United Nations Council for South West Africa to fulfil the tasks assigned to it and the introduction in the South African Parliament of the South West Africa Constitution Bill and the Development of Self-Government for Native Nations in South West Africa Bill during March and April 1968. After expressing the Committee's most grave concern at the situation existing in South West Africa, he stated that the Committee condemned the flagrant refusal of South Africa to co-operate in the implementation of the relevant United Nations resolutions. It considered that the General Assembly and the Security Council should urgently consider taking effective action to enable the people of the Territory to attain full and complete independence without further delay, in conformity with the Declaration on the Granting of Independence to Colonial Countries and Peoples. In accordance with the decision taken by the Committee at the meeting, the text of the Chairman's statement and the statements made by members of the Committee on this question, as reproduced in the summary record of the meeting, were transmitted to the President of the General Assembly on 1 May 1968.

On 12 June 1968, the General Assembly adopted resolution 2372 (XXII) by a roll-call vote of 96 to 2, with 18 abstentions. By this resolution the Assembly proclaimed that, in accordance with the desires of its people, South West Africa should henceforth be known as Namibia, decided that the United Nations Council for South West Africa should be called United Nations Council for Namibia and expressed its appreciation of the Council's efforts to discharge the responsibilities and functions entrusted to it. Reaffirming the inalienable right of the Namibian people to freedom and independence and the legitimacy of their struggle against foreign occupation, the Assembly condemned the Government of South Africa for its persistent refusal to comply with the resolutions of the United Nations, its obstruction of the efforts of the Council to proceed to the Territory and its actions designed to consolidate its illegal control over the Territory and to destroy the unity and territorial integrity of the latter. The Assembly also condemned the actions of those States which by their continued political, military and economic collaboration with the Government of South Africa had encouraged it in its defiance and obstruction. It called upon all States to desist from those dealings with the South African Government which would have the effect of perpetuating South Africa's illegal occupation of the Territory, to take effective economic and other measures to obtain the immediate withdrawal of the South African administration, and to provide moral and material support to the Namibian people in their struggle and assist the United Nations Council for Namibia in the discharge of its mandate. Considering that the continued foreign occupation of Namibia by South Africa in defiance of United Nations resolutions and of the Territory's international status constituted a grave threat to international peace and security, the Assembly reiterated its demand for the immediate and unconditional withdrawal of South Africa and recommended that the Security Council should urgently take all appropriate steps to secure the implementation of the resolution, including measures to ensure the removal of the South African presence and to secure the independence of Namibia.

The Assembly further decided that, taking into account the provisions of its resolution 2248 (S-V), the United Nations Council for Namibia should give prior-



ity to establishing a co-ordinated emergency programme of technical and financial assistance to Namibia in consultation and co-operation with the specialized agencies and the appropriate United Nations organs, organizing a training programme for Namibians and continuing its consultations on the question of issuing travel documents to Namibians.

### *The trial of thirty-seven South West Africans*

Action in regard to the trial of thirty-seven South West Africans was taken by the Special Committee in September 1967, by the United Nations Council for South West Africa in November 1967, by the General Assembly at its twenty-second session in December 1967, by the Council between January and April 1968, by the Security Council between January and March 1968, and by the Committee between February and April 1968.

On 22 June 1967 it was announced in Pretoria that thirty-seven South West Africans who had been arrested in South West Africa in 1966 and transferred to prisons in South Africa would be brought to trial in Pretoria on charges under the South African Terrorism Act, 1967, which had been promulgated on the preceding day.

The Special Committee, which had been apprised of these events, and of the subsequent trial of the South West Africans which began on 7 August, adopted a resolution on 12 September in which it condemned the illegal arrest of the South West Africans by the authorities of South Africa in flagrant violation of the international status of the Territory. It called upon the authorities of South Africa to cease all illegal acts in the international Territory of South West Africa and demanded the immediate release of the thirty-seven South West Africans. The text of this resolution was transmitted to the President of the United Nations Council for South West Africa on 12 September.

On 27 November, the United Nations Council for South West Africa adopted a consensus in which it noted with concern the arrest, deportation and trial of the thirty-seven South West Africans under a retro-active law which, by its very terms, was clearly a violation of fundamental human rights and contrary to the principles of the Charter. Noting that the actions of the South African authorities had occurred after the General Assembly had adopted resolution 2145 (XXI) by which it terminated the Mandate for South West Africa, the Council called upon the Government of South Africa to respect the international status of the Territory and to release the South West Africans. It appealed to all Member States to use their influence to dissuade South Africa from pursuing its illegal course and to obtain the release of the persons undergoing trial, and it called the urgent attention of the General Assembly and Security Council to the matter.

The Council's consensus was transmitted to the President of the General Assembly and the President of the Security Council on 28 November.

At its twenty-second session, the General Assembly adopted by a roll-call vote of 110 to 2, with 1 abstention, resolution 2324 (XXII) on 16 December. By this resolution, the Assembly (1) condemned the illegal arrest, deportation and trial at Pretoria of the thirty-seven South West Africans as a flagrant violation by the Government of South Africa of their rights, of the international status of the Territory and of General

Assembly resolution 2145 (XXI); (2) called upon South Africa to discontinue forthwith this illegal trial and to release and repatriate the South West Africans concerned; (3) appealed to all States and international organizations to use their influence with South Africa in order to obtain its compliance; (4) drew the attention of the Security Council to the present resolution; and (5) requested the Secretary-General to report as soon as possible to the Security Council, the General Assembly, the United Nations Council for South West Africa and the Special Committee on the implementation of the resolution.

In pursuance of paragraph 5 of the above resolution, the Secretary-General on 25 January 1968 submitted a report to the Security Council and to the General Assembly, the United Nations Council for South West Africa and the Special Committee. The substantive parts of replies received subsequently by the Secretary-General were later circulated as addenda to the reports submitted to the Security Council and to the General Assembly. On 23 May 1968 replies had been received from ninety-three Governments, including South Africa, and from fifteen international organizations.

On 23 January 1968, the President of the United Nations Council for South West Africa addressed a letter to the President of the Security Council in which he drew attention to the fact that South Africa had not complied with either the consensus of 27 November of the Council for South West Africa or with General Assembly resolution 2324 (XXII). Since, as was subsequently pointed out in a memorandum of the Council for South West Africa, the trial was being continued and verdicts were expected shortly, he conveyed the hope of the Council for South West Africa that the Security Council would take effective measures to ensure compliance by South Africa.

The Security Council considered the matter on the request of forty-nine Member States on 25 January 1968 (for details regarding the Council's consideration of this matter, see chapter III, section H). In addition to the letter and memorandum from the Council for South West Africa, it also had before it the report by the Secretary-General on the implementation of General Assembly resolution 2324 (XXII), which contained the replies received by the Secretary-General up to that date.

By its resolution 245 (1968), adopted unanimously on the same date, the Security Council condemned the refusal of the Government of South Africa to comply with the provisions of General Assembly resolution 2324 (XXII) and called upon it to discontinue forthwith the illegal trial and to release and repatriate the South West Africans concerned. Inviting all States to exercise their influence to induce the Government of South Africa to comply, it requested the Secretary-General to follow closely the implementation of the resolution and to report thereon to it at the earliest possible date. Finally, the Security Council decided to remain actively seized of the matter.

Following the adoption by the Security Council of the above resolution, the Secretary-General published replies, which he had received from the Minister of Foreign Affairs of South Africa in respect of the resolution of the General Assembly and that of the Security Council. In these communications, dated 30 January and 15 February, the Minister of Foreign

Affairs referred to his previous letter of 26 September 1967 and restated his Government's reasons for not recognizing the validity of General Assembly resolution 2145 (XXI) which terminated the Mandate for South West Africa. Stating that South Africa would continue to administer the Territory in the spirit of the Mandate and had no intention "of abdicating its responsibilities towards the people of South West Africa", he asserted that concern for the political rights and welfare of the non-white peoples had been used as the pretext for launching a campaign of terrorism and sabotage against South West Africa and South Africa from outside their borders. Demands were being made for the release of criminals who, in addition to contravening certain legislative measures for the maintenance of law and order, had committed ordinary crimes of violence, such as attempted murder, arson and armed robbery. It was the firm conviction of his Government that "if such demands were acceded to, the rule of law would not be upheld but rather flouted".

At the request of fifty-eight Member States, the Security Council met again on 16 February 1968 to consider the situation arising from the continuation of the trial and the handing down of sentences on thirty-three of the South West African (for details regarding the Council's consideration of this situation, see chapter III, section H). The Council had before it, among other communications, a letter dated 9 February from the President of the United Nations Council for South West Africa, and letters dated 15 February from the Chairmen of the Special Committee and of the Commission on Human Rights transmitting the texts of the consensus adopted by each of these bodies in which, *inter alia*, they expressed their profound indignation at the continued defiance by South Africa. In its consensus, adopted on 15 February, the Special Committee considered that the attitude of South Africa constituted a major obstacle to the realization of the objectives of General Assembly resolutions 1514 (XV) and 2145 (XXI), and expressed the view that the Security Council should urgently consider taking effective action to follow up its resolution 245 (1968). The Security Council also had before it a report by the Secretary-General, submitted pursuant to operative paragraph 4 of resolution 245 (1968), on the implementation of that resolution, and the replies received from States to that resolution and to General Assembly resolution 2324 (XXII).

The Security Council on 14 March unanimously adopted resolution 246 (1968) censuring the Government of South Africa for its flagrant defiance of Security Council resolution 245 (1968) as well as of the authority of the United Nations. It demanded that South Africa release and repatriate forthwith the South West Africans recently tried and sentenced at Pretoria, and decided that, in the event South Africa did not comply with the present resolution, it should meet immediately to determine effective steps or measures in conformity with the relevant provisions of the United Nations Charter. In other provisions of the resolution, the Council called upon Member States to co-operate with it in securing South Africa's compliance; urged Member Governments in a position to contribute to the implementation of this resolution to assist the Council to obtain South Africa's compliance; requested the Secretary-General to follow closely the implementation of the present resolution and to report to the Council not later than 31 March; and decided to remain actively seized of the matter.

The report of the Secretary-General to the Security Council on the implementation of the above resolution is dealt with in chapter III, section H. Briefly, the Secretary-General informed the Security Council that the text of the resolution had been transmitted to the Government of South Africa by a telegram dated 14 March and that, on the following day, he had handed to the Permanent Representative of South Africa an aide-mémoire, in which he referred to statements made by members of the Council during its debate, and had indicated that he planned to send to South Africa a personal representative for the purposes laid down in operative paragraph 2 of the resolution (i.e., the immediate release and repatriation by South Africa of the South West Africans concerned). Annexed to the report was, *inter alia*, the text of a reply dated 27 March from the Minister of Foreign Affairs of South Africa, in which he said, *inter alia*, that "in the interests of all the peoples of South West Africa, convicted terrorists cannot be released nor can their release be discussed". The Minister of Foreign Affairs also stated that his Government had in the past made available full information on South West Africa and was always ready and willing to enlighten whoever was objectively interested in the well-being of the inhabitants. It would be "willing to receive the personal representative of the Secretary-General provided he was mutually acceptable, and provided that the South African Government could be assured that factual information made available to him would not be ignored".

In its report submitted in May 1968, the United Nations Council for South West Africa expressed concern at the continued detention and trial in South Africa of South West African freedom fighters in defiance of United Nations resolutions on the subject. It considered that further effective measures should be undertaken to secure their release and that the South African authorities should desist forthwith from the persecution of South West African nationals.

The Chairman of the Special Committee, in his statement of 30 April 1968 referred to in the preceding section, cited, as an example of South Africa's defiance of the United Nations resolution, the illegal arrest, abduction and trial of the thirty-seven South West Africans, thirty-four of whom had been convicted and condemned at Pretoria to terms of imprisonment up to life for alleged "terrorist activities" in disregard of repeated General Assembly and Security Council resolutions, as well as of world public opinion. He pointed out that the Special Committee had recently learned that, on 11 April, the Appellate Division of the South African Supreme Court of Bloemfontein had rejected an appeal by thirty-one of these men and that further trials were pending. The Special Committee believed that these illegal trials were clearly intended to intimidate the people of South West Africa and to repress any attempt to assert their political rights.

#### TERRITORIES UNDER PORTUGUESE ADMINISTRATION

The Territories under Portuguese administration were considered by the General Assembly in November 1967 on the basis of the report of the Special Committee and its resolution of 20 June 1967. The General Assembly also had before it a report by the Secretary-General on his consultations with the International Bank for Reconstruction and Development. The

Secretary-General submitted this report pursuant to the requests to him contained in General Assembly resolutions 2184 (XXI) of 12 December 1966 entitled "Question of Territories under Portuguese administration" and 2202 (XXI) of 16 December 1966 entitled "The policies of *apartheid* of the Government of the Republic of South Africa" by which he was to enter into consultation with the Bank in order to secure its compliance with General Assembly resolutions 2105 (XX) of 20 December 1965, 2107 (XX) of 21 December 1965 as well as with resolutions 2184 (XXI) and 2202 (XXI). By these resolutions, the General Assembly, *inter alia*, had requested the specialized agencies, including IBRD, to withhold assistance from the Governments of Portugal and South Africa until they renounced their policy of colonial domination and racial discrimination. The Secretary-General's report contained copies of a memorandum on the question prepared by the Secretariat of the United Nations, together with copies of the exchange of letters between officials of the United Nations and the Bank. The Secretary-General stated that he felt the discussion with the Bank had clarified the respective legal positions of the United Nations and the Bank and hoped that his exchange of letters with the President of the Bank would contribute to closer understanding and mutual co-operation.

On 17 November 1967, the General Assembly adopted resolution 2270 (XXII) by a roll-call vote of 82 to 7, with 21 abstentions. By this resolution, the General Assembly strongly condemned the persistent refusal of the Government of Portugal to implement the resolutions adopted by the General Assembly, the Security Council and the Special Committee as well as that Government's actions to perpetuate its oppressive foreign rule; condemned the colonial war being waged by the Government of Portugal against the peaceful peoples of the Territories, which constitutes a crime against humanity and a grave threat to international peace and security; condemned the policy of the Government of Portugal, which violates the economic and political rights of the indigenous inhabitants by the settlement of foreign immigrants in the Territories; condemned the activities of financial interests operating in the Territories which exploit the human and natural resources and impede the progress of the peoples towards freedom and independence; and condemned the policies of Portugal for using the Territories for violations of the territorial integrity and sovereignty of independent African States, in particular the Democratic Republic of the Congo.

In this resolution the Assembly again urged Portugal to apply without delay the principle of self-determination in its Territories, to desist forthwith from all acts of repression and to withdraw all military and other forces which it is using for that purpose, and to proclaim an unconditional political amnesty and create the conditions which will enable authority to be transferred to freely elected institutions representative of the populations, in accordance with resolution 1514 (XV). It drew the urgent attention of the Security Council to the deterioration of the situation in the Territories as well as to the consequences of these violations by Portugal of the territorial integrity and sovereignty of the neighbouring independent African States bordering on its colonies; recommended to the Security Council that it make mandatory the provisions of its resolutions on this question, particularly resolution 218 (1965) and General Assembly

resolutions 2107 (XX) and 2184 (XXI). It also repeated its request to all States, in particular Portugal's NATO allies, to desist forthwith from giving Portugal any assistance which enabled it to continue its repression of the African peoples and to prevent the sale or supply of weapons and military equipment to Portugal; appealed to all specialized agencies, in particular to the Bank, and the International Monetary Fund, to refrain from granting Portugal any financial, economic or technical assistance so long as the Government of Portugal did not implement General Assembly resolution 1514 (XV); and requested the Secretary-General to enter into consultations with the specialized agencies with regard to the implementation of the Assembly's requests. In a new provision, the Assembly requested the Secretary-General, in consultation with the Special Committee, to promote through the various United Nations bodies and agencies widespread and continuous publicizing of the work of the United Nations on this question and to prepare periodically special publications to be widely distributed in various languages.

Early in June 1968 the Special Committee began consideration of the question of the Territories under Portuguese administration.

#### ADEN

The activities of the Special Mission on Aden appointed by the Secretary-General under resolution 2183 (XXI) of 12 December 1966 during the period from February to June 1967 were outlined in last year's report. In August the Special Mission went to Geneva, Beirut and Cairo for further meetings with representatives of political groups from the Territory, returning to Headquarters in September. The Mission continued its work at Headquarters and submitted its report to the Secretary-General on 10 November 1967.

In its report the Mission stated that, in pursuance of its mandate, it had directed its efforts at meeting as many groups as possible representing different shades of opinion. It had been unable to meet all groups, however, because of the conditions in the Territory and because some of the elements had failed to come forward. The Mission noted that on 2 November 1967, the United Kingdom had announced that independence would take place in the second half of November 1967 and that all British troops would be withdrawn at that time. It also reported that agreement had been reached between two of the nationalist organizations on 1 November but that since that date heavy fighting in the Territory had been reported and the army had declared that it recognized only one of the nationalist organizations. Because of the circumstances outlined in its report, the Mission had been unable to fulfil its mandate.

On 21 November 1967, the Special Committee took note of the Mission's report and transmitted it to the General Assembly. On 29 November, the United Kingdom announced in the Fourth Committee that the Territory would become independent on 30 November as Southern Yemen. A consensus submitted by the Chairman of the Fourth Committee was adopted, whereby the Assembly would, *inter alia*, express its appreciation of the work done by the Special Mission on Aden, reaffirm the unity and integrity of the Territory, including all the islands, and consider any action to disrupt that unity and territorial integrity as a violation of resolutions 1514 (XV) and 2183 (XXI).

Reservations were expressed by Australia, France, Israel, Italy, the United Kingdom and the United States.

On 30 November 1967, the United Kingdom announced in the General Assembly that the people of the Kuria Muria Islands, one of the groups of islands listed as part of the Territory in resolution 2183 (XXI), had made it clear that they wished to be returned to Muscat and Oman to which they had previously belonged; sovereignty over those islands would therefore be transferred to the Sultan of Muscat and Oman.

On the same day, the General Assembly adopted the consensus recommended by the Fourth Committee. While welcoming the independence of Southern Yemen, Iraq, Mali, Sudan, Syria and Yemen expressed reservations regarding the separation of the Kuria Muria Islands from the new country.

Southern Yemen was admitted to membership in the United Nations on 14 December 1967.

#### FRENCH SOMALILAND

The question of French Somaliland, which had already been considered twice in 1967, was again considered by the Special Committee at meetings held in June and September and later by the General Assembly at its twenty-second session.

After hearing petitioners and statements by the representative of Somalia, the Special Committee decided on 13 September to transmit the records of its proceedings to the General Assembly. It also decided that, subject to any decision that the General Assembly might make at its twenty-second session, the Committee would consider the question of the Territory again during its meetings in 1968.

On 19 December 1967, the General Assembly adopted resolution 2356 (XXII) on the question of French Somaliland by a roll-call vote of 86 to 1, with 29 abstentions. By this resolution the Assembly, having considered the circumstances in which the referendum organized by the administering Power took place on 19 March 1967, reaffirmed the inalienable right of the people of French Somaliland (Djibouti) to self-determination and independence in accordance with General Assembly resolution 1514 (XV); regretted that the administering Power had not co-operated with the United Nations in the application of General Assembly resolution 1514 (XV) and had not implemented General Assembly resolution 2228 (XXI); called upon the administering Power to create the political conditions necessary for accelerating the implementation of the right of the people to self-determination and independence, including the full exercise of political freedoms, and to allow the return of all refugees to the Territory; and urged the administering Power to co-operate fully with the Special Committee and with the United Nations in accelerating the process of decolonization in the Territory and to grant independence to the inhabitants at an early date.

#### EQUATORIAL GUINEA

The question of Equatorial Guinea was considered by the Special Committee in September 1967, by the General Assembly at its twenty-second session, and again by the Special Committee in March 1968.

On 12 September 1967, the Special Committee adopted by a roll-call vote of 19 to 0, with 3 abstentions, a resolution on the question of Equatorial Guinea in which it regretted that the constitutional conference provided for in paragraph 6 of General Assembly resolution 2230 (XXI) had not been convened and urged the administering Power to convene it immediately. It requested the administering Power to implement without further delay the provisions of the above-mentioned resolution 2230 (XXI) and further requested it to ensure that the Territory acceded to independence as a single political and territorial entity not later than July 1968.

In a letter dated 18 September 1967, the Permanent Representative of Spain informed the Secretary-General that on 15 September 1967 the Spanish Government had decided that the constitutional conference to determine the future of Equatorial Guinea would be convened on 30 October 1967. The first phase of this conference took place in Madrid from 30 October until 15 November 1967.

On 19 December 1967, the General Assembly adopted resolution 2355 (XXII) on the question of Equatorial Guinea by 111 votes to none, with 5 abstentions. By this resolution, the Assembly, having taken note of the constitutional conference which opened in Madrid on 30 October 1967, regretted that the administering Power had not yet set a date for the accession of Equatorial Guinea to independence in accordance with the wishes of the people of the Territory; reiterated its request to the administering Power to ensure that the Territory acceded to independence as a single political and territorial entity not later than July 1968; invited the administering Power to implement as soon as possible various measures, *inter alia* the institution of an electoral system based on universal adult suffrage, the holding, before independence, of a general election for the whole Territory on the basis of a unified electoral roll, and the transfer of effective power to the Government resulting from this election; urged the administering Power to reconvene the constitutional conference referred to above in order to work out the modalities of the transfer of power, including the drawing up of an electoral law and of an independence constitution; and requested the Secretary-General to take appropriate action, in consultation with the administering Power and the Special Committee, to ensure the presence of the United Nations in the Territory for the supervision of the preparation for, and the holding of, the above-mentioned general election and to participate in all other measures leading towards the independence of the Territory.

On 1 April 1968, the Special Committee adopted by 20 votes to none with 4 abstentions a resolution on the question of Equatorial Guinea in which it declared that the administering Power had not yet fully complied with the provisions of General Assembly resolution 2355 (XXII) of 19 December 1967; reaffirmed that Equatorial Guinea should accede to independence as a single political and territorial entity; declared that any action disrupting the territorial unity and integrity of the Territory would be contrary to the provisions of the Declaration contained in resolution 1514 (XV) and the Charter of the United Nations; called upon the administering Power to proclaim officially without delay the date of independence, which date should not be later than 15 July 1968 in accordance with the wishes of the people of Equatorial Guinea and General



Assembly resolution 2355 (XXII); declared that, in conformity with the expressed wishes of the people for independence by 15 July 1968, the question of accession to independence of Equatorial Guinea should not be subject to any form of electoral consultation; urged the administering Power to implement without delay various measures, *inter alia* the reconvening of the constitutional conference to work out the modalities of the transfer of power and, in particular, the electoral law, the holding of general elections on the basis of universal adult suffrage and a single electoral roll for the whole Territory as might be worked out by the constitutional conference, and the transfer of all powers to the government resulting from this election; urged the administering Power to ensure that the constitutional conference concluded its work in time for the carrying out of the necessary steps mentioned above, including general elections before independence by 15 July 1968; and requested the Secretary-General to proceed with the necessary action, in consultation with the administering Power and the Special Committee, to ensure the presence of the United Nations in the Territory for the supervision of the preparation for, and the holding of, the above-mentioned general elections and to participate in all other processes leading towards the independence of the Territory.

The second phase of the constitutional conference referred to in the above-mentioned resolutions of the General Assembly and Special Committee was convened in Madrid on 17 April 1968.

#### IFNI AND SPANISH SAHARA

The question of the Territories of Ifni and Spanish Sahara was considered by the Special Committee in September 1967 and by the General Assembly at its twenty-second session.

On 14 September 1967, the Special Committee adopted a consensus in which it expressed hope that the dialogue already initiated at a high level between the Governments of Spain and Morocco with regard to Ifni would be continued. With regard to Spanish Sahara, the Special Committee regretted that the provisions of General Assembly resolution 2229 (XXI) had not so far been implemented by the administering Power. In view of the limited time available to the Committee, it agreed that the question of Ifni and Spanish Sahara should be referred to the Fourth Committee of the General Assembly for consideration at the twenty-second session.

On 19 December 1967, the General Assembly adopted resolution 2354 (XXII) on Ifni and Spanish Sahara by 113 votes to none, with 4 abstentions. By this resolution, the Assembly, in regard to Ifni, requested the administering Power to take immediately the necessary steps to accelerate the decolonization of Ifni and to determine with the Government of Morocco, bearing in mind the aspirations of the indigenous population, the procedures for the transfer of powers in accordance with the provisions of General Assembly resolution 1514 (XV); it invited the administering Power to continue the dialogue which had begun with the Government of Morocco, with a view to implementing the above-mentioned provision. In regard to Spanish Sahara, the Assembly invited the administering Power to determine at the earliest possible date, in conformity with the aspirations of the indigenous people of Spanish Sahara and in consultation with the Governments of Mauritania and Morocco and any other interested

party, the procedures for the holding of a referendum under United Nations auspices with a view to enabling the indigenous population of the Territory to exercise freely its right to self-determination, and, to this end: to create a favourable climate for the referendum to be conducted on an entirely free, democratic and impartial basis, by permitting, *inter alia*, the return of exiles to the Territory; to take all necessary steps to ensure that only the indigenous people of the Territory participated in the referendum; to refrain from any action to delay the process of the decolonization of Spanish Sahara, and to provide all the necessary facilities to a United Nations mission so that it might be able to participate actively in the organization and holding of the referendum. The Assembly requested the Secretary-General, in consultation with the administering Power and the Special Committee, to appoint immediately the special mission provided for in paragraph 5 of General Assembly resolution 2229 (XXI), and to expedite its dispatch to Spanish Sahara for the purpose of recommending practical steps for the full implementation of the relevant General Assembly resolutions and, in particular, for determining the extent of United Nations participation in the preparation and supervision of the referendum and submitting a report to him as soon as possible for transmission to the Special Committee.

#### GIBRALTAR

The question of Gibraltar was considered by the Special Committee in August and September 1967 and by the General Assembly at its twenty-second session.

On 1 September 1967, the Special Committee adopted a resolution on Gibraltar by a roll-call vote of 16 to 2, with 6 abstentions. By this resolution, the Special Committee, having considered that any colonial situation which partially or totally disrupted the national unity and territorial integrity of a country was incompatible with the purposes and principles of the Charter of the United Nations and specifically with paragraph 6 of General Assembly resolution 1514 (XV), regretted the interruption of the negotiations between the Governments of the United Kingdom and Spain which had been recommended in General Assembly resolutions 2070 (XX) and 2231 (XXI) and invited these Governments to resume without delay the above-mentioned negotiations with a view to putting an end to the colonial situation in Gibraltar and to safeguarding the interests of the population upon the termination of that colonial situation. It further declared that the holding by the administering Power of a referendum in the Territory on 10 September 1967 would contradict the provisions of resolution 2231 (XXI).

In the referendum which was held in Gibraltar on 10 September 1967 a large majority of Gibraltarians voted in favour of retaining their link with the United Kingdom rather than passing under Spanish sovereignty in accordance with the terms proposed by the Spanish Government on 18 May 1966.

On 19 December 1967, the General Assembly adopted resolution 2353 (XXII) on the question of Gibraltar by a roll-call vote of 73 to 19, with 27 abstentions. By this resolution the Assembly, having considered that any colonial situation which partially or completely destroyed the national unity and territorial integrity of a country was incompatible with the purposes and principles of the Charter of the United



Nations and specifically with paragraph 6 of General Assembly resolution 1514 (XV), regretted the interruption of the negotiations recommended in General Assembly resolutions 2070 (XX) and 2231 (XXI); declared the holding of the referendum of 10 September 1967 by the administering Power to be a contravention of the provisions of General Assembly resolution 2231 (XXI) and of those of the resolution adopted on 1 September 1967 by the Special Committee; and invited the Governments of Spain and the United Kingdom to resume without delay the negotiations provided for in General Assembly resolutions 2070 (XX) and 2231 (XXI) with a view to putting an end to the colonial situation in Gibraltar and to safeguarding the interests of the population upon the termination of that situation.

#### Fiji

The question of Fiji was considered by the Special Committee in August and September 1967 and by the General Assembly at its twenty-second session.

In August 1967, the Chairman of the Special Committee announced the appointment of Bulgaria, Chile, Finland, India and the United Republic of Tanzania as members of the Sub-Committee on Fiji established by the Special Committee in its resolution of 7 September 1966. The Chairman stated that in accordance with the terms of General Assembly resolution 2185 (XXI), which had endorsed the Special Committee's decision, he had been in consultation with the administering Power and had been informed that the United Kingdom Government did not regard a visit to Fiji by a sub-committee of the Special Committee as necessary. However, he had decided to appoint the sub-committee, after having had further consultations with members of the Special Committee.

On 15 September 1967, the Special Committee adopted a resolution on Fiji by a roll-call vote of 17 to 3, with 3 abstentions, in which it reaffirmed its view that the administering Power must expedite the process of decolonization in Fiji by holding elections on the basis of "one man, one vote" and by fixing an early date for independence; regretted that the administering Power had not yet taken measures to implement General Assembly resolution 2185 (XXI) and urged it to do so without further delay; deeply regretted the negative attitude of the administering Power in refusing to agree to the visit by the Sub-Committee on Fiji to the Territory and urgently appealed to the administering Power to reconsider its decision.

On 19 December 1967, the General Assembly adopted resolution 2350 (XXII) on Fiji by a roll-call vote of 91 to 6, with 20 abstentions. By this resolution, the General Assembly reaffirmed the provisions of the previous resolutions concerning Fiji and reaffirmed the necessity of sending a visiting mission to Fiji for the purpose of studying at first hand the situation in the Territory. It regretted the refusal of the administering Power to receive the visiting mission in Fiji and urgently appealed to it to reconsider its decision.

#### FALKLAND ISLANDS (MALVINAS)

On 6 October 1967, the Special Committee, noting that it had no information on the progress of bilateral negotiations since the approval of the consensus of 20 December 1966, recommended that the attention of the parties should again be drawn to resolution

2065 (XX) and the consensus of 20 December 1966 concerning the question of the Falkland Islands (Malvinas), with a view to finding a peaceful solution to the problem as soon as possible.

On 19 December 1967, the General Assembly, on the recommendation of the Fourth Committee, adopted a text as representing the consensus of the members of the Assembly. In this consensus the General Assembly took note of the communications dated 14 December 1967 from the Permanent Representatives of Argentina and the United Kingdom of Great Britain and Northern Ireland to the United Nations, addressed to the Secretary-General, and, in this connexion and bearing in mind the report of the Special Committee, approved a consensus in favour of urging both parties to continue the negotiations so as to find a peaceful solution to the problem as soon as possible. It likewise urged the parties to keep the Special Committee and the Assembly duly informed during the coming year about the development of the negotiations on this colonial situation, the elimination of which is of interest to the United Nations within the context of General Assembly resolution 1514 (XV) of 14 December 1960.

AMERICAN SAMOA, ANTIGUA, BAHAMAS, BERMUDA, BRITISH VIRGIN ISLANDS, CAYMAN ISLANDS, COCOS (KEELING) ISLANDS, DOMINICA, GILBERT AND ELLICE ISLANDS, GRENADA, GUAM, MAURITIUS, MONTserrat, NEW HEBRIDES, NIUE, PITCAIRN, ST. HELENA, ST. KITTS-NEVIS-ANGUILLA, ST. LUCIA, ST. VINCENT, SEYCHELLES, SOLOMON ISLANDS, SWAZILAND, TOKELAU ISLANDS, TURKS AND CAICOS ISLANDS AND THE UNITED STATES VIRGIN ISLANDS

These Territories were considered by the Special Committee in 1967 and by the General Assembly at its twenty-second session. The Territory of Mauritius became independent on 12 March 1968 and was admitted to membership of the United Nations on 24 April 1968.

Twenty-five of these twenty-six Territories were considered in 1967 by the Special Committee's Sub-Committees I, II, and III. The Special Committee's conclusions and recommendations concerning them were based on the reports of those sub-committees. The remaining Territory, Swaziland, was considered by the Special Committee in its plenary meetings.

On 23 October 1967, the Special Committee adopted a consensus on Swaziland by which it called upon the administering Power to grant independence to the Territory without delay and in accordance with the freely expressed wishes of the people; requested the administering Power to take immediate steps for the return to the indigenous inhabitants of all the land taken from them; requested the administering Power to take all appropriate action to protect the territorial integrity and sovereignty of Swaziland in the face of the interventionist policy of the racist régime in South Africa and to enable the Territory to enjoy genuine and complete independence; and urged the administering Power to take the necessary steps to bring about the economic independence of the Territory vis-à-vis South Africa. Finally, noting from the report of the Secretary-General that the total amount of contributions to the Fund established by General Assembly resolution 2063 (XX) had been insufficient to enable the Fund to become operative, the Special Committee recommended that, subject to the consent

of the donor Governments, the General Assembly should decide to transfer these contributions to the General Fund of the United Nations Development Programme in the light of the latter's expectation and desire to provide increased assistance to Botswana, Lesotho and Swaziland.

On 19 December 1967, the General Assembly adopted resolution 2357 (XXII) covering all twenty-six Territories by a roll-call vote of 86 to none, with 27 abstentions. By this resolution, the General Assembly, after noting the constitutional changes that had been introduced in February and March 1967 in the Territories of Antigua, Dominica, Grenada, St. Kitts-Nevis-Anguilla and St. Lucia, and that were envisaged for the Territory of St. Vincent, and noting further the decision taken by the Special Committee that General Assembly resolution 1514 (XV) containing the Declaration on the Granting of Independence to Colonial Countries and Peoples and other relevant resolutions continued to apply to these Territories, approved the chapters of the report of the Special Committee relating to these Territories; reaffirmed the inalienable right of the peoples of these Territories to self-determination and independence; called upon the administering Power to implement without delay the relevant resolutions of the General Assembly; 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 these Territories was incompatible with the purposes and principles of the Charter of the United Nations and of General Assembly resolution 1514 (XV); urged the administering Power to allow United Nations visiting missions to visit the Territories and to extend to them full co-operation and assistance; decided that the United Nations should render all help to the peoples of these Territories in their efforts freely to decide their future status; and requested the Special Committee to continue to pay special attention to these Territories and to report to the General Assembly at its twenty-third session on the implementation of the present resolution.

Before the voting on this resolution, the President of the General Assembly pointed out that by adopting it, the Assembly would be adopting the recommendations of the Special Committee referred to above concerning the disposition of the contributions to the Fund for the Economic Development of Basutoland, Bechuanaland and Swaziland.

During the debate on these Territories in the Fourth Committee on 15 December 1967, the representative of the United Kingdom said that Antigua, Dominica, Grenada, St. Kitts-Nevis-Anguilla, and St. Lucia, having achieved the status of associated states, had achieved "a full measure of self-government". His Government had fully and finally discharged its responsibilities under Chapter XI of the Charter, and information concerning those Territories would not be transmitted in future.

On 1 April 1968, the Special Committee referred twenty-five of these Territories to its Sub-Committees I, II and III for consideration and report. Subsequently, on 11 March 1968, statements were made in the Special Committee welcoming the imminent attainment of independence by Mauritius.

On 17 May 1968, after having heard petitioners concerning Bermuda, and on the basis of a report

by its Sub-Committee III, the Special Committee adopted conclusions and recommendations concerning that Territory. In these conclusions and recommendations, it expressed concern over recent developments in the Territory; requested the administering Power to defer the elections scheduled for 22 May; reiterated its belief that a United Nations presence during the holding of elections was desirable and consequently urged the administering Power to enable the United Nations to send a special mission to the Territory.

On 22 May 1968, the Special Committee adopted a resolution on Swaziland by 20 votes to none, with 3 abstentions. By this resolution the Special Committee reaffirmed its previous resolutions and recommendations concerning Swaziland including in particular the consensus adopted by it on 23 October 1967; noted that the administering Power had complied with the unanimous request of the Swaziland Parliament in September 1967 that the Territory should accede to independence on 6 September 1968; regretted that no agreement had been reached between the administering Power and the people of Swaziland concerning the latter's claim for compensation to be paid for land alienated from them; reiterated its previous request that the administering Power take immediate steps to ensure the return to the indigenous inhabitants of all the land alienated from them or to pay compensation for the alienated land in accordance with the expressed wishes of the people; and reiterated further its request that the administering Power take all appropriate action to bring about the economic independence of Swaziland vis-à-vis South Africa, to protect the territorial integrity and sovereignty of the Territory in view of the interventionist policies of the racist régime in South Africa and to enable the Territory to achieve genuine and complete independence.

#### OMAN

In September 1967, the Special Committee decided to report to the General Assembly that, in view of the limited time available to it, it had not been able to complete its consideration of the question of Oman and that it would consider the question at its meetings in 1968, with a view to the implementation of General Assembly resolution 2238 (XXII) of 20 December 1966.

On 12 December 1967, the General Assembly adopted resolution 2302 (XXII) on Oman by 72 votes to 18, with 19 abstentions. By this resolution, the General Assembly reaffirmed the inalienable right of the people of the Territory as a whole to self-determination and independence and recognized the legitimacy of their struggle; deplored the refusal of the United Kingdom to implement General Assembly resolutions 1514 (XV), 2073 (XX) and 2238 (XXI), as well as that Government's policies which, by installing and strengthening unrepresentative régimes in the Territory without regard for the basic rights of the people, was contravening the relevant General Assembly resolutions; reaffirmed that the natural resources of the Territory of Oman belonged to the indigenous population and that the concessions granted to foreign enterprises without the consent of the people constituted a violation of the rights of the people of the Territory; considered that the military presence of the United Kingdom and the existence of military bases in the Territory constituted a major hindrance to the exercise by the people of their right to self-determination and independence and were prejudicial to peace and security in the region; it called upon the Government of the

United Kingdom to implement without delay the provisions of resolution 1514 (XV) and all other relevant General Assembly resolutions. The Assembly further called upon the Government of the United Kingdom to remove British troops and military bases; to cease all repressive action against the people of the Territory; and to release political prisoners and political detainees and allow the return of political exiles to the Territory. It appealed to all Member States to render all necessary assistance to the people of the Territory in their struggle to obtain freedom and independence and requested the Special Committee to continue its examination of the situation in the Territory and to consider the establishment of a sub-committee on Oman.

On 11 April 1968, the Special Committee established a Sub-Committee on Oman composed of Iran, Iraq, Mali, the United Republic of Tanzania and Venezuela.

ACTIVITIES OF FOREIGN ECONOMIC AND OTHER INTERESTS WHICH ARE IMPEDING THE IMPLEMENTATION OF THE DECLARATION ON THE GRANTING OF INDEPENDENCE TO COLONIAL COUNTRIES AND PEOPLES IN SOUTHERN RHODESIA, SOUTH WEST AFRICA 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 the basis of a recommendation by the Special Committee the General Assembly in resolution 2189 (XXI) decided to include in the provisional agenda of the twenty-second session an item entitled "Activities of foreign economic and other interests which are impeding the implementation of the Declaration on the Granting of Independence to Colonial Countries and Peoples in Southern Rhodesia, South West Africa and Territories under Portuguese domination and in all other Territories under colonial domination".

In October 1967, the Special Committee, which had referred the item to its Sub-Committee I for study, adopted conclusions and recommendations on this item by approving the report of that Sub-Committee by a roll-call vote of 19 to 3, with 2 abstentions. The Special Committee's recommendations were subsequently adopted by the General Assembly and incorporated in resolution 2288 (XXII).

The General Assembly at its twenty-second session decided to rephrase the title of the item it had included in its provisional agenda, as follows: "Activities of foreign economic and other interests which are impeding the implementation of the Declaration on the Granting of Independence to Colonial Countries and Peoples in Southern Rhodesia, South West Africa 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 7 December 1967, the General Assembly adopted resolution 2288 (XXII) on this question by a roll-call vote of 91 to 2, with 17 abstentions. By this resolution, the General Assembly, *inter alia*, approved in general the report of the Special Committee on the question; reaffirmed the inalienable right of the peoples of the colonial 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; declared that the colonial Powers which deprived the colonial peoples of the exercise and

the full enjoyment of those rights, or which subordinated them to the economic or financial interests of their own nationals or of nationals of other countries, were violating the obligations they had assumed under Chapters XI and XII of the Charter of the United Nations and were impeding the full and prompt implementation of General Assembly resolution 1514 (XV); strongly condemned the exploitation of the colonial Territories and peoples and the methods practised in the Territories under colonial domination by the foreign financial, economic and other interests which were designed to perpetuate the colonial régimes contrary to the principles embodied in resolution 1514 (XV); deplored the policies of the colonial Powers which permitted the exploitation of the natural resources of the Territories under their administration contrary to the interests of the indigenous population; called upon all States concerned to fulfil their fundamental obligation to ensure that the concessions granted, the investments authorized and the enterprises permitted to their nationals in the Territories under colonial domination did not run counter to the present or future interests of the indigenous inhabitants of those Territories; further called upon the colonial Powers to prohibit the following practices, which ran counter to the principles of the Charter, violated the economic and social rights of the peoples of the Territories under colonial domination and impeded the rapid implementation of resolution 1514 (XV): (a) the exploitation of human and natural resources contrary to the interests of the indigenous inhabitants; (b) the obstruction of the access of the indigenous inhabitants to their natural resources; (c) the promotion and tolerance of injustice and discrimination in the remuneration of labour and in the establishment of working conditions; called upon the colonial Powers to review, in accordance with the provisions of the present resolution, all the privileges and concessions which were against the interests of the indigenous inhabitants; requested the United Nations Council for South West Africa to take urgent and effective measures to put an end to laws and practices established in the Territory of South West Africa by the Government of South Africa contrary to the purposes and principles of the Charter; requested the colonial Powers to stop immediately the practice of alienation of lands from the indigenous inhabitants and to take immediate action to return to them all such alienated lands; and urged all States concerned to co-operate fully with the United Nations in the rapid and effective implementation of resolution 1514 (XV) so as to ensure to the peoples the exercise of their right to self-determination and independence and to the use of the natural resources of their own Territories. Finally, the Assembly requested the Special Committee to continue its study of the problem and to report thereon to the General Assembly at its twenty-third session.

On 1 April 1968, the Special Committee referred the question to its Sub-Committee I for consideration and report.

IMPLEMENTATION OF THE DECLARATION ON THE GRANTING OF INDEPENDENCE TO COLONIAL COUNTRIES AND PEOPLES BY THE SPECIALIZED AGENCIES AND THE INTERNATIONAL INSTITUTIONS ASSOCIATED WITH THE UNITED NATIONS

The Special Committee, which in 1966 had initiated a study of the implementation of the resolutions of the General Assembly and the Special Committee by the

specialized agencies and international institutions, continued its consideration of this question during 1967. At its twenty-second session, the General Assembly inscribed an item on its agenda entitled "Implementation of the Declaration on the Granting of Independence to Colonial Countries and Peoples by the specialized agencies and the international institutions associated with the United Nations".

In its consideration of the question during 1967, the Special Committee had before it notes prepared by the Secretariat concerning the action taken by the specialized agencies and international institutions in response to relevant provisions of General Assembly resolutions 2151 (XXI), 2184 (XXI), 2189 (XXI) and 2248 (S-V) and pertinent resolutions of the Special Committee. It also had before it a note relating to measures taken to extend assistance to refugees from Angola, Mozambique and Guinea, called Portuguese Guinea, by the United Nations High Commissioner for Refugees, the specialized agencies concerned and other international relief organizations in response to a resolution adopted by the Special Committee on 22 June 1966.

In October 1967, after the General Assembly had decided to include the item in its agenda, the Special Committee decided to draw the attention of the General Assembly to the notes prepared for it by the Secretariat as well as to the report by the Secretary-General on his consultations with the International Bank for Reconstruction and Development (see section on Territories under Portuguese administration above).

On 14 December 1967, the General Assembly adopted resolution 2311 (XXII) on this question by a roll-call vote of 81 to 2, with 18 abstentions. By this resolution the Assembly recognized that the specialized agencies, the International Atomic Energy Agency and the international institutions associated with the United Nations should extend their full co-operation to the United Nations in achieving the objectives of General Assembly resolution 1514 (XV); expressed its appreciation to the Office of the United Nations High Commissioner for Refugees and to the specialized agencies which have co-operated with the United Nations in seeking to implement the relevant resolutions of the Assembly; recommended the specialized agencies and international institutions concerned to take urgent and effective measures to assist the peoples struggling for their liberation from colonial rule, and in particular to extend, within the scope of their respective activities, all necessary aid to the oppressed peoples of Southern Rhodesia and the Territories under Portuguese domination and to work out, in co-operation with the Organization of African Unity and through it with the national liberation movements, concrete programmes to this end. It also recommended the specialized agencies and international institutions not to grant any assistance to South Africa and Portugal until they renounced their policy of racial discrimination and colonial domination (this provision was adopted by a roll-call vote of 66 to 7, with 27 abstentions). The Assembly also requested all States, directly and through action in the specialized agencies and international institutions of which they are members, to facilitate the implementation of the relevant resolutions of the General Assembly; requested the Economic and Social Council to consider, in consultation with the Special Committee appropriate measures for the co-ordination of the policies and activities of the specialized agencies

in implementing the relevant resolutions of the General Assembly; requested the Secretary-General to assist the specialized agencies and the international institutions concerned in working out appropriate measures to implement the relevant resolutions and to report on them to the General Assembly at its twenty-third session. Finally, the General Assembly requested the Special Committee to examine the question and to report to the Assembly at its twenty-third session.

#### SPECIAL EDUCATIONAL AND TRAINING PROGRAMMES FOR SOUTH WEST AFRICA, SPECIAL TRAINING PROGRAMME FOR TERRITORIES UNDER PORTUGUESE ADMINISTRATION AND THE QUESTION OF THE CONSOLIDATION OF THESE PROGRAMMES AND THE TRAINING PROGRAMME FOR SOUTH AFRICA

The General Assembly established a special training and educational programme for South West Africa by resolution 1705 (XVI) of 19 December 1961. The programme has been administered by the Secretary-General and funds have been provided by the Assembly. By the same resolution the Assembly invited Member States to make available, for the use of South West Africans, scholarships for the completion of secondary education and for various forms of higher education.

In his report on this programme to the General Assembly at its twenty-second session, the Secretary-General stated that there were eleven South West Africans studying abroad on United Nations scholarships. In addition, ten further applications for scholarships were under consideration. During 1966 the following twenty-nine Member States had made scholarships available to South West Africans: Bulgaria, Burma, Byelorussian SSR, Canada, China, Czechoslovakia, Denmark, Ghana, India, Israel, Italy, Kenya, Kuwait, Libya, Nigeria, Norway, Pakistan, Poland, Romania, Sierra Leone, Sudan, Sweden, Tunisia, USSR, United Arab Republic, United Kingdom, United Republic of Tanzania, United States of America and Yugoslavia. The Federal Republic of Germany had also offered scholarships.

The General Assembly established the special training programme for Territories under Portuguese administration by resolution 1808 (XVII) on 14 December 1962. It requested the Secretary-General, in establishing the programme, to make as full use as possible of the existing United Nations programmes of technical co-operation. The programme has been administered by the Secretary-General and funds have been provided by the Assembly. By the same resolution the Assembly invited Member States to make available, directly or through voluntary agencies, for the use of students from Territories under Portuguese administration all-expense scholarships both for the completion of secondary education and for various forms of higher education.

In his report to the General Assembly at its twenty-second session, the Secretary-General stated that the number of scholarships awarded had increased from 122 to 138. Of these 109 were for secondary education, eight for technical and vocational training and twenty-one for university studies. Of the 138 holders of scholarships, 107 were studying in the Democratic Republic of the Congo, eleven in the United Republic of Tanzania, and the remainder were enrolled at educational institutions in Austria, Congo (Brazzaville), France, the Federal Republic of Germany, Ghana, Kenya, Senegal, Switzerland and the United States.



The Secretary-General stated in his report that in addition to the above-mentioned scholarships granted by the United Nations, the following thirty-two Member States had made scholarships available for the use of inhabitants of Territories under Portuguese administration: Afghanistan, Bulgaria, Byelorussian Soviet Socialist Republic, Congo (Brazzaville), Cyprus, Czechoslovakia, Dahomey, Denmark, Gabon, Ghana, Hungary, India, Iran, Israel, Italy, Kuwait, Mexico, Netherlands, Niger, Nigeria, Pakistan, Poland, Romania, Senegal, Sierra Leone, Sudan, Sweden, Union of Soviet Socialist Republics, United Arab Republic, United Kingdom of Great Britain and Northern Ireland, United States of America and Yugoslavia.

In accordance with General Assembly resolution 2235 (XXI) of 20 December 1966, the Secretary-General submitted a report to the Assembly at its twenty-second session on the results of a study of a consolidation of the two above-mentioned programmes and the training programme for South Africans. An outline of the Secretary-General's report and of General Assembly resolution 2349 (XXII) of 19 December 1967, by which the Assembly decided to integrate the three programmes, is contained in chapter III, section H.

## **B. Trust Territories**

### **1. Work of the Trusteeship Council**

The Trusteeship Council held its thirty-fourth session at Headquarters from 29 May to 30 June 1967 and its thirteenth special session on 22 and 23 November 1967. It began its thirty-fifth session on 27 May 1968.

At the thirty-fourth session and at the thirteenth special session, the Trusteeship Council was composed of four Administering Authorities, namely, Australia (New Guinea and Nauru), New Zealand (Nauru), the United Kingdom (Nauru), and the United States of America (Trust Territory of the Pacific Islands), and of four non-administering members, of whom three—China, France and the Soviet Union—were members by virtue of their being permanent members of the Security Council, while the fourth—Liberia—was an elected member whose term will expire at the end of 1968.

The Trusteeship Council's principal task at its thirty-fourth session was to consider conditions in the three remaining Trust Territories, Nauru, 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. The Trusteeship Council also considered reports of the Secretary-General on offers by Member States of study and training facilities for inhabitants of the Trust Territories and on dissemination of information on the United Nations in the Trust Territories, and made arrangements for a mission to visit the Trust Territories of Nauru and New Guinea in 1968. The Council reported to the General Assembly on its consideration of Nauru and New Guinea and to the Security Council on its consideration of the Trust Territory of the Pacific Islands.

The thirteenth special session of the Trusteeship Council was convened, following a request by the Permanent Representative of Australia, to consider action to be taken as a consequence of the announcement that

agreement had been reached that Nauru would attain its independence on 31 January 1968. At the special session, the Trusteeship Council adopted a resolution concerning the impending independence of Nauru and amended the terms of reference of the United Nations Visiting Mission by deleting references to Nauru and directing the Mission to visit only the Trust Territory of New Guinea.

The Trusteeship Council also considered the question of its composition after Nauru became independent. In response to a request by the Council, the Secretary-General placed a note on the question before the Council. In this note, the Secretary-General drew attention to the fact that on Nauru's accession to independence, New Zealand would cease to be a member of the Council, the United Kingdom would change its status from that of an administering member to that of a non-administering member, while Australia would remain on the Council as a member administering the Trust Territory of New Guinea, and Liberia, elected for a three-year term, would, in accordance with past practice, continue as a member until 31 December 1968. Accordingly, after Nauru became independent there would be two administering Powers on the Council and five non-administering Powers.

The Secretary-General then outlined a number of considerations including the following: (1) that, in terms of the Trusteeship Agreements, the Administering Authorities had undertaken to co-operate with the Trusteeship Council and this undertaking did not expressly extend to any other organ to which the Assembly might entrust similar functions; (2) that the provisions of the Charter concerning a balance on the Council of non-administering and administering members was to permit adequate outside supervision by non-administering members of the conduct of the administering Powers in order to ensure the paramountcy of the interests and well-being of the inhabitants of Trust Territories, and that those vital objectives might be equally well achieved with administering members forming a permanent minority in the Council; (3) that no amendment of the Charter could restore parity between administering and non-administering Powers while retaining all the permanent members of the Security Council on the Trusteeship Council. The Secretary-General's note ended as follows: "In view of the foregoing, it may be concluded that, on Nauru's obtaining independence on 31 January 1968, the membership of the Trusteeship Council... may continue until the normal expiration of the three-year term of the member previously elected under sub-paragraph 1 c of Article 86 on 31 December 1968, and that thereafter the Council be composed of members automatically appointed under sub-paragraphs 1 a and 1 b of Article 86 until all Trusteeship Agreements have been terminated or, in the case of an amendment to the Charter, until the amendment comes into force."

The Trusteeship Council decided to take note of the Secretary-General's note on this question. The General Assembly took a similar decision when it considered the report of the Trusteeship Council at its twenty-second session.

A brief outline of the decisions taken by the Trusteeship Council on individual Trust Territories and, in relevant cases, of those taken on them by the General Assembly is set out below.



## 2. Decisions concerning Trust Territories

### TRUST TERRITORY OF NAURU

The Trusteeship Council, at its thirty-fourth session, noted the progress of discussions concerning the future of Nauru between the Administering Authority and the representatives of the people of Nauru and expressed the hope that agreement would be reached to the satisfaction of both parties. It was gratified to note that the Administering Authority had expressed its sympathetic attitude in connexion with the Nauruans' wish to realize their political ambition by 31 January 1968, the date on which they wished to become independent. It noted with satisfaction that agreement had been reached whereby the ownership, control and management of the phosphate industry would be transferred to the Nauruans by 1 July 1970. It regretted that differences continued to exist on the question of the rehabilitation of the worked-out phosphate land and expressed the hope that it would be possible to find a solution satisfactory to both parties.

In September 1967, the Special Committee recommended that the Administering Authority should grant independence to Nauru on 31 January 1968 in accordance with the wishes of its people and should rehabilitate Nauru so that the people could continue to live there.

At its thirteenth special session on 22 November 1967, the Trusteeship Council, after noting that it had been agreed that Nauru should accede to independence on 31 January 1968, recommended that the General Assembly resolve that the Trusteeship Agreement for Nauru should cease to be in force upon the accession of Nauru to independence.

On 19 December 1967, the General Assembly resolved accordingly, by resolution 2347 (XXII) which also called upon all States to respect the independence of Nauru and urged the organs of the United Nations concerned and the specialized agencies to render all possible assistance to the people of Nauru in their endeavour to build a new nation.

### PAPUA AND THE TRUST TERRITORY OF NEW GUINEA

Papua and the Trust Territory of New Guinea are administered jointly under the Papua and New Guinea Act, 1949-1966.

The Trusteeship Council, at its thirty-fourth session, noted that the Administering Authority's policy towards the Territory was self-determination, to be exercised at a time to be decided upon by the people themselves. It considered that experience suggested that at the crucial stages before self-determination there was a need for stimulating more rapid advance in the political field, particularly by handing over more financial powers to the House of Assembly and by accelerating the transfer of policy-making posts and bodies to New Guinean control. The Council was encouraged in this view by evidence of the Territory's increasing degree of self-reliance and growth in the economic field.

The General Assembly, at its twenty-second session, examined the question of Papua and New Guinea, having before it the report of the Trusteeship Council as well as that of the Special Committee. In its report, the Special Committee had recommended that the House of Assembly should be made a fully representative body

with expanded functions in order to transfer power to the people of the Territory and that the efforts in the economic and educational fields should continue at a more rapid rate to enable the peoples of the Territories to take over the administration of the Territory. The Special Committee had also recommended that existing discrimination should be eliminated as quickly as possible.

On 19 December 1967, the General Assembly adopted resolution 2348 (XXII) on the question of Papua and New Guinea by a roll-call vote of 85 to 16, with 18 abstentions. By this resolution, the Assembly reaffirmed its previous position as set out in resolutions 2112 (XX) of 21 December 1965 and 2227 (XXI) of 20 December 1966, and called upon the Administering Power to implement without delay the provisions of those resolutions.

### TRUST TERRITORY OF THE PACIFIC ISLANDS

The Trusteeship Council, at its thirty-fourth session, was gratified to note that the Congress of Micronesia had maintained a high legislative output and had continued to demonstrate the will of the Micronesian people to govern themselves. The Council was convinced that the Congress would continue to play an increasingly important role in the future progress of Micronesia towards self-government or independence as well as in the unification of its people. It believed that this progress should be balanced by parallel advance for Micronesians in the executive arm of government. The Council approved the administration's action in bringing Micronesian civil servants into cabinet discussions but believed that further steps were needed in the direction of a formal executive council or cabinet. The Council also made detailed recommendations concerning economic, social and educational advancement in the Territory.

The Special Committee adopted conclusions and recommendations concerning the Territory in September 1967, by which it recommended that the Congress of Micronesia should be provided with greater powers for the speedy implementation of General Assembly resolution 1514 (XV); and that steps should be taken to ensure that the people of the Territory assumed the highest positions in the executive and administrative sectors of the Territory. It also reaffirmed that a visit to the Territory by the Special Committee was necessary.

## C. Non-Self-Governing Territories

### 1. Information transmitted under Article 73 e of the Charter of the United Nations

Up to 1963, the information transmitted by administering Members concerning Non-Self-Governing Territories was studied by the Committee on Information from Non-Self-Governing Territories. When the General Assembly decided, by resolution 1970 (XVIII) of 16 December 1963, to discontinue this Committee, it requested the Special Committee on the Situation with regard to the Implementation of the Declaration on the Granting of Independence to Colonial Countries and Peoples to study the information and take it fully into account in examining the situation with regard to the implementation of the Declaration in each of the Non-Self-Governing Territories.

In 1964 the Special Committee, in accordance with a procedure suggested by the Secretary-General, approved the practice whereby the Secretariat would use the information transmitted by administering Members in preparing working papers on each Territory which, after approval by the Committee, would become part of its report to the Assembly. The General Assembly, by resolution 2109 (XX) of 21 December 1965, expressed its approval of this procedure.

The question of information from Non-Self-Governing Territories transmitted under Article 73 e of the Charter of the United Nations was considered by the Special Committee in September 1967 and by the General Assembly at its twenty-second session, on the basis of reports submitted by the Secretary-General.

In his reports to these bodies, the Secretary-General stated that he had received information under Article 73 e of the Charter 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. He also stated that in the case of Territories under the administration of Australia, New Zealand, and the United States of America, the annual reports of the Territories, which also included information on constitutional matters, had been transmitted. Additional information on political and constitutional developments in Territories under their administration had also been given by the representatives of Australia, New Zealand, Spain, the United Kingdom of Great Britain and Northern Ireland, and the United States of America during meetings of the Special Committee.

The Secretary-General reported that he had received no information concerning Territories under Portuguese administration, which the General Assembly, by its resolution 1542 (XV) of 15 December 1960, considered were Non-Self-Governing Territories within the meaning of Chapter XI of the Charter. Nor had he received information concerning Southern Rhodesia, which the Assembly affirmed, by resolution 1747 (XVI) of 28 June 1962, was a Non-Self-Governing Territory within the meaning of Chapter XI of the Charter.

In its resolution 2351 (XXII) of 19 December 1967, the General Assembly deplored the fact that, despite the repeated recommendations of the General Assembly, the most recent of which was to be found in resolution 2233 (XXI), 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 information too late; the Assembly once again urged all Member States which had or which assumed responsibilities for the administration of Territories whose peoples had not yet attained a full measure of self-government 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 development in the Territories concerned.

## **2. Offers of study and training facilities for students from Non-Self-Governing Territories**

By resolution 2234 (XXI) of 20 December 1966, the General Assembly had urged Member States to continue to offer scholarships in accordance with resolution 845 (IX) of 22 November 1954.

The General Assembly considered this question at its twenty-second session on the basis of a report submitted by the Secretary-General. In his report, the Secretary-General stated that the following twenty-six Member States were offering scholarships in 1966-1967: Brazil, Bulgaria, Burma, Ceylon, Cyprus, Czechoslovakia, Ghana, Greece, Hungary, India, Iran, Israel, Italy, Mexico, Pakistan, Philippines, Poland, Romania, Sierra Leone, Tunisia, Turkey, USSR, United Arab Republic, United States of America, Venezuela and Yugoslavia.

On 19 December 1967, by resolution 2352 (XXII), the General Assembly reaffirmed its previous resolution on this subject and requested the Secretary-General to report to the General Assembly at its twenty-third session on the implementation of the resolution.

## **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-second Session, Annexes*, addendum to agenda item 23.
- For other relevant documents and a list of relevant records, see *Official Records of the General Assembly, Twenty-second Session, Annexes*, agenda items 13, 23, 24, 63, 64, 65, 66, 67, 68, 69, 70, 71, 97.
- For the report of the Trusteeship Council to the General Assembly, covering the period 27 July 1966 to 30 June 1967, see *Official Records of the General Assembly, Twenty-second Session, Supplement No. 4* (A/6704).
- For other relevant documents, see *Official Records of the Security Council, Twenty-third Year, Special Supplement No. 1* (S/8620).
- See also A/AC.109/273 and A/AC.109/L.460.



## CHAPTER VI

# Human rights questions

### A. *Human rights*

The year 1968 is being observed as the International Year for Human Rights. An outstanding event during the first part of the Year was the International Conference on Human Rights, 1968, which met at Teheran from 22 April to 13 May 1968. The Conference adopted the Proclamation of Teheran, twenty-nine resolutions and a Final Act, which between them covered a wide range of human rights activities.

The permanent organs concerned with human rights have, during the past year, adopted a number of resolutions dealing mainly with measures to combat racial discrimination, *apartheid* and other segregation policies in southern Africa, nazism and racial intolerance, and also with the question of human rights in times of armed conflict.

These and other developments of the year are described in further detail below.

#### 1. 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 the Optional Protocol to the International Covenant on Civil and Political Rights were adopted by the General Assembly in its resolution 2200 A (XXI) of 16 December 1966 and opened for signature at United Nations Headquarters on 19 December 1966. By 15 June 1968, twenty-six States had signed the two Covenants (Argentina, Byelorussian SSR, China, Colombia, Costa Rica, Cyprus, Denmark, Ecuador, El Salvador, Finland, Guinea, Honduras, Iran, Israel, Italy, Jamaica, Liberia, Norway, the Philippines, Poland, Sweden, Ukrainian SSR, Union of Soviet Socialist Republics, the United Arab Republic, Uruguay and Yugoslavia), and fourteen States had signed the Optional Protocol (China, Colombia, Costa Rica, Cyprus, Denmark, Ecuador, El Salvador, Finland, Honduras, Jamaica, Norway, Philippines, Sweden and Uruguay). No instrument of ratification has yet been deposited with the Secretary-General.

By its resolution 2337 (XXII) of 18 December 1967, the General Assembly invited States eligible to become parties to the Covenants and the Optional Protocol to hasten their ratifications of or accessions to these instruments. The Assembly also requested the Secretary-General to submit a report on the status of the Covenants and the Optional Protocol to its twenty-third session.

##### DRAFT DECLARATION AND DRAFT INTERNATIONAL CONVENTION ON THE ELIMINATION OF ALL FORMS OF INTOLERANCE AND DISCRIMINATION BASED ON RELIGION OR BELIEF

In 1962, the General Assembly requested the Economic and Social Council, by resolution 1781 (XVII) of 17 December 1962, to ask the Commission on Human Rights to prepare a draft declaration and a draft international convention on the elimination of all forms of religious intolerance.

After the Commission had considered preliminary drafts submitted to it in 1964 by the Sub-Commission on Prevention of Discrimination and Protection of Minorities, the Economic and Social Council, on the recommendation of the Commission, transmitted to the General Assembly, by resolution 1233 (XLII): (1) a preamble and twelve articles of the draft international convention on the elimination of all forms of religious intolerance; (2) an additional draft article submitted by Jamaica and draft article XIII submitted by the Sub-Commission on Prevention of Discrimination and Protection of Minorities; and (3) the preliminary draft on additional measures of implementation transmitted by the Sub-Commission on Prevention of Discrimination and Protection of Minorities, which the Commission did not consider owing to lack of time. The Council also expressed the hope that the General Assembly would decide upon suitable measures of implementation and final clauses of the draft convention.

By its resolution 2295 (XXII) of 11 December 1967, the General Assembly, bearing in mind the Third Committee's decisions not to mention any specific examples of religious intolerance in the draft Convention and to amend the title, the preamble and article I of the draft Convention proposed by the Commission on Human Rights and, having been unable to complete the consideration of the draft Convention owing to lack of time, decided to accord priority during its twenty-third session to the item relating to the elimination of all forms of religious intolerance.

#### 2. International Year for Human Rights

##### PROGRAMME OF MEASURES AND ACTIVITIES FOR THE INTERNATIONAL YEAR FOR HUMAN RIGHTS

On 12 December 1963, the General Assembly, by resolution 1961 (XVIII), designated the year 1968 as the International Year for Human Rights. On 20 December 1965, by resolution 2081 (XX), and on 19 December 1966, by resolution 2217 A (XXI), the General Assembly called for intensified efforts and undertakings in the field of human rights during 1968,

approved the further programme of measures and activities, commended the programmes to Member States of the United Nations and members of the specialized agencies, regional intergovernmental organizations and interested national and international organizations and invited their co-operation and participation. By its resolution 2081 (XX), the Assembly also decided to convene in 1968 an International Conference on Human Rights. By its resolution 2217 A (XXI), the Assembly invited the Secretary-General to co-ordinate the measures and activities undertaken in connexion with the International Year and, in particular, to collect and disseminate at regular intervals information on such activities and further requested the Secretary-General to submit an interim report to the General Assembly at its twenty-second session on the plans, preparations, arrangements, measures and activities referred to above. Member States and other organizations concerned were invited to keep the Secretary-General informed of their plans and preparations.

On 18 December 1967, the General Assembly, by resolution 2339 (XXII), invited Member States, the specialized agencies, the regional intergovernmental organizations and the national and international organizations concerned to continue to intensify throughout 1968 their efforts and undertakings in the field of human rights, including the measures previously approved, and to keep the Secretary-General informed of these efforts and undertakings. Further dispositions were also made with respect to the International Conference on Human Rights. The Secretary-General was requested to submit a further progress report to the General Assembly at its twenty-third session and a final report on the International Year for Human Rights at its twenty-fourth session.

During the twenty-second session of the General Assembly in 1967, the Secretary-General submitted an interim report on the measures and activities contemplated or undertaken as transmitted to him as of 1 December 1967. Since that time, Member States and other organizations concerned have continued to keep the Secretary-General informed of their efforts and undertakings. As of 1 May 1968, information had been received from the following Member States: Afghanistan, Argentina, Australia, Austria, Belgium, Brazil, Bulgaria, Cambodia, Cameroon, Canada, Chad, China, Colombia, Denmark, Ecuador, Guatemala, Iran, Ireland, Italy, Jamaica, Japan, Jordan, Kuwait, Laos, Libya, Luxembourg, Malta, the Netherlands, New Zealand, Nigeria, Norway, Pakistan, Philippines, Poland, Romania, Sweden, Trinidad and Tobago, Tunisia, Turkey, the United Kingdom of Great Britain and Northern Ireland, the United States of America and Venezuela. Information was also received from the following specialized agencies: the International Labour Organisation, the Food and Agriculture Organization of the United Nations, the United Nations Educational, Scientific and Cultural Organization, the World Health Organization, the International Telecommunication Union, the Universal Postal Union and the International Atomic Energy Agency.

Information was received from regional intergovernmental organizations, the Council of Europe, the League of Arab States, the Organization of African Unity and the Organization of American States. One hundred and thirty international non-governmental organizations and many national non-governmental

organizations transmitted information on measures and activities undertaken by them.

In pursuance of his co-ordinating function, the Secretary-General circulated five issues of a *News-letter* on the International Year for Human Rights.

#### INTERNATIONAL CONFERENCE ON HUMAN RIGHTS

The General Assembly at its twenty-second session considered the report of the Preparatory Committee and recommendations contained therein. In resolution 2339 (XXII), the Assembly took note of the provisional agenda for the Conference recommended by the Preparatory Committee and amended the draft rules of procedures of the Conference prepared by the Committee. As recommended by the Preparatory Committee, the General Assembly invited the Council of Europe, the League of Arab States, the Organization of African Unity and the Organization of American States and any other regional intergovernmental organizations particularly concerned with human rights to send observers to the Conference. Non-governmental organizations in consultative status with the Economic and Social Council having a demonstrable interest in the items on the provisional agenda for the Conference, and that might wish to be present at the Conference, were invited to send observers to it. The Assembly also invited other non-governmental organizations that might be interested in sending observers to the Conference to make application to the Secretary-General before 1 February 1968 and requested the Preparatory Committee to consider such applications and to approve them if the non-governmental organizations concerned were of recognized standing, international in their structure and had a demonstrable interest in the items on the provisional agenda for the Conference. Pursuant to this decision, the Preparatory Committee invited a number of non-governmental organizations which were not in consultative status to send observers to the Conference.

The International Conference on Human Rights met in the New Majlis Building at Teheran, Iran, from 22 April to 13 May 1968. In the presence of His Imperial Majesty Mohamad Reza Pahlavi Aryamehr Shahanshah of Iran and Her Imperial Majesty Farah Pahlavi, the Secretary-General of the United Nations declared the Conference open on 22 April 1968, and an inaugural address was delivered by His Imperial Majesty the Shahanshah. The Secretary-General delivered an address in commemoration of the twentieth anniversary of the adoption of the Universal Declaration of Human Rights, which also constituted his special message for the International Year for Human Rights. At its first meeting, the Conference, on the proposal of the representative of Uganda, observed one minute of silence in tribute to the memory of the Reverend Dr. Martin Luther King, Jr.

The Governments of the following eighty-four States were represented at the Conference: Afghanistan, Algeria, Argentina, Australia, Austria, Belgium, Brazil, Bulgaria, Byelorussian SSR, Cambodia, Canada, Ceylon, Chile, China, Costa Rica, Cuba, Cyprus, Czechoslovakia, Denmark, Ethiopia, Federal Republic of Germany, Finland, France, Ghana, Greece, Haiti, Holy See, Hungary, India, Indonesia, Iran, Iraq, Ireland, Israel, Italy, Ivory Coast, Jamaica, Japan, Jordan, Kenya, Kuwait, Lebanon, Liberia, Libya, Madagascar, Malaysia, Mali, Mauritania, Mexico, Mongolia,



Morocco, Nepal, Netherlands, New Zealand, Nigeria, Norway, Pakistan, Philippines, Poland, Republic of Korea, Republic of Viet-Nam, Romania, Saudi Arabia, Spain, Sudan, Sweden, Switzerland, Syria, Thailand, Trinidad and Tobago, Tunisia, Turkey, Uganda, Ukrainian Soviet Socialist Republic, Union of Soviet Socialist Republics, United Arab Republic, United Kingdom of Great Britain and Northern Ireland, United Republic of Tanzania, United States of America, Uruguay, Venezuela, Yemen, Yugoslavia and Zambia. United Nations bodies represented at the Conference were: the Special Committee on the Situation with regard to the implementation of the Declaration on the Granting of Independence to Colonial Countries and Peoples; the Office of the High Commissioner for Refugees; and the United Nations Children's Fund. The following specialized agencies were represented by observers at the Conference: the International Labour Organisation; the Food and Agriculture Organization of the United Nations; the United Nations Educational, Scientific and Cultural Organization; and the World Health Organization. The following regional inter-governmental organizations were also represented by observers: the Council of Europe, the League of Arab States, the Organization of African Unity and the Organization of American States. Furthermore, observers from non-governmental organizations invited to send observers to the Conference were also present at it.

The Conference elected as President Her Imperial Highness Princess Ashraf Pahlavi (Iran).

The Conference adopted as its rules of procedure the draft rules of procedure as drawn up by the Preparatory Committee and amended by the General Assembly in resolution 2339 (XXII), as further amended by the Conference in respect of rules 8, 13 and 45. The Conference adopted the provisional agenda, which had been drawn up by the Preparatory Committee and noted by the General Assembly in resolution 2339 (XXII), and added an item entitled "Respect for, and implementation of human rights in occupied territories".

Items discussed in plenary without reference to a committee dealt with a review of progress achieved and identification of major obstacles encountered at the international, regional and national levels in the field of human rights since the adoption and proclamation of the Universal Declaration of Human Rights in 1948, particularly in the programmes undertaken by the United Nations and specialized agencies, and evaluation of the effectiveness of methods and techniques employed in the field of human rights at the international and regional levels.

The Conference adopted the Proclamation of Teheran, twenty-nine resolutions and a Final Act.

One of the important tenets recognized by the Proclamation in its preamble is that peace is the universal aspiration of mankind and that peace and justice are indispensable to the full realization of human rights and fundamental freedoms. Among the principles solemnly proclaimed in the instrument adopted at Teheran is that it is imperative that the members of the international community fulfil their solemn obligations to promote and encourage respect for human rights and fundamental freedoms for all without distinctions of any kind, that the Universal Declaration of Human Rights constitutes an obligation for the

members of the international community and that other instruments in the field of human rights adopted under the auspices of the United Nations and other inter-governmental organizations have created new standards and obligations to which States should conform. The Proclamation further states that the primary aim of the United Nations in the sphere of human rights is the achievement by each individual of the maximum freedom and dignity, and that, for the realization of this objective, the laws of every country should grant each individual certain rights enumerated in the text. Emphasizing that gross denials of human rights under the repugnant policy of *apartheid* are a matter of the gravest concern to the international community, the Proclamation states that it is imperative for that community to use every possible means to eradicate this evil, and that the implementation of the principle of non-discrimination constitutes a most urgent task of mankind, at the international as well as the national level. It is further proclaimed that the international community should take effective measures to put an end to colonialism and to co-operate in eradicating aggression or armed conflict, which give rise to massive denials of human rights. The Proclamation also states that it is imperative for every nation, according to its capacities, to make the maximum possible effort to close the widening gap between the economically developed and developing countries, which impedes the realization of human rights, and that the achievement of lasting progress in the implementation of human rights is dependent upon sound and effective national and international policies of economic and social development. The Proclamation further contains provisions concerning the eradication of illiteracy, the elimination of discrimination against women, the protection of the family and of the child and the right of parents to determine the number and the spacing of their children, the encouragement of the aspirations of the younger generation for a better world and the imperative need of the participation of youth in shaping the future of mankind. The Proclamation pointed out the need to pay continuing attention to recent scientific discoveries and technological advances, which may endanger the freedoms of individuals, and to release, through disarmament—which is described as one of the highest aspirations of all peoples—and use for the promotion of human rights and fundamental freedoms the immense human and material resources now devoted to military purposes. In consequence of having solemnly proclaimed the above principles, the International Conference on Human Rights, affirming its faith in the principles of the Universal Declaration of Human Rights and other international instruments in this field, urged all peoples and Governments to dedicate themselves to the principles enshrined in the Universal Declaration of Human Rights and to redouble their efforts to provide for all human beings a life consonant with freedom and dignity and conducive to physical, mental, social and spiritual welfare.

The resolutions adopted deal with respect and implementation of human rights in occupied territories; measures to be taken against nazism and racial intolerance; measures to achieve rapid and total elimination of all forms of racial discrimination in general and the policy of *apartheid* in particular; treatment of persons who oppose racist régimes; observance of the principle of non-discrimination in employment; measures to eliminate all forms and manifestations of racial discrimination; establishment of a new, additional

United Nations programme on racial discrimination; the importance of the universal realization of the right of peoples to self-determination and of the speedy granting of independence to colonial countries and peoples for the effective guarantee and observance of human rights; measures to promote women's rights in the modern world, including a unified long-term United Nations programme for the advancement of women; model rules of procedure for bodies dealing with violations of human rights; human rights and scientific and technological developments; illiteracy; co-operation with the United Nations High Commissioner for Refugees; the rights of detained persons; the United Nations Children's Fund; disarmament; economic development and human rights; human rights aspects of family planning; legal aid; education of youth in the respect for human rights and fundamental freedoms; realization of economic, social and cultural rights; universal accession of States to international instruments relating to human rights; human rights in armed conflicts; an international year for action to combat racism and racial discrimination; publicity for the Universal Declaration of Human Rights.

The Final Act, incorporating the texts of the Proclamation of Teheran and of the resolutions adopted, will be deposited with the Secretary-General, who will send certified copies to each of the Governments invited to send representatives to the Conference. The Conference also invited the Secretary-General to transmit to the competent organs of the United Nations a number of draft resolutions and amendments thereto which it had not been able to consider owing to lack of time. The texts of these draft resolutions and amendments thereto are annexed to the Final Act.

### 3. Periodic reports on human rights

Under the revised system of periodic reports laid down in Economic and Social Council resolution 1074 C (XXXIX), reports are considered in a continuing three-year cycle. In the first year, the reports 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 third series of periodic reports dealing with freedom of information was considered in 1967 by the Commission on the Status of Women, the *ad hoc* Committee on Periodic Reports, and the Commission on Human Rights.

A total of thirty-seven States submitted reports relating to freedom of information for the period 1 July 1964 to 30 June 1967. Reports were also submitted by UNESCO and UPU, and communications were received from ITU and ILO. Information was also received from non-governmental organizations, in accordance with Economic and Social Council resolution 1074 C (XXXIX). In addition, the Commission also had before it a report from one State on civil and political rights received after the twenty-third session, reports on economic, social and cultural rights from ten States and an additional report from UNESCO.

At its twentieth session the sub-Commission on Prevention of Discrimination and Protection of Minorities was informed of resolution 1230 (XLII) of the Economic and Social Council by which it had decided that the provisions of the Commission resolution 16 (XXIII)

rendered unnecessary in future the initial study of periodic reports by the Sub-Commission; and requested the Commission to perform this task with the assistance of its *ad hoc* Committee on Periodic Reports on Human Rights. The Council had reaffirmed that the Sub-Commission should continue to have access to the material received under Council resolution 1074 C (XXXIX), and should make use of it in connexion with its work on the prevention of discrimination and the protection of minorities.

The *ad hoc* Committee on Periodic Reports of the Commission on Human Rights, at its 1968 session, considered the periodic reports and other information received under the terms of Economic and Social Council resolution 1074 C (XXXIX), as well as a preliminary analytical summary of the report prepared by the Secretary-General and other material on freedom of information.

The Commission on the Status of Women had not been able to prepare its comments, observations and recommendations on the periodic reports under review, as it was scheduled to meet after the session of the *ad hoc* Committee.

In the light of the guidelines contained in resolution 16 B (XXIII) of the Commission on Human Rights, the *ad hoc* Committee recommended to the Commission the adoption of a draft resolution.

The Commission on the Status of Women, at its twenty-first session, took note of the reports and information received, which dealt mainly with freedom of information, and of the procedure to be followed in respect of future reports as recommended in resolution (XXIII) of the Commission on Human Rights.

The Commission on Human Rights, in its resolution (XXIV) adopted unanimously on the *ad hoc* Committee's recommendation, expressed its belief, in particular, that the reports on freedom of information revealed the following trends, characteristics and problems of special importance and common interest: the positive influence upon Member States of instruments prepared under the auspices of the United Nations and UNESCO, and of other activities of these organizations, to promote and protect the enjoyment of the right of freedom of information; the existence of problems, such as illiteracy, the lack of trained journalists, technicians and adequate communication facilities, and insufficient economic resources, which hinder efforts to promote wider dissemination of information; the increasing interest which the technological progress of information media has generated with regard to the content of information disseminated and its impact on society; the growing awareness that all members of the population should enjoy free access to information; and the increasing participation of all elements of the population in the enjoyment of that freedom through the development of increased sources of information.

The Commission recommended to States Members of the United Nations and members of the specialized agencies to continue to intensify their individual and joint efforts to raise the standards of gathering and disseminating information, to widen the participation of all elements of the population in the enjoyment of the freedom of information and, in general, to promote and protect this freedom; and to promote particularly the dissemination of information from or about the United Nations, including information on *apartheid* and racial discrimination in southern Africa.

It invited States Members of the United Nations and members of the specialized agencies which had not done so, particularly the developing countries, to request the United Nations or the specialized agencies concerned, in particular UNESCO, for assistance in reaching solutions to their problems and difficulties in promoting and protecting freedom of information. It requested the Secretary-General, in preparing analytical summaries of periodic reports in the future, to follow in so far as possible the guidelines suggested in paragraphs 1 and 2 of resolution 16 B (XXIII) of the Commission on Human Rights, and expressed the hope that Governments, in submitting future periodic reports on human rights, would present those reports in so far as possible in accordance with the outline of headings prepared by the Secretary-General.

#### 4. Punishment of war criminals and of persons who have committed crimes against humanity

At its forty-second session, on 6 June 1967, the Economic and Social Council unanimously adopted resolution 1220 (XLII), which was based on the recommendations contained in resolution 4 (XXIII) of the Commission on Human Rights transmitting to the General Assembly the preliminary draft convention prepared by the Secretary-General on the non-applicability of statutory limitation to war crimes and crimes against humanity, and the report of the Commission's Working Group on the question, together with all proposals submitted to the Commission and the records of discussions in the Commission on that item. In addition, resolution 1220 (XLII) expressed the hope that the General Assembly would adopt at the earliest possible moment a convention on the non-applicability of statutory limitation to war crimes and crimes against humanity.

At the twenty-second session of the General Assembly, a joint working group of the Third and the Sixth Committees was established to prepare a draft convention on the subject. The Third Committee discussed the report and the draft convention adopted by the joint working group, but owing to lack of time it was unable to complete the consideration of the draft convention. The Third Committee, on 13 December 1967, adopted a draft resolution for the General Assembly. This draft resolution, as later amended, was adopted as resolution 2338 (XXII) by the General Assembly on 18 December 1967. In resolution 2338 (XXII), the General Assembly, *inter alia*, recalled its previous resolutions concerning war crimes, noted that none of the solemn declarations, instruments or conventions on war crimes and crimes against humanity made provision for a period of limitation, and recognized that it was necessary and timely to affirm in international law, through a convention, the principle that there is no period of limitation for such crimes, and to secure its universal application. The General Assembly requested the Secretary-General to transmit to Member States the report of the joint working group containing the text of the draft convention adopted by the joint working group and to invite them to submit comments on the draft convention. The Secretary-General was also asked to issue a report before the twenty-third session of the General Assembly containing the replies received. The General Assembly further recommended that no legislative or other action be taken which might be prejudicial to the aims and purposes of a convention on the non-applicability

of statutory limitation to war crimes and crimes against humanity pending the adoption of a convention by the Assembly. It decided to give high priority to the completion of the draft convention with a view to its adoption at its twenty-third session.

At its twenty-fourth session, the Commission on Human Rights adopted resolution 13 (XXIV) in which it requested the Secretary-General to submit the study as regards ensuring the arrest, extradition and punishment of persons responsible for war crimes and crimes against humanity and the exchange of documentation relating thereto, entrusted to him under Economic and Social Council resolution 1158 (XLI) in time for consideration by the twenty-fifth session of the Commission. In addition, the study should include the examination of criteria for determining compensation to the victims of war crimes and crimes against humanity. The Commission also decided to give high priority to the consideration of this question at its twenty-fifth session.

#### 5. The question of violations of human rights

##### REPORT AND RECOMMENDATIONS OF THE SPECIAL RAPPOREUR APPOINTED UNDER RESOLUTION 7 (XXIII) OF THE COMMISSION

The Commission on Human Rights, at its twenty-fourth session, examined the report and recommendations of the Special Rapporteur appointed under resolution 7 (XXIII). It adopted two resolutions on measures for effectively combating racial discrimination, the policies of *apartheid* and segregation in southern Africa, one of which contained a draft resolution to be submitted to the Economic and Social Council for adoption by the General Assembly.

During its discussion of the report and recommendations of the Special Rapporteur, the attention of the Commission was drawn to the question of the trials of South West African nationals and to the question of the execution of African political prisoners and freedom fighters in the colony of Southern Rhodesia. With regard to the first question, it adopted two consensus. In its first consensus, which was sent to the Government of the Republic of South Africa and the Security Council, the Commission expressed its indignation at the illegal sentencing of a number of South West Africans, imposed by the Supreme Court at Pretoria under the "Terrorism Act" in defiance of General Assembly and Security Council resolutions; it called for the immediate release of those sentenced. After learning that eight more South West Africans would soon be tried under the "Terrorism Act", the Commission adopted a second consensus in which it condemned the South African Government for instituting another illegal trial under the "Terrorism Act" in defiance of the resolutions of the Security Council, the General Assembly and the consensus of the Commission, and urgently requested the Secretary-General to give maximum publicity to decisions of the United Nations organs, as well as to the statements of the accused in the terrorism trial.

In connexion with the question of the execution of African political prisoners and freedom fighters in the colony of Southern Rhodesia, the Commission adopted two consensus and sent two telegrams to the Government of the United Kingdom of Great Britain and Northern Ireland, the administering Power of the

colony. In its first consensus, the Commission condemned the illegal killing of the three political prisoners as a clear and extreme denial, as well as a flagrant and gross violation of human rights and fundamental freedoms of the African people, and expressed its grave concern about the threat to international peace and security constituted by the current situation in Southern Rhodesia. It drew this matter to the attention of the Security Council for immediate and appropriate action. In its first telegram to the Government of the United Kingdom, the Commission urged that effective and urgent action be taken to stop any further killings by the racist régime of Southern Rhodesia and that immediate release of all political prisoners and freedom fighters be secured. In the second consensus, which was adopted after the execution of two more political prisoners and freedom fighters in Southern Rhodesia, the Commission expressed the hope that the Security Council would take immediate and appropriate action to restore peace and security in the area. In the telegram sent to the Government of the United Kingdom on this subject, the Commission expressed its profound dissatisfaction at the efforts of the administering Power to prevent such gross and flagrant violations of human rights and once again urged immediate and more effective action to stop further killings and to secure the immediate release of African political prisoners and freedom fighters.

There were five sections in resolution 3 (XXIV) of the Commission on measures for effectively combating racial discrimination, the policies of *apartheid* and segregation in southern Africa. In section A, the Commission condemned the arrest and trial of thirty-seven South West Africans under an illegal and unjust law, and the unlawful conviction and sentencing of thirty-three of them. It expressed dissatisfaction that several Governments, in violation of United Nations resolutions, continue to maintain diplomatic, commercial, military, cultural and other relations with the Republic of South Africa and Southern Rhodesia, and called upon those Governments to desist from such relations in accordance with the resolutions of the General Assembly and the Security Council. The Secretary-General was requested in section B of the resolution to transmit the report of the Special Rapporteur to the International Conference on Human Rights, 1968, and recommended that the Conference give consideration to the recommendations contained in paragraph 1549 of that report. In section C of the resolution, the Secretary-General was requested to intensify, through all United Nations information media, the efforts to inform the people of southern Africa of the activities of the United Nations organs to eliminate the policy of *apartheid* and racial discrimination, laying particular stress on the positive alternative of a multi-racial society based on the principle of racial equality; and to prepare, in consultation with the Special Rapporteur, for publication and wide circulation, particularly to legal and juridical associations, a summary of the study of laws and practices of the Government of South Africa and of the illegal régime in Southern Rhodesia as submitted in the Special Rapporteur's report. The Commission considered it essential to ensure closer consultation between it and other United Nations organs concerned with violations of human rights and, in section D of the same resolution, transmitted the report of the Special Rapporteur to the Special Committee on the Policies of *Apartheid* of the Government of the Republic of South Africa, to the

United Nations Council for South West Africa and 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; it requested the Secretary-General to inform these bodies of the initiation and progress by the Commission on matters of gross violation of human rights in southern Africa. The attention of the Sub-Commission on the Prevention of Discrimination and Protection of Minorities was drawn to the Special Rapporteur's report. In section E of the resolution, the Special Rapporteur, in consultation with the two Special Committees, the Council for South West Africa and the specialized agencies was requested to prepare and submit a report, with his conclusions and recommendations, to the twenty-fifth session of the Commission including, in particular: developments since the issuance of his present report; a survey of the policies and practices of racial discrimination in the African territories under Portuguese domination; the possibility of establishing a grand jury of legal experts for South West Africa for the protection of the life, personal safety and rights of the inhabitants of that Territory; and appropriate measures for the dissemination of information to the peoples of southern Africa on the evils of *apartheid* and racial discrimination and United Nations efforts to combat these evils, by radio broadcasts and other means.

In resolution 1332 (XLIV), the Council, endorsing the proposal of the Commission on Human Rights, recommended a draft resolution for adoption by the Assembly by which the Assembly would endorse the recommendations of the Special Rapporteur appointed by the Commission under its resolution 7 (XXIII) that the Government of South Africa be requested to repeal, amend and replace laws cited in paragraph 1547 of his report; call upon the Government of the Republic of South Africa to repeal, amend and replace such laws and to report to the Secretary-General on the measures taken or envisaged in accordance with this request; urge all States to encourage information media within their territories to publicize the evils of *apartheid* and racial discrimination and the inhuman acts practised by the Government of South Africa and the illegal régime in Southern Rhodesia, as well as the aims and purposes of the United Nations and its efforts to eliminate these evils; condemn the actions of all those Governments which, in violation of United Nations resolutions, are continuing to maintain diplomatic, commercial, military, cultural and other relations with the Republic of South Africa and the illegal régime in Southern Rhodesia; and call upon those Governments to break off such relations. The draft resolution would also request the Secretary-General: to take steps to draw the widest public attention to the evils of these policies of *apartheid* and racial discrimination in Southern Africa; to keep under constant review, the question of promoting co-ordination and co-operation in the activities of the specialized agencies and organs of the United Nations dealing with matters relating to such policies; to establish a United Nations Information Centre in the Republic of South Africa with a view to disseminating the aims and purposes of the United Nations; and to report to the twenty-fourth session of the General Assembly on the implementation of this resolution and, in particular, on the actions taken by the Government of South Africa to give effect to the call to repeal, amend and



replace the laws mentioned in paragraph 1547 of the Special Rapporteur's report.

#### REVIEW OF THE SITUATION REFERRED TO IN RESOLUTION 2 (XXIII) OF THE COMMISSION

The Commission on Human Rights at its twenty-fourth session considered the report of the *Ad Hoc* Working Group of Experts, set up under resolution 2 (XXIII) of the Commission, to investigate the charges of torture and ill-treatment of prisoners, detainees, or persons in police custody in South Africa. The Commission adopted two resolutions on this subject, one of which contained a draft resolution to be submitted to the Economic and Social Council for adoption by the General Assembly.

In resolution 2 (XXIV), the Commission endorsed the conclusions and recommendations of the *Ad Hoc* Working Group of Experts and decided to expand it from five members to six, by adding one expert jurist from Asia. The Commission also decided to enlarge the mandate of the Working Group to include the following in its investigations: allegations of ill treatment and torture of prisoners, detainees or persons in police custody in South West Africa, in Southern Rhodesia and in Mozambique, Angola and all other Portuguese Territories in Africa; the consequences, in particular, which flow from the illegal arrest and arraignment by the South African authorities of nationals of South West Africa, a Territory under the direct responsibility of the United Nations; and the conclusion contained in paragraph 1137 of the report of the Working Group.

In resolution 5 (XXIV), the Commission transmitted the report of the *Ad Hoc* Working Group of Experts to the Special Committee on the Policies of *Apartheid* of the Government of the Republic of South Africa, the United Nations Council for South West Africa 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. It called upon the Government of South Africa to conform to the international standard minimum rules for the treatment of prisoners, in particular in the following respects: young persons and juveniles should be kept away from older prisoners in every case; political prisoners and opponents of *apartheid* should not be subjected to discriminatory and harsh treatment because of their opposition to the policy of *apartheid*; all prisoners, on Robben Island in particular, should be provided with shoes at all times; the inhuman practices known as the "tausa dance" and "carry-on" should be immediately terminated in the South African gaols; action should be taken to put an immediate end to the exploitation of African convict labour; every effort should be made to put an end immediately to any encouragement by prison officials of the practices of homosexuality and lesbianism amongst prisoners and detainees; food given to non-white prisoners should be the same as that given to all other prisoners and should be improved to increase its nutritional value; clothing given to all prisoners should be such as is adequate for the climatic conditions at all times; bedding provided for prisoners should be adequate and should meet varying climatic conditions, and beds should be provided to all prisoners; toilet facilities provided in cells should be so constructed and located as to meet reasonable

hygienic prison conditions; and due care and attention should be taken to ensure that only a reasonable number of prisoners be placed in any prison cell and that they should be of the same sex. The Commission also called upon the Government of South Africa to bring to an end in each and every case all practices of torture and all cruel, inhuman and degrading treatment of detainees or prisoners during interrogation and detention in prison, and to take immediate steps to ensure that the supervising authorities keep a close watch on the behaviour of police and prison officials in conformity with the international rules concerning detainees, and to establish an effective system of remedies against violations of human rights in South African police stations and prisons.

As requested by the Commission, the Economic and Social Council, in resolution 1333 (XLIV), recommended to the General Assembly the adoption of a draft resolution by which the Assembly would reaffirm its recognition of the legitimacy of the struggle by the opponents of *apartheid* to realize their human rights and fundamental freedoms and condemn any and every practice of torture, inhuman and degrading treatment of detainees and prisoners in South African prisons and in South African police custody during interrogation and detention, as found in the report of the *Ad Hoc* Working Group of Experts. The draft resolution also recommended that the Assembly should call upon the Government of the Republic of South Africa to initiate investigations into the violations mentioned in the report of the *Ad Hoc* Working Group of Experts with a view to establishing the degree of responsibility of the persons listed in the report for the purpose of punishing them accordingly; afford the opportunity to all persons who have suffered damage to receive indemnification; abolish the 180-day law and the Terrorism Act under which opponents of the policy of *apartheid* are detained without charge or trial, as well as the Suppression of Communism Act, the Sabotage Act and similar laws, and also to refrain from incorporating the principles contained in these laws into other laws; immediately release Mr. Robert Sobukwe; and immediately release all other political prisoners and all persons held for their opposition to the policies of *apartheid*, whether in prisons or in police detention.

In addition, the Council recommended that the Assembly should request the States Members of the United Nations to encourage maximum publicity to be given to the Working Group's report within their territories, and call upon the Government of South Africa to report to the Secretary-General on the measures taken or envisaged in accordance with the recommendations listed above. The Secretary-General would be requested to take steps to draw the widest public attention to the report of the *Ad Hoc* Working Group of Experts and report to the twenty-fourth session of the General Assembly on the implementation of this resolution.

#### STUDY OF SITUATIONS WHICH REVEAL A CONSISTENT PATTERN OF VIOLATIONS OF HUMAN RIGHTS

At the request of the Commission on Human Rights, the Economic and Social Council, in resolution 1235 (XLII), authorized the Commission and the Sub-Commission on Prevention of Discrimination and Protection of Minorities to examine information relevant to gross violations of human rights and fundamental freedoms, as exemplified by the policy of *apartheid* as



practised in the Republic of South Africa and in the Territory of South West Africa under the direct responsibility of the United Nations and now illegally occupied by the Government of the Republic of South Africa, and to racial discrimination as practised notably in Southern Rhodesia, contained in the communications listed by the Secretary-General pursuant to Economic and Social Council resolution 728 F (XXVIII). The Council further decided that the Commission might, in appropriate cases, and after careful consideration of the information thus made available to it, make a thorough study of situations which reveal a consistent pattern of violations of human rights, as exemplified by the policies of *apartheid* and racial discrimination, and report with recommendations thereon to the Council.

The Sub-Commission on Prevention of Discrimination and Protection of Minorities, by its resolution 3 (XX), noted that flagrant violations of human rights were still being committed in southern Africa and the Territories under Portuguese administration in Africa, and made recommendations to the Commission in respect of the situations in two other countries which, in the opinion of the Sub-Commission, revealed consistent patterns of violations of human rights.

At its twenty-fourth session, the Commission, after considering various proposals and amendments, which were later withdrawn, and taking into account its actions on violations of human rights in southern Africa, agreed that no further action was called for at that session on the recommendations of the Sub-Commission.

In resolution 6 (XXIV), the Commission, *inter alia*, noted with appreciation the resolutions adopted by the Security Council and the General Assembly regarding human rights in the territories occupied as a result of the hostilities in the Middle East; affirmed the right of all the inhabitants who had left since the outbreak of hostilities to return and that the Government concerned should take the necessary measures to facilitate the return of those inhabitants to their own country without delay, and requested the Secretary-General to keep the Commission informed of developments regarding these matters.

At its forty-fourth session, the Economic and Social Council adopted resolution 1336 (XLIV) whereby it endorsed Commission resolution 6 (XXIV).

#### *Telegram to the Government of Israel*

On 8 March 1968, on the proposal of the representatives of India, Pakistan and Yugoslavia, the Commission on Human Rights decided to dispatch a telegram to the Government of Israel in which it expressed its distress to learn from newspaper reports of Israeli acts of destroying homes of the Arab civilian population inhabiting the areas occupied by Israeli authorities subsequent to the hostilities of June 1967. The Commission called upon the Government of Israel to desist forthwith from indulging in such practices and to respect human rights and fundamental freedoms.

#### REPORT OF THE *ad hoc* STUDY GROUP ESTABLISHED UNDER RESOLUTION 6 (XXIII) OF THE COMMISSION ON HUMAN RIGHTS

In its resolution 6 (XXIII), the Commission on Human Rights had set up an *ad hoc* study group of eleven of its members to study in all its aspects the

proposal to establish regional commissions on human rights within the United Nations family. In resolution 9 (XXIII), the Commission had instructed the study group to study also the question of the ways and means by which the Commission might be enabled or assisted to discharge functions in relation to violations of human rights and fundamental freedoms, while maintaining and fulfilling its other functions. The Council, in resolution 1235 (XLII), had taken note of the Commission's decision.

At its twenty-fourth session, after considering the report of the study group, the Commission adopted resolution 7 (XXIV) in which it requested that Member States and the regional intergovernmental organizations should comment on the part of the Commission's report dealing with the question of establishing regional commissions on human rights. The Secretary-General was requested to arrange for suitable regional seminars under the advisory services programme in those regions where no regional commissions on human rights exist at present for the purpose of discussing that matter. The Commission also decided to consider this question at its twenty-fifth session as a matter of priority.

The Commission also adopted resolution 8 (XXIV) in which, *inter alia*, it established an *ad hoc* working group of fifteen of its members based upon the principle of equitable geographical representation to make proposals to the twenty-fifth session regarding the early completion of the items that have accumulated on the Commission's agenda, the reduction of documentation, and the Commission's procedures, with a view to increasing its efficiency.

#### 6. Allegations regarding infringements of trade union rights in the Republic of South Africa

The Secretary-General was informed in a communication of 1 June 1966 from the Director-General of the International Labour Office that the Governing Body of the ILO had on 27 May 1966 decided to refer to the Economic and Social Council for consideration, in accordance with Council resolution 277 (X) of 17 February 1950, certain allegations of infringements of trade union rights in the Republic of South Africa, which had been addressed to the ILO by the World Federation of Trade Unions. Since the allegations were against a State Member of the United Nations which was not a member of the ILO, the Secretary-General, in notes dated 27 June and 27 December 1966, respectively, requested the consent of the South African Government to have them referred to the Fact-Finding and Conciliation Commission on Freedom of Association of the ILO, as provided in resolution 277 (X).

In the absence of the Government's consent, the Economic and Social Council in accordance with resolution 277 (X), was called upon to give consideration to the refusal with a view to taking any appropriate alternative action designed to safeguard the rights relating to freedom of association involved in the case. The Council adopted resolution 1216 (XLII) in which, *inter alia*, it condemned the infringement of trade union rights and the unlawful prosecution of trade union workers in the Republic of South Africa. The Council requested the Secretary-General to transmit a copy of the communication mentioned above to the Government, with a request for an urgent reply and

comments thereon not later than the end of June 1967. Furthermore, the Council decided to transmit the communication and the reply from the Government, if any, to the *Ad Hoc* Working Group of Experts established under resolution 2 (XXIII) of the Commission on Human Rights, to investigate charges of torture and ill-treatment of prisoners, detainees or persons in police custody in South Africa. The Council also authorized the Working Group to receive communications and hear witnesses, as necessary, and to consider the reply from the Government on the communication from the ILO; and requested the Working Group to report to the Council at the earliest possible date on its findings and to submit its recommendations for action to be taken in specific cases. The Council further requested the Secretary-General to transmit the present resolution to the Governing Body of the ILO and suggested that the question be kept on its agenda for periodic review and that it inform the Council of its deliberations. The Council decided to transmit the accusations contained in the complaint by the World Federation of Trade Unions (WFTU) to the Special Committee on the Policies of *Apartheid* of the Government of the Republic of South Africa for its information.

The *Ad Hoc* Working Group held two sessions to consider the matter. From 11 to 22 September 1967 in Geneva, it examined the allegations submitted by the World Federation of Trade Unions, studied the international standards relating to trade union rights as well as the relevant South African legislation, and heard oral statements. From 15 January to 2 February 1968, the Working Group met in New York for the adoption of its report. It heard six witnesses and received five written statements. It concluded that the international standards relating to trade union freedoms were being seriously and persistently violated by South African legislation and by administrative and penal measures.

At its forty-fourth session, by resolution 1302 (XLIV), the Economic and Social Council condemned the continuing infringements of trade union rights and the unlawful prosecution of trade union workers in South Africa. The Council endorsed the conclusions and recommendations of the *Ad Hoc* Working Group *inter alia*, called upon the Government of the Republic of South Africa to conform to generally accepted international standards concerning the right of freedom of association, to release all trade unionists who were in prison as a result of their trade union activities and to inform the Secretary-General of its implementation of the Council's recommendations. The Council requested the Working Group to examine further the question in the Republic of South Africa and to include in its examination the infringements of trade union rights in the Territory of South West Africa and in Southern Rhodesia, the latter in co-operation with the United Kingdom, the Administering Authority, and the International Labour Organisation. In addition the Working Group was asked to report to the Council at its forty-sixth session on its findings and to submit its recommendations for any action to be taken in specific cases. Lastly, the Council decided to transmit the report of the Working Group mentioned above to the Special Committee on the Policies of *Apartheid* of the Government of the Republic of South Africa for information and for inclusion of the conclusions and recommendations contained therein in its documents. The Secretary-General was requested to give maximum publicity to the report of the Working Group.

## 7. Creation of the post of United Nations High Commissioner for Human Rights

At its twenty-third session, the Commission on Human Rights, after considering the report of the working group set up by its resolution 4 (XXII), adopted resolution 14 (XXIII), in which it requested the Economic and Social Council to recommend to the General Assembly the adoption of a draft resolution deciding to establish a United Nations High Commissioner's Office for Human Rights. The draft resolution proposed by the Commission on Human Rights set out the terms of reference of the High Commissioner, who would be appointed by the General Assembly, on the recommendation of the Secretary-General, for a term of five years. The Council adopted resolution 1237 (XLII), recommending the adoption by the Assembly of the draft resolution proposed by the Commission on Human Rights.

In resolution 1238 (XLII), the Council requested the Secretary-General to bring its resolution 1237 (XLII), together with pertinent documentation representing the various points of view expressed, to the attention of Member States, to invite their views on the question concerning the implementation of human rights through a United Nations High Commissioner for Human Rights or some other appropriate international machinery and to submit a report embodying the replies of Governments in time for consideration by the General Assembly during its twenty-second session. The Council also requested the Secretary-General to invite the Directors-General of the ILO and UNESCO to submit to the Assembly, for its assistance at its twenty-second session, a report on their experience concerning the implementation of human rights in their spheres of competence.

The General Assembly, in resolution 2333 (XXII), after expressing its regret that consideration of the question had not been possible at its twenty-second session, owing to the heavy programme of work, decided to give the matter high priority at its twenty-third session. The Assembly also requested the Secretary-General to provide it at its twenty-third session with all the relevant information prepared on the matter in conformity with the resolutions of the Assembly, the Economic and Social Council and the Commission on Human Rights.

## 8. Slavery

In accordance with resolution 13 (XXIII) of the Commission on Human Rights, the Sub-Commission on Prevention of Discrimination and Protection of Minorities at its twentieth session undertook consideration of the question of slavery and the slave trade in all their practices and manifestations, including the slavery-like practices of *apartheid* and colonialism. It adopted resolution 4 (XX), which contained a series of proposals to the Commission for recommendation to the Economic and Social Council. The resolution also requested the Secretary-General to assign one or more officers in the Division of Human Rights to the exclusive study of slavery and the slave trade in all their practices and manifestations, including the slavery-like practices of *apartheid* and colonialism; and to undertake, through the Administrative Committee on Co-ordination (ACC), the promotion and co-ordination of measures to be taken by the specialized agencies

and other competent United Nations bodies to eliminate slavery, the slave trade and similar institutions and practices.

The Commission on Human Rights at its twenty-fourth session considered the proposals made by the Sub-Commission. It had before it resolution 4 (XXI), adopted by the Commission on the Status of Women at its twenty-first session, on measures which the United Nations could adopt to eradicate all forms of slavery and the slave trade affecting the status of women, which contained a draft resolution for submission to the Economic and Social Council. In its resolution 14 (XXIV), the Commission on Human Rights supported the draft resolution for submission to the Council proposed by the Commission on the Status of Women and made recommendations, based on those of the Sub-Commission, for adoption by the Council.

In response to the request made by the Sub-Commission, the Secretary-General placed the question of slavery on the agenda of the forty-fifth session of ACC. After being informed of the activities undertaken by several organizations to combat slavery in its various forms and manifestations, ACC arranged for the competent organizations to co-operate with one another in pursuing their efforts to contribute to the creation of conditions in which servitude will finally be eradicated.

At the request of the Commission on Human Rights, the Economic and Social Council, at its forty-fourth session, adopted resolution 1330 (XLIV) in which it authorized the Sub-Commission on Prevention of Discrimination and Protection of Minorities to undertake a study of the measures which might be taken to implement the International Slavery Convention of 1926 and the Supplementary Convention of 1956, and the various recommendations included in the resolutions of the General Assembly, the Economic and Social Council and the Commission on Human Rights relating to the slavery-like practises of *apartheid* and colonialism; and to initiate a study of the possibilities of international police co-operation to interrupt and punish the transportation of persons in danger of being enslaved, taking into account, as appropriate, the views of the competent international organizations. The Secretary-General was requested, in consultation with the Sub-Commission and subject to confirmation by the Commission on Human Rights, to establish a list of experts in economic, sociological, legal and other relevant disciplines whose advice would be available to States concerned with the liquidation of slavery and the slave trade in all their practices and manifestations. Governments were reminded that the United Nations and the specialized agencies have available under their regular technical assistance programmes facilities for assisting Governments in eliminating slavery and the slave trade, including the slavery-like practices of *apartheid* and colonialism, and in helping them to solve resulting economic and social problems. The Council requested all Governments to exert their full influence and resources to assist in the total eradication of the slavery-like practices of *apartheid* and colonialism, particularly as practised in Southern Rhodesia, South West Africa and South Africa. The Council affirmed that the master and servant laws currently enforced in those countries and territories constituted clear manifestations of slavery and the slave trade.

## 9. Studies of specific rights or groups of rights

At its twenty-fourth session, in 1968, the Commission on Human Rights had before it comments from forty-nine Governments on the draft principles included in the revised report of the Committee on the Right of Everyone to be Free from Arbitrary Arrest, Detention and Exile. Owing to lack of time, it postponed consideration of the matter until 1969.

At the same session, the Commission received from the Committee a progress report on the study of the right of arrested persons to communicate with those whom it is necessary for them to consult in order to ensure their defence or to protect their essential interests. This matter, too, was postponed until 1969, owing to lack of time.

At the Commission's 1968 session, the Chairman of its 1967 session proposed the inclusion in the agenda of an item entitled "Study of the question of the realization of the economic and social rights contained in the Universal Declaration of Human Rights". The Commission, in resolution 11 (XXIV), requested the Secretary-General to prepare, in consultation with interested specialized agencies, a preliminary study of issues relating to the implementation of these rights contained in the Universal Declaration and in the International Covenant on Economic, Social and Cultural Rights, with a view to submitting it to the Commission in time for consideration at its twenty-fifth session. It decided to consider at that session the question of the appointment of a Special Rapporteur to prepare a comprehensive report on the matter.

## 10. Capital punishment

In resolution 1243 (XLII), the Council transmitted to the General Assembly, for a decision as to what further steps should be taken in the matter, a draft resolution on capital punishment submitted by Sweden and Venezuela to the Council at its forty-second session.

The General Assembly, in resolution 2334 (XXII), invited the Council to instruct the Commission on Human Rights to consider the question of capital punishment, including the draft resolution annexed to Council resolution 1243 (XLII), and to transmit its recommendations on the matter through the Council to the Assembly at its twenty-third session. It also invited the Council to seek the views of the Consultative Group on the Prevention of Crime and the Treatment of Offenders concerning the draft resolution annexed to Council resolution 1243 (XLII). The Consultative Group is scheduled to meet from 6 to 16 August 1968.

The Commission on Human Rights considered the item at its 1968 session and adopted resolution 16 (XXIV) on capital punishment, including recommendations for action by the Council and a draft resolution for adoption by the General Assembly.

At the Council's forty-fourth session the delegations of Sweden and Venezuela submitted a draft resolution based on the Commission's recommendations which, with some changes to take into account the discussion in the Council and to achieve its unanimous acceptance, was adopted by the Council as resolution 1337 (XLIV). In that resolution, the Council drew renewed attention of Member Governments to the provisions of Council

resolution 934 (XXXV), paragraphs 2 (a), 2 (b) and 2 (d), which had urged Member Governments to review certain matters pertaining to capital punishment; requested Member Governments to inform the Secretary-General, after an appropriate interval and at his request, of any new developments in regard to the law and practice in their countries concerning the death penalty; and submitted to the General Assembly a draft resolution on capital punishment for any action it may deem appropriate at its twenty-third session in the light of the information available to it at that session.

The draft resolution recommended for submission to the General Assembly dealt with matters relating to legal procedures and certain safeguards for persons condemned to death. Member Governments would be requested to inform the Secretary-General of action taken in that respect and of their views and intentions concerning possible further restriction of the death penalty or its total abolition. The Secretary-General would be requested to submit a report on this matter to the Commission on Human Rights through the Economic and Social Council.

## 11. Prevention of discrimination and protection of minorities

### ELIMINATION OF ALL FORMS OF RACIAL DISCRIMINATION

During the period under review, the question of measures for the implementation of the United Nations Declaration on the Elimination of All Forms of Racial Discrimination was before the General Assembly at its twenty-second session and the Commission on Human Rights at its twenty-fourth session.

The Secretary-General submitted a report to the General Assembly containing information on measures taken by thirty Governments to implement the Declaration and on information regarding measures taken by various United Nations bodies, by specialized agencies, non-governmental organizations, and thirty-seven Member States, to commemorate 21 March as International Day for the Elimination of Racial Discrimination. During the consideration of the question of the elimination of all forms of racial discrimination, the Assembly adopted two resolutions: one on measures for the speedy implementation of international instruments against racial discrimination and another on measures to be taken against nazism and racial intolerance. The Assembly decided to postpone further consideration of this question to its twenty-third session.

The General Assembly in resolution 2332 (XXII) of 18 December 1967 urged all eligible Governments which had not yet done so to sign, ratify and implement without delay the International Convention on the Elimination of All Forms of Racial Discrimination and the other conventions directed against discrimination in employment and occupation and against discrimination in education; requested the Secretary-General to make available to the Commission on Human Rights at its regular sessions the information submitted by Governments of Member States on measures taken for the speedy implementation of the United Nations Declaration on the Elimination of All Forms of Racial Discrimination; requested the Secretary-General, the specialized agencies and all organizations concerned to continue to take measures to propagate, through appropriate channels, the principles and norms set forth in the Declaration and Convention on the Elimination

of All Forms of Racial Discrimination; requested the International Conference on Human Rights to consider the question of giving effect to the provisions of the Declaration and the Convention and the question of the implementation of the conventions directed against discrimination in employment and occupation and against discrimination in education in so far as they related to racial discrimination, especially in South Africa, in the rebellious colony of Southern Rhodesia and in the Territory of South West Africa, which is under the direct responsibility of the United Nations and now illegally occupied by the Government of South Africa; recommended that the Commission on Human Rights should continue to give consideration, as a matter of priority, to measures for the speedy implementation of the United Nations Declaration on the Elimination of All Forms of Racial Discrimination and that it report, through the Economic and Social Council, to the General Assembly at its twenty-third session; condemned the Government of South Africa and the illegal régime in Southern Rhodesia for their open and nefarious practices of racial discrimination and intolerance against the African and other non-white peoples in the Republic of South Africa, in the Territory of South West Africa, and in the rebellious colony of Southern Rhodesia; and called upon the Government of South Africa to desist from all such nefarious practices.

As of 15 June 1968, sixty-six States have signed and nineteen have ratified or acceded to the International Convention on the Elimination of All Forms of Racial Discrimination. Twenty-seven ratifications or accessions are required for the Convention to enter into force.

The General Assembly, in resolution 2331 (XXII) of 18 December 1967, resolutely condemned any ideology, including nazism, which is based on racial intolerance and terror as a gross violation of human rights and fundamental freedoms and of the purposes and principles of the Charter; it called upon all States to take immediate and effective measures against any such manifestations of nazism and racial intolerance.

The Sub-Commission on Prevention of Discrimination and Protection of Minorities at its twentieth session, after examining the progress report on the special study of racial discrimination in the political, economic, social and cultural spheres submitted by its Special Rapporteur, invited him, in preparing his report for its next session, to give due consideration to the problem of measures which should be taken to halt nazi activities wherever they occur. That part of the report dealing with the problem of halting nazism and similar activities will be submitted by the Secretary-General to the Commission on Human Rights at its twenty-fifth session in accordance with the request contained in its resolution 15 (XXIV). Moreover, the Commission requested the Sub-Commission to submit to it recommendations on measures which could be taken to halt nazi activities wherever they occur. In the same resolution, it addressed a series of proposals on this question to the Economic and Social Council for adoption by the General Assembly.

Acting on the request of the Commission on Human Rights, the Economic and Social Council adopted resolution 1335 (XLIV) in which it recommended a draft resolution for adoption by the General Assembly by which the Assembly would once again resolutely condemn nazism, racism, *apartheid* and all similar ideologies and practices, and would urgently call upon all States



to take without delay legislative and other positive measures to outlaw groups and organizations which are disseminating propaganda for nazism, *apartheid* and other forms of racial intolerance, and to prosecute them in the courts. It was also suggested that the Assembly should request the Secretary-General to submit to it a survey of information which may be available to him on international instruments, legislation and other measures taken or envisaged, both at the national and international levels, with a view to halting nazi activities, and similar activities, such as *apartheid*; and invite States Members of the United Nations and of the specialized agencies to co-operate with the Secretary-General by providing him with information of this kind.

The question of the election of members of the Sub-Commission on Prevention of Discrimination and Protection of Minorities is scheduled to be on the agenda of the twenty-fifth session of the Commission on Human Rights. At its twenty-fourth session, the Commission noted that since 1965, the year in which the membership of the Sub-Commission was last determined by the Economic and Social Council, the membership of the functional commissions of the Council had been increased in order to achieve a more equitable geographical distribution and it recommended to the Council that the membership of the Sub-Commission should also be increased. The Council, desirous of having greater representation of different regions, legal systems and cultures, as well as equitable geographical representation in the membership of the Sub-Commission, endorsed the Commission's recommendation and, in resolution 1334 (XLIV), decided to increase the membership of the Sub-Commission to twenty-six as from 1969. It requested the Commission at its twenty-fifth session to elect twenty-six members from experts nominated by Member States on the following basis: twelve members from Afro-Asian States; six from Western European and other States; five from Latin American States; and three from Eastern European States.

The Commission on Human Rights, at its twenty-fourth session, considered Economic and Social Council resolutions 1165 (XLI) and 1240 (XLII) recommending that early consideration should be given to the outstanding reports of the Sub-Commission on Prevention of Discrimination and Protection of Minorities. The Commission took note of the Sub-Commission's reports on its eighteenth and nineteenth sessions, and decided to resume consideration, at an appropriate time, of the reports prepared by the Special Rapporteurs on discrimination in regard to political rights and on discrimination in respect of the right of everyone to leave any country, including his own, and to return to his country and to undertake, at an appropriate time, consideration of the report of the Special Rapporteurs on discrimination against persons born out of wedlock. It also decided to consider at a later session Sub-Commission resolution 7 (XX) on additional measures to implement the Convention on the Prevention and Punishment of the Crime of Genocide.

#### SPECIAL STUDY ON RACIAL DISCRIMINATION

The Sub-Commission on Prevention of Discrimination and Protection of Minorities, at its twentieth session, examined the progress report on the special study of racial discrimination in the political, economic, social and cultural spheres prepared by the Special Rapporteur

and invited him to submit a draft report approximating, as far as possible, to the final report on the study. The Secretary-General was requested to give the Special Rapporteur the necessary assistance in the preparation of his report, including the assignment of the staff necessary for his study and UNESCO was requested to give him all possible assistance, especially on matters relating to the causes of racial discrimination.

#### STUDY OF EQUALITY IN THE ADMINISTRATION OF JUSTICE

A draft outline of the study of equality in the administration of justice was submitted by the Special Rapporteur to the Sub-Commission on the Prevention of Discrimination and Protection of Minorities at its twentieth session. He was invited, taking into account the exchange of views on his outline made during the twentieth session, to submit a draft report, approximating as far as possible to the final report on the study, in time for the twenty-first session of the Sub-Commission.

#### 12. Communications concerning human rights

From 1 June 1967 to 15 May 1968, 21,304 communications concerning human rights were dealt with in accordance with the procedure established in Economic and Social resolution 728 F (XXVIII) and twenty-seven communications 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 May 1968, 611 requests for assistance had been so forwarded. The Secretary-General has also transmitted to the Federal Republic of Germany additional information concerning a number of claimants whose requests for assistance had been previously forwarded to that Government.

#### 13. Yearbook on Human Rights

The *Yearbook on Human Rights for 1966*, now in preparation, is the twenty-first 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 eighty States and in certain Trust and Non-Self-Governing Territories.

#### 14. Advisory services

Under the programme of advisory services, the Secretary-General organized a world-wide seminar on the civic and political education of women in Helsinki, Finland, from 1 to 14 August 1967, which was the first in the new series of seminars initiated by the Economic and Social Council in resolution 1067 A (XXXIX); and a regional seminar on the realization of economic and social rights contained in the Universal Declaration of Human Rights at Warsaw, Poland, from 15 to 28 August 1967. The Secretary-General has also organized



an international seminar on freedom of association to be convened in London on 18 June 1968.

During 1967, the Secretary-General awarded fifty-two human rights fellowships, bringing the number of awards under this programme to a total of 241. In accordance with Economic and Social Council resolution 1125 (XLI), the Secretary-General utilized some fellowship funds for the organization of a pilot project in group training rather than individual training in Japan from 15 June to 26 July 1967, for human rights fellows from Asia and the Far East.

In his report on the advisory services programme presented to the Commission on Human Rights and the Commission on the Status of Women, the Secretary-General noted, as in the preceding four years, that he saw no alternative but to place the holding of a regional training course in 1968 in the category of projects to be implemented at such time as savings were available under section 14 of part V of the United Nations budget. With regard to the holding of a regional training course in 1969 and future years, the Secretary-General noted further that the inclusion of such a course in category 1 of the programme would be dependent upon the recommendations of the Governing Council of UNDP and the Economic and Social Council for an increase or reallocation of resources within part V of the budget.

By resolution 1251 (XLIII), adopted on the recommendation of the Governing Council of UNDP under the item on United Nations programmes of technical co-operation, the Economic and Social Council, *inter alia*, endorsed the decision of the Governing Council to consider at its fifth session a study on the appropriate level for planning purposes of the United Nations regular programme under part V of the United Nations budget, which includes the programme of advisory services in the field of human rights for 1969 and future years on the basis of a report to be prepared by the Secretary-General.

By resolution 1338 (XLIV), adopted on the recommendation of the Commission on the Status of Women, the Economic and Social Council, at its forty-fourth session, requested the Secretary-General to examine the possibility of making a larger contribution to the financing of seminars on the status of women held in developing countries; it requested the General Assembly to authorize the Secretary-General, in the absence of an invitation from a Government, to organize seminars on the status of women at United Nations Headquarters, at the United Nations Office at Geneva, or at the headquarters of regional economic commissions. Further, the Council took note with appreciation of the Secretary-General's report on the programme of advisory services in the field of human rights.

## B. Status of women

A major achievement with respect to the status of women during the year was the unanimous adoption by the General Assembly on 7 November 1967 of the Declaration on the Elimination of Discrimination against Women (resolution 2263 (XXII)).

The accession of Gabon on 19 April 1967, of Costa Rica on 25 July 1967, of Chile on 18 October 1967, of Tunisia on 24 January 1968 and of Italy on 6 March

1968 to the Convention on the Political Rights of Women brought to fifty-seven the number of States Parties to that Convention. The accession of Austria on 19 January 1968, of Tunisia on 24 January 1968 and of Finland on 15 May 1968 brought to thirty-nine the total number of States Parties to the Convention on the Nationality of Married Women of 1957. On 24 January 1968, Tunisia acceded to the Convention on Consent to Marriage, Minimum Age for Marriage and Registration of Marriages of 1962, making a total number of eighteen States Parties to this Convention.

### 1. Implementation of the Declaration on the Elimination of Discrimination against Women

In 1963, the General Assembly in resolution 1921 (XVIII) had requested the Economic and Social Council to invite the Commission on the Status of Women to prepare a draft declaration on the elimination of discrimination against women. Subsequently, the Commission, at its eighteenth and nineteenth sessions, prepared a draft declaration, which it adopted unanimously on 8 March 1966. The text of the draft declaration, together with amendments submitted to it in the Economic and Social Council at its forty-first session in 1966 and the records of the discussions in the Council and the Commission, were forwarded to the General Assembly at its twenty-first session in accordance with Council resolution 1131 (XLI).

At that session, the General Assembly was not able to give adequate consideration to the draft declaration and the various amendments thereto. The Assembly therefore, in resolution 2199 (XXI), requested the Economic and Social Council to invite the Commission on the Status of Women to review the text of the draft declaration, bearing in mind the amendments that had been submitted and taking into account the observations of Governments and relevant discussions.

The Commission on the Status of Women, at its twentieth session in 1967, complied with the request of the General Assembly and, on 2 March 1967, unanimously adopted a revised draft declaration. The Economic and Social Council decided by resolution 1206 (XLII) of 29 May 1967, to submit this draft to the Assembly for consideration.

At its twenty-second session, the General Assembly considered the draft declaration together with the amendments submitted and, on 7 November 1967, unanimously adopted resolution 2263 (XXII) containing the text of the Declaration on the Elimination of Discrimination against Women.

In 1968, the Commission on the Status of Women, at its twenty-first session, adopted resolution 3 (XXI) containing a number of recommendations relating to the implementation of the Declaration, some of which were addressed to the Economic and Social Council. It requested the Secretary-General, the specialized agencies, non-governmental organizations and individuals to continue distributing the text of the Declaration in as many languages and as widely as possible, and to prepare articles and other publicity material on the Declaration.

The Council, in its resolution 1325 (XLIV), endorsed the Commission's recommendations and requested the Secretary-General and the specialized agencies to take steps to ensure the immediate circulation of the text

of the Declaration through their respective services. It also invited Member States, competent national organizations and non-governmental organizations to take measures for the recognition, in law and in fact, of the principles contained in the Declaration. Governments of Member States were also asked to consider the possibility of revising national legislation in the light of the principles of the Declaration. The Council further requested Member States, the specialized agencies and the non-governmental organizations concerned to inform the Secretary-General of the publicity given to the Declaration and of action taken by them in compliance with its principles, and it requested the Secretary-General to submit a report on information received for the consideration of the Commission at its twenty-second and future sessions.

## 2. United Nations assistance for the advancement of women

The Secretary-General submitted to the Commission on the Status of Women, at its twenty-first session, a report containing replies of twenty-two Governments and nineteen non-governmental organizations to a questionnaire on the role of women in national, social and economic development, prepared in accordance with Economic and Social Council resolution 1133 (XLI).

After considering this report, the Commission on the Status of Women in resolution 5 (XXI), invited Governments and non-governmental organizations, which had not done so, to reply to the questionnaire, and it requested the Secretary-General to consider the possibility of producing an analysis of the replies received. The Commission further reaffirmed the importance of establishing a unified long-term programme for the advancement of women, expressed the belief that implementation of the principles of the Declaration on the Elimination of Discrimination against Women should form an integral part of such a programme and decided to accord priority to this item at its twenty-second session in 1969.

In accordance with Economic and Social Council resolution 1274 (XLIII), the Secretary-General's report on the utilization and development of human resources in developing countries was also brought to the attention of the Commission on the Status of Women at its twenty-first session. The report dealt, *inter alia*, with the role of women in development, discussed the obstacles which impede them from participating more fully in the development process and made certain recommendations. In resolution 6 (XXI), the Commission recommended that the Council and the Secretary-General, in examining priorities to be established among the proposals made in the report, give high priority to certain measures, particularly in the area of education, training and employment, aimed at making fuller use of the potentialities of women in development plans. The Commission also invited the Council to consider ways and means of promoting effectively concerted action by the appropriate organizations in the United Nations system for the advancement of women and their effective participation in the development of their countries. Finally, the Commission requested the Secretary-General to explore the possibility of arranging for an international exchange of experience or methods of encouraging a more effective participation of women in the development process through an integrated

approach to education, vocational guidance, training and employment of girls and women.

A report of the Secretary-General on national commissions on the status of women, prepared at the Commission's request in resolution 14 (XX), was also submitted to it in connexion with a unified long-term programme for the advancement of women. This report contained a summary of the replies received from twenty-four Governments to an inquiry addressed to them by the Secretary-General to ascertain the number of national commissions on the status of women or similar bodies currently existing, the functions they perform, and their relationship to non-governmental organizations.

## 3. Political rights of women

In accordance with Economic and Social Council resolution 1132 (XLI), the Secretary-General prepared and circulated to the General Assembly and the Commission on the Status of Women the first annual supplement to the consolidated report on constitutions, electoral laws and other legal instruments relating to the political rights of women, which had been issued in 1966. This report showed that as of 15 September 1967 women were entitled to vote in all elections and were eligible for election in 117 countries; that in four countries the right of women to vote and to be eligible for election to public office was subject to limitations not imposed on men; and that in seven countries women had no voting rights and were not eligible for election.

The Commission also had before it the report of the Seminar on Civic and Political Education of Women, held at Helsinki from 1 to 14 August 1967.

The recommendations of the Commission, based on its consideration of these reports, were approved by the Economic and Social Council in resolution 1324 (XLIV). It noted that although women had acquired civic and political rights on equal terms with men under the laws of almost all countries, the exercise of these rights and women's effective influence in all questions of policy and their full participation in policy-making at all levels was limited in practice in a number of them. It expressed the belief that particular attention should be paid by Governments and the United Nations bodies concerned to the opportunities available to women and the extent to which they were exercising their political rights. In addition, the Council urged all States Members of the United Nations and members of the specialized agencies which had not already done so to take the necessary action without delay to accord women political rights on equal terms with men and to ratify or accede to the Convention on the Political Rights of Women, if possible during the International Year for Human Rights. The Council also drew the attention of States Members of the United Nations and members of the specialized agencies and non-governmental organizations, to the conclusions and suggestions contained in the report of the Seminar on Civic and Political Education of Women.

The Secretary-General also presented to the Commission a report on the status of women in Trust Territories which described recent developments concerning the status of women in general, as well as in the political, social, economic and educational fields and the status of women in private law.

In resolution 1 (XXI) the Commission on the Status of Women decided that it was no longer necessary for the Secretary-General to submit information on the status of women in Trust Territories separately from the information supplied on Non-Self-Governing Territories, and it requested him to submit to it, biennially, beginning with the twenty-second session, a report containing information on the status of women in both Trust and Non-Self-Governing Territories, based on information received from the Governments concerned, and on any 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.

#### 4. Status of women in private law

As requested by the Commission on the Status of Women at its nineteenth session, the Secretary-General submitted to it a report containing a review of its work in the field of family law with suggestions for a future programme in this field. Basing its consideration of this question on the Secretary-General's report, the Commission adopted a long-term programme of topics to be studied and methods to be followed in undertaking studies of the status of women in private law.

#### 5. United Nations action for the eradication of slavery and the slave trade affecting the status of women

In accordance with Economic and Social Council resolution 1232 (XLI), the Commission on the Status of Women considered the report of the Special Rapporteur on Slavery with a view to recommending measures which the United Nations could adopt to eradicate all forms of slavery and the slave trade affecting the status of women. A number of the recommendations required the Council's approval.

In resolution 4 (XXI), the Commission decided to examine, if possible at its twenty-third session, all relevant information which might be communicated to the Secretary-General relating to the Supplementary Convention on the Abolition of Slavery, the Slave Trade and Institutions and Practices similar to Slavery of 1956, and to the Convention for the Suppression of Traffic in Persons and the Exploitation of the Prostitution of Others of 1949, with a view to making further recommendations for the eradication of slavery in all its manifestations.

In resolution 1331 (XLIV), adopted on the recommendation of the Commission, the Economic and Social Council condemned slavery, including the slavery-like practices of *apartheid*, colonialism, the slave trade and similar institutions and practices, such as marriages without consent, traffic in persons for purposes of prostitution, transference and inheritance of women and other similar degrading practices. The Council also addressed a number of recommendations to Member States, specialized agencies and the non-governmental organizations concerned, aimed at the elimination of slavery and slavery-like practices of *apartheid* and colonialism and all their manifestations.

#### 6. Family planning and the status of women

An interim report of the Secretary-General on family planning and the status of women, prepared in accordance with Commission resolution 7 (XVIII) and submitted to it at its twenty-first session, described recent policy of organizations within the United Nations family in the field of population and family planning, as well as national family planning programmes, and indicated a number of factors which appeared to require consideration in the further study of the relationship between family planning and the status of women.

In resolution 7 (XXI), the Commission decided to appoint a special rapporteur to continue the study of the status of women and family planning and to report on the further measures that might be taken by the Commission in this field, if possible at its twenty-third session.

The Economic and Social Council approved the Commission's decision in resolution 1326 (XLIV). It also requested the Secretary-General to transmit the interim report to States Members of the United Nations and members of the specialized agencies, to the specialized agencies concerned and to interested non-governmental organizations. It invited interested Governments to undertake national surveys or case studies on the status of women and family planning, taking into account certain factors, and to make their findings available to the Secretary-General as the basis for a further report on the question. It invited specialized agencies concerned to co-operate in the further study of the status of women and family planning, and it requested interested non-governmental organizations to make any relevant material available to the Secretary-General.

#### 7. Access of women to education

The Secretary-General transmitted to the Commission on the Status of Women at its twenty-first session, a report by UNESCO on the access of girls and women to technical and vocational education, which formed the basis of a number of recommendations by the Commission, subsequently endorsed by the Council in resolution 1327 (XLIV). The Council, *inter alia*, requested the Secretary-General to draw up, in conjunction with the specialized agencies, an international policy aimed at promoting and accelerating technical and vocational training in line with the employment opportunities for broad sections of the female population in developing countries. It invited organizations within the United Nations system to intensify their co-operation in the fields of education, vocational guidance and training for girls and women by using every means of action available to them in order to promote the full participation of girls and women in economic and social development. The resolution also contained a number of suggestions to Member States when drawing up educational plans, in order to ensure to girls and women increased opportunities for technical and vocational training.

#### 8. Economic rights and opportunities for women

The Secretary-General transmitted to the Commission on the Status of Women at its twenty-first session, two reports prepared by the International Labour

Office: one on ILO activities of special interest from the standpoint of women's employment; and one on ILO activities related to repercussions of technological change on the employment and conditions of women workers.

Consideration of the latter report by the Commission resulted in the adoption of a resolution which the Council subsequently approved in its resolution 1328 (XLIV). The Council invited States Members of the United Nations and members of the specialized agen-

cies which are in a position to do so to undertake national surveys concerning the repercussions of scientific and technological progress on the conditions of work and employment of women and to make their findings available to the Secretary-General, who, in consultation with the ILO, would submit them in an appropriate form to the Commission at a future session.

Recommendations were also addressed to the ILO relating to the further study of this question.

## REFERENCES

### A. Human rights

For the report of the Commission on Human Rights on its twenty-fourth session (5 February-12 March 1968), see *Official Records of the Economic and Social Council, Forty-fourth Session, Supplement No. 4* (E/4475).

For relevant documents, see annex II to the above report.

For other relevant documents and a list of relevant records, see *Official Records of the Economic and Social Council, Forty-fourth Session, Annexes*, agenda items 13, 15 and 16; and *Official Records of the General Assembly, Twenty-second Session, Annexes*, agenda items 54, 55, 56, 57, 58, 59, 60 and 62.

### B. Status of women

For the report of the Commission on the Status of Women on its twenty-first session (20 January-19 February 1968), see *Official Records of the Economic and Social Council, Forty-fourth Session, Supplement No. 6* (E/4472).

For relevant documents, see annex I to the above report.

For other relevant documents and a list of relevant records, see *Official Records of the Economic and Social Council, Forty-fourth Session, Annexes*, agenda item 14; and *Official Records of the General Assembly, Twenty-second Session, Annexes*, agenda item 53.

## CHAPTER VII

# Economic and social questions

### A. General framework of development

#### 1. United Nations Development Decade

At its forty-third session, the Economic and Social Council considered the preparatory work being done for the second United Nations Development Decade. In its resolution 1260 (XLIII) of 3 August 1967 the Council requested the Secretary-General to continue the work to facilitate planning for concerted international action and also the work on guidelines and proposals for the period after the first Development Decade. Subsequently, in its resolution 2305 (XXII) of 13 December 1967 on this subject, the General Assembly requested the Secretary-General, in consultation with the Committee for Development Planning and the organizations in the United Nations system, to incorporate in his report on the preliminary framework of an international development strategy suggestions for harmonizing measures that could be considered by international organizations, on the one hand, and by developing and developed countries on the other. The General Assembly, in resolution 2293 (XXII), stressed the need to take fully into account, in the preparations for the next Decade, the role of social development in accelerating development goals. The Council also adopted resolution 1320 (XLIV) calling on the Committee for Development Planning to take into account a series of specific considerations of a social character in formulating its proposals for the Decade's goals and targets. The Commission for Social Development is to consider at its twentieth session in 1969 specific proposals regarding the social implications and prerequisites of the over-all development strategy to be elaborated for the coming Decade, as well as the goals and targets in the social field to be integrated into it.

As requested in resolution 1261 (XLIII) of the Economic and Social Council, a note was submitted by the Secretary-General to the Council's forty-fourth session regarding the feasibility and advisability of holding under United Nations auspices a meeting "for an exchange of ideas, principles and experiences" concerning economic development "among specialists in this field who would participate in their personal capacities".

A working group of the Committee for Development Planning met in August 1967 to consider the nature and scope of and the organizational arrangements for the preparatory work to be undertaken by the United Nations system for the second Development Decade. A note was presented to the third session of the Committee held in April and May 1968 indicating the results of the working group's deliberations.

A paper was prepared for submission to the Committee which took into account the requests contained in the Assembly and Council resolutions and the suggestions made by the working group. Preliminary estimates were given for some key elements of a draft framework for international development strategy for the second Development Decade. Two papers were also submitted by members of the Committee, one of which was entitled "Strategic factors in economic development and some proposals for the second Development Decade", and the other, "Comments on a procedure for reporting and evaluation of development progress during the nineteen seventies".

The report of the Committee and a note by the Secretary-General to the Economic and Social Council at its forty-fifth session contained the Committee's request that the comments and suggestions of the various organizations of the United Nations system should be obtained on a number of documents, including a preliminary sketch of the international strategy for development in the 1970s and a paper on quantitative implications of alternative rates of economic growth of developing countries in the coming decade and a comparative analysis of the available studies that are relevant for this subject.

In accordance with General Assembly resolution 2218 A (XXI), a survey was also prepared for submission to the Council on the various principles, directives and guidelines for action in the field of development, as contained in the resolutions, declarations and similar texts of the United Nations and related agencies and in other relevant sources.

#### 2. World economic and social situation

##### WORLD ECONOMIC SITUATION

As part of the preparatory work for the second Development Decade, part one of the *World Economic Survey, 1967* was devoted to a study of recent experience of developing countries. It examined closely some of the main problems encountered by individual countries in seeking to promote their development objectives, as well as a number of problems of an international character which have a significant bearing on individual countries.

The *Survey* examined the quantitative dimensions of the growth experience of developing countries in the 1955-1965 period as background to the subsequent review of major problems. Among the aspects of experience examined were the growth in population, national product, allocation of resources and industrial change. While attention was called to the experience



of developing countries as a whole, it was emphasized that one of the most significant aspects of recent experience was the great diversity in performance of individual countries.

Against this quantitative background, the *Survey* examined the experiences of individual countries in dealing with a number of particularly challenging problems. The problem areas examined related to agriculture, industry, the provision of economic infrastructure, the development of human resources, the development of exports and the increase, mobilization and channelling of investment finance. In each of these fields the *Survey* explored the nature and size of the problem, the reasons why some countries failed to solve certain problems, and the nature of the policies adopted by countries which had successfully met the challenge. The *Survey* also considered some of the problems of general economic management encountered over the past decade. The role of planning was studied and particular attention was devoted to the lessons learned by countries with planning experience. In the final chapter of part one the *Survey* examined the international environment for economic development, including trade problems and policies, the economic relations between the centrally planned economies and the developing countries and international aid practices and policies.

The salient features of the world economy during 1967 and early 1968 were examined in part two of the *Survey*, summarized below.

Over-all economic activity slowed down in 1967. World production, outside mainland China, for which available data are scanty, increased between 1966 and 1967 by about 4 per cent compared with nearly 5 per cent between 1965 and 1966. While industrial production slowed down rather sharply, especially in North America and western Europe, there were substantial increases in agricultural production, reflecting mainly very favourable outputs in some of the larger developing countries. World exports increased by less than 5 per cent between 1966 and 1967; this was not much more than half of the rate achieved in the previous year.

The slowdown in the developed market economies represented a continuation of the process following periods of rapid growth in the early sixties and consequent restraining policies for restoring external or internal balance. The major exception to this pattern has been Japan, which has experienced an acceleration in its economic activities since 1965. There were, however, signs of a resumption of faster growth in the developed market economies in the latter part of 1967 and early 1968, especially in such countries as the Federal Republic of Germany and the United States of America where deceleration between 1966 and 1967 was marked.

Although the slower growth of the developed economies contributed to dampening the trade and industrial activities of the developing countries, there was a dramatic recovery in agriculture, after a period of stagnation and decline. The rate of over-all growth rose from 3 per cent in 1965-1966 to about 5 per cent in 1966-1967, a recovery due not only to favourable weather conditions but also to the greater efforts made in this sector.

In the European centrally planned economies, the rate of growth between 1966 and 1967 was only slightly

lower than the 7 per cent recorded in the previous four years and surpassed the planned targets. This growth reflected an acceleration in industrial production combined with a deceleration in agricultural output. However, the performance of agriculture in 1967, in addition to an excellent harvest in the previous year, exerted a favourable impact on the economy as a whole. The continued overall expansion was achieved at the same time that priority was given to the raising of the levels of living and that consumption and new systems of planning and management were introduced. In mainland China, disruptions associated with the "Cultural Revolution" were especially marked in industry and communications, although the 1967 grain output was 10 per cent higher than in the previous year.

The year 1967 thus saw the continued need for improved management of the economic activities in the economies of different systems. At the international level, the urgent need for a viable international monetary system was dramatized by the devaluation of sterling and by the gold crisis. It was significant that a series of international co-operative measures were adopted for the speedy mobilization of credit facilities and the avoidance of competitive devaluation. In addition, agreement reached regarding the establishment of Special Drawing Rights represented a first step towards the deliberate creation of international reserves. The successful conclusion of Kennedy Round negotiations should pave the way towards further trade liberalization despite renewed demands for protectionism as an instrument of adjustment policy.

Co-operative efforts among the developing countries during the past year brought about closer regional ties, especially in Africa, where the previous trend had been towards disintegration.

#### WORLD SOCIAL SITUATION

The *1967 Report on the World Social Situation* was considered by the Commission for Social Development at its nineteenth session. This was the first in a new triennial series of reports requested by the General Assembly in its resolution 2215 (XXI) and concerned primarily with the first half of the United Nations Development Decade. The report noted that conditions in the education and health sectors in developing countries had improved, but that they remained unsatisfactory in other sectors, such as those of food production, employment, personal income, food consumption and housing. At the same time, the socio-economic gap between the developed and the developing nations continued to widen. Progress in the field of education had been offset in some places by a lowering of standards and by the continuing "brain drain". Furthermore, although the world-wide illiteracy rate had fallen, the absolute number of illiterates had increased.

The report also discussed problems of urban development where present trends reflected a lack of resources on the one hand and an inadequate urbanization strategy on the other, thus producing an immense problem of uncontrolled urban growth. In almost all the social sectors, there was a serious problem in implementing programmes owing to inadequate resources, ineffective administration and insufficient popular participation.

The report also dealt with the regions of Asia, Latin America, Africa, the Middle East, eastern European socialist countries and the Soviet Union, western Europe and North America. Asia remained

the poorest in terms of per capita income and barriers to social integration continued to exist despite the emergence of an industrial working class and a modern middle class. In Latin America, employment problems and agrarian reform remained intractable; disparities in income, inaccessibility of social services and the inability to influence the national decision-making process were also common to the region.

In Africa more than thirty former colonial territories had achieved independence during the decade, and the related political changes had affected both the development process and its achievements. Early hopes for rapid industrialization had not been realized in most countries and greater stress was being placed on the modernization of agriculture in consequence. In the Middle East, the major social problems included illiteracy, shortage of manpower in technical, managerial and administrative areas, inadequate nutrition, and a deteriorating housing situation.

In the eastern European socialist countries and the Soviet Union, increasing efforts had been made to make social and economic programmes support and strengthen each other. Measures had also been undertaken to narrow differentials in levels of living and improve the existing system of social security. While industrial expansion had continued in western Europe, the values of many of the indicators generally used to measure social advance had shown little change, although leisure time had greatly increased. In North America the extension and elaboration of social programmes had perhaps been the most significant development.

### 3. World population situation

United Nations activities in the field of population were reviewed by the Population Commission at its fourteenth session held in Geneva in October-November 1967. The Commission noted the accelerated expansion of these activities since its thirteenth session in March 1965, when it had recommended an expanded long-range programme to meet the needs of Member States. This programme had been endorsed by the Economic and Social Council in resolution 1084 (XXXIX) and by the General Assembly in resolution 2211 (XXI). Decisions emphasizing the importance of population programmes had been taken by the Council, the Assembly and other United Nations bodies, including the Commission on the Status of Women, the Committee for Programme and Co-ordination, the Advisory Committee on the Application of Science and Technology to Development and UNICEF. In addition, WHO, UNESCO and the ILO had received stronger mandates to expedite their activities in population and allied fields (see also chapter XI, section H).

The Commission also reviewed reports on the progress of demographic research and technical work, including: demographic studies and manuals; demographic projections; world demographic survey on urban and rural population; promotion of improvement in demographic statistics; reports on the 1965 World Population Conference and other meetings; demographic training; and proposals for five-year and two-year programmes of work.

The Commission drew up priorities of work for five-year and two-year programmes within the frame-

work of its long-range fifteen-year programme, taking into account the recommendations of the *Ad Hoc* Committee of Experts on Programmes in Fertility, the *Ad Hoc* Committee of Experts on Programmes in Demographic Aspects of Urbanization and the proposals of the Secretary-General.

The Population Commission's report was submitted to the forty-fourth session of the Economic and Social Council for consideration. The Council deferred the discussion of some chapters of the report to its forty-fifth session, to be considered in connexion with the agenda item on population and its relation to economic and social development.

In response to General Assembly resolution 2211 (XXI), the United Nations, the relevant specialized agencies and the regional economic commissions put increased emphasis on population activities during the year. The Secretary-General established the trust fund for population activities in July 1967, based on voluntary contributions from Governments, non-governmental organizations and individuals, to supplement resources provided under the regular budget of the United Nations and the various United Nations programmes of technical co-operation. The Economic and Social Council emphasized population programmes in its resolution 1279 (XLIII), which urged all organizations within the United Nations system to make every effort, within their competence, to develop and render more effective their programmes in the field of population, including training, research, information and advisory services. The need for action programmes at the regional and country levels and suggestions for expanded activities in the field of population were discussed by the Executive Secretaries of the regional economic commissions at their annual meeting in July 1967. The Economic Commission for Asia and the Far East had adopted resolution 74 (XXIII) in April 1967, which welcomed General Assembly resolution 2211 (XXI), established the Asian Population Conference as a statutory organ of the Commission, to be convened every ten years starting around 1970, and emphasized the urgent needs of Governments for assistance in the population field.

The United Nations gave special attention in this period to technical co-operation activities, as it had been called upon to do by the General Assembly, particularly to those aimed at assisting countries where population problems were most acute. The three regional demographic training and research centres supported by the United Nations in Chile, India and the United Arab Republic provided training facilities for eighty-five students in 1967 from twenty-five countries in the respective regions. Advisory services and expert assistance continued to be furnished on request through regional advisers in the ECAFE region and the Middle East, through the staff of the demographic centre in Chile, and through provision of experts to Governments. In 1967, the services of United Nations experts were provided on request to Brazil, India, Iran, Jamaica, Kuwait, Morocco and the Sudan. A joint UN/WHO Advisory Mission on Family Planning completed a two-month assignment in Pakistan in March 1968, at the request of the Government.

It is increasingly recognized by requesting Governments that United Nations experts can provide effective assistance, particularly in shortening the existing gap from demographic analysis to the development

of population programmes related to policies for economic and social planning. Such assistance is expected to be strengthened and expanded through the financial resources of the trust fund for population activities. Although the contributions received for this fund so far have been limited, it was possible shortly after the fund was established, within the resources available, to send a programming mission to Africa to assist the Executive Secretary of the Economic Commission for Africa in preparing an expanded African population programme. These resources have also been used to send an interagency mission to a Latin American country at the Government's request, in order to explore the possibility of establishing a demonstration project in maternal and child health and family planning; in addition, a mission requested by another Latin American country is now consulting with that Government on its needs for assistance. A series of projects to assist national programmes in population fields are being prepared in the Secretariat.

The Third and Fourth Inter-Agency Meetings on Programmes in the Field of Population were held in November 1967 and in February 1968 to continue the consultations between the United Nations, UNICEF, the ILO, FAO, UNESCO and WHO on activities in population fields. In view of the increasing population activities, the Administrative Committee on Co-ordination (ACC) decided at its forty-fifth session in April 1968 to replace the *ad hoc* meetings by a continuing inter-agency Sub-Committee on Population, in which it was hoped that the regional economic commissions would take an active part, in addition to consultations at the regional level. The ACC considered the mandates of the respective organizations in the fields of population, in accordance with resolution 1277 B (XLIII) of the Economic and Social Council, which invited the ACC and the agencies concerned to give fuller treatment to population problems in their annual reports for 1968. These reports will be considered by the Council at its forty-fifth session. Co-operative arrangements are being made for the preparation of consistent and co-ordinated demographic projections, required for the second Development Decade.

In addition to their implications for economic and social development, population questions have also been viewed during the past year in a broader perspective of human progress—taking into account ethical and cultural values and the rights of individuals. These new dimensions have been urged by several functional commissions of the Economic and Social Council and by certain specialized agencies, and have been emphasized in the declaration on population growth and human dignity and welfare signed by the Heads of State or Prime Ministers of thirty countries. The Declaration on Population by World Leaders, which proclaimed as a basic human right the opportunity for parents to decide the number and spacing of their children, was formally presented to the United Nations at a special ceremony on 11 December 1967.

A major substantive discussion on population problems in relation to economic and social development will take place at the forty-fifth session of the Economic and Social Council, as one of the two subjects to be discussed in depth in addition to the United Nations Development Decade. At that session, the Council will complete its discussion of the Population Commission's report and the draft resolution recommended by the Commission for adoption by the Council.

#### 4. International economic assistance to less developed countries

##### INTERNATIONAL FLOW OF CAPITAL TO LESS DEVELOPED COUNTRIES

In response to General Assembly resolution 2274 (XXII) and 2276 (XXII), the Secretary-General prepared two reports: one on recent trends of international flow of capital and assistance and the other on the recent flow of resources into and out of the developing countries. The reports reviewed recent action taken by developed countries to overcome the factors which have tended to affect their ability to increase the transfer of resources to the developing countries, and provided current information on the capital flow. The reviews served to extend the studies on *The External Financing of Economic Development, International Flow of Long-term Capital and Official Donations, 1962-1966*, parts of which were submitted to the Council at its forty-third session.

In reviewing the current background to the flow of resources in 1967 and the early part of 1968, the balance of payments problems and budgetary constraints in the developed market economies were noted. Furthermore, the growing awareness of the problems of disadvantaged groups and less developed regions in the more advanced countries themselves had sharpened competition for available resources.

In spite of the deterioration in the general climate for aid, however, preliminary figures indicated an increase in the volume of capital flow between 1966 and 1967. This reflected higher official disbursements as well as a recovery from the low level of private flow in 1966. As the combined gross national product of the developed market economies increased by only 7 per cent between 1966 and 1967, the target fulfilment ratio might have increased. Commitments of resources by the centrally planned economies in 1967 amounted to about 40 per cent of those of 1966.

The studies called attention to the growing problem of the reverse flow. In the nineteen sixties, receipts by the developed market economies of amortization of official loans to developing countries had risen from about \$400 million a year to about \$700 million. The net flow of investment income had apparently surpassed the \$5,000 million figure recorded in 1965. Furthermore, interest received from official loans doubled between 1961 and 1965, and in 1966 was approaching the \$500 million mark.

As regards the terms of assistance, the studies noted a downward trend in the share of grants and grant-like contributions in the total commitments of the developed market economies. On the other hand, there was a decline in the average rate of interest on official bilateral loan commitments and a lengthening of the average maturity and grace period.

Very little progress was observable in the untying of aid. A favourable trend, however, was discerned in the increased inclination of donor countries to provide assistance in non-project rather than in project form, and there was some improvement in the continuity of aid flows.

The report also reviewed the progress attained in the fulfilment of targets for the World Food Programme, UNDP and the replenishment of the International Development Association (IDA) funds. Re-

cent pledges have fallen short of the hoped-for targets. For the first time IDA contributions were linked with certain balance of payments safeguards, although the policy of international competitive bidding was maintained.

#### MOBILIZATION OF DOMESTIC AND FOREIGN RESOURCES FOR ECONOMIC DEVELOPMENT

##### *Fiscal policy and management*

During the year under review, the second United Nations Interregional Workshop on Problems of Budget Policy and Management in Developing Countries was held in Vedbaek, Denmark, from 4 to 15 September 1967. The Workshop was attended by thirty-three participants from thirty countries and by a representative from the International Monetary Fund. The Workshop discussed principally the problems of integration of government budget, public sector annual plans and national economic budget; problems of government accounting and financial management in the public sector; and considerations of efficiency in government expenditures. The substantive arrangements for the Workshop included the preparation of a draft manual for government accounting and documents on the other two subjects.

The Workshop recommended that all countries develop multi-year budget outlooks covering the same period as the medium-term plans as an aid in preparing the financial aspects of the development plans for these periods. It also urged all the countries to develop operational short-term plans corresponding to the budget periods. Other recommendations in the field of budgeting and planning included consideration of a two-year budget related to a two-year plan and a review of the existing organizational arrangements for budgeting and planning. In the field of government accounting, the Workshop has offered several useful suggestions for the revision of the draft manual for government accounting and, in view of the importance of this subject, has recommended a special interregional seminar to consider more extensively problems of government accounting and financial management in developing countries. The Workshop attached great importance to ensuring economy in government expenditures and stressed the significance of developing appropriate analytical techniques and organizational arrangements for the efficient execution of government programmes.

At the forty-third session of the Economic and Social Council, the Secretary-General submitted a note on Tax Reform Planning in Developing Countries, which outlined a framework for a methodological and analytical approach to tax reform planning and its institutionalization in developing countries. It stressed the need for continuing long-term tax planning coterminous with long-term development planning. The Economic and Social Council, in its resolution 1271 (XLIII), requested the Secretary-General "to carry out this programme and to assist interested governments of developing countries Members of the United Nations in their efforts to strengthen the structure and administration of their tax systems within the framework of such tax reform planning". To carry out this project, a few country case studies and a general report will have to be prepared, followed by a meeting of experts to consider and develop guidelines for tax reform planning in developing countries. A general

outline for the country case studies has been prepared and arrangements are being made for the preparation of a few country studies.

A Seminar on Income Tax Administration in African Countries was held at Dakar, Senegal, from 25 March to 5 April 1968. This Seminar was sponsored by UNDP and was organized jointly by the Fiscal and Financial Branch of the Department of Economic and Social Affairs and the United Nations African Institute for Economic Development and Planning. A manual on income tax administration, completed in the previous year, constituted the principal working document at this meeting. The meeting was attended by thirty-six participants from twenty-two African countries. The Seminar recommended, in particular, the organization of regional training programmes for higher grade tax officials in Africa. It also attached great importance to similar studies and seminars on problems of land taxes and indirect taxation.

The Secretariat also provided substantive support, in the form of twelve lectures to trainees on tax policy and administration, to a regional course on development financing in Africa organized by the United Nations African Institute for Economic Development and Planning.

During this year, a *Manual on Land Tax Administration* was also completed. This *Manual* deals with the techniques of valuation and effective administration and provides guidance to developing countries in strengthening their land tax systems as an aid in mobilization of domestic resources for economic development.

Technical assistance activities in the field of fiscal policy and management continued at a substantially high level. Assistance was provided to more than thirty countries in various fields, such as tax administration, tax policy, budget management, government accounting and local tax and financial administration machinery and procedures. Ceylon and Malta received significant assistance in tax policy problems. Assistance in the field of government budgeting and accounting, which was quite substantial, indicated efforts at the national level to introduce programme budgeting and to modernize accounting systems both in general government and in public enterprises. The interregional adviser in budgeting and accounting visited the Sudan and Somalia to advise the Governments on projects in the budgetary field. The interregional adviser in taxation serviced the African Seminar on Income Tax Administration and also the African regional course on development financing.

##### *Foreign investments in developing countries*

The Economic and Social Council had before it, at its forty-third session, the summary and conclusions of the Secretary-General's report entitled "Promotion of private foreign investment in developing countries". The report was also submitted to the second session of UNCTAD.

The report presented the findings and recommendations which have emerged from the comprehensive review and analysis of financial institutions and methods, and of economic, legal and administrative policies and measures which may serve to promote the flow of private capital and technological and managerial know-how to developing countries.



At its resumed forty-third session, the Council adopted resolution 1273 (XLIII) on the specific question of tax treaties between developed and developing countries dealt with in the report. In its resolution, the Council requested the Secretary-General to set up an *ad hoc* working group with the task of exploring ways and means for facilitating the conclusion of tax treaties between developed and developing countries, including the formulation, as appropriate, of possible guidelines and techniques for use in such tax treaties.

The Secretary-General held consultations with representatives of various interested Governments and agencies, as provided for in the resolution, in order to ensure the nomination for membership in the above group of top-level experts or tax administrators directly concerned with and fully experienced in the problems and negotiation of international tax agreements of both developed and developing countries.

At its resumed forty-third session, the Council adopted resolution 1286 (XLIII) on the promotion of private foreign investment in developing countries. The resolution asked the Governments of developed and developing countries to give serious consideration to the Secretary-General's specific recommendations of policy and action contained in the above-mentioned report. It requested the Secretary-General to consult with Governments and international organizations concerned on their experience with various problems and the opportunities for and means of applying the specific recommendations contained in the report. It further requested him to provide assistance to interested Governments in the application of measures to increase the flow of productive foreign investments under conditions acceptable to all parties concerned.

The United Nations Conference on Trade and Development, at its second session, also considered the report and adopted resolution 33 (II), which requested the Secretary-General in carrying out his tasks in this field to bear in mind considerations such as promotion, share of foreign and host country investors in capital investment, form of equity participation, management and training, investment opportunities and fields of foreign investment, patents and licences, taxation export of products, reinvestment, repatriation of capital and earnings, employment of foreign personnel and imports of machinery and equipment. The resolution also requested the Secretary-General to undertake a study of the economic effects of foreign investment, and expressed the hope that progress can be expedited in the study undertaken by the International Bank for Reconstruction and Development on multilateral investment insurance.

#### *Export credits and development financing*

The Secretary-General's final report on *Export Credits and Development Financing* was submitted to the Council at its forty-third session, as well as to the second session of UNCTAD. It consisted of two parts; the first, entitled "Current practices and problems" involved in the granting and use of export credits for the financing of economic development. The annex to part one showed the potentialities of export credits and export credit insurance in the promotion of exports and export industries in developing countries; part two, entitled "National export credit systems", described the export credit insurance and export credit systems in nineteen export credit supplying countries.

The Council adopted resolution 1270 (XLIII) in which it requested the Secretary-General to keep up to date the country studies included in part two of the above-mentioned report, and to consult with the appropriate national and international authorities on the best means of establishing the most practical national and regional schemes for the financing of capital goods exports by and among the developing countries, on the basis of the available experience of existing export credit schemes in developed and developing countries.

A resolution adopted at the second session of UNCTAD requested the United Nations and IBRD to continue in consultation with other institutions, the study of commercial credit as a means of assisting developing countries to increase their exports and to finance trade with each other, including ways in which facilities available to them might be strengthened and developed.

Technical assistance relating to financial policies and institutions covered many different fields, including central banking, development banking, bank accounting, external payments, supervision of insurance companies and export credit insurance. For example, an expert advised the Government of the United Republic of Tanzania on central banking matters; an expert advised the Development Bank of Burundi on means of strengthening its financial and technical resources; an expert undertook a preliminary mission to Honduras concerning the proposed establishment of a development fund; an expert advised the Algerian Government on external payments and exchange control; two experts advised the Governments of Nigeria and Thailand on the supervision of insurance companies; and another expert helped the Government of Malta to carry out a study on the feasibility of establishing an export credit insurance scheme and the organization of such a scheme. Fellowships for study and observation programmes in the above-mentioned fields were awarded to a number of government officials.

#### 5. Multilateral food aid

In response to Economic and Social Council resolution 1149 (XLI) and General Assembly resolution 2155 (XXI), the Secretary-General, in co-operation with the Director-General of the Food and Agriculture Organization of the United Nations, submitted a progress report in June 1967 to the Council. The report sought to place the question of food aid in the perspective of the economic development problems of the developing countries and of the over-all flow of external resources to them.

The General Assembly, in resolution 2300 (XXII), requested the Secretary-General to continue the programme of studies on multilateral food aid called for in resolution 2096 (XX) and to give particular attention, in the next phase of the study, to the problems of co-ordinating all food aid programmes. It also requested the Secretary-General to review and assess the adequacy of existing multilateral institutional arrangements for handling, in case of need, a substantially increased volume of food aid, including the possibility of modifying such arrangements. The Secretary-General complied with this request in a report to the forty-fifth session of the Economic and Social Council.

The report considered the position of the developing food deficit countries, examining briefly their current and prospective food situation in the light of earlier



projections and relevant developments that have taken place since the preparation of the progress report. The report considered a number of innovations in food production of far-reaching significance.

Taken together, these innovations have already set off a revolution in the agricultural sector of a number of developing countries. They confirm that the basic strategy for a solution of the world food imbalance should be to tackle vigorously the production problems in the developing countries with food deficits. It was stressed that help to this end and to the complementary end of ensuring effective control of the population growth should be a first priority of aid programmes organized by the rest of the world. It was also emphasized that measures to improve the trading prospects for food deficit countries would also be of assistance, since they would increase those countries' capacity to import food commercially.

The report pointed out that while this longer-term effort was gathering momentum, immediate food needs could be met only by transfers from countries with exportable surpluses. It discussed the ways in which food aid could, under proper safeguards, contribute to their economic development and welfare. The situation and problems of various types of countries (developed and developing food exporters, and developed food importing countries) as potential suppliers of food aid were examined against the background of global projections of supplies of the principal food aid commodities. The report also analysed the place of food aid in the total economic assistance provided by the donor countries, including the question of its real cost to them and the extent to which it competed with other forms of aid for the limited over-all resources available. It suggested institutional arrangements, which would facilitate the evolution of the over-all food aid effort as a specialized form of development assistance (including emergency relief and improved nutrition), functioning as efficiently as possible in conjunction with other forms of aid. Special emphasis was placed on the role that could be played by the United Nations system of agencies, including the World Food Programme. Food aid, it was emphasized, must be seen as only one part, a transitional part, of the whole complex of efforts to solve the food problem of the developing countries. The report endorsed a global strategy for these efforts, which encompassed development, population and trade.

## 6. Development planning and projections

A number of documents were prepared for submission to the Committee for Development Planning in 1968. These included three case studies prepared by the United Nations Centre for Development Planning, Projections and Policies on programmes for multi-national co-operation and integration in East, Central and West Africa and their implications for national planning, and a general paper on planning and plan implementation in Africa, prepared by the secretariat of the Economic Commission for Africa.

The Committee held its third session in Addis Ababa from 29 April to 10 May and discussed, in addition to the preparations for the second United Nations Development Decade, problems of plan implementation with special reference to Africa.

The report of the Committee to the forty-fifth session of the Economic and Social Council contained recom-

mendations on planning and plan implementation, including machinery for planning in Africa, the adoption of policies favourable to plan implementation, the collection of information for planning, the implementation of quantitative targets, problems of financing and the provision of international technical assistance for planning. The report also contained recommendations regarding multi-national economic co-operation and planning in Africa and organizational matters in connexion with the work of the Committee.

Work in progress in the Centre for Development Planning, Projections and Policies continues to be geared to the preparatory work for the Development Decade.

The third interregional seminar on development planning was held in Santiago in March 1968. The subject discussed at the seminar was "Policies for plan implementation, with special reference to Latin America". Among the papers submitted for the seminar was one on "Planning in Latin America" prepared by ECLA and one on "Progress and problems in the consideration of economic integration in development planning" prepared by the Latin American Institute for Economic and Social Planning. The proceedings of the seminar were prepared for publication.

## 7. Application of science and technology for the benefit of the less developed areas

The Advisory Committee on the Application of Science and Technology to Development held its eighth session at UNESCO Headquarters in Paris from 13 to 24 November 1967, and its ninth session in New York from 1 to 11 April 1968.

A comprehensive report containing specific proposals for increasing the supply and consumption of edible protein in the developing countries was submitted by the Advisory Committee to the Economic and Social Council at its forty-third session. Following its consideration of the report, the Council unanimously adopted resolution 1257 (XLIII) requesting the Secretary-General to draw the attention of States Members of the United Nations and members of the United Nations family of organizations concerned to the Advisory Committee's recommendations, and to undertake a review of the present and proposed programmes of the United Nations system of organizations, with a view to the possible reallocation of resources and submit a report on this review to the Council at its forty-fifth session. The resolution also asked Governments to distribute the report widely, stressed the importance of some of the proposals and recommended that the appropriate agencies should examine the Advisory Committee's proposals for the expansion of the scope and functions of the WHO/FAO/UNICEF Protein Advisory Group. As requested by the Council, the report entitled *Feeding the Expanding World Population: international action to avert the impending protein crisis* has been widely distributed to relevant and interested government agencies, universities, research institutions, scientific and technological organizations and professional societies, industrial organizations, and to leaders in government, science and industry in advanced and developing countries. As required by the Council resolution, a review is being prepared of the current work on protein in the United Nations system.

The General Assembly, at its twenty-second session, adopted resolution 2319 (XXII) endorsing the reso-

lution adopted earlier by the Council. The Assembly welcomed the policy objectives and the technical aspects of the proposals contained in the report and requested Governments to communicate to the Secretary-General by 1 July 1968 their comments and suggestions on present and proposed activities at the national level, related to various aspects of the protein problem. In implementing this resolution, and with a view to guiding Governments in responding to the resolution, the Secretary-General circulated a questionnaire to Governments on 18 January 1968. On the basis of the replies received and in close co-operation with the appropriate specialized agencies, the Secretary-General will submit a report to the Economic and Social Council at its forty-fifth session and to the General Assembly at its twenty-third session together with the comments from the Protein Advisory Group and the Advisory Committee.

In addition to edible protein, the Advisory Committee considered the following substantive items during the period under review: science education, natural resources and the world plan of action for the application of science and technology to development. The Advisory Committee adopted its first report on science education and recommended the convening of a working party on this subject in 1969 under the joint auspices of the Advisory Committee and UNESCO. The report on science education was considered by the Economic and Social Council at its forty-fourth session. At the conclusion of the debate, the Council adopted resolution 1309 (XLIV), in which it noted the report with appreciation and commended the suggestions contained in it for consideration by the appropriate bodies, including in particular UNESCO.

On natural resources, the Advisory Committee decided that the Secretariat should prepare the final draft of the report for its approval at the tenth session in December 1968. The purpose of this report is to assist Governments of developing countries in the formulation of policies directed towards gaining a fuller and more specific knowledge of their own natural resources and the possibility of developing and using those resources in promoting economic development, and to indicate the role of international co-operation in assisting developing countries in the application of science and technology to the study and utilization of their natural resources. The report is concerned with aspects of government resources policies, criteria of priorities, institution building, training, research and development, and surveys and utilization of natural resources.

The objectives of the World Plan of Action proposed by the Advisory Committee in its third report were approved by the Economic and Social Council in resolution 1155 (XLI). The General Assembly, at its twenty-second session, adopted resolution 2318 (XXII), re-endorsing the objectives of the proposed plan. The General Assembly resolution also recommended that Member States and United Nations agencies should endeavour to take full account, particularly in their bilateral aid programmes, of the aid requirements of the developing countries in the field of science and technology, and it invited UNDP, IBRD and related institutions, in the light of the objectives of the Plan, to consider making available additional resources to meet requests from developing countries for projects directed towards the application of science and technology to development. It requested the Advisory Committee, in continuing its work of establishing the World

Plan of Action: to consider carefully the regional aspects of such a plan; to ensure close co-ordination with the plans which were to be prepared for the next United Nations Development Decade; to review periodically the list of urgent problems for the solution of which it had recommended the launching of a concerted offensive, so that efforts and available resources would be concentrated to the greatest possible extent on problems having high priority; to report to the General Assembly at its twenty-fourth session, through the Economic and Social Council, on the progress achieved in this field.

The World Plan is being prepared, in close co-operation with the agencies and regional commissions, in three stages. Stage I, dealing with the analysis of the current and future programmes of the members of the United Nations family concerned, has been completed. The material on stage I and on stage IIA, which deals with the elaboration of the needs of the developing countries in the nine priority areas determined by the Advisory Committee, will be considered at the tenth session. A plan frame was prepared by the Secretariat and presented to the Advisory Committee at its ninth session to cover stage IIB—the possibilities for meeting the needs and recommendations for action in the nine sectors by the developing countries themselves, by advanced countries and by organizations in the United Nations system, and stage III—over-all approach, aggregation and problems across the board. The Advisory Committee was in general agreement with the proposals in the plan frame and agreed upon a time period of ten years, to begin on 1 January 1971. The plan would be divided into periods of five years in sectors for which such a division was appropriate.

The Advisory Committee also considered three reports which had been referred to it by the Council: a report on research into environmental pollution and measures for its control, prepared by WHO; a report on conservation and rational use of the environment, prepared by FAO and UNESCO; and a report on resources of the sea—beyond the continental shelf, prepared by the Secretary-General. The report on pollution and the report on conservation, together with the comments of the Advisory Committee, were considered by the Economic and Social Council at its forty-fourth session. Following a brief discussion, the Council adopted resolution 1310 (XLIV), in which it took note of the two reports, and decided to consider them further at a later session of the Council. The Advisory Committee also had before it reports on population problems done by the Population Division of the United Nations Secretariat and by WHO. In conjunction with the ninth session, a two-day seminar was held with leading North American scientists to discuss questions relating to links with developing countries. It is hoped that a similar seminar may be held with European scientists in conjunction with the tenth session of the Advisory Committee in the autumn of this year.

With a view to achieving close co-operation with the appropriate specialized agencies in the field of science and technology, the Sub-Committee on Science and Technology of the Advisory Committee on Co-ordination met three times during the period under review. The questions considered by the Sub-Committee included natural resources, the World Plan of Action and follow-up action on edible protein. The Advisory Committee's Regional Group for Asia met in August 1967 at ECAFE Headquarters in Bangkok.

Among the subjects discussed by the Group were the regional activities of the specialized agencies and the re-activation of research and development institutes in the regions which were tending to fall into disuse.

In its fifth report, submitted to the Economic and Social Council at its forty-fourth session, the Advisory Committee once again stressed the need for a small secretariat of highly qualified persons with professional background to service it, and strongly recommended that there should be a commensurate increase in the number of professional staff to enable the Office of the Director for Science and Technology to fulfill the increasing demands placed upon it.

## 8. Patents and the transfer of technology

An evaluation of the actual experience of developing countries regarding the effectiveness and cost of the transfer of foreign patented and non-patented know-how and technology was requested in General Assembly resolution 2091 (XX) and the third report of the Advisory Committee on the Application of Science and Technology to Development. A report providing a summary review of the principal problems arising in the transfer of technology to developing countries, including know-how and patents, was submitted to the second session of UNCTAD and to the Economic and Social Council at its forty-fourth session.

In co-operation with the United Nations Institute for Training and Research, preliminary work was undertaken on empirical pilot case studies in selected countries and different regions on the actual experience in the transfer of technology to developing countries through enterprise-to-enterprise (public or private) arrangements. A series of three preliminary case studies, of an exploratory nature, was submitted to the Economic and Social Council at its forty-fourth session. The progress report on these studies was prepared in response to Council resolution 1201 (XLII), which requested the Secretary-General to expedite these studies and to strengthen the related technical assistance activities.

The Advisory Committee on the Application of Science and Technology to Development, at its ninth session, also considered the progress report, and recommended in its report to the Council that the country case studies should be strengthened and accelerated.

The Council adopted resolution 1311 (XLIV) on 31 May 1968 which requested the Secretary-General to continue the comprehensive case studies, taking into account the adaptability of these studies to the needs and problems of the developing countries on a regional basis. The resolution also called on the Secretary-General to convene an interregional meeting of experts to evaluate, in the light of the studies, the effectiveness and cost of arrangements for the transfer of technology between enterprises (public and private).

## 9. Development and provision of basic statistical information

During the year work was done on the revision of the United Nations System of National Accounts, preparation of a system of statistics of the distribution of income and wealth, revision of the International Standard Industrial Classification of All Economic Activities, revision of the draft classification of external trade by Broad Economic Categories, revision of the

principles for a vital statistics system, revision of the international recommendations for a system of industrial statistics and preparation of international recommendations for construction statistics.

Pursuant to Economic and Social Council resolution 1109 (XL) of 7 March 1966, the Secretary-General convened an Expert Group on International Travel Statistics in Geneva from 26 to 30 June 1967. The Group made recommendations on the methods and definitions most suitable for improving statistics on tourism without increasing tourist formalities.

The International Computing Centre (ICC), established in November 1965, provided data-processing services to an ever-increasing number of units of the United Nations Secretariat, to other United Nations agencies, Governments, educational and private institutions.

Within the Statistical Office, the work of the International Trade Statistics Centre continued to be processed by ICC. National accounts statistics were fully computerized in 1967, and the *Yearbook of National Accounts Statistics, 1966*, was produced by photo-offset from computer print-outs. Work was begun on the computerization of both industrial and demographic statistics.

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 publications (*Statistical Yearbook, Demographic Yearbook, Yearbook of National Accounts Statistics, Yearbook of International Trade Statistics, World Trade Annual and Supplement, World Energy Supplies, Commodity Trade Statistics, Population and Vital Statistics Report, Monthly Bulletin of Statistics*), the following were issued during the year: *Commodity Imports, 1965, Share of the Developing Countries in the Imports of Principal Trading Nations* (a new publication showing the imports reported by twenty-four developed countries); *Compendium of Social Statistics, 1967; Bibliography of Industrial and Distributive-Trade Statistics* (third revision); *Input-Output Bibliography, 1963-1966; Statistical Notes*.

## 10. Economic and social consequences of disarmament

On 17 November 1967, the Secretary-General circulated a *note verbale* inviting Governments to provide information regarding any national studies which might have been undertaken in connexion with the conversion to peaceful uses of the resources released by disarmament. While the replies indicated that most Governments remained keenly aware of the nature of the economic and social tasks that would have to be undertaken in conjunction with disarmament, the responses did not lend themselves to comparative analysis. It might be noted, however, that there were few references to the possibility of using resources released by disarmament to augment the flow of assistance to developing countries.

## B. Social development

### 1. Social policy and research

The General Assembly at its twenty-second session, under the item on the world social situation, discussed

progress made in implementing its resolution 2215 (XXI) and Economic and Social Council resolution 1139 (XLI). In its resolution 2293 (XXII), the Assembly, among other things, called upon the Economic and Social Council to request the Committee for Development Planning to take fully into account the role of social development, particularly in the context of preparations for the second United Nations Development Decade. The Assembly appealed to Member States for a significant expansion of international assistance for development, and the Secretary-General was requested to exert appropriate efforts to meet the needs of developing countries in obtaining United Nations assistance in social development. The Secretary-General was also asked to submit, together with the next report on the world social situation, a separate report giving conclusions and suggestions directed towards the realization of progress in implementing programmes in the social field.

The preparation of regular reports on the world social situation continues to be a major function in the field of social policy and research; they are intended to provide a recurrent and comprehensive review of social conditions throughout the world, serving as a basis for the analysis of social policy issues in development. The *1967 Report on the World Social Situation* was considered by the Commission for Social Development at its nineteenth session and by the Economic and Social Council at its forty-fourth session; the General Assembly will study it at its twenty-third session, together with the conclusions and suggestions it had requested in its resolution 2215 (XXI). The 1967 report, which was the first in the new triennial series called for under the same resolution, was primarily concerned with reviewing conditions and trends, both regionally and sectorally, during the first half of the current Development Decade; it was also the first such report to include chapters on the economically advanced regions.

On the recommendation of the Commission, the Council, on 31 May 1968, adopted resolution 1320 (XLIV) on the world social situation, in which it called upon the Committee for Development Planning to take into account a series of specific considerations of a social character in formulating its proposals for the goals and programmes of the next Development Decade. These considerations included, among others, the need to formulate social as well as economic goals. The Council also requested the Secretary-General to report to the Commission for Social Development at its twentieth session on the progress made in implementing this resolution.

The Commission for Social Development, at its nineteenth session, considered and adopted a draft declaration on social development for further consideration by the Economic and Social Council and the General Assembly in 1968, in accordance with Assembly resolution 2215 (XXI). The draft declaration, as adopted by the Commission, contains a preamble and three parts dealing with the principles and objectives of social development and the means and methods for attaining them. At its forty-fourth session, the Council considered the draft declaration submitted by the Commission. It requested the Secretary-General to transmit it, together with the amendments proposed and the observations made during the session, to all States Member of the United Nations for their comments and observations and, with the comments of Governments, to the Assembly at its twenty-third session.

## 2. Social planning

In accordance with General Assembly resolution 2293 (XXII) and Economic and Social Council resolution 1139 (XLI), planning for social development has been given increasing emphasis in the work programme of the Commission for Social Development. Continuing attention is being given to the development of the methodology and practice of social planning: to the study of the interrelationships among the social sectors and between them and the economic sectors; to the concepts of social planning, such as levels of living, social needs and social costs; and to the techniques of social planning, including the allocation of resources. There has been continued demand by Governments for the services of interregional advisers in social planning and development. Among the problems of national social planning have been a lack of co-ordination among the various parts of governmental machinery responsible for social programmes, insufficient basic data necessary for the preparation, evaluation and revision of plans, and the shortage of trained personnel. Increased attention has therefore been given to providing training in social planning, in collaboration with the regional institutes. There is also a growing trend towards an integrated development planning approach, and social development personnel have taken part in a number of planning and programming missions under the technical assistance programme.

At its nineteenth session the Commission for Social Development approved proposals for a long-range work programme based on the recommendations of a group of experts on social policy and the distribution of income in the nation, convened in 1967 in accordance with Economic and Social Council resolution 1086 D (XXXIX). The first step in this programme entails analytical studies in selected countries with different political, social and economic systems, and at different stages of development; these studies will deal with major social policy measures and programmes having significant redistributive effects, contributing to the alleviation of poverty, and promoting equality of opportunity through a more equitable distribution of income and levels of living. The work to be undertaken in this field is expected to yield policy guidelines which will be of practical assistance to social planners and policy makers in developing countries. At its forty-fourth session, the Council adopted the resolution proposed by the Commission on this subject (resolution 1322 (XLIV)) and decided to consider the question of social policy and the distribution of national income as a separate item at a forthcoming session, in the light of the report of the group of experts and the Secretary-General's proposals for the programme of work in this field. It also requested the Commission to report periodically on the progress of its work.

The social aspects of industrialization are also being studied with a view to clarifying interrelationships and formulating practical policy guidelines for social planning. The Commission also approved, at its nineteenth session, a long-term programme for concerted international action in this field, which had been prepared in consultation with UNIDO, the specialized agencies concerned and the regional economic commissions and offices. The research aspect of the programme will be related to advisory services; specific studies are planned of social problems, issues and policies related to industrialization in selected regions, with emphasis on the social requirements of the industrialization process in the context of political and economic requirements.



The problems of urbanization have also been considered by the Commission, primarily in relation to industrialization. It had before it at the nineteenth session the report of the Interregional Seminar on Development Policies and Planning in Relation to Urbanization, held in Pittsburgh, Pennsylvania, in 1966. The Seminar's recommendations clearly indicate in which areas further work is required; the social policies and planning priorities include work aimed at making clear the character, determinants and interrelationships of the urbanization process.

The Commission also had before it the fourth progress report of the Board of the United Nations Research Institute for Social Development, covering the period from 1 December 1966 to 1 December 1967 and outlining the Institute's major projects for 1968. Research on the interrelations between social and economic development has already indicated some of the specific ways in which social factors combine and interact with economic factors in the development process. Research on levels of living having been essentially completed, the Institute is now concentrating on the development of a systematic methodology by which social factors can be incorporated into development plans along with economic factors. Under its programme of research on the adoption of change and innovation at the local level, the Institute is carrying out surveys of popular participation in development to identify obstacles to change and ways in which development projects can be more effectively introduced. The Institute is establishing a new programme of research in support of the research and training programme in regional development being carried out under Council resolution 1086 C (XXXIX). An important feature of the work of the Institute in the past year was the establishment of an electronic data bank.

### 3. Land reform

Under Economic and Social Council resolution 1213 (XLII), in collaboration with FAO and other specialized agencies concerned, work has begun on the preparation of the fifth report on progress in land reform. The report will have three major themes: investment and credit, administration and popular participation in relation to land reform.

There is a growing demand for assistance on the social aspects of land reform. A United Nations expert is attached to the Institute of Research and Training in Agrarian Reform in Chile. In Central America, an expert has been assigned to study the problems of land tenure of countries within the Central American Integration Programme. In Panama, a United Nations adviser, who began a community development mission a year after the establishment of the Agrarian Reform Commission, was concerned with community development work in support of the land reform programme. In the Democratic Republic of the Congo, Ecuador, Guyana, Laos, Paraguay and the Sudan, United Nations experts are dealing with land settlement, community development and related technical assistance. A study was made by a United Nations adviser in Venezuela evaluating the social aspects of that country's land reform programme.

A study tour-training course on the role of community development in national development with special reference to land reform and land settlement was held in Bangkok from 8 February to 13 March 1968. Participants from twelve countries in the ECAFE

region attended the course, which was intended to familiarize policy-makers and administrators with community development techniques and approaches in the planning and implementation of national socio-economic development projects.

### 4. Development and utilization of human resources

In response to Economic and Social Council resolution 1090 A (XXXIX) and General Assembly resolution 2083 (XX), the Secretary-General prepared a report on the development and utilization of human resources in developing countries, which dealt particularly with measures calculated to intensify concerted action by the United Nations organizations concerned with the training of national personnel for economic and social development. The report defined the concept of human resources, discussed problems of human resources development at the national level and made a number of detailed proposals for intensified concerted international action in this field.

The Economic and Social Council considered this report at its forty-third session. In its resolution 1274 (XLII), it invited the Governments of the Member States to transmit to the Secretary-General their observations on the recommendations made in the report to interested bodies in the United Nations system and, in consultation with them, through the Advisory Committee on Co-ordination, to examine the proposals it contained. Specific recommendations are to be submitted to the Council at its forty-fifth session on the implementation of the proposals, the priorities to be established among them and the arrangements that should be made for strengthening co-ordination. The Council also recommended that assistance by the United Nations system to Governments in drawing up their development plans should take into account the interdependence between economic objectives and the development of human resources. The Secretary-General was requested to report to the Council on the progress made in studies by organs of the United Nations system on the "brain-drain" problem. The Council invited the specialized agencies concerned and the United Nations, in planning programmes for the next Development Decade, to give special attention to the development and utilization of human resources as part of a dynamic employment policy. It also requested the regional economic commissions, the Commission for Social Development, the Commission on the Status of Women and the Population Commission, to take account in their work programmes of the close relationship between economic growth and social advancement. Lastly, it recommended that the United Nations Development Programme should continue to support education and training projects and to stress manpower requirements in development projects and take account of the need to begin, even before the investment stage, the training of the personnel required.

At its twenty-second session, the General Assembly discussed the development and utilization of human resources and the problem of the "brain drain". In its resolution 2259 (XXII), it requested Governments and interested United Nations organs to communicate to the Secretary-General their observations and comments on the role of the United Nations in training national technical personnel for the accelerated industrialization of the developing countries, in the light of the results achieved during the first half of the United Nations Development Decade. The Secretary-General was



requested to include in the report called for in General Assembly resolution 2090 (XX) the question of the drain of national technical personnel from the developing countries. The United Nations Industrial Development Organization was invited to contribute substantially to the report to be submitted to the General Assembly at its twenty-third session.

In its resolution 2320 (XXII), the General Assembly invited appropriate organs of the United Nations system to assist developing countries in adopting the necessary measures to identify and assess the obstacles to the optimum employment and utilization of their technical and professional personnel. The Assembly decided to keep this subject under review and to include in the provisional agenda of the twenty-third session a separate item on the outflow of trained professional and technical personnel from the developing to the developed countries, its causes, consequences and practical remedies for the problems arising from it.

The Commission for Social Development, at its nineteenth session, also considered the first report of the Secretary-General on the development and utilization of human resources in developing countries, together with a report by the International Labour Office on the creation of job opportunities and training of cadres in countries undergoing rapid modernization, which was concerned mainly with the question of promoting full employment, the development of skills, the training of cadres, the distribution of trained personnel, and human resources planning as part of general development planning.

The Commission adopted a resolution recommending that the Secretary-General, in preparing for the Economic and Social Council the report requested in its resolution 1274 (XLIII), should give high priority to certain substantive proposals. These included the need to take full account of the role of human resources in development and for national institutions to promote their use. The Commission also requested that measures should be taken to enlist popular participation, especially that of women and youth, in development; to advance rural development; to promote the health, education and welfare of children, youth and their families; to train national personnel for social research and planning; to continue the study of problems connected with the drain of qualified personnel, and in general to strengthen training and education in developing countries. The Commission urged the promotion in peace and freedom of the talents and the dignity of man particularly through education and full employment. Much of the Commission's long-range work programme is concerned with questions relating to human resources. As the Social Development Division has been assigned administrative responsibility for the implementation of Council resolution 1274 (XLIII), the scope of its work in this field has been significantly increased.

## 5. Regional and community development

The *1965 Report on the World Social Situation* noted that a major obstacle to development was the lack of widespread participation in the planning and implementation of development programmes. Increasing emphasis in the Social Development Division's work is placed on activities concerned with institution-building, organizational methods and related training activities for the mobilization and channelling of human

resources for participation in development. A study on local participation in development planning was published during the year, and popular participation in planning was a central topic considered at a seminar on methods of inducing social change for over-all development, held in Bangkok, from 25 July to 3 August 1967. The planning approach to this problem has been increasingly reflected in operational projects assisted by the United Nations.

Emphasis has also been placed on the task of developing institutions representative of and sensitive to local needs. Community development experts, for example, are working closely with the ministries of local government in a number of countries including Botswana, Lesotho, the Sudan and Swaziland. In Colombia, some 3,000 community action committees have been organized to mobilize the people for development purposes. On the basis of the experience of these and other countries, the Social Development Division is undertaking a study on institution-building at the local level, which will attempt to indicate those conditions which are conducive to the development of institutions which will favour over-all social and economic development.

An important trend towards integrated development programmes organized along district or regional lines makes it increasingly possible to maximize economies of scale and promote popular participation. Increasing attention to this question has also led to the redirection of community development work to a larger and more viable geographical unit than the village or small local community. For example, in Mexico the mobilization of human resources through community development has been an important component of *Plan Lerma*, to which United Nations advisers are attached. In Cameroon, a United Nations mission recommended a multisectoral development plan for the area opened up by the construction of a road linking Yabassy and Bafang. A technical mission to study the economic and social conditions of the hill tribes was sent to Thailand during 1967 at the request of the Government with a view to promoting the integration of these tribes into national life and to controlling the production and consumption of opium.

This trend coincided with the initiation by the Economic and Social Council of the programme of research and training on regional development (resolution 1086 C (XXXIX)). This programme is intended primarily to give the necessary focus to the social and demographic aspects of regional development, patterns of population distribution and resettlement, the development of human resources, and regional or area planning as an effective means of integrating economic, social and physical factors in development objectives. Based on the guidance of an advisory committee appointed for this purpose and on the recommendations of preparatory teams which visited regional development projects in seventeen countries covering all major regions of the world, a programme is being developed which will include fellowships in integrated regional development planning, short- and long-term training courses in integrated planning, implementation and research at national and international levels. As mentioned above, the United Nations Research Institute for Social Development in Geneva is undertaking research in support of this programme.

The World Food Programme has been increasingly associated with a variety of programmes dealing with

community development, rural improvement, institutional reforms and the development and training of community leaders and workers. About fifty such projects, of a value of approximately \$60 million in Programme assistance, are being implemented or considered in various countries. Periodic appraisals of these projects indicate that food aid under the Programme is a useful supplement in encouraging the collective efforts of the people in meeting community needs and in promoting the execution of national development programmes.

In collaboration with the Division of Human Rights, a report on the role of community development in raising the status of women was prepared for consideration by the Commission on the Status of Women in 1967. At the operational level, requests have been received from Afghanistan and Saudi Arabia for community development experts to work with women's groups. In Cameroon, Malawi and Togo, home economics and mothercraft have been promoted through community development activities with UNICEF assistance. In Kenya, Uganda and the United Republic of Tanzania, UNICEF has also continued to provide assistance for mother and child welfare through women's clubs.

## 6. Social welfare services

An interregional meeting of experts on social welfare organization and administration was convened at Geneva in August 1967. The meeting was provided with a preliminary comparative analysis of patterns of organization and administration of social welfare programmes, based on a series of country studies, which had been prepared in co-operation with the Governments of Canada, Jordan, Norway, Romania, the Union of Soviet Socialist Republics, the United Arab Republic and the United Kingdom.

Assistance in training has continued to receive high priority in the work programme in the social welfare field both at Headquarters and in the regions. A study group on the functions and preparation of voluntary workers in the social services was held in Cambridge, the United Kingdom, in June 1967, within the framework of the European Social Development Programme. A seminar on the relationship of social work education to development needs and problems was convened by ECAFE at Bangkok in January and February 1968.

Interagency consultations at the headquarters level, as well as regional meetings and field activities, showed a definite trend towards a concerted approach to the development of comprehensive programmes for women, children and youth. An *ad hoc* working group on home economics, which was convened in Rome (July 1967) and in Geneva (January 1968), discussed activities aimed at preparing women for their family and community responsibilities. As part of its programme of work in the area of planning, UNICEF sponsored jointly with the Division of Social Affairs of ECAFE and the United Nations Asian Institute for Economic Development and Planning a follow-up regional meeting held in July 1967 in Bangkok on planning for children and youth in national development. The need for a comprehensive approach to meeting the needs of the pre-school child was the main focus of two UNICEF-sponsored seminars, one for participants from developing regions, held at Tashkent and Moscow, USSR, in September 1967, and one for the Caribbean area, held in Barbados in November 1967, in co-operation with

the Social Development Division of the United Nations Secretariat and the specialized agencies concerned. The third *Ad Hoc* Inter-Agency Meeting on Youth met at Geneva in July and August 1967. A regional meeting on youth employment and national development was held at Niamey, Niger, in May 1968 under the sponsorship of ECA. A new interregional adviser on youth policies and programmes was appointed in May 1968 prior to which short-term consultations with Governments and programme assessments were undertaken by staff members in ten countries.

During 1967, thirty-nine advisers on social welfare services were assigned to twenty-five countries, and twenty-five fellowships were awarded to the nationals of fourteen Member States. Advisers on the planning organization and administration of social welfare services were made available to the Governments of fourteen countries, advisers on family, youth and child welfare were assigned to nine countries, and advisers on training for social welfare to eleven countries. Co-operation continued to be extended to UNICEF for the development of UNICEF-aided projects in the social welfare field and the social welfare component of projects assisted by UNICEF in other fields. Out of 496 projects aided by UNICEF by the end of 1967, seventy had received the technical approval of the Social Development Division. In many cases, technical support was provided from available headquarters, regional or field personnel.

With regard to the rehabilitation of the handicapped, three monographs in the series entitled "Basic services and equipment for rehabilitation centres" were published in several languages and distributed to rehabilitation agencies, institutes and personnel, particularly in developing countries. During 1967, nine advisers on the planning, organization and administration of national rehabilitation programmes and on the training of personnel in fields such as physiotherapy and prosthetics were made available to the Governments of eight countries. Sixteen fellowships on various aspects of rehabilitation were provided to nationals of nine countries.

## 7. Social defence

In social defence, work is being done mainly on the prevention of juvenile delinquency in the context of national development and on the economics of training of social defence personnel. Reports on these subjects are being prepared at the request of the Commission for Social Development.

United Nations social defence activities have been strengthened through the establishment by the Secretary-General of a social defence trust fund which is open to contributions from Governments, non-governmental organizations and private sources. By 15 May 1968, fifteen Governments had pledged themselves to make cash contributions. Under the funds-in-trust, a United Nations Social Defence Research Institute has been established in Rome to undertake research on the prevention and control of juvenile and adult criminality.

The United Nations Asia and Far East Social Defence Institute held three national training courses during the year. Fifty-eight persons from countries in the region completed these courses, one of which, a pilot project in group training, was held in co-operation with the Division of Human Rights; the pilot project concentrated on an investigation of human rights in the

administration of justice and in relation to penal sanctions. The Social Development Division participated in February 1968 in a study tour of facilities for the treatment of drug addicts in several Asian countries. Technical support was extended to a regional training course for juvenile court judges conducted in Caracas and sponsored jointly by UNICEF, the International Children's Institute and the Government of Venezuela.

Publications on social defence during this period included a study entitled "Capital Punishment: Developments 1961-1965", prepared by a United Nations consultant on the basis of a questionnaire addressed to Member States pursuant to General Assembly resolution 1918 (XVIII); this report supplements an earlier report on this subject covering the period 1956 to 1960. A special issue of the *International Review of Criminal Policy* (No. 24) on the economics of training for social defence personnel was published in 1967 and will serve as a background document for the second session of the United Nations Consultative Group on the Prevention of Crime and the Treatment of Offenders.

## 8. Review of technical co-operation activities in social development

At its eighteenth session, the Commission for Social Development gave considerable attention to operational activities for social development and recommended to the Economic and Social Council a draft resolution calling for a review of these activities for the purpose of strengthening the operational programmes of the United Nations system in the social field. This resolution was unanimously adopted by the Council at its forty-second session (resolution 1227 (XLII)). In accordance with the resolution, the Secretary-General designated five Special Rapporteurs to undertake "an examination and assessment of the different programmes and methods used by the United Nations family in the social field of technical assistance for the developing countries". These Special Rapporteurs, who are members of the Commission for Social Development, undertook consultations with the Governments of ten developing countries in the various regions, with UNDP interested units at United Nations Headquarters, the specialized agencies and UNICEF at Headquarters and at the regional and country level, UNIDO, the regional economic commissions, the International Bank for Reconstruction and Development, the Inter-American Development Bank, and with authorities concerned with bilateral assistance in five countries. A questionnaire was sent to the Governments of all developing countries to obtain basic information for the rapporteurs, and documentation was provided by the participating organizations and by the offices of the UNDP Resident Representatives in the countries visited. After the completion of their field work, the Special Rapporteurs met in Geneva to draft their report and formulate recommendations, which will be considered by the Commission for Social Development at its twentieth session in 1969.

The Commission gave further attention to questions of technical co-operation at its nineteenth session. On the recommendation of the Commission, the Council, at its forty-fourth session, adopted on 31 May 1968 resolution 1321 (XLIV), concerned primarily with the regular programme of technical assistance. It noted that the regular programme had provided an effective means for initiating operational activities in the social field for meeting new and urgent requests for assistance, and

for preparing the way for comprehensive and longer-term projects eligible for assistance under UNDP. The Council requested the Secretary-General, in preparing the study on the purpose and objectives of the regular programme for the seventh session of the Governing Council of UNDP, to give particular attention to the role of the regular programme in promoting social development, and "in helping to ensure an adequate increase in, and the maximum effectiveness of, the United Nations technical co-operation services as a whole, in terms of their ability to meet the needs for assistance in the social field". The Council urged Governments to make effective use for social development purposes of the resources of UNDP and called upon them to continue to improve their planning methods and machinery in order to facilitate the formulation whenever appropriate, of "integrated requests to UNDP in which the social, economic and administrative aspects are taken fully into account".

## C. Development and utilization of natural resources

The Secretary-General's Survey Programme for the Development of Natural Resources was presented to the Economic and Social Council at its forty-second session. This integrated programme has a mineral component as well as water resources and energy components, as formulated by three groups of consultants.

The Council unanimously adopted resolution 1218 (XLII) on 1 June 1967, in which it approved the broad outlines of the survey programme as formulated by the three groups of consultants, requested the Secretary-General to initiate preparatory work for the execution of the survey programme to the extent that funds from various sources, including the UNDP, permitted drawing upon the data available from States Members of the United Nations and from the United Nations system of organizations, and decided to establish an *ad hoc* committee composed of the following twenty-two members: Algeria, Bulgaria, Cameroon, Canada, Czechoslovakia, France, Guatemala, India, Iraq, Italy, Mexico, Netherlands, Pakistan, Peru, Philippines, Sierra Leone, Togo, Union of Soviet Socialist Republics, United Kingdom, United Republic of Tanzania, United States of America and Venezuela.

In 1967, *ad hoc* committee held a total of eight meetings from September through December. It had before it a report by the Secretary-General on his consultations with the Administrator of the United Nations Development Programme concerning the possibility of financing from UNDP resources a part of the survey programme, and also two notes by the Secretary-General on the nature of the proposed programme and on possible ways of implementing it at that point.

The committee, at its last meeting, on 8 December 1967, unanimously approved its first report to the resumed forty-third session of the Economic and Social Council, in which it reviewed its activities carried out under Council resolution 1218 (XLII) and recommended a draft resolution for consideration by the Council at its forty-third session on 18 December 1967. The Council considered the report and unanimously approved its resolution 1287 (XLIII) as recommended by the committee, in which the Council requested the Secretary-General to proceed with the preparatory work for the execution of the survey programme, and invited member countries to co-operate in this work.

The General Assembly, at its twenty-second session, took note of the Secretary-General's report on the implementation of a five-year survey programme for the development of natural resources and of the statement made by the Under-Secretary for Economic and Social Affairs at the 1165th meeting of the Second Committee, on 4 December 1967. The Assembly, furthermore, provided funds, in the budget for the 1968 financial year, for the initiation of the preparatory work for the execution of the survey programme in accordance with the recommendation of the Economic and Social Council in its resolution 1218 (XLII).

The Resources and Transport Division has initiated this preparatory work and it is expected that it will be able to report to the *ad hoc* committee in the second half of 1968, and provide the committee with the detailed information it needs in order fully to carry out its tasks. In addition, the Resources and Transport Division gave its close co-operation to the Advisory Committee on the Application of Science and Technology to Development in the preparation of its report on the development and rational utilization of natural resources. A report of the Secretary-General on the development of natural resources was presented to the Economic and Social Council at its forty-fourth session. The report gives a comprehensive account of the subject, concentrating more particularly on operational experiences in the execution of technical co-operation projects.

### 1. Water resources

Aid for the development of water resources continued to be provided with the substantive assistance of the Resources and Transport Division, which served as the executing agency for eighteen Special Fund projects, three of which were completed in 1967 and one in the early part of 1968, while four were assigned to the United Nations in January 1968. In addition, twenty-nine experts on water resources were appointed and eight fellowships were awarded under the technical co-operation programme.

Research has continued on a number of subjects closely related to the operational problems of water resources development, and a study on the operational experience of water desalination plants and another on the economic criteria for water resources development are expected to be published sometime in 1968. The publication of the findings of a panel of experts dealing with the question of the relationship between the optimum size and load capacity of desalination plants and cost of the storage of water is expected to be carried out in the near future. The proceedings of the Inter-regional Seminar on the Economic Application of Water Desalination, held at United Nations Headquarters in 1965, were issued in 1967. The *Fifth Biennial Report on Water Resources Development* was submitted to the Economic and Social Council at its forty-fourth session.

### 2. Energy

The Resources and Transport Division was entrusted with carrying out eleven Special Fund projects in the field of energy; one of these projects was completed in 1967 and two were approved in January 1968. In addition, thirty-six experts were assigned to this field and twenty-two fellowships were granted under the technical co-operation programme.

A study on the utilization of oil shales, progress and prospects was published in 1967, and a short report of the Secretary-General on the development of petroleum and natural gas resources was presented to the Economic and Social Council at its forty-fourth session.

A seminar on petroleum administration in developing countries was held in Port-of-Spain, Trinidad, from 15 to 27 April 1968, in co-operation with the Government of Trinidad and Tobago. The seminar was attended by twenty-four senior officials of developing countries, who were responsible for the administration of petroleum affairs in their respective countries. The seminar was intended to serve as an intensive training course on petroleum administration in developing oil-producing countries, with particular emphasis on such matters as concessions, conservation policies, prices, taxation and fiscal measures, and the organization and operation of government machinery for petroleum administration.

In addition, arrangements have been made to hold a United Nations symposium on the development and utilization of oil shale resources in Tallinn, USSR, from 26 August to 9 September 1968.

### 3. Mineral resources

The Resources and Transport Division has been responsible for the execution and technical supervision of sixty-one Special Fund geological and mining projects. Eleven of these were completed in 1967 and the earlier part of 1968, while four new projects were assigned to the Division in June 1967 and seven in January 1968. In addition, forty-four experts were provided and thirty-four fellowships granted under the technical co-operation programme.

A number of geological and mining research projects are being carried out and a seminar on mineral exploration, with emphasis on geophysical techniques, was organized by the Resources and Transport Division with the co-operation of the Government of the USSR, was held in Moscow and Kursk from 3 to 22 July 1967. It was attended by forty participants from developing countries.

### 4. Surveying and mapping

The United Nations continues to act as the executing agency for four UNDP/Special Fund cartographical projects. Twenty technical assistance experts were assigned to various countries in such fields as topographic mapping, geodetic surveying, engineering surveys, hydrographic surveys and map reproduction. In addition, seventeen fellowships were awarded for studies to be carried out on such subjects as photogrammetry, photolithography and hydrography.

A Conference on the Standardization of Geographical Names was held at Geneva from 4 to 22 September 1967 and attended by one hundred representatives and observers from fifty-four countries and by twenty observers from specialized agencies, other intergovernmental organizations and international scientific organizations.

Among the recommendations adopted by the Conference were the following: the establishment of a United Nations Permanent Committee on Geographical Names, the establishment of a documentation centre within the Secretariat of the United Nations for the collection and dissemination of information on this subject, the preparation of bibliographies to be distributed



to Member States, and the holding of a second United Nations conference in the future.

A report on this conference and a report on the fifth United Nations Regional Cartographic Conference for Asia and the Far East were submitted to the Economic and Social Council at its forty-fourth session.

Volume VIII of *World Cartography*, a summary of world developments in the field of cartography, was published in June 1967.

## 5. Resources of the sea

Pursuant to Economic and Social Council resolution 1112 (XL) of 7 March 1966, a report of the Secretary-General on the resources of the sea beyond the continental shelf was prepared by the Resources and Transport Division, with the assistance of consultants, for the forty-fourth session of the Economic and Social Council. Part one of the report reviews the present knowledge of marine mineral resources beyond the continental shelf and the techniques now used or available for their exploration, evaluation and exploitation. Part two, on food resources of the sea beyond the continental shelf, excluding fish, deals with biological environment and a variety of problems arising in the harvesting of plankton, squid, whales, seals and the like. The possible limits of aquaculture are examined, as well as the various types of research still needed for the proper exploitation of the open sea.

The study undertaken in pursuance of General Assembly resolution 2172 (XXI) of 6 December 1966 has been completed. The resolution requested the Secretary-General to undertake a comprehensive survey of activities of organizations and Member States in marine science and technology and to formulate proposals for an expanded programme of international co-operation and promotion of marine science education.

The Secretary-General accordingly appointed a well-known specialist as his special consultant and called upon a group of experts composed of specialists nominated by the United Nations organizations concerned and of others acting in their private capacity to cover fields of expertise which were outside the competence of the aforementioned nominees. An *ad hoc* unit on marine science and technology was established under the direct supervision of the Under-Secretary-General for Economic and Social Affairs to co-ordinate the work of all the organizations concerned relating to the preparation of the report.

A questionnaire on the problems raised by the resolution was sent to all Governments of States Members of the United Nations and the United Nations organizations concerned were requested to provide the *ad hoc* unit with all pertinent information in their possession.

On the basis of the replies received, the *ad hoc* unit prepared a report in three sections. The first section presents some introductory observations relating to the importance of marine science and technology. The second reviews the activities of Member States, the mechanism for co-operation at the international level and questions related to education and training in marine science. The third section examines briefly the need to maximize international co-operation and sets forth the proposals which the Secretary-General, in accord with the executive heads of the organizations of

the United Nations, deems necessary to present to the General Assembly regarding an expanded programme to assist in better understanding of the marine environment through science, international co-operation for exploitation and development of marine resources (living and mineral), international action relating to the prevention of pollution of the sea, and an expanded programme of co-operation in the fields of education and training in marine science.

A number of annexes illustrating and expanding on the main body of the report provide complementary details on the activities of Member States and the various organizations concerned.

After the adoption of Economic and Social Council resolution 1112 (XL) and General Assembly resolution 2172 (XXI), the Assembly adopted resolution 2340 (XXII) on 18 December 1967. This resolution established an *Ad Hoc* Committee to Study the Peaceful Uses of the Sea-Bed and the Ocean Floor beyond the Limits of National Jurisdiction, and requested the Secretary-General, *inter alia*, to submit the results of the studies being undertaken in pursuance of the two previously mentioned resolutions to the *Ad Hoc* Committee (see also chapter III, section E).

## D. Housing, building and planning

### 1. Committee on Housing, Building and Planning

The Committee on Housing, Building and Planning held its fifth session in Geneva from 16 to 27 October 1967. Among matters discussed were: the world housing survey; co-ordination and co-operation in the field of housing, building and planning; public information in housing and urban development; rural housing and community facilities; financing of housing and community facilities; social aspects of housing and urban development; trends in house design; industrialization of building; research training programme on regional development; uncontrolled urban settlement; physical planning for tourism; training of national cadres and skilled personnel; the United Nations institute for documentation on housing, building and planning; international co-operation in housing, building and planning; and the work programme of the Committee on Housing, Building and Planning.

The Committee adopted a draft resolution for action by the Economic and Social Council requesting the General Assembly to reconsider the biennial reporting requirements specified in its resolution 2036 (XX) and to substitute a quinquennial housing survey of an analytical and comparative character. The resolution requested that, in view of the continuing shortages of staff resources for the Centre for Housing, Building and Planning and of the decision of the International Labour Organisation to proceed with a comprehensive world housing survey to be issued in 1970, the Secretary-General should consult with the ILO in order to secure its co-operation and to insure that its proposed housing survey would be of benefit to all parties. The Secretary-General was requested to initiate publication of a quinquennial housing survey in 1973 on the basis of data as current as possible.

In connexion with the report prepared by the Secretary-General in response to Economic and Social Council resolution 1223 (XLII), which requested the Secretary-General to prepare recommendations for focusing



world attention on housing problems and for world-wide action to remedy them, the Committee adopted a draft resolution recommending that serious consideration should be given to authorizing the commencement of a programme of public information on housing, building and planning; the convening of a conference of ministers; and the designation of an international year for housing and urban development. The Committee requested the Secretary-General to inquire first as to the willingness of all Member States to initiate practical programmes in support of the proposals, and then to appoint a working group from the Member States to assist him in undertaking such programmes as might be authorized.

Regarding the establishment of a United Nations institute for documentation on housing, building and planning, the Committee submitted a draft resolution for adoption by the Economic and Social Council, in which the Secretary-General was requested to approach Member States for funds to begin the work of implementation in order to establish the institute and, as a first step, when funds were available, to set up an advisory board which would be concerned with all aspects of the institute's work. The advisory board would define the functions of a working party, which would be established as soon as funds were available and be responsible for the detailed technical aspects of the preparatory phase.

The Committee discussed the work carried out under Council resolution 1170 (XLI) on the financing of housing and community facilities, which included the convening of a series of advisory group meetings, whose principal recommendation was that an international financial institution should be established. The Committee requested that a comprehensive report should be prepared on this subject for the sixth session.

The Committee adopted a resolution for approval by the Economic and Social Council establishing a working group on housing, building and planning to meet between sessions of the Council as an advisory panel to the Centre for Housing, Building and Planning, in view of the fact that the Committee on Housing, Building and Planning would be convened biennially beginning in 1968.

A report on uncontrolled urban settlement was submitted to the Committee on Housing, Building and Planning as part of the follow-up action on resolution 1224 (XLII). It emphasized the need to undertake a number of pilot demonstration projects which might be carried out in developing regions of the world. These projects will provide concrete examples of how to mobilize the inhabitants of uncontrolled urban settlements in action projects directed towards self-improvement. The Committee gave the highest priority to this project and urged Member States to give the necessary importance to such pilot projects in their requests for technical assistance.

#### ACTION BY THE ECONOMIC AND SOCIAL COUNCIL

At its forty-fourth session, which was held from 6 to 31 May 1968, the Economic and Social Council adopted three of the resolutions recommended by the Committee on Housing, Building and Planning with some changes.

The Council decided to take no action on the fourth draft resolution put forward by the Committee con-

cerning the establishment of a working group on housing, building and planning. Resolution 1299 (XLIV) on a world housing survey puts more emphasis on the question of rural housing than did the original draft summarized above. Resolution 1300 (XLIV) on the campaign to focus world attention on housing called for the Secretary-General to report to the Council through the Committee on Housing, Building and Planning.

The main change in the third draft resolution, later adopted as resolution 1301 (XLIV), related to the composition of the Advisory board of the proposed United Nations international institute for documentation on housing, building and planning. It was decided that all the regional commissions should be represented on the Board. The resolution also requested the Secretary-General to approach Member States for funds in connexion with the establishment of national and regional centres where necessary, with a view to the subsequent establishment of the Institute in New Delhi.

#### 2. Activities of the Centre for Housing, Building and Planning

The Centre has continued its work and has organized advisory group meetings on housing to assist the Secretary-General in determining the most effective means of mobilizing capital for housing, building and planning programmes in the developing countries. The second advisory group meeting was held in July 1967 in Geneva and was attended by twenty-four representatives from financial institutions in Europe, and North and South America. The third advisory group meeting will be held in 1968 to consider methods of financing in centrally planned economies. A comprehensive report will be prepared for submission to the sixth session of the Committee on Housing, Building and Planning.

In accordance with the terms of Economic and Social Council resolution 1168 (XLI), twelve case reports were assembled on social programming in the housing sector. However, work on this project has been postponed as these activities had been given only secondary priority by the Committee on Housing, Building and Planning. Reports have also been prepared on the United Nations interregional seminar on rural housing and community facilities, which was held in Venezuela in 1967, and on climatic factors in relation to housing design.

The Centre continued its work on the industrialization of building and the development of building materials industries, and improved materials and techniques for low-cost housing.

A seminar on prefabrication of houses for Latin America was held in Copenhagen, Denmark, from 13 August to 1 September 1967. The seminar was sponsored jointly by the United Nations and the Government of Denmark and was attended by thirty-four participants and observers from Latin American countries. The major purpose of the seminar was to exchange information on developments in building technology in so far as they could be applied to public housing projects.

In the period from 16 June 1967 to 15 June 1968, the activities of the Centre in the planning field were devoted especially to the initiation, development and substantive supervision of technical assistance projects under the United Nations Development Programme. The projects ranged from the training of physical

planning assistants to projects in urban planning requiring financing under the UNDP Special Fund component. Preparations for the coming year's seminars and the study on the urban land policies and land control measures continued.

During the past year, the Centre continued its work on the establishment of the United Nations institute for documentation on housing, building and planning in New Delhi, India. An expert group meeting was convened from 10 to 21 July in New York and from 21 to 31 August in New Delhi. The group prepared a technical report on the functions and operations of the institute, which was also to provide the basis for precise estimates of the financial requirements of the institute. The group considered the preparatory plans of the institute as well as its growth and operational aspects and prepared a report which was considered at the fifth session of the Committee on Housing, Building and Planning.

Work was also undertaken with respect to a proposed survey on the training of skilled manpower in the field of housing, building and planning which will be carried out by the ILO with the assistance of the United Nations.

A Documentation and Reference Unit within the Research Training and Information Section was established in the Centre in January 1968. The Unit collects, classifies, reviews, and disseminates current information and provides weekly lists of studies, reports, and publications on housing, building and planning.

### 3. Technical assistance activities

United Nations activities in housing, building and planning continued to increase, particularly those coming under the Special Fund component of UNDP. As of 30 June 1968, eighteen projects had qualified for Special Fund assistance at a total value of about \$16 million (under Special Fund earmarkings). By the end of 1968, it is expected that the Governing Council may have before it some ten new projects.

Under the Technical Assistance component of UNDP and the regular programme, including funds-in-trust arrangements, 142 experts provided advice on various aspects of housing, building and planning to fifty-seven countries. In addition, twelve experts and associate experts were assigned to the regional economic commissions excluding the Economic Commission for Europe and the United Nations Office in Beirut to assist requesting Governments of their respective regions in housing, building and planning problems.

In addition, three interregional advisers and three special technical advisers assisted developing countries in 1967. Provision is made for the same number of interregional advisers and technical advisers in 1968. The interregional advisers have responded to numerous governmental requests for direct assistance and have helped to prepare a number of draft requests for assistance under the Special Fund and Technical Assistance components of UNDP. Missions undertaken by these advisers have undoubtedly stimulated the interest of Governments in housing, building and planning projects and should ensure that the number of such projects will continue to increase in the future.

There is a clear tendency for technical assistance missions to develop into larger pre-investment projects

financed under the Special Fund component of UNDP as a result of the pioneering efforts of individuals and groups of experts. In addition an increasing number of associate experts are being deployed in projects under the Centre's supervision with continuing satisfactory results.

### 4. Action by other United Nations bodies

#### COMMITTEE FOR PROGRAMME AND CO-ORDINATION

The Committee for Programme and Co-ordination reviewed the work programme of the Centre for Housing, Building and Planning at its 108th and 109th meetings. It noted with satisfaction that the Committee had taken account of the comments made in its last report and that the work programme has been reoriented accordingly. The Committee welcomed the increase in manpower allocated to demonstration and pilot projects. It urged that, until additional resources become available, the number of continuing and new projects should be limited in order to make the most of existing resources. The Committee urged that in planning for the second Development Decade, housing should be a high priority area and that plans for the Decade's housing component should be prepared within the framework of industrialization and agricultural development programmes.

#### ADMINISTRATIVE COMMITTEE ON CO-ORDINATION

The Centre for Housing, Building and Planning acts as the secretariat for the ACC Working Group on Housing and Urbanization. In the meeting of the Working Group held in February 1968, the Centre continued its efforts to co-ordinate the work of different agencies having responsibilities in the field of housing, building and planning. Many non-governmental organizations, as well as the regional economic commissions and the specialized agencies, look to the Centre as the focal point for integrating international action in this field. At the February meeting, the Centre initiated action to co-ordinate policy, programmes and operational projects in housing, building and planning throughout the world.

#### STUDIES AND PUBLICATIONS

The following studies were published during the past year: *Social Aspects of Housing and Urban Development*; *Methods of Estimating Housing Needs*; *Principles and Recommendations for the 1970 Housing Census*; *Methods for Establishing Targets and Standards for Housing and Environmental Development*; and *Planning of Metropolitan Areas and New Towns*.

## E. Transport and travel

### 1. Transport development

Technical co-operation activities of the United Nations in the field of transport have continued unabated. One hundred twenty-eight experts were posted on assignments in different countries through United Nations technical assistance and fifty-seven fellowships were awarded to nationals of eighteen countries for studies abroad on a variety of transport development subjects. Of the six Special Fund projects which were continued from previous years, one was completed in 1967.

Pursuant to Economic and Social Council resolution 1202 (XLII), the Secretary-General submitted, at the forty-fourth session of the Council, two reports dealing respectively with the "Application of the scientific and technological advances to the transport development of developing countries" and "Division of responsibilities among the United Nations Secretariat units concerned with shipping and ports". The Council noted the former and decided to postpone consideration of the latter until its forty-fifth session, when it will also have before it in accordance with its resolution 1202 (XLII), a third report on the co-ordination and improvement of the activities of the United Nations system of organizations in the transport field.

The eighth session of the United Nations Ports and Shipping Training Centre took place in Copenhagen, Denmark, from 29 April to 22 May 1968. The session was attended by twenty-seven participants from various developing countries. In addition, preparations were made for an interregional seminar on technical, economic organizational and administrative aspects of inland water-borne transport, to be held in Leningrad, USSR, from 9 to 29 September 1968.

## 2. Road traffic

Preparatory work for the United Nations Conference on Road Traffic, to be held in Vienna from 7 October to 8 November 1968, was actively pursued.

In accordance with Economic and Social Council resolution 1129 (XLI), the Secretary-General prepared and circulated a revised draft Convention on Road Traffic and a revised draft Convention on Road Signs and Signals. Invitations to the Conference were sent to Governments, the specialized agencies and other international organizations concerned, together with a provisional agenda and the draft rules of procedure for the Conference.

## 3. Transport of dangerous goods

The Committee of Experts on the Transport of Dangerous Goods held its fifth session from 21 to 29 June 1967. It reviewed the activities of international organizations concerned, at the international level, with the drafting of regulations or recommendations on the transport of dangerous goods and noted with satisfaction the progress made in harmonizing such regulations and recommendations along the lines recommended by the Committee.

The Committee made some proposals for amendments to items on the lists contained in *Transport of Dangerous Goods (1966)* and for the insertion of new items and questions concerning the labelling of dangerous goods. After reviewing the reports of the Group of Experts on Explosives and the Group of Rapporteurs on the Packing of Dangerous Goods in respect of packaging standards and tests to which packages of dangerous goods should be submitted, the Committee gave these bodies guidance on the continuation of their work.

The Group of Experts on Explosives met from 26 February to 1 March 1968 and the Group of Rapporteurs on the Packing of Dangerous Goods from 11 to 15 September 1967 and from 4 to 15 March 1968.

The next session of the Committee will be held in 1969, when it is hoped that it will be in a position

to make consolidated proposals on the packing of dangerous goods.

## 4. Tourism

Further efforts to promote the expansion of tourism were made during the past year.

A short-term advisory mission was sent to Nepal, and an interregional adviser on tourism rendered short-term advisory services to China (Taiwan), Malta, Romania and Turkey. An expert in tourism was also provided on a short-term basis to Libya and the United Republic of Tanzania, and the services of five experts were provided on a longer-term basis to Ceylon, Libya, Mexico (two experts), and Morocco, respectively, and fifteen fellowships in tourism were awarded to nationals of six countries. In addition, a team of three experts began work in April 1968 on a six-month survey, in the form of a joint United Nations-African Development Bank project of tourism resources and problems in the countries of Western Africa. Assistance in tourism was also provided to Jamaica, Malta, Trinidad and Tobago, Yugoslavia and the Bahamas, in connexion with the United Nations technical aid in the field of physical planning.

Preparations are under way for holding a United Nations interregional seminar on tourism with special reference to developing countries. The seminar will be convened, in collaboration with the Government of Switzerland, from 2 October to 2 November 1968 in Bern.

Pursuant to paragraph 3 of Economic and Social Council resolution 1109 (XL), the Secretary-General convened, from 26 to 30 June 1967, in Geneva, an expert group on international travel statistics, to study in co-operation with UNCTAD and the International Union of Official Travel Organizations, methods and definitions suitable for use in the presentation of statistics on tourism. The report adopted by the Group was submitted to the Statistical Commission at its fifteenth session, held in New York from 26 February to 8 March 1968. The Statistical Commission requested the Secretariat to distribute the report to Member States for their information and to encourage progress in this field, particularly by holding seminars for the benefit of interested countries and by compiling manuals on appropriate statistical methods. The Commission was of the opinion that further work on travel statistics was necessary.

A report on the results achieved in realizing the aims of the International Tourism Year (1967) was being prepared by the Secretary-General in collaboration with the International Union of Official Travel Organizations, pursuant to General Assembly resolution 2148 (XXI) of 4 November 1966, for submission to the Economic and Social Council, probably at its forty-sixth session.

## F. Public administration

The United Nations programme in public administration gained new impetus and direction during the year as a result of the review carried out by the expert group convened by the Secretary-General in January 1967 and resolution 1199 (XLII), which the Economic and Social Council adopted after its examination of the

report of the meeting of experts on the United Nations programme in public administration. The Public Administration Branch was restored to the level of a separate substantive division. The regional economic commissions are also trying to strengthen their public administration units, but have been handicapped by lack of established posts. The number and scope of Special Fund projects which the Public Administration Division substantively supports have increased.

#### MAJOR ADMINISTRATIVE REFORM

Special attention continued to be given to requests for assistance from Governments actually engaged in or planning major administrative reforms required to accelerate economic and social development. Assistance usually takes the form of a survey by one or more experts, as in the case of Guyana and Libya, followed in some cases by the visit of a team of experts. For example, at the request of the Government of Brazil and the State of São Paulo, a regional adviser in public administration and a staff member of the Division made a survey of the need for administrative modernization of the State, particularly with a view to promoting industrial development. Their mission led to a request for a team of experts to assist the Government in carrying out the reforms. A major new development is the use by Iran of Special Fund financing to implement its administrative reform programme. Eighteen experts will be provided over a period of five years to assist the Government in installing a new personnel system and in effecting needed organizational changes in the process.

The Economic Commission for Asia and the Far East and the Economic Commission for Africa have arranged for the holding of regional seminars to facilitate exchange of information on approaches to major administrative reform. To support both regional and country projects, the Division has undertaken a comparative analysis of the experience of fourteen Governments in effecting major reforms in administration.

#### DEVELOPMENT ADMINISTRATION

Increased attention is being given to improving administrative aspects of planning and plan implementation. A seminar on the subject was jointly organized by the Economic Commission for Latin America, the Latin American Institute for Economic and Social Planning and the Public Administration Division at Santiago, Chile, in February 1968. The seminar focused attention on ways of increasing the administrative capability of countries in the region to implement development plans and programmes. The Division prepared two papers for the seminar, one on control of plans, programmes and projects, and the second on the administration of projects. It also made available a preliminary draft of a paper on appraising administrative capability in development planning, which was the subject of an expert meeting in September 1967.

The Division continued its support of technical co-operation projects related to administration and management of public enterprises. To increase the scope of materials available in this field, papers were published under the title *Role of Public Enterprises in the Formulation and Implementation of Development Plans in Centrally Planned Economies*. A draft report of a study was completed on the organization and ad-

ministration of public enterprises with special reference to their performance.

#### PERSONNEL ADMINISTRATION AND TRAINING

In-service training continues to be the major activity in the public administration programme, but it is being increasingly linked with administrative reform and improvement. The use of Special Fund financing is proving an effective method of assisting schools and institutes of public administration in Burundi, Colombia, Libya, Niger and Somalia, and of supporting the Central American Institute of Public Administration sponsored by six Governments in the subregions. In Colombia, the Institute is directly involved also in a major administrative reform programme, and elsewhere the institutes are either themselves engaged in administrative improvements or collaborate with technical co-operation experts assigned for that purpose. More fellowships in public administration were awarded to junior, middle and senior level officials for study abroad. This included the training of counterpart personnel serving in institutes of public administration aided by UNDP.

Individual experts advised on personnel administration and assisted in training in Algeria, the Democratic Republic of the Congo and Uruguay. An interregional adviser in personnel administration provided advisory services individually or as a member of a team in Ceylon, the countries of the East African Community, Iran, Malta, and Western Samoa. Similar short-term missions were carried out in Botswana, Lesotho and Swaziland, and in the Bahamas and Guyana to advise on the reorganization of the civil service and concomitant training needs. Almost all such short missions served as forerunners of major technical co-operation programmes including Special Fund projects.

Regional and interregional activities provided further support of national efforts to improve the quality of public personnel. The Division collaborated with ECAFE in its seminar on training needs in support of administration reform, held at Bangkok in October 1967. Preliminary work was completed for an interregional seminar on the development of senior administrators at Geneva in 1968. Manuscripts were submitted for publication on recruitment and selection in the public service of developing countries and on central personnel organization in developing countries, which were prepared for the United Nations by the International Institute of Administrative Sciences.

#### ORGANIZATION AND METHODS

Next to training in administration, what the Governments of developing countries want most is assistance in improving organization, administrative systems, records management and other activities related to management improvement. Advice on customs administration is also provided, with the co-operation of other offices concerned. Important projects directed towards management improvement were carried out by interregional advisers and other experts in Chile, Cyprus, Honduras, India, the Ivory Coast, Malta, Mauritania, Panama and Thailand. A staff member, at the request of the Government, carried out a survey of the United Nations public administration technical assistance programme in Yemen with special reference to the Institute of Public Administration. The ECA public administration unit conducted a course on organization and



methods in Ghana in June 1967 and prepared a manual on the subject for publication.

To provide greater assistance to country and regional projects, the Division completed and issued a manual on improvement of supply management. It has also prepared a draft on the organization of central management advisory services, which will be reviewed by an international expert group, and has initiated a study with the collaboration of the Communications, Archives and Records Service of the Secretariat to develop guides on records management for the use of developing countries.

#### DECENTRALIZATION AND LOCAL GOVERNMENT

Major technical co-operation projects in this field included the installation of a new system of regional and local administration in Niger, the conduct of correspondence training for local government officers in Uganda, training in local government administration and finance in Zambia and assistance to the Gambia in establishing machinery for regional co-operation. Important missions were also carried out in Cyprus and Lesotho. An interregional adviser provided advice on the organization of the capital cities of Honduras and Paraguay. Two experts helped to organize a Conference of Permanent Secretaries of Local Government from five African countries at Lusaka in September 1967.

The Government of Venezuela was assisted in planning for the use of Special Fund assistance for a national agency which provides credit, advisory services and training to municipalities. This will be the first Special Fund project to improve local government administration for development.

A seminar on central services to local authorities in Latin America was jointly sponsored by ECLA and the Public Administration Division at Headquarters, the latter having the main substantive responsibility. The seminar was held in May 1968 at Rio de Janeiro with the co-operation of the Brazilian Institute of Municipal Administration and the German Foundation for Developing Countries. The Foundation provided travel to the seminar and a local government study tour to the Federal Republic of Germany afterwards for the participants, who were all senior officials concerned with improving the development capability of local government units.

The Division's research in support of technical co-operation projects included the publication of *Local government training*; the completion of a draft report on administrative aspects of urbanization, which will be reviewed by an expert group in November 1968; the completion of case studies for a study of credit institutions for local authorities, which the Division is carrying out with the co-operation of the International Information Centre for Local Credit; and collaboration with FAO on a comparative study of the administration of land reform programmes.

### G. Special questions

#### 1. Narcotics control

#### TWENTY-SECOND SESSION OF THE COMMISSION ON NARCOTIC DRUGS AND FORTY-FOURTH SESSION OF THE ECONOMIC AND SOCIAL COUNCIL

The Commission on Narcotic Drugs held its twenty-second session at Geneva from 8 to 26 January 1968.

It had seven substantive items on its agenda, covering the following subjects: implementation of the narcotic treaties and international control; illicit traffic, abuse of drugs (drug addiction), in particular its economic and social aspects; opium, *cannabis* and coca leaf; questions relating to the control of psychotropic substances not under international control (barbiturates, tranquillizers, amphetamines, etc.); technical co-operation in narcotics control; and programme and priorities in the field of narcotic drugs. The Commission recommended six resolutions for adoption by the Economic and Social Council, which are summarized below. It also adopted two internal resolutions, one on the dangers of doping and the other on technical co-operation in narcotics control.

At its forty-fourth session, the Council took note of the report of the Commission in its twenty-second session and of the final report of the Permanent Central Narcotics Board and the Drug Supervisory Body. It adopted resolution 1290 (XLIV) recommending that the countries of the Near and Middle East which were concerned with the problem of illicit traffic should convene a meeting of their qualified representatives to make an effective study of all aspects of the campaign against illicit traffic in narcotic drugs in the region. The resolution also invited the Secretary-General to provide, within the limits of existing budgetary resources, any necessary advice and assistance at such a meeting.

The Council adopted resolution 1291 (XLIV) recommending that all countries concerned should increase their efforts to eradicate the abuse and illicit traffic in *cannabis* and promote research and advance additional medical and sociological information concerning this substance, and deal effectively with publicity which advocates legalization or tolerance of the non-medical use of *cannabis* as a harmless drug. It also adopted resolution 1292 (XLIV) on replacement of *cannabis* cultivation, congratulating the Government of Lebanon on its initiative in introducing the subsidized cultivation of sunflower seeds and other crops as a substitute for *cannabis* cultivation and recommending that this effort should be supported by all possible technical assistance within the resources and criteria of the United Nations programmes of technical assistance and those of the specialized agencies, in particular FAO.

Two resolutions were adopted by the Council on the control of substances not under international control (amphetamines, barbiturates, hallucinogens and tranquillizers). In resolution 1293 (XLIV) the Council recommended that Governments should adopt legislation to give effect to the following measures of national control over some psychotropic substances: availability on medical prescription only; supervision of all transactions from production to retail distribution; licensing of all producers; limitation of trade to authorized persons; prohibition of non-authorized possession for distribution. With regard to LSD, the Council adopted resolution 1294 (XLIV) recommending that Governments should re-examine their control measures with a view to making them more stringent. It further urged Governments to prohibit all use of LSD and similar hallucinogenic substances, except in medical or scientific institutions; to restrict the use of such substances to approved medical or scientific purposes; to prohibit the import and export of such substances except between Governments or between authorities



or organizations specifically approved by Governments for such import and export. It also recommended that Governments should consider appropriate measures to prevent the use of lysergic acid and other intermediate or precursor substances for illicit manufacture of LSD or similar hallucinogenic substances.

#### OPERATION OF THE INTERNATIONAL NARCOTICS TREATIES

Australia, Guatemala, Malaysia, Mexico, Norway, the Philippines, Turkey and the United States of America adhered to the Single Convention on Narcotic Drugs, 1961, thus bringing the total number of Parties to sixty-two. Cuba, furthermore, adhered to the Convention of 1936. At the Commission's request, the Secretary-General drew the attention of Governments again to General Assembly resolution 1774 (XVII) and Council resolution 914-C (XXXIV), suggesting that Governments take steps for early ratification of, or accession to, the 1961 Single Convention.

The Commission on Narcotic Drugs decided, upon the recommendation of WHO, to place in schedule IV of the 1961 Convention the drugs acutorphine and etorphine, which the Commission had agreed at its twenty-first session to include in schedule I, and to place codoxime in schedule I of that Convention.

The United Nations Laboratory continued its research on opium, *cannabis* and other substances such as "purple heroin". International co-operation in the United Nations research programmes was further broadened through the nomination of collaborating scientists by several Governments. Progress was also made in indexing scientific literature on narcotic drugs, and training in the Laboratory was provided for a number of fellows under technical assistance programmes.

The Commission and the Council considered the developments relating to the implementation of the international treaties on the basis of material communicated by Governments, such as annual reports, laws and regulations, seizure reports, notifications of change in the scope of international control, information relating to the implementation of resolutions and decisions of the United Nations organs, the recommendations by WHO, the final report of the Permanent Central Narcotics Board and Drug Supervisory Body on its work in 1967, and the statement of the Drug Supervisory Body on estimated world requirements of narcotic drugs in 1968. In the period under review, 123 annual reports for 1965 and 118 reports for 1966 were received, and seventy-six texts of laws and regulations were received from countries.

Furthermore, the following documents were prepared by the Secretary-General for distribution to Governments to facilitate their implementation of treaty obligations: a list of national authorities empowered to issue import certificates and export authorizations of narcotic drugs; a list of establishments authorized to manufacture narcotic drugs; a list of drugs under international control; and an addendum to the cumulative index of national laws and regulations, 1947-1965.

#### BULLETIN ON NARCOTICS

The Secretary-General published four issues of the *Bulletin on Narcotics* featuring articles and notes on problems of narcotics control in specific countries,

drug addiction and on scientific research concerning drugs and psychotropic substances.

#### WORK OF WHO IN THE FIELD OF NARCOTIC DRUGS

The Director-General of WHO submitted to the Commission the fourteenth report of the WHO Expert Committee on Mental Health. The Commission expressed its appreciation of the information provided on behalf of WHO.

#### REPORT OF THE PERMANENT CENTRAL NARCOTICS BOARD AND THE DRUG SUPERVISORY BODY

The Council took note with appreciation of the final report of the Permanent Central Narcotics Board and the Drug Supervisory Body. The report of the Board contained a review of the past, present and future aspects of the international narcotics situation. In introducing the report, the President of the Board made a statement on the development of the régime of narcotics control and paid tribute to numerous personalities associated with the Board's work during the last forty years. The Board drew attention to those difficulties which would be encountered if the Commission on Narcotic Drugs were required to meet only once in two years.

#### ILLCIT TRAFFIC

The Secretary-General received and processed 506 seizure reports covering a total of 601 individual seizures in respect of twenty-two countries. The Secretary-General also prepared for the Commission on Narcotic Drugs at its twenty-second session a review of the illicit traffic in narcotic drugs in 1966. This review included information received from the International Criminal Police Organization in respect of 739 seizures from fifty countries.

The serious situation with regard to illicit traffic persisted. The main centres of clandestine opium production were principally in the Middle East and in South-East Asia, while there was also some diversion from the licit production in Turkey and from the Indo-Pakistan subcontinent. The United States and Canada continued to be the target areas for the illicit traffic in morphine and heroin, while Hong Kong, Malaysia, Singapore, Thailand, and Iran and other countries of the Middle East were still afflicted by the narcotics problem. In the Middle East, large quantities of *cannabis* were being smuggled from several production areas. Attention was also drawn to the traffic in *cannabis* on the African continent. Cocaine was illicitly manufactured in those areas of South America where large quantities of coca leaf were available.

#### ABUSE OF DRUGS (DRUG ADDICTION)

The Commission studied the note by the Secretary-General on abuse of drugs containing an analysis of trends in the various regions of the world, as well as an analysis of the sources of the information received concerning the number of drug addicts, the extent of the use of the various narcotic drugs and suggestions for improving the collection of information. The Commission discussed the question of doping of athletes and adopted a resolution on the subject recommending that Governments should take all appropriate measures to prevent doping practices which were dangerous to health in view of the influence exercised by the

behaviour of champion athletes upon young people and even adults.

#### OPIMUM, COCA LEAF AND THE CONSUMPTION OF SYNTHETIC NARCOTIC DRUGS

The Commission studied the working paper prepared by the Secretariat covering the poppy straw process for the extraction of morphine and expressed appreciation of the comprehensive and balanced account made in the study of the many factors involved in morphine extraction. The Commission asked the Secretary-General to make available the report of the Consultative Group on Opium Problems held at New Delhi in October 1967. The Commission heard a statement on the coca leaf question by the representative of Peru, who said that a vigorous campaign was being carried on throughout the country to combat coca leaf chewing and that the Government of Peru considered the time had come to launch a large-scale programme for the replacement of the coca bush in accordance with Council resolution 1105 (XII). The Commission studied the document on synthetic narcotic drugs prepared by the Secretary-General and noted that natural narcotic drugs represented 90 per cent of the total consumption; synthetic drugs represented the remaining 10 per cent.

#### PSYCHOTROPIC SUBSTANCES NOT UNDER INTERNATIONAL CONTROL (AMPHETAMINES, BARBITURATES, HALLUCINOGENS AND TRANQUILLIZERS)

Special attention was given to questions relating to the control of psychotropic substances not under international control. The Council adopted two resolutions on the subject. The Commission noted with satisfaction that the Twentieth World Health Assembly had also adopted two resolutions, one endorsing strict control for LSD and related substances, and another on control measures for drugs of the sedative and stimulant types not yet under international control.

The Secretary-General had prepared for the Commission, in consultation with the Permanent Central Narcotics Board and WHO, a study on legal, administrative and other questions involved in extending control over these substances.

In the discussion of this study by the Commission two main points of view were represented. The majority of members considered that, for legal and practical reasons, a new treaty should be drafted to provide the necessary control for all psychotropic substances. Some delegations, on the other hand, felt that article 3 of the 1961 Single Convention was capable of being used for the control of psychotropic substances and that certain substances, such as amphetamines and LSD, could be immediately included in schedules I and IV respectively.

The Commission invited the Director of the Division of Narcotic Drugs to determine the content of the questionnaire to be sent to Governments about the extent of national legislation already in force or contemplated, the extent of international control they considered feasible and desirable, and such other data as might be relevant and useful. It also recommended that Governments should be invited to comment upon the control measures suggested and on the question of the applicability of the 1961 Convention. The Commission felt that the preparation of an international instrument should not be delayed pending the results

of the enquiry to be addressed to Governments. Accordingly, it invited the Secretary-General to begin the formulation of the operative part of a draft international instrument. The Commission agreed that it should give the highest priority to the question of control of psychotropic substances at its forthcoming session.

The Commission commented on the problem of the relation between the use of psychotropic substances and road accidents and felt that these substances should not be used without medical supervision during the operation of motor vehicles, aircraft or any form of heavy machinery.

#### TECHNICAL CO-OPERATION IN NARCOTICS CONTROL

A report by the Secretary-General described how the programme of technical assistance in narcotics control instituted under General Assembly resolution 1395 (XIV) had been carried out during 1967. The report stated that several fellowships had been granted for training in narcotics control. Expert services had been provided for the Government of Iran and the outposting of an officer from the Division of Narcotic Drugs to Thailand had been continued. Two regional projects had been completed: a seminar had been held in Addis Ababa for law enforcement officers in East Africa, attended by senior public health, police and customs officers; and a consultative group had met to discuss opium problems in New Delhi.

In view of the increased number of requests for technical assistance in the field of narcotics control, the Commission adopted a resolution requesting the Economic and Social Council to review the existing financial arrangements for technical co-operation programmes in narcotic control and to recommend such additional appropriations as it might consider necessary within the framework of the budget approved by the General Assembly, and taking into account existing priorities.

#### PROGRAMME AND PRIORITIES; CONTROL AND LIMITATION OF DOCUMENTATION; IMPLEMENTATION OF ECONOMIC AND SOCIAL COUNCIL RESOLUTION 1264 (XVIII)

The Commission adopted its work programme and recommended that the following continuing projects should have first priority: questions relating to control of psychotropic substances; abuse of drugs; scientific research on *cannabis*, opium and on other drugs which engender dependence; illicit traffic, not excluding, however, other important subjects which are usually studied by the Commission.

The Commission took a number of decisions concerning the limitation of documentation and the streamlining of its work. It decided, however, to consider the question of its biennial sessions and other matters at its next session.

#### 2. Office of the United Nations High Commissioner for Refugees

The General Assembly, in its resolution 2294 (XXII), decided to continue the Office of the United Nations High Commissioner for Refugees for a further period of five years from 1 January 1969.

The High Commissioner, in accordance with other provisions of the resolution, pursued his activities of

protection and assistance and continued to make every possible effort to facilitate the repatriation, local integration or resettlement on a voluntary basis of the refugees who were his concern, bearing in mind the ever increasing number of refugees in Africa.

In its resolution, the Assembly also urged States to lend their support to the humanitarian task of the Office of the High Commissioner and *inter alia* invited them to accede to the 1951 Convention relating to the Status of Refugees and to the 1967 Protocol to the Convention.

The period under review has been characterized by the extension of UNHCR's activities to a few areas where new refugee problems have emerged and by a certain stabilization of existing refugee situations.

#### INTERNATIONAL CO-OPERATION IN FAVOUR OF REFUGEES

In carrying out its activities, the Office of the High Commissioner has continued to benefit from close multilateral co-operation with Governments and other organizations. A striking example has been the Conference on the Legal, Economic and Social Aspects of African Refugee Problems held at Addis Ababa in October 1967, sponsored by UNHCR, ECA, OAU and the Dag Hammarskjöld Foundation, in which twenty-two African Governments participated. Another example of this multilateral co-operation was the European Refugee Campaign of 1966 which was presided over by His Royal Highness the Prince of the Netherlands, who was awarded the Nansen Medal in 1967.

Co-operation between UNHCR and other members of the United Nations system was also considerably further developed. Pursuant to General Assembly resolution 2294 (XXII), the High Commissioner was invited to attend the Inter-agency Consultative Board and to participate in the preparatory work of the second United Nations Development Decade. The Office of the High Commissioner is also actively participating in inter-agency activities in the fields of human rights, human resources, education and training and rural settlement. The World Food Programme provided UNHCR with emergency food supplies, and co-operation with UNDP, the ILO, FAO and WHO in the consolidation of the settlement of refugees in developing areas was further strengthened. It was further agreed that upon completion of UNHCR local settlement programmes for refugees, their integration should be included in the wider framework of development programmes carried out by other members of the United Nations system.

Close co-operation was being maintained with UNESCO, FAO, and the ILO in respect of the education and training of refugees, and with the administration of the United Nations special education and training programmes for South West Africa, for territories under Portuguese administration and for South Africans.

Co-operation with regional organizations, such as the Council of Europe, OAU and OAS has also been continued.

The non-governmental organizations and voluntary agencies working for refugees have continued to give their unstinting support to the work of UNHCR in the form of financial contributions, services or in other ways.

#### INTERNATIONAL PROTECTION

The past year was marked by two important events in the field of protection: the adoption by the General Assembly of a Declaration on Territorial Asylum and the coming into effect of the Protocol relating to the Status of Refugees, which extended the scope, *ratione personae*, of the 1951 Convention Relating to the Status of Refugees to persons who had become refugees as a result of events occurring after the 1951 date-line stipulated in that instrument. The benefits of the Convention might thus become available to the new groups of refugees, in keeping with the universal character of the statute of UNHCR.

By 15 June 1968 sixteen States had acceded to the Protocol. The number of parties to the 1951 Convention has increased to fifty-three.

The Office has continued to pay special attention to the observance of the fundamental principles of asylum and *non-refoulement* provided for in the 1951 Convention. Various measures in favour of these principles have been taken on the regional and national level.

International protection has assumed growing importance in the various countries where new refugee problems have emerged in Africa. A number of recommendations in respect of several aspects of protection have been adopted by the Addis Ababa Conference on the Legal, Economic and Social Aspects of African Refugee Problems.

Further effective measures to improve the legal position of refugees in a variety of fields, including in particular their economic and social rights, were also taken at a national level in a number of countries.

Further progress was also achieved in the indemnification of refugees who were victims of the national socialist régime in the Federal Republic of Germany.

#### PROGRAMMES OF MATERIAL ASSISTANCE

The period under review has been largely a period of stabilization and progress. Apart from one new problem of refugees in Africa and from a continuing influx in a few countries, UNHCR programmes have been mainly devoted to helping refugees to become self-supporting.

Projects outstanding from previous programmes, the current programme for 1967, whose target was fixed at some \$4,827,000 and the Emergency Fund, from which an amount of over \$206,000 was committed in 1967, again played a major role in contributing towards meeting the needs of over 222,000 non-settled refugees spread over more than fifty countries. Another 19,000 cases benefited from legal aid or supplementary aid.

The UNHCR programme attracted supporting contributions made by Governments of countries of residence, other Governments and organizations in cash or in kind and amounting to over \$7,373,000. In addition, mention should be made of the food supplies made available by the World Food Programme, amounting to some \$1.3 million, of the land placed at the disposal of refugees by countries of residence and of the services rendered by the authorities of these countries in their capacity as operational partners of UNHCR. Furthermore, special trust funds and contributions to the UNHCR Education Account, amounting to \$958,000, were transferred or committed by UNHCR for essential complementary projects outside the 1967 programme.

In addition to assisting refugees by facilitating their voluntary repatriation, resettlement through migration, or local integration, which are the three main solutions open to them, UNCHR has provided emergency relief to many of some 80,000 newcomers, most of them in Africa.

Special attention has been devoted to voluntary repatriation and UNHCR has participated financially in the return of some 1,000 refugees, most of whom were Congolese, to their homes.

Resettlement through migration has been valuable in permitting newly arriving refugees rapidly to leave their country of asylum in Europe. It has also become more significant as a solution to the problems of individual refugees in other parts of the world, such as Africa. It is hoped that the Bureau for the Placement and Resettlement of Refugees, established in accordance with a recommendation of the Addis Ababa Conference on the Legal, Economic and Social Aspects of African Refugee Problems, will facilitate the resettlement of individual refugees in Africa. During 1967, over 6,750 refugees were resettled with UNHCR financial assistance.

Local integration has again constituted the solution to the problems of the large majority of refugees whom UNHCR has been called upon to assist. This is mainly due to the fact that, in Africa, where the majority of non-settled refugees are at present to be found, rural integration is possible provided a certain amount of international assistance, varying from country to country, is provided in support of the efforts generously undertaken by the receiving country. Thus of a total of 222,000 refugees benefiting under UNHCR current operations and the Emergency Fund, 214,000 were assisted in their local integration, some 206,000 of whom were in Africa.

The beneficiaries have been for the most part Congolese, Ethiopian, Rwandese, Sudanese and refugees from Portuguese territories. They are now in Burundi, the Central African Republic, the Democratic Republic of the Congo, the Sudan, Uganda, the United Republic of Tanzania and Zambia.

Whereas in Europe and in Latin America, integration projects mainly include establishment assistance and the provision of simple housing, training in skills, physical rehabilitation and placement of the handicapped in institutions, in Africa and in Nepal the whole emphasis is placed on establishment in agriculture. As the refugees are often settled in new areas with little or no economic and social infrastructure, most projects entail such indispensable elements as the building of access roads and bridges, the clearing of bush, draining of marshes, as well as medical assistance and primary education. The infrastructure of most of the rural communities of refugees has made good progress. However, considerable efforts are still needed to insure that, once the refugees have attained a certain stage of self-sufficiency and UNHCR programmes are discontinued, the benefit of the efforts made is not lost.

The High Commissioner has reported that pending the implementation of a global UNDP development plan in the north-eastern part of Burundi, where there are many refugees, UNDP has agreed to participate in the financing of preliminary operations in 1968. The plan envisaged for 1969 should benefit the refugees and the local population alike.

Furthermore, an increasing number of refugees in Africa have benefited from assistance in their secondary education and training through the recently established UNHCR Education Account.

In Asia, progress has been made in respect of the local settlement of several thousand Tibetan refugees in Nepal. In India, some 50,000 Tibetan refugees are receiving assistance from government authorities and non-governmental organizations. Essential complementary assistance has been provided for 20,000 of them, mostly road workers, from the proceeds of the European Refugee Campaign, 1966.

In Macau, local settlement projects for Chinese refugees are being continued despite unstable political conditions. Only a few refugees of European origin left the mainland of China via Hong Kong in 1967. The considerable number of Chinese refugees in Hong Kong benefited from assistance rendered by the British authorities to the local population.

In the Middle East, the situation of refugees within the competence of UNHCR was affected by the events of June 1967 and a number of them required increased assistance with a view to their resettlement in other areas or their establishment in their country of residence. In Latin America, UNHCR continued to provide assistance for handicapped refugees no longer able to fend for themselves, mainly by providing vacancies for them in homes or having homes enlarged for this purpose in Argentina (Buenos Aires), Brazil (São Paulo), Chile (Santiago) and Venezuela (Caracas).

In Europe, where a considerable number of refugees come within the competence of UNHCR, most of them are satisfactorily settled with the exception of a small number for whom simple accommodation provided for under previous programmes is nearing completion.

With regard to the 13,500 new arrivals in 1967, of whom there were some 8,000 in Spain, the combined efforts of the authorities of receiving countries, of UNHCR, of Intergovernmental Committee for European Migration and of the voluntary agencies have made it possible to achieve solutions mostly through resettlement in other countries or through local integration. Particular attention has been devoted to the remaining severely handicapped refugees and thanks to the combined effort of Governments and organizations, solutions have been found for nearly all of the remaining cases.

#### ADMINISTRATIVE AND FINANCIAL QUESTIONS

In accordance with the recommendation of the *Ad Hoc* Committee of Experts to Examine the Finances of the United Nations and the Specialized Agencies to the effect that organs of the United Nations should review their conference programmes with a view to reducing total meeting time, the Executive Committee of the High Commissioner's programme decided to hold, as a rule, one session annually instead of two. At the end of April 1968, fifty-three Governments had contributed a total of \$3,068,655 towards the \$4,826,930 target of the 1967 programme; most of the balance was obtained from the proceeds of the European Refugee Campaign, 1966. In addition, contributions were received from both the governmental and the private sector specifically earmarked for essential complementary projects



outside the programme which amounted to some \$993,500 in 1967, as against \$550,000 during the preceding year.

While public interest in refugees continued to be considerable, as reflected in the results of the European Refugee Campaign, 1966, governmental contributions to the UNHCR current programme were still insufficient to enable the High Commissioner to meet the target set for that programme. Pursuant to the plea made by the General Assembly in its resolution 2294 (XXII) with a view to increased financial participation in the UNHCR programme, the High Commissioner launched an appeal in 1966 urging Governments which regularly contributed to the UNHCR programme to consider the possibility of increasing their annual participation, if they had not yet done so, and urging other Governments to participate in the financing of the current programme. By 30 April 1968, a total of \$2,982,052 had been paid, pledged or conditionally pledged by thirty-seven Governments against the present target of \$4,631,600; contributions paid or pledged contributions from the private sector amounted to \$589,568.

### 3. Relations with non-governmental organizations

The non-governmental organizations in consultative relationship with the Economic and Social Council now number 377. Of these, twelve are in category A, 143 in category B and 222 are on the Register of the Secretary-General.

During the year under review, non-governmental organizations submitted forty-nine written statements, which were circulated as documents of the Council or its commissions and other subsidiary bodies. In addition, organizations were heard on various occasions by the Council's Committee on Non-Governmental Organizations and by the Council, its commissions and other subsidiary bodies.

Pursuant to the provisions of Council resolution 1225 (XLII), the Committee on Non-Governmental Organizations, in May 1968, completed its revision of the criteria for admission to consultative status as well as the arrangements for consultations with non-governmental organizations, formulated rules for the suspension or withdrawal of status and reported thereon to the Council. The Committee also adopted a questionnaire, which was sent to non-governmental organizations granted consultative status by the Council requesting information on their current activities and sources for financing them. The Committee also took note of a Secretariat questionnaire which was sent to consultative non-governmental organizations in order to facilitate the work of the Committee in its review of the nature and activities of these organizations.

The Secretary-General administered the consultative arrangements established by the Council under resolution 288 B (X) 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 of the organizations. Material was prepared on the various organizations applying for consultative status. Under Council resolution 334 (XI), the Secre-

tariat continues to co-operate with the Union of International Associations in the preparation of the annual edition of their *Yearbook of International Organizations*.

### 4. Assistance in cases of natural disaster

The General Assembly, in resolution 2034 (XX) of 7 December 1965 on assistance in cases of natural disaster, authorized the Secretary-General "to draw on the Working Capital Fund in the amount of \$100,000 for emergency aid in any one year, with a normal ceiling of \$20,000 per country in the case of any one disaster". During the period under review, the Secretary-General provided assistance under the resolution on two occasions. In July, following a disastrous earthquake in Turkey, he authorized the expenditure of up to \$20,000 for the purchase of tents for emergency housing facilities. In February, following flooding in the Niger River basin, he authorized a similar sum for the purchase of tents to provide shelter for the homeless in Niger.

Resolution 2034 (XX) requests Member States, when offering emergency assistance in cases of natural disaster, to inform and make use of the appropriate standing machinery set up in the stricken countries and to inform the Secretary-General of the type of emergency assistance they are in a position to offer. The Secretary-General was informed by the Government of Norway in July that it had established a Surgical Disaster Unit and a Field Hygiene Team for the purpose of rendering emergency assistance at the request of a Member State in an area stricken by a major catastrophe. In December, the Government of Sweden informed the Secretary-General that the Swedish Stand-by Force for United Nations Service, which consisted of a technical unit organized, trained and equipped for use in connexion with peace-keeping operations, such as the restoration of war-stricken areas and the establishment of refugee camps, was also able and authorized to render assistance to countries stricken by natural disasters, such as earthquakes and floods. The availability of these units was brought to the attention of Governments and Resident Representatives of the UNDP as well as of the specialized agencies and the League of Red Cross Societies, so that all Governments would be fully informed of these sources of assistance.

The concluding paragraph of resolution 2034 (XX) provides for a review by the General Assembly at its twenty-third session of the arrangements authorizing the Secretary-General to draw on the Working Capital Fund in cases of natural disaster. The Secretary-General has submitted a note to the Economic and Social Council at its forty-fifth session reviewing developments under the resolution and containing his suggestions concerning an extension of the resolution.

At its forty-third session, the Economic and Social Council, taking note of earthquakes which had occurred in Turkey, Colombia and Venezuela, and of the heavy storm which had struck Pakistan, adopted on 1 August 1967 resolution 1254 (XLIII) in which it conveyed its sympathy to the peoples and Governments of the four countries and invited the Secretary-General and the specialized agencies to take such action as might be considered appropriate.

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#### 3. Land reform

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#### 5. Regional and community development

#### 6. Social Welfare services

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For other relevant documents, see:

- (a) *Official Records of the Economic and Social Council, Forty-fourth Session, Annexes*, agenda item 11;
- (b) *Social Aspects of Housing and Urban Development*: United Nations publication, Sales No.: 67.IV.12;
- (c) *Methods of Estimating Housing Needs*: United Nations publication, Sales No.: 67.XVII.15;
- (d) *Principles and Recommendations for the 1970 Housing Census*: United Nations publication, Sales No.: 67.XVII.4;
- (e) *Methods for Establishing Targets and Standards for Housing and Environmental Development*: United Nations publication, Sales No.: E.68.IV.5;
- (f) *Planning of Metropolitan Areas and New Towns*: United Nations publication, Sales No.: 67.IV.5.

### E. Transport and travel

For relevant documents, see:

- (a) *Official Records of the Economic and Social Council, Forty-second Session, Annexes*, agenda items 4 and 28; *ibid.*, *Resumed Forty-third Session, Annexes*, agenda item 11; and *ibid.*, *Forty-fourth Session, Annexes*, agenda item 4;
- (b) *Transport of Dangerous Goods, 1966*: United Nations publication, Sales No.: 67.VIII.2;
- (c) E/CN.2/CONF.5/28, 30 and 32.

### F. Public administration

For relevant documents, see:

- (a) *Official Records of the Economic and Social Council, Forty-second Session, Annexes*, agenda item 6;
- (b) United Nations Programme in Public Administration: Report of the Meeting of Experts: ST/TAO/M/38;
- (c) *Role of Public Enterprises in the Formulation and Implementation of Development Plans in Centrally Planned Economies*: United Nations publication, Sales No.: 67.II.H.5;
- (d) *Local Government Training*: United Nations publication, Sales No.: E.68.II.H.2.

**G. Special questions****1. Narcotics control**

For the report of the Commission on Narcotic Drugs on its twenty-second session (8-26 January 1968), see *Official Records of the Economic and Social Council, Forty-fourth Session, Supplement No. 2* (E/4455).

For a list of other relevant documents, see annex III to the above report.

For other relevant documents and a list of relevant records, see *Official Records of the Economic and Social Council, Forty-fourth Session, Annexes*, agenda item 12.

**2. Office of the United Nations High Commissioner for Refugees**

For relevant documents and a list of relevant records, see *Official Records of the Economic and Social Council, Forty-*

*third Session, Annexes*, agenda item 15; *ibid.*, *Resumed Forty-third Session, Annexes*, agenda item 12; *ibid.*, *Forty-fifth Session, Annexes*, agenda item 21; and *Official Records of the General Assembly, Twenty-second Session, Annexes*, agenda items 50 and 89.

**3. Relations with non-governmental organizations**

For relevant documents and a list of relevant records, see *Official Records of the Economic and Social Council, Forty-second Session, Annexes*, agenda item 20; *ibid.*, *Forty-fourth Session, Annexes*, agenda item 18.

**4. Assistance in cases of natural disaster**

For relevant documents and a list of relevant records, see *Official Records of the Economic and Social Council, Forty-third Session, Annexes*, agenda item 30.





## CHAPTER VIII

### Regional economic commissions

During the past year, the regional economic commissions of the United Nations intensified their efforts to increase the impact of their activities in the solution of economic and social problems of their respective regions. For this purpose, the commissions gave priority to pragmatic, creative and catalytic projects in their work programmes as well as to seeking improved means of co-ordination with other bodies and agencies in the United Nations family.

The meeting of the Executive Secretaries of regional economic commissions has provided an increasingly important means of co-ordinating programmes in which the regional commissions share competence with other United Nations organizations and agencies. The choice of New Delhi as the venue for the Executive Secretaries' meeting held at the end of January 1968 reflected a desire to bring this forum into close touch with developments during the early days of the second session of the United Nations Conference on Trade and Development (UNCTAD) held at New Delhi in February and March. Furthermore, the regional commissions assisted in the preparations for the second session of the Conference and participated in it. They were also closely associated with the International Symposium on Industrial Development held in November and December 1967 at Athens.

The remaining few years of the sixties will be crucial for the formulation of a development strategy for the next development decade. The Committee for Development Planning which has been entrusted with the formulation of the global strategy for development met in 1967 at the headquarters of the Economic Commission for Latin America (ECLA) and in 1968 at the headquarters of the Economic Commission for Africa (ECA). The fourth session of the Committee will meet next year at the headquarters of the Economic Commission for Asia and the Far East (ECAFE). By this and other means, the regional commissions are closely associated with the formulation of the global strategy for development. They will also be called upon to play their part towards the subsequent implementation of the second development decade programme.

The New Delhi session of the meeting of Executive Secretaries adopted a memorandum on measures to achieve closer co-ordination with the Resident Representatives of the United Nations Development Programme (UNDP). These proposals were subsequently discussed at the global meeting of UNDP and at the fifth session of the Inter-Agency Consultative Board.

The activities of the Economic Commission for Europe (ECE) in promoting East-West understand-

ing progressed further through the implementation of projects in such fields as techniques of development planning and the application of the latest technological methods to economic development and trade promotion. The General Assembly, in its resolution 2317 (XXII), called upon ECE to intensify and expand its efforts not only for the developed countries of Europe but also for the developing countries throughout the world. ECAFE strengthened its operational activities for the promotion of joint projects sponsored by two or more countries in the region. Particularly relevant are the projects undertaken by the Committee for Co-ordination of Joint Prospecting for Mineral Resources in Asian Offshore Areas and the Asian Industrial Development Council. The Commission at its recent session decided to establish a regional trade promotion centre, which will co-operate closely with the UNCTAD-GATT International Trade Centre in Geneva. The twentieth anniversary of ECLA was celebrated at the twelfth session of the Committee of the Whole. It adopted a declaration affirming the intention of member Governments to continue, through ECLA, their efforts to speed up the economic and social development of the region. The Economic Commission for Africa continued to make progress in its efforts to promote subregional economic co-operation and integration through the establishment of subregional intergovernmental machinery. The first meeting of African regional representatives of specialized agencies concerned and of the Executive Secretary of ECA was held in July 1967 at Accra indicating a further strengthening of the co-ordinating machinery in Africa of the activities under United Nations auspices.

#### A. *Economic Commission for Europe*

At its twenty-third session in April 1968, the Economic Commission for Europe unanimously adopted resolutions on the following: work of the Committee on the Development of Trade; United Nations Conference on Road Traffic, 1968; long-term programme and methods of work of the Commission; scientific and technological co-operation; work of the Commission relating to the chemical industry; industrial co-operation; and programme of work of the Commission for 1968/1969. Several other decisions relating to the Commission's activities in various other fields were also made.

The Committee on Agricultural Problems reviewed the development of European agriculture and agricultural policies in 1966 and 1967. The publication of the annual review of the agricultural situation in

Europe and of the annual reports on prices of agricultural products and fertilizers and on recent developments in agricultural trade in Europe was continued. The Committee also continued the exchange of technical information. Several study tours and field visits were organized, including a study tour of the Working Party on Mechanization of Agriculture in Czechoslovakia and Hungary.

The Coal Committee continued several studies concerning the factors affecting the structure of the European coal industry including methods for increasing productivity, through automation, advanced techniques in opencast mining, trends and structure of investments and costs and their influence on the competitiveness of coal. It also proceeded with its work on the application of operational research in the coal mining industry, as well as on the use of remote control. Study tours were organized on the utilization of ash, on ventilation problems, mechanized data collection and opencast mining.

The Committee on Electric Power continued to review the situation and prospects of the electric power supply industry in Europe as well as the state of rural electrification in 1966. It considered an analytical study on the structure of electricity tariffs applied in Europe. Legal experts studied the legal régime of electricity undertakings in Europe. A number of reports on specific subjects in the field of rural electrification and in that of the design and operation of thermal power plants were prepared for publication. Reports on certain aspects of burning run-of-mine coal and natural gas in thermal power stations were also prepared in co-operation with the Coal and Gas Committees respectively.

A concise report containing information on the energy situation in Europe for 1965 was issued and a further report for 1966 prepared. A study was prepared on the factors affecting the accuracy of energy planning and forecasting.

The Committee on Gas discussed the recent development and the likely immediate prospects of the European gas economy and initiated a study of the natural gas markets in Europe. Several studies on the use of gas are now on hand or about to be released. Concerning the transport of gas, the Committee has now elaborated a set of guiding principles with a view to giving adequate legal protection to international gas pipelines. Two international maps are being elaborated under the auspices of the Committee on Gas: one of natural gas deposits in Europe, the other on gas transmission networks in Europe.

The Committee on Housing, Building and Planning established a separate Sub-Committee to deal with the socio-economic aspects of housing policy. Studies in this field were started on such questions as the demand, organization and financing of housing. A directory of public authorities and principal organizations related to the building industry was compiled. A methodological study on techniques for appraising the quality of dwelling and housing areas was published. A conference of senior officials from national bodies concerned with urban and regional research was convened. A directory identifying such national bodies was compiled.

The Steel Committee, through its Working Group on the Steel Market, reviewed trends in the European

and world steel markets. Four issues of the *Quarterly Bulletin of Steel Statistics for Europe* and the annual *Statistics of World Trade in Steel, 1966*, were published. The Committee made a study tour in Italy at the invitation of the Government. Studies on the world market for iron ore and on world trade in steel and steel demand in developing countries, a paper on economic aspects of iron preparation, and further studies concerning the developing countries in Asia, Africa and Latin America and on engineering industries and industrialization were prepared and submitted to the International Symposium on Industrial Development. The issue of the bulletin of statistics on world trade in engineering products for 1966 was published during the past year. A study is being prepared on the economic aspects of automation with the assistance of national rapporteurs. A study is also being prepared on market trends and prospects for chemical products in ECE countries.

Under the auspices of the Inland Transport Committee, particular attention was devoted to provisions relating to the safety of road vehicles in general. Preparatory work on the revision of the 1949 Convention on Road Traffic and the 1949 Protocol on Road Signs and Signals was completed. An enquiry was carried out in order to decide whether the Agreement concerning the Work of Crews of Vehicles Engaged in International Road Transport (1962), which had not yet come into force, should be put into force as it stood or whether it would be preferable first to amend it. Consideration of problems relating to the introduction of automatic coupling, the standardization of rolling stock, and the electro-pneumatic brake continued. Considerable progress was made with regard to the harmonization of sets of regulations governing the international carriage of dangerous goods by all modes of transport. The revision of the annexes of the draft European Agreement on the Transport of Dangerous Goods by Inland Waterways was carried out. The preparation of the text of a new Agreement to replace that on Special Equipment for the Transport of Perishable Foodstuffs, signed in 1962, was actively pursued.

The Timber Committee reviewed the developments in the market for forest products in 1967 and the outlook for 1968. The Committee adopted its long-term programme of work for 1967/1968 to 1971/1972. In February 1968 a symposium on factors influencing the consumption of wood-based panel products was held at Geneva, and in September 1967 a study tour was organized in Yugoslavia. The Joint FAO/ECE/ILO Committee on Forest Working Techniques and Training of Forest Workers will hold its seventh session at Warsaw in June 1968, which will, *inter alia*, consider the mechanical harvesting of small-sized wood and forest residues. The Joint FAO/ECE Working Party on Forest and Forest Products Statistics at its seventh session at Geneva in March 1968, considered, among other items, felling forecasts, removals statistics and economic indicators.

The Committee on Development of Trade continued to keep under review developments in East-West trade and to make progress in improving trade facilities. It also initiated studies of trade problems of less developed countries members of ECE and of new forms of economic, industrial and technological-scientific co-operation.

At its fifteenth session the Conference of European Statisticians revised systems of national accounts and balances and prepared European recommendations for the 1970 population and housing censuses. A regional seminar on planning economic and social development was held at Prague in co-operation with the Government of Czechoslovakia.

Among other questions the Commission studied were the co-operation between ECE and UNIDO in the field of industrial development, the activities of ECE relating to the preparation for the second session of UNCTAD and the implementation of the declaration on the conversion to peaceful needs of the resources released by disarmament.

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

The twenty-fourth session of the Commission was held at Canberra in April 1968. The Commission adopted a draft resolution requesting the Economic and Social Council to consider favourably the inclusion of Fiji within the geographical scope of ECAFE and its admission as an associate member. Pursuant to Economic and Social Council resolution 1264 (XLIII), the Commission reviewed and made suggestions regarding a study on methods of work, conferences, documentation and the subsidiary bodies of the Commission, together with other preparatory documents prepared by the secretariat. In addition, it adopted a series of four resolutions on the following subjects: resources mobilization for technical co-operation; establishing a trade promotion centre; study courses on tariff and non-tariff matters in trade negotiations; and pre-investment survey of telecommunication links in the region.

The Commission noted that in 1967 the economic performance of the developing ECAFE region as a whole had shown a considerable improvement over the last two years. That advance, however, had come mainly from agricultural improvement; the growth of manufacturing output had yet to recover from the effects of the preceding crop and exports had shown little increase. The Commission also analysed the economic consequences of the hoped-for peace in Vietnam and considered factors likely to have an important influence on future growth in developing Asia, e.g., the policies of developed countries governing trade and aid and those affecting primary commodity exports. It suggested a number of specific measures to help solve the difficulties currently facing the primary-producer countries in the region. The Commission was concerned at the possible decline in the inflow of external aid in 1968 and underlined the need for developed countries to adopt an "expansionary spirit" and to draw up time-tables and make firm commitments for achieving the 1 per cent target set for the gross national product.

The Commission stressed the need for improved methods of implementing development plans. With respect to the second United Nations Development Decade, the Commission felt that the growth target to be formulated should be higher than that set for the previous Decade. This was in line with the region's growth potential and with increasing international acceptance of the principle of joint responsibility for world economic progress. Studies of eight selected developing ECAFE countries showed that a large net transfer of resources

to these countries, but still within the 1 per cent aid target, would be needed for the attainment of the stipulated growth rate targets.

The Commission regarded regional and subregional plan harmonization and economic co-operation on a commodity-by-commodity and project-by-project basis as increasingly important. It felt that the Ministerial Conference on Asian Economic Cooperation could co-ordinate the work on plan harmonization.

The Commission welcomed the experiment being carried out by the Asian Institute for Economic Development and Planning in presenting its 1967 advanced course in the form of five specialized courses held simultaneously; the Institute had also diversified its training programmes, conducted international and special seminars and would be ready to provide advisory services to countries during the period from 1969 to 1973.

The Commission noted the progress achieved by the Asian Development Bank during its first year of operation. A number of suggestions regarding the future activities of the Bank were discussed, including the possible undertaking by the Bank, on its own or in collaboration with ECAFE, of an industrial feasibility survey, and of specific studies and investments in certain other fields.

The Commission was concerned at the increasingly large trade deficit in the region. The drive of developing countries to promote their exports had been partly hampered by discriminatory practices in international trade. The recent UNCTAD resolutions on trade expansion, economic co-operation and regional integration among developing countries and on shipping and ocean freight rates were welcomed. The developing ECAFE countries expressed the wish that the various recommendations and resolutions adopted at the second UNCTAD session should be implemented without delay. Support was given to the proposal to establish an ECAFE trade promotion centre within the secretariat. The Commission expressed appreciation of the arrangements being made by the Government of Iran for the Second Asian International Trade Fair to be held at Tehran in 1969; and welcomed the offer of the Government of the Philippines to be host to the Third Asian International Trade Fair in 1971. The Commission emphasized that the problems of regional payments should be considered in conjunction with regional trade liberalization and plan harmonization. It was confirmed that the third Ministerial Conference on Asian Economic Co-operation would be convened in 1968.

The Commission commended the operational work undertaken by the Asian Industrial Development Council and the Committee for Co-ordination of Joint Prospecting for Mineral Resources in Asian Offshore Areas (CCOP), which had resulted in increasing manufacturing and mining activities. It endorsed the recommendations of the International Symposium on Industrialization held in Greece in December 1967 that the United Nations Industrial Development Organization (UNIDO) should appoint, in addition to its field advisers, regional liaison officers at the headquarters of the regional commissions. The Commission discussed the strategy for industrial development and considered the series of ECAFE/UNCTAD studies on export possibilities for manufactures and semi-manu-



factures; it welcomed the proposal to organize, jointly with UNCTAP, UNIDO and UNDP, an export promotion mission to assist countries to develop operational projects in key fields identified by the studies. Close contact was being maintained with the Advisory Committee on the Application of Science and Technology to Development and continuing attention was being given to such problems as the "protein gap" and the "brain drain".

The Netherlands Government had pledged a contribution of \$100,000 for the proposed study on long-term perspective for industrialization in the region, and several member countries, United Nations agencies and other organizations were considering the provision of expert or financial support for it. With regard to offshore prospecting, it was suggested that a co-ordinating arrangement similar to CCOP should be organized for countries bordering the Indian Ocean.

The Commission noted the general reorganization in the secretariat's work programme covering the transport and communications field, with emphasis on projects holding promise of action and tending to yield concrete results. It discussed the proposed regional transport survey recommended at a conference of officials from eight South-East Asian countries and the areas in which the assistance of the Asian Development Bank and ECAFE were being sought. With the co-operation of the Japanese Government, the operational work on the Trans-Asian Railway project had already been started. Support was given to the work on port surveys, the regional telecommunication network, and facilitation of traffic and tourist development.

Under the auspices of the Asian Highway Co-ordinating Committee, a vehicle reliability test was to be organized from Vientiane to Singapore in April 1969 by private enterprises. It was hoped that by 1970 at least one through-route in the highway system would be completed.

The Commission endorsed the proposal to prepare a manual for drafting water codes. A meeting on water resources planning was to be convened in 1968. Through the ECAFE *Ad Hoc* Water Resources Consulting Group, the aid-giving countries had been able to define, in consultation with the secretariat, suitable projects for possible assistance in that regard. A roving seminar was organized by the Advisory Group on Hydraulic Structures to impart training in various aspects of water resources development. The activities of the secretariat in the field of hydrology were considered. The Commission endorsed the establishment of a Typhoon Committee; it welcomed the plan of ECAFE and the World Meteorological Organization to cope with the cyclone problems and the proposal to convene a meeting of experts on cyclones early in 1969.

Construction work for the Prek Thnot project in Cambodia was expected to start during the 1968-1969 dry season. The Nam Ngum and other tributary projects in Laos had made substantial progress and work on the My Thuan bridge in Viet-Nam was to be completed soon. Hong Kong joined the international community co-operating in the work of the Committee for Co-ordination of Investigations of the Lower Mekong Basin.

The Commission agreed that countries of the region should conduct periodic basic industrial inquiries; it urged those countries which had not yet decided to

take the 1970 population and housing censuses to do so. The secretariat's efforts to establish a regional statistical institute deserved urgent attention. On data processing facilities, the Commission suggested that the feasibility of establishing a regional computer centre should be further studied and the subject discussed at its next session.

The Commission appraised the role of social development in the context of the general development process and suggested areas suitable for action by the secretariat or countries in social research, community development programmes, and social welfare services. The problem of population growth and its implications in the region were examined. The Commission endorsed the proposals for an Asian population programme.

The Commission noted that continuing support of research, extension work, supplies of agricultural requisites and institutional arrangements and incentives would be needed to help modernize the existing agricultural system in the region. The Food and Agricultural Organization of the United Nations planned to organize a meeting on incentives to farmers, possibly in co-operation with ECAFE. It would co-operate with ECAFE in holding a seminar on the implementation of land reforms in the region in 1969.

The Commission was concerned at the inadequacy of the ECAFE region's share of UNDP resources, despite the increase in over-all UNDP resources, and of other aid programmes. Countries in the region were urged to formulate more requests for sound subregional and regional projects with the help, if needed, of UNDP, the ECAFE secretariat and its regional advisers. Emphasis was laid on the need for an early start of new projects, such as the Asian Statistical Institute in Japan, and for support to be given to the proposals concerning applied industrial research, petroleum, public administration, etc. The Commission welcomed the secretariat's practice of accepting the services of non-reimbursable experts to work in a technical capacity in regional projects and expressed support for continuing that practice, which had the advantage of flexibility and speed and added to the Commission's resources. Welcoming the statements made by the heads of ECAFE and the Asian Development Bank on the possibilities of mutual co-operation between the two organizations, it expressed the hope that suitable working arrangements would be established between them. It requested the secretariat to prepare a paper on the role of UNDP and bilateral programmes in supporting regional and subregional projects and a survey of Asian institutes offering courses to foreign trainees.

The Commission recommended that training should be provided to administrative specialists in specific fields and that existing national institutions should, where necessary, be strengthened for use in training officers from other countries.

The Commission noted with satisfaction the contribution made by the World Food Programme to the countries' development and to the improvement of food production in Asia.

### C. Economic Commission for Latin America

During the past year the ECLA secretariat continued to carry out the programme laid down by the Commis-

sion at its twelfth session. In addition to its regular annual activities, such as the preparation of the *Economic Survey of Latin America* and the *Economic Bulletin for Latin America*, and the compilation and analysis of statistical series, it proceeded with the preparatory work for the second session of UNCTAD and once the session was over, started to evaluate the results for consideration by the Commission's Trade Committee and the Special Committee on Latin American Co-ordination. The secretariat co-operated with regional and subregional integration agencies. Closer attention was paid to social studies, especially in the field of structural changes, urban development, demographic trends and certain policy and planning problems. Background documents were prepared for various meetings which the secretariat organized or in which it took part, including those on the integration problems of the economically relatively less developed countries and on the trade policy of the developing countries members of the Commission. The studies on income distribution, economic policy, employment and human resources were continued, and descriptive analyses of various industries were prepared, with projections of their future prospects. The secretariat also compiled and analysed data on agricultural prices, and made headway in the study of water resources in several countries, as well as in the research on petroleum, mining, transport facilities and maritime freight rates. In the econometric field, progress was made in the formulation and analysis of economic projections by sectors and by countries.

During this period the secretariat was occupied with the organization of new activities. They included the preparation of special programmes for a study of the Caribbean Basin in connexion with ECLA's work on the economically relatively less developed countries, research on population and employment, and the strengthening of the programmes for co-operation with integration agencies, especially the Latin American Free Trade Association and the integration movement in the Caribbean.

The Mexico Office of ECLA proceeded with the Central American Economic Integration Programme. A significant proportion of the resources of that Office was devoted to the preparation of background documents for the meetings of the Central American Trade Sub-Committee and of the working groups on ports, electric energy and transport statistics. Headway was also made in respect of various projects relating to the Central American Common Market, and close co-ordination was maintained with the Central American integration agencies. Studies were also carried out on tax incentives and on the possibilities of standardizing credit for the livestock sector in Central America, together with others on industry, trade, agriculture and infrastructure in various countries. In addition, a start was made on complementary studies for the pulp and paper, pharmaceutical and iron and steel industries.

The twelfth session of the Committee of the Whole was held at Santiago from 23 to 25 April 1968. One of the items it examined was the economic situation of Latin America. The *Economic Survey of Latin America, 1967*, shows that in the past year the economic development of the region as a whole was once again unsatisfactory, as can be seen from the growth rate of the *per capita* product, which was

approximately 1.5 per cent. To judge from preliminary estimates, rates of development differ widely from one country to another, ranging from a 5 per cent drop in the aggregate product in Uruguay to an 8.5 per cent increase in Panama. Other features of the recent pattern of development are the fall in the world market prices of most of the commodities that constitute the bulk of Latin America's exports, and the fact that the current value of exports of goods and services remained stationary, so that there was a break in the upward trend followed since 1960. In view of the unfavourable evolution of prices, the maintenance of export values implied a considerable increase in the volume of exports. Notwithstanding these developments, imports continued to rise, exceeding their 1966 levels by just over 4 per cent. Latin America was more seriously affected than some other regions by the repercussions of the slower growth rate of the world economy and the slackening of international trade, and it lost further ground in world markets. Intraregional trade also remained relatively stationary for the first time in the present decade.

The *Survey* indicates that during 1967 progress was made in establishing institutional channels for Latin America's economic integration movement, including subregional agreements. The control of inflation has become one of the key objectives of economic policy. It was pursued in 1967 with varying degrees of success. Some countries made further headway, while others experienced grave setbacks.

The evolution of the sectoral product for Latin America as a whole shows a considerable increase in agricultural activity and a marked loss of dynamism in the manufacturing sector. The upturn in agricultural production was largely due to the expansion of crop farming in Argentina and Brazil. In Chile, Colombia, Peru and Mexico the increases were slight, and, as in the preceding year, the situation was very unfavourable in Uruguay. In contrast, Costa Rica, Cuba and Guatemala made marked progress.

The rate of expansion of manufacturing, which was only 3.6 per cent, was affected by the slow development of this sector in Argentina and Brazil; on the other hand, growth was vigorous in Mexico, Peru and Venezuela. Generally speaking, considerable progress was made in the intermediate goods and metal-transforming industries, while in the traditional industries there was a tendency towards stagnation.

Mining production (excluding petroleum) rose slightly, with increases in sulphur, tin, bauxite and lead. The output of copper and zinc remained more or less the same as in 1966, and the production of manganese, iron, gold and nitrate declined.

Generation of electric energy totalled 115,000 kWh, which implied an increase of 7 per cent and an average *per capita* consumption of 450 kWh. Production of hydrocarbons showed an expansion of 7 per cent. In construction, the 1967 rate of 6.6 per cent, although lower than that attained in 1966 (7.7 per cent), compared favourably with the average for 1960-1965 (2.4 per cent). The growth rate in the services sector (4.6 per cent) showed no significant variations in relation to the preceding five-year period.

On the occasion of the twentieth anniversary of the Commission's establishment, the Committee of the Whole, at its twelfth session, adopted a Declaration stating the intention of the member Governments to

continue, through the Commission, their efforts to speed up the economic and social development of the region, with a view to increasing the material and spiritual well-being of the Latin American peoples, forging closer economic links between the Latin American countries and between them and the other nations of the world, and thus helping to strengthen the regional economic integration process and to buttress international co-operation, and expressing their appreciation of the valuable technical contribution made by the secretariat of the Commission to the development of the Latin American countries.

The Committee of the Whole took cognizance of the Commission's preparatory work for the second session of UNCTAD, and of an objective statement on the results that had been achieved, embodied in the recommendations. It was deemed useful that the secretariat should further analyse the results obtained for consideration at the next session of the ECLA Trade Committee. The Committee of the Whole also considered the question of Latin American regional integration, mainly in the context of the problems of the economically relatively less developed countries and the Central American Economic Integration Programme.

At this session, the Committee of the Whole adopted only one resolution, admitting the West Indies Associated States as an associate member of the Commission.

During the year, the Commission sponsored or co-sponsored the following meetings and seminars: the Second Regional Course on Trade Policy; the inter-agency meetings on the economically relatively less developed countries; the Latin American Seminar on Prefabrication of Houses (Copenhagen); the Meeting of Latin American Experts in Industrial Development, held prior to the International Symposium on Industrial Development which took place in Athens; the Meeting on the Problems of Regional Integration of the Economically Relatively Less Developed Countries (Guatemala City); the Working Group on National Accounts; the Meeting on Long-Term Economic Projections; the Meeting of Government Experts of the Developing Countries Members of the Commission, which considered Latin America's position vis-à-vis the second session of UNCTAD; the Regional Inter-Agency Meeting on Community Development; the Seminar on Administrative Aspects of Plan Implementation; the Third Interregional Seminar on Development Planning; the Seminar on Central Services to Local Authorities (Rio de Janeiro); and the regional seminar on population and housing censuses.

The Commission continued to collaborate with other United Nations offices, particularly UNCTAD and UNIDO, and with specialized agencies, the Organization of American States, the Inter-American Development Bank, and with integration and other regional agencies. A salient development in this respect was the signing of an agreement on a programme of co-operation with the Latin American Free Trade Association in the fields of trade policy, industrial development, agriculture, maritime and land transport, and statistics.

#### D. *Economic Commission for Africa*

The ECA secretariat continued to lend support to the initiatives taken by member States to establish the institutional framework for economic co-operation at

the subregional level, and to give technical assistance, by undertaking special studies, to those institutions which had already started functioning with their own secretariats. Partly as a result of the activities of the Commission in the field of subregional economic co-operation in recent years, the potential scope for economic development in Africa has widened considerably. Many projects which were once regarded as being non-viable in an individual national context have been shown to be commercially and technically feasible within a multinational framework. Corresponding changes are emerging in the aid policies of some major donor countries and of the multilateral financial institutions, greater emphasis being now placed on the identification and financing of multinational projects. The future programme for the development of economic co-operation in Africa is directed at formulating the projects towards which this potentially available financing can be channelled.

In the West African subregion further developments have taken place since May 1967 when thirteen member States had signed at Accra the Articles of Association for the establishment of an Economic Community of West Africa. The Interim Council of Ministers set up at this time to prepare the Treaty, which would bring the Community into being, met for the first time in November 1967 at Dakar, Senegal, and, having considered a preliminary draft treaty prepared by a consultant, decided to have a new draft prepared to provide for the development of co-operation among the member States in all fields. Meanwhile, the four Heads of the Senegal River Basin States (Guinea, Mali, Mauritania and Senegal), in response to the initiative of the Head of State of Liberia, proposed that a Conference of Heads of State and Government of West Africa should be held at Monrovia in order to create the West African Regional Group. Accordingly a Ministerial Preparatory Meeting was convened at Monrovia in April 1968, and this was immediately followed by the proposed Conference of Heads of State and Government, also in Monrovia. The Conference agreed to the establishment of the West African Regional Group and adopted a Protocol which incorporated the Articles of Association previously signed by the member States at Accra. The newly constituted Group, having as its highest authority the Conference of Heads of State and Government, now supersedes the previous provisional arrangements for subregional economic co-operation and covers a wider area of co-operation. Various technical studies are being planned in which the ECA secretariat is expected to provide assistance.

In the Eastern Africa subregion, in accordance with the work programme adopted in 1966 by the Interim Council of Ministers of the proposed Economic Community of Eastern Africa, the first meeting of the Interim Economic Committee of the Council, composed of senior officials from 9 out of the 10 signatory member States, took place in Addis Ababa in October/November 1967 to consider means of economic co-operation among the members of the Community pending its formal establishment by treaty. An important development in the subregion, which has taken place parallel with the Commission's attempt to assist the member Governments to establish inter-governmental machinery for subregional economic co-operation is the transformation by a treaty signed at Kampala in December 1967 of the former East African Common

Services Organization, consisting of Kenya, United Republic of Tanzania and Uganda, into an East African Community. Four States bordering on the members of the Community—Burundi, Ethiopia, Somalia and Zambia—have also applied for membership of the Community. At the same time a conference of Heads of State and Government of certain member States in the Eastern and Central African regions have met for the second time during the year to review economic as well as other arrangements, and the ECA secretariat has undertaken some work on their behalf.

In the North African subregion the four Maghreb countries have since 1964 built up a consultative and advisory machinery to enlarge the scope of their economic co-operation. The work of the Ministerial Council and its various committees now covers most branches of large-scale industry, transport, energy and trade. A proposal for the creation of a Maghreb development bank is now under study. The ECA secretariat has provided a series of pre-feasibility studies in the fields of agriculture and industry, while further studies on maritime transport, tourism, the pattern of further industrial development, and the progressive elimination of trade barriers are being carried out as a means to extend economic co-operation, amongst all the member States in the subregion.

Thus, the movement towards subregional economic co-operation promoted by ECA is gathering momentum, and the demands upon international agencies for assistance are growing beyond the present resources of the organizations, so that the need to provide additional resources to the secretariat becomes more urgent.

The ECA secretariat prepared a number of documents on the relevance of UNCTAD to Africa's trade problems for the use of the African Group at the Preparatory Meeting for UNCTAD held at Algiers in October 1967, prior to the ministerial meeting of seventy-seven States. The final African position was incorporated in the Algiers Charter. The secretariat assisted in the servicing of both meetings. The papers prepared for the Algiers meeting were considerably expanded for presentation to the second session of UNCTAD, and a team from the ECA secretariat also assisted in the servicing of the African Group at the Conference in New Delhi. The ECA secretariat is now in the process of evaluating more thoroughly the results achieved at the Conference, and it is hoped that an analysis will be presented to the ninth session of the Commission.

Bearing in mind the emphasis given in various resolutions of the General Assembly and of the Economic and Social Council to ensure that there is proper development planning, the second session of the Conference of African Planners, which met in December 1967, recommended the establishment of a planning advisory service to member States within the ECA secretariat. Steps have been taken to organize the advisory service in close co-operation with the United Nations Centre for Development Planning and Projections, the United Nations Development Programme and the African Institute for Economic Development and Planning. Besides a seminar on planning agricultural development held in October and November 1967, courses for training administrators and manpower planners have also been held. The ECA secretariat assisted in servicing the third session of the United Nations Committee for Development Planning, held at Addis Ababa

in April and May 1967, at which the problems of plan implementation, with special reference to Africa, were discussed. Furthermore, documentation is in preparation for the forthcoming interregional seminar in Accra which will consider guidelines and proposals for planning the second United Nations Development Decade.

Although industrial production in the region was maintained at a high level during 1965 and 1966, a setback occurred in the over-all rate of growth during 1967. To encourage private investment and to attract foreign capital for the industrial development of the region, a second conference on industry and finance was convened in March 1968, as a follow-up to the one held in January 1967. The conference endorsed a scheme for the establishment of subregional industrial promotion centres, in co-operation with UNIDO. Various specific offers of assistance were made by African member States and organizations from the developed countries towards the financing and staffing of the proposed centres.

Attention continues to be paid to the development and exploitation of natural resources of the region, particularly its non-agricultural resources of minerals, water and energy. A seminar held in February 1968 focused attention on the regional resources of new minerals and metals. In April 1968 a Central African subregional conference on energy, attended by representatives from six States (Burundi, Chad, Congo (Brazzaville), Congo (Democratic Republic of), Gabon and Zambia), recommended the creation of a permanent energy committee for Central Africa, with the assistance of ECA and UNDP. A training seminar held in October 1967 studied the establishment of hydrometeorological networks in Africa. Preparations have been completed for convening in 1968 a meeting of interested Governments to establish joint centres for training in photogrammetry, photo-interpretation and aerogeophysics.

Following upon the agreement arrived at in February 1967 between the International Development Bank, the Economic Commission for Africa, the International Bank for Reconstruction and Development and UNDP to work in concert in the preparation of pre-investment studies of multinational projects in the sectors of power, telecommunications and transport, the African Development Bank has requested UNDP assistance for a survey and limited evaluation of transport studies in Africa. The Commission will participate in the discussions relating to the survey. The secretariat has submitted to the member States of the Eastern and West African subregions detailed proposals for establishing intergovernmental machinery, under the aegis of the proposed economic communities, for co-ordinating transport policies and planning between neighbouring countries. Furthermore, assistance has been given to the Chad Basin Commission on the conduct of a preliminary study of eight proposed international road links within the Chad Basin area. In order to assist member Governments to promote tourism, studies have been completed of the measures to be taken in the North African subregion, and similar work has been initiated in the Eastern Africa subregion.

Work on building up the statistical services and on the collection, collation, analysis and dissemination of basic information has been continued, including the issue of an annual survey of economic conditions in Africa. The fifth session of the Conference of African

Statisticians, which is a subsidiary body of the Commission, met in October and November 1967 to review the work of the secretariat.

In the field of social development, as part of the observance of 1968 as the International Year for Human Rights, a Conference on the Legal, Economic

and Social Aspects of African Refugee Problems was convened in October 1967 in collaboration with the Organization of African Unity and the Office of the United Nations High Commissioner for Refugees. The Conference urged all African member States to accede to the 1951 Convention relating to the Status of Refugees and to the Protocol of January 1967.

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For a list of other relevant documents, see annex V to the above report.

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For a list of other relevant documents, see annex II to the above report.



## CHAPTER IX

# United Nations Conference on Trade and Development

### A. *Review of activities*

The Trade and Development Board, held its fifth session, at Geneva from 15 August to 9 September 1967. It completed the preparations for the second session of the United Nations Conference on Trade and Development (UNCTAD), adopted the provisional agenda of the Conference, proposed its organizational structure and rules of procedure and set out a number of administrative arrangements.

In considering the objectives of the second session of the Conference in the light of developments since the 1964 Conference, the Board confirmed the broad consensus reached at its fourth session that the Conference should concentrate on fundamental and specific goals, that it should essentially seek to achieve practical results and firm agreement, by means of negotiations wherever appropriate, and that it should be selective in its approach. The Board also took fully into account the opinion which had received general support among Member States of UNCTAD that the Conference should be regarded as a continuing process and as a forum for the examination of major issues of trade and development, its task being understood to be not only that of taking up from where the first Conference ended, but also that of building upon the achievements of the first Conference.

The Secretary-General of UNCTAD made a statement in which he expressed his conviction that the deep-seated problems of development necessitated the adoption of a global strategy at the international level, involving concerted action by both industrialized and developing countries and encompassing all aspects of development and international co-operation. He stated that the best contribution of the second session of the Conference towards achieving that aim would be to concentrate on particular questions of international trade and financing.

Having discussed in detail the items proposed for inclusion in the agenda of the second Conference, the Board was able to reach a consensus on what should be the three basic objectives of the Conference, namely: (1) to re-evaluate the economic situation and its implications for the implementation of the recommendations of the first Conference; (2) to achieve, through appropriate forms of negotiation, specific results that would ensure real progress in international co-operation for development; and (3) to explore and investigate matters requiring more thorough study before agreements could be envisaged.

During the session the Board also considered the first periodic report prepared by the Secretariat on problems arising in trade relations between countries

having different economic and social systems. Satisfaction was expressed with the evidence the report provided of the growth in the trade between countries having different economic and social systems and of the elaboration of trade policy measures. Most of the representatives who spoke on this subject stated that real progress had been achieved since the first session of the Conference in working out a policy conducive to the growth of trade between countries with different systems, and in particular in promoting economic relations between the socialist and developing countries. They noted that trading arrangements and practices had become more flexible and that more sophisticated forms of economic co-operation between the socialist and developing countries had been devised, including joint investment and marketing ventures and industrial branch agreements. However, various problems still had to be solved and there was, consequently, wide scope for further action to expand and diversify mutual trade.

The discussion on trade and payments arrangements showed that bilateral agreements were considered by many representatives useful and proven instruments in the expansion of trade between countries having different economic and social systems. It was recognized, however, that multilateral approaches might usefully supplement bilateral arrangements with a view to maintaining the momentum of trade expansion. With regard to trade between developed market economy countries and the socialist countries of Eastern Europe, representatives noted that some new factors in both groups of countries had been contributing to its expansion, in particular increased confidence and interest in mutual trade, technological changes in both groups of countries and economic reforms in socialist countries.

There was general agreement with the Board that trade expansion and economic co-operation and integration among developing countries were essential for the economic development of developing countries and that consequently the subject deserved the full attention of UNCTAD. The representatives of developing countries and of regional and subregional institutions from all regions described the efforts undertaken in this field and welcomed the opportunity of discussing in the framework of UNCTAD the achievements of existing economic co-operation and integration schemes as well as the problems which they were encountering. It was recognized that additional collective efforts of this type were indispensable.

The Board agreed that the initiatives for trade expansion, economic co-operation and integration among developing countries should come from those countries themselves. It recognized that the circumstances of

the various countries differed and that the methods of approach chosen would have to take these differences into account. It was further agreed that with international co-operation the developing countries would be able to achieve more rapid progress in overcoming the obstacles to the expansion of trade and to integration among themselves. It was emphasized, in this connexion, that trade expansion and economic integration among developing countries could not produce profitable results unless the developed countries were ready to play an active role in creating the adequate structural and economic conditions for the expansion of this trade. Outside assistance should act as a catalyst and not as a substitute for local initiative; the positive role of subregional and regional development banks in this respect was stressed. The Board noted that some developing countries were carrying on, under the auspices of the General Agreement on Tariffs and Trade (GATT), preparatory discussions regarding negotiations for trade concessions among themselves. The view was expressed that it should be possible to work out arrangements between UNCTAD and GATT so that all developing countries interested in such negotiations could participate in them.

The Board unanimously adopted a resolution concerning the co-ordination of the activities of bodies dealing with problems of commodity trade and related matters. It was stated, in this connexion, that UNCTAD should play a central and co-ordinating role in the commodity field; the recent International Wheat Conference, which had been convened by the International Wheat Council, was mentioned by many representatives as giving cause for concern in this respect. It was noted that the provisions of General Assembly resolution 1995 (XIX) and the terms of reference of the Committee on Commodities required that international activities relating to trade in commodities should be carried on under the auspices of UNCTAD. Several representatives called for a pragmatic and flexible approach as the United Nations did not have exclusive jurisdiction in this field.

During the session the Board also discussed questions relating to the progressive development of the law of international trade, technical assistance in trade and related fields, reports on negotiations on individual commodities and steps to be taken to achieve complete agreement on principles governing international trade relations and trade policies conducive to development. The Board took note of the report of the Committee on Manufactures on its second session, of the report of the Committee on Invisibles and Financing related to Trade on its second session and of the report of the Committee on Shipping on its second session. It also reviewed questions relating to co-ordination of the activities of UNCTAD with those of other bodies in trade and development.

In accordance with General Assembly resolution 2206 (XXI) of 17 December 1966 the second session of the United Nations Conference on Trade and Development was held in New Delhi from 1 February to 29 March 1968.

The Conference was preceded by a number of inter-governmental meetings at the ministerial level of States members of UNCTAD to consider the issues before the Conference with a view to evolving their contribution to its success. A Ministerial Meeting of the Group of 77 (which now comprises eighty-nine countries

of Africa, Asia and Latin America) was held at Algiers from 10 to 25 October 1967. The Meeting adopted the Charter of Algiers covering substantive issues on the agenda of the Conference. The Algiers Ministerial Meeting had in turn been preceded by regional meetings of the African, Asian and Latin American countries members of the Group of 77 held at Algiers, Bangkok and Bogotá, which adopted the African Declaration of Algiers, the Bangkok Declaration and the Charter of Tequendama respectively. Ministers and Vice-Ministers of Foreign Trade of countries members of the Council for Mutual Economic Assistance met with the Secretary-General of UNCTAD in Moscow on 22 November 1967. A ministerial meeting of the Organisation for Economic Co-operation and Development, which among other matters, dealt with the second Conference, took place in Paris from 30 November to 1 December 1967. The Ministerial Meeting of the Group of 77 decided to send six high-level goodwill missions to visit the capitals of a number of developed countries to acquaint the Governments of those countries with the conclusions of the Meeting so as to contribute to the creation of the best possible conditions for negotiations. The President of the Ministerial Meeting presented the Charter of Algiers to the General Assembly and to the Secretary-General of the United Nations.

On the recommendation of the Trade and Development Board the Conference was also preceded by a preparatory meeting, held at New Delhi from 29 to 31 January 1968, of senior officials representing the States participating in the Conference. The Prime Minister of India delivered the inaugural address at a special ceremony held on 1 February 1968. At a later stage, the Secretary-General of the United Nations and the Secretary-General of UNCTAD also addressed the Conference. Five main committees of the whole and three working groups were established for the detailed examination of the substantive items of the agenda. The officers of the Conference comprised the President, twenty-seven Vice-Presidents, the Chairmen of the five Main Committees and the Rapporteur. With a view to facilitating and reaching agreement on the issues facing the Conference, numerous informal meetings and consultations were held within and between groups of delegations throughout the session.

While the debate in plenary ranged over the entire spectrum of the Conference agenda representatives dwelt on certain issues which they considered particularly important in the context of the objectives of the Conference. All were united in the conviction, new in human history, that the world's technical progress and economic understanding, as well as its resources, made it possible to improve the material condition of the whole human race—if the international community acted wisely and quickly. The continuing aims of the Conference could best be furthered by more effective and better concerted international economic co-operation, undertaken in a spirit of shared purposes.

The dominant hope voiced by the majority of delegations was for a Conference oriented towards action, which would replace words by deeds. While the economic strains—internal or external—recently experienced by a number of developed countries raised difficulties, these were short-term impediments which in no way diminished the urgency and need for action. The fundamental interdependence of trade expansion and fast economic development, and of all flows of

world trade, were recognized. The first session of the Conference had charted a course that should lead to accord, but had left much unfinished business; the second session should settle some persisting problems, and set a term for others. Its potential importance for carrying international economic co-operation for development a significant stage further was recognized in every policy statement. In that context, and in recognition of the slow progress in solving those major problems of international trade and development which had formed the subject of the recommendations of the first Conference, the role of UNCTAD in clarifying issues and mobilizing the political will to resolve them was generally acknowledged.

The views expressed by the developing countries on the issues before the Conference drew extensively on the fund of propositions and programme of action contained in the Charter of Algiers. The absence of any significant improvement in the trading position of developing countries since the first session of the Conference, and the tendency towards further deterioration in the terms both of trade and of the transfer of financial resources to the developing world, lent urgency to the task of reaching constructive agreements at New Delhi. The volume of the transfer of financial resources was considered insufficient. The developing countries acknowledged that they have the major responsibility for accelerating the pace of economic progress in the developing world. They were taking vigorous action to strengthen economic ties among themselves but they could not succeed without the active co-operation of the developed countries.

Representatives of the developing countries also stated, however, that the prospects that had been held out by the first session of the Conference for new policies governing economic co-operation had scarcely materialized. Hence, a new approach, relating practical action and concrete measures in the short run to objectives that could be fully attained only in the long run, would have to be adopted.

To that end, the recognition by the international community of a shared responsibility for promoting development by means of new trade and aid policies should find expression in a long-range international development policy, or global strategy of development. To carry out this policy developed and developing countries alike would have to take carefully concerted co-operative measures.

There was, moreover, a renewed expression of the will to achieve a better world trade order through UNCTAD. To that end, the existing machinery should be strengthened particularly in respect of its negotiating functions. Finally it was argued that the entire international community stood to benefit from any acceleration in the trade growth and economic development of the developing world, since the resulting expansion of markets would bring advantages to all trading nations.

The representatives of developed market economy countries considered that the Conference provided an opportunity for taking stock of what had been accomplished since the first session and for proceeding further in the work of translating agreement on problems into agreements on practical and practicable measures for resolving them. Though the achievements of recent years were substantial, much remained to be done.

Changes in the economic situation of both developed and developing economies called, above all, for realism

in the choice of fruitful approaches. The representatives were generally in favour of the conclusion of international commodity arrangements, and emphasized their hope that agreements on cocoa and sugar could be speedily reached. The need for lessening the dependence of developing countries on earnings from commodities, by diversification and the expansion of the manufacturing and semi-manufacturing sectors, was recognized.

The developed market economy countries reacted favourably to the strong desire of developing countries for a general preference system, as witnessed by the agreement reached by all countries of the Organisation for Economic Co-operation and Development (OECD) and Finland on the broad lines of the subject, and they believed agreement on such a system would help developing countries to expand their exports and achieve the necessary diversification of their economies. The need for a substantial and continuing development assistance effort was well understood in the developed market economy countries. The search for greater efficiency in the utilization of aid was likewise considered of high importance. Stress was laid on the importance of matching internal and external measures for promoting development.

The complexity of some of the issues at stake, taken in conjunction with the economic difficulties currently experienced by some developed countries, meant that it would be unrealistic to expect a rapid increase in the flow of aid in the immediate future. Similarly, the second session of the Conference could not be expected to agree on how to resolve all the problems on its agenda; but it was to be hoped that tangible progress would be made in respect of many of those problems, thus paving the way for further constructive discussions after the end of the Conference.

Representatives of socialist countries believed that the second session of the Conference provided a fresh opportunity for reaching agreement on implementing the principles and programmes adopted by the first Conference which would result in a better international division of labour. They stressed the urgent need for the normalization of economic relations which would be conducted on a non-discriminatory basis among all countries—notably in East-West trade. To that end, the aim of universality as a guideline for the work of the Conference should be given prominence. The socialist countries, while affirming their freedom from responsibility for the economic difficulties of developing countries, declared their readiness to continue their efforts in expanding their trade with the developing countries. The well established practices of the socialist countries in their economic relations with the developing countries—long-term bilateral agreements, stable prices, joint ventures with provision for repayment in the products of new productive capacities and agreements on partial division of labour—not only demonstrated this readiness, but also provided a basis on which such relations could be further developed. The dynamic growth of trade between socialist and developing countries provided welcome testimony to the effectiveness of existing forms of co-operation. In addition to their present co-operative arrangements, including extensive programmes in the field of technical assistance with developing countries, the socialist countries would be willing to extend their participation in commodity arrangements, and to support an appropriate system of preferences of a non-reciprocal and non-discriminatory character to be elaborated within the framework of UNCTAD. Further growth of the trade

between socialist and the developing countries would depend also on active measures on the part of developing countries in expanding mutual trade with socialist countries and on the granting by the developing to the socialist countries of conditions for trade not inferior to those granted normally to the developed market economy countries. What was essential was that the Conference should concentrate on those issues already treated in the recommendations of the Final Act, notably in respect of the principles governing international economic relations, where progress in implementation would remove many obstacles to a more effective, more normal, and more equitable international division of labour.

In his address to the Conference, the Secretary-General of the United Nations stated that the political and economic strains in the world were interdependent and that there must be a forward move on both fronts. The most important ingredient of international security was economic and social development, and not armaments and armed forces. It had to be admitted that the period since the first Conference had largely been one of frustrated hopes. Whereas there had been success in two major areas—the Kennedy Round of tariff negotiations and the agreement reached at the Rio de Janeiro meeting of the International Monetary Fund—comparatively little had been done to deal with much more serious problems of world economic development. There were two main reasons for the difference: first, the agreements reached mainly concerned economic relations between the developed countries, which had a larger volume of trade and monetary exchanges with one another than with the developing world; second, the developed world continued to regard its economic relationships with the less developed countries as a one-sided affair in which concessions were granted but not received. He hoped that the time was not far distant when all the developed countries would feel able to emulate those among them which had not only accepted the assistance targets of the General Assembly and UNCTAD but had already implemented them or announced their intention to do so within a fixed period of time. The Secretary-General of the United Nations stated further that the developed countries stood to gain no less than the developing countries from a rationalization of their reciprocal trade relations, and aid also brought direct advantages to those who gave it. In the long run, it helped to quicken the growth of developing countries and thus to build markets for the future. He added that UNCTAD was a particularly effective—perhaps the only—forum for the discussion, negotiation and resolution of development problems, since it included all the main groups of countries—developed market economy, socialist and developing—and there were striking opportunities for joint approaches by socialist and private enterprise countries to these problems. Ideological differences need no longer deter the undertaking of specific schemes of co-operation across political frontiers.

The Secretary-General of UNCTAD analysed the salient problems to be dealt with at the Conference and indicated the lines of action essential for a global strategy of development. By comparison with the first session of the conference, the second had before it a much clearer idea of what action was necessary; moreover, the international atmosphere had changed considerably since 1964. The main problems were long-term ones and would have to be met by an over-all strategy unaffected by temporary vicissitudes. With

regard to the strategy itself, a number of principles should be recognized at the outset. First, development was the primary responsibility of the countries wishing to develop. Secondly, international co-operation, involving the developed market economy, socialist and developing countries, was needed to help discharge this responsibility. Thirdly, outside co-operation should not be residual and based on sectional interests but must be given high priority and form part of a global approach to development. Success in tackling the development problem would offer mutual advantages and lead to an expansion of world trade. However, the convergent measures to bring this about had to surmount three main obstacles: the trade gap, the savings gap and the external vulnerability of the developing countries. To attack these problems, the developing countries must be afforded easier access to the markets of the industrialized centres, and the developed countries would have to increase the volume of their financial aid. Such action, however, should be proportionate to the recipient countries' determination to create the changes—social, political and economic—needed to make proper use of the resources thus offered to them. Indirectly, this implied not only a discipline of development but also progress towards regional integration as a prelude to trade expansion. All these convergent measures should have the effect of speeding the pace of development until satisfactory growth rates could be sustained with domestic resources alone.

Following the general debate, the main committees and working groups of the Conference dealt with the substantive items in its agenda. Towards the end of their deliberations delegations sought the good offices of the Secretary-General of UNCTAD with a view to reaching agreement on some major outstanding issues. The Conference concluded its work by adopting a number of recommendations, decisions and guidelines for the work programme of its continuing machinery in respect of some important issues with which it was entrusted.

The Conferences acknowledged, however, that in respect of other basic issues of substance it had been unable, on account of remaining differences of opinion, to reach generally acceptable conclusions. The Conference resolved to continue its efforts to reach agreement by making full use of its continuing machinery and, in particular, of the opportunities for future consultation and study provided by the Trade and Development Board, to which it referred several issues for due attention. The Conference urged member States to explore urgently ways and means of assisting the continuing machinery to discharge the responsibilities now placed upon it.

The Conference reviewed recent developments and long-term trends in commodity trade, including the activities of commodity groups and other commodity bodies, in the light of the recommendations and other provisions of the Final Act of the first Conference. It also examined the main elements of commodity policy, including international commodity arrangements and other techniques of commodity market stabilization, and more particularly: (1) the operation and financing of buffer stocks (2) the role and financing of diversification programmes, and (3) the basic principles and guidelines for pricing policy designed to achieve the highest possible receipts from exports of primary commodities. The Conference further discussed a programme for the liberalization and expansion of trade in commodities of interest to developing countries and



the problems arising from the development of synthetics and substitutes.

The Conference adopted a number of decisions relating to international action on commodities with special reference to cocoa, sugar, oil-seeds, oils and fats, natural rubber, hard fibres, jute and other commodities. It decided that the United Nations Cocoa Conference should reconvene not later than the end of June 1968; that all the necessary steps should be taken to ensure the success of the United Nations Sugar Conference—to be convened on 17 April 1968—with the objective of bringing into operation an international agreement by 1 January 1969; that UNCTAD and FAO complete, before 31 October 1968, a set of possible solutions to the problems involved in the trade of oil-seeds, oils and fats, and that consideration be given, in the light of such studies, to the establishment not later than the end of 1968, of an intergovernmental consultative committee on oil-seeds, oils and fats; that the International Rubber Study Group and its Natural and Synthetic Rubber Producers' Consultative Committee should keep a continuing watch on the natural and synthetic rubber situation and of the extent to which the remedial measures already adopted are effective; urged Governments to give due consideration, in any measures they might take, to the efforts of producers of sisal, henequen and abaca to improve market conditions through current informal arrangements; and urged more effective international action to stabilize the prices of jute and to explore the possibilities of a buffer stock. The Conference recommended that intergovernmental consultations should be held in respect of bananas, citrus fruit, cotton, tungsten, tea, wine, iron ore, tobacco, manganese ore, mica, pepper, shellac and phosphates.

The Conference reaffirmed the role of UNCTAD under General Assembly resolution 1995 (XIX) in the field of commodity trade and recognizing the importance attached by many delegates to the urgent elaboration of a general agreement on commodity arrangements for the promotion and convening of international commodity conferences, and recommended that the Secretary-General of UNCTAD, the Committee on Commodities and the Trade and Development Board take the necessary action with a view to enabling the Board at its eighth session to establish a suitable procedure for the preparation and adoption of such a general agreement.

Recalling UNCTAD's responsibilities in connexion with international commodity policy and stressing the importance of a co-ordinated approach to the preparatory work for the conclusion of intergovernmental commodity stabilization arrangements, the Conference recommended that the Board and the Secretary-General of UNCTAD should follow the activities of existing commodity groups and facilitate their co-ordination in order to promote international co-operation in commodity matters generally and, where appropriate, the conclusion of international commodity stabilization arrangements. It invited all interested Governments members of UNCTAD to consider the possibility of joining the existing international organizations, including study groups, in order to strengthen their activities in the commodity field.

The Conference reaffirmed the importance and urgency of so conducting commodity trade as to make available to the developing countries external resources of which they stood in grave need. In this connexion

it noted the resolution on commodity price stabilization adopted by the Board of Governors of the International Bank for Reconstruction and Development (IBRD) and of the International Monetary Fund (IMF) at the Rio de Janeiro session in September 1967, requesting a study of the conditions in which the IMF, the IBRD and the International Development Association could participate in introducing suitable machinery comprising commitments balanced as between producer and consumer countries and allocate the necessary funds for that purpose. The Conference expressed the hope that the study would contribute to the solution of commodity problems and concentrate, *inter alia*, on the problems of financing buffer stocks and diversifications.

Having in mind Article 55 of the Charter of the United Nations and considering, in that context, that the existence of reasonable and stable remunerative prices for primary commodities exported by the developing countries would help to ensure for the producers of such commodities an enhanced and more equitable purchasing power, the Conference requested the Secretary-General of UNCTAD, in co-operation with the competent specialized agencies, to submit to the next Committee on Commodities an outline of a study on the possibility of defining the elements of a minimum agricultural income for wage-earning and other producers of primary commodities in developing countries, and the links which could be established between such a minimum agricultural income and an organization of trade in primary commodities of interest to those countries.

The Conference decided to transmit to the Trade and Development Board for consideration a number of proposals on which only partial or no agreement had been reached during the session. These proposals related, *inter alia*, to buffer stocks, synthetics and substitutes, diversification, pricing policy, liberalization and access to markets, disposal of surpluses and strategic reserves, consultations among producing countries, the organization and structure of trade networks in the field of commodities and the role of long-term bilateral agreements in the stabilization of primary commodity markets.

The Conference reviewed recent development and long-term trends in trade in manufactures and semi-manufactures in the light of the pertinent recommendations of the first Conference. It examined in detail the question of preferential or free entry of exports of manufactures and semi-manufactures of developing countries to the developed countries, considered a programme for the liberalization and expansion of trade in manufactures and semi-manufactures of interest to developing countries and discussed measures for the promotion, expansion and diversification of such exports from developing countries. It also considered matters relating to co-operation with the United Nations Industrial Development Organization aimed at the establishment and expansion of export-oriented industries in developing countries and other forms of economic, industrial and technical co-operation.

The Conference reached unanimous agreement in favour of the early establishment of a mutually acceptable system of generalized, non-reciprocal and non-discriminatory preferences and agreed that the objectives of such a system in favour of the developing countries, which should include special measures in favour of the least advanced among those countries,



should be: (1) to increase their export earnings; (2) to promote their industrialization and (3) to accelerate their rates of economic growth. Considering that it was not possible to achieve sufficient progress in respect of some key questions related to the establishment of a preferential scheme and recognizing the need for future intensive work in this respect, the Conference established a Special Committee on Preferences to enable all the countries concerned to participate in the necessary consultations. The hope was expressed by many countries that the arrangements to be worked out by the Special Committee should enter into effect in early 1970.

The Conference called for a study on the question of restrictive business practices adopted by private enterprises of developed countries, with special reference to the effects of such practices on the export interests of developing countries, especially on the relatively least developed. It decided to transmit to the Board for consideration a draft resolution on a programme for export development for the diversification of exports from the developing countries and a draft resolution on a programme for the liberalization and expansion of trade in manufactures and semi-manufactures, including processed and semi-processed primary products of interest to the developing countries.

In connexion with growth, development finance and aid (synchronization of international and national policies) the Conference reviewed recent developments and long-term trends as well as the financial resources and requirements of developing countries and measures to accelerate their economic development, including: (1) increasing the flow of international public and private capital; (2) improving the terms and conditions of aid; (3) alleviating the problems of external indebtedness and (4) improving the mobilization of internal resources. The Conference also discussed supplementary financial measures, the compensatory financing facility of the IMF, and, in the context of the international monetary system, issues relating to development finance and trade of developing countries. A basis for the Conference's discussion of financing related to trade was an agreed Statement on the Problems of Development, prepared by the Committee on Invisibles and Financing related to Trade at its second session and recommended to the Conference by the Trade and Development Board at its fifth session.

The Conference agreed that economic development entails mutually reinforcing efforts by developing and developed countries. In a resolution on the aid volume target the developed countries recognized their responsibility to provide increased resources to developing countries. This decision gave a fuller definition of the numerator of the target and defined the denominator as gross national product at market prices. Developing countries advocated the establishment of a date for target achievement; while some developed countries were able to accept such a deadline, others did not feel able to do so. In addition, some developed countries accepted an official aid target equivalent to 0.5 or 0.75 per cent of gross national product. A resolution on the mobilization of internal resources recognized that the developing countries for their part bore the primary responsibility for their development and that further efforts to make effective use of their internal resources were required. The Secretariat was requested to continue its work on the relationship between the rate of growth and the amount of aid, taking into ac-

count alternative development targets, policies and standards of effort and external circumstances. The Conference also called for an investigation of any relevant implications of factors which might lead to a limitation of absorptive capacity and an evaluation of the effects of alternative types of performances including the possibilities for useful import substitution.

A resolution adopted by the Conference on terms and conditions of assistance and indebtedness recognized the need to raise the norms set out in the present targets for terms and conditions as laid down by the General Assembly and the Development Assistance Committee of OECD. It was suggested that this could be accomplished by increasing the amount of aid given in the form of grants, by improving interest rates, maturities or grace periods, or by increasing the grant element of official aid. This decision also called for further study of commercial credits, indebtedness and means of alleviating heavy debt burdens, and urged donor countries to take practical measures to reduce the extent of tying and to mitigate any harmful effects. The Conference also invited the Secretary-General of UNCTAD to keep the proposal for a multilateral interest equalization fund under review.

On supplementary financial measures the Conference called for further meetings by the Intergovernmental Group, suitably expanded, to consider the outstanding issues, namely: (1) the definition and method of assessment of reasonable expectations; (2) the scope, nature and acceptability of the understandings between the administering agency and individual participant countries on their development programmes and the policies to be adopted in order to carry them out; (3) the measures to be taken by countries applying for assistance; (4) the relationship between supplementary finance and the IMF Compensatory Financing Facility.

The Conference did not agree upon recommendations for further revisions of IMF's Compensatory Financing Facility as only eighteen months had passed since its first revision. Suggestions made in discussions for the possible improvement and revision of the Facility were drawn to the attention of the Governments members of IMF by the Conference.

In its decision on the international monetary system the Conference requested the Secretary-General of UNCTAD to report to the Trade and Development Board on progress towards the reform of the system.

In a resolution on private capital the Conference requested the Secretary-General of the United Nations, in carrying out consultations and studies on private capital, to take account of various considerations deemed important by the Conference. The Conference also called for a study of the economic effects of foreign investment and noted with interest the request addressed by the General Assembly to the Secretary-General that statistics on reverse flows of capital from the developing countries should be included in the regular report on the international flow of long-term capital and official donations. The Conference also expressed the hope that progress could be expedited in the study on multilateral investment insurance undertaken by IBRD.

In addition to the above decisions the Conference referred to the Trade and Development Board seven proposals concerning the following subjects: IBRD Group matters; technical and financial assistance to the least developed of the developing countries; United

Nations Capital Development Fund; the outflow of financial resources from developing countries; and a proposal calling for the establishment of a group of experts to study ways of enlisting the support of world public opinion for the objectives of development, as well as supporting the proposed "grand assize", suggested by the President of the Bank, and supporting General Assembly resolution 2218 (XXI) and 2305 (XXII) concerning a global strategy and a charter for economic development.

The Conference reviewed recent developments and long-term trends in the field of invisibles including shipping and international legislation thereon. It also examined questions relating to the level and structure of freight rates, conference practices, the adequacy of shipping services, the expansion of merchant marines of developing countries and the terms of shipment. Consideration was also given to matters relating to port improvements, consultation machinery and technical assistance in the field of invisibles.

In the sphere of freight rates and conference practices the Conference recommended that Governments, particularly those of developed maritime countries, should invite liner conferences to take into account certain possibilities for action, including the lowering of freight rates, the provision of promotional freight rates for the non-traditional exports of developing countries and the adoption of non-discriminatory rates and practices, and also to admit the shipping lines of developing countries to full conference membership. The Conference also endorsed the secretariat's continuing programme of freight rate studies and requested that additional studies of commodity freight rates be undertaken.

Freight rates and conference practices also featured centrally in a resolution on consultation machinery in shipping in that they were stated to be matters on which consultation might take place. It was recommended that Governments should urge liner conferences to recognize, facilitate and make full use of consultation machinery for discussions with shippers' councils or equivalent bodies. Liner conferences were not assumed to be representative of the shipping industry as a whole and reference was made to "equivalent organizations".

The Conference reaffirmed without qualification the right of all countries to establish or expand their national merchant marines. A resolution on the development of merchant marines in developing countries paid particular attention to questions of finance and training, which had been identified during the debate on the subject as being of prime importance. As regards finance, the Conference invited Governments of developed countries and financial institutions to give sympathetic consideration to requests from developing countries for financial assistance for the establishment or expansion of merchant marines. It also made certain proposals for consideration by developed countries, particularly the maritime nations, regarding the terms and conditions of commercial credits for the purchase of new and second-hand ships by developing countries. The Conference took note of an outline of a training course in the economics and management of shipping submitted by the UNCTAD secretariat to the Office of Technical Co-operation of the United Nations, and recommended that the United Nations and UNDP should consider the provision of training in this field. On the question of methods of assisting national mer-

chant marines, the Conference left the matter open for further discussion in the Committee on Shipping.

Considerations of finance were also prominent in the consideration of matters relating to the development of ports. The Conference recommended the provision of governmental and multilateral financial assistance on favourable terms for port developments and improvements in developing countries and emphasized the importance of giving priority, where appropriate, to port improvements involving low capital expenditure. It suggested further topics for study, including the impact on ports of changes in traffic flows brought about by technological progress in shipping. The connexion between the downward movement of port costs and shipping costs in ports was reiterated in the context of possible freight rate reductions.

Along with finance, training and know-how were recognized to be essential to the successful development of shipping and ports and the resolutions of the Conference on consultation machinery, merchant marines and ports all stressed the need for technical assistance and/or training facilities. The Conference recommended that the secretariat of UNCTAD should provide substantive support for technical assistance activities in these fields, in co-operation with the regional economic commissions as appropriate. The Conference affirmed UNCTAD's competence in matters relating to commercial and economic aspects of maritime law. It recommended that the Trade and Development Board instruct the Committee on Shipping to set up a Working Group on International Shipping Legislation to review the law and identify areas for new legislation, which might be drafted by the United Nations Commission on International Trade Law. The Conference listed charter parties, marine insurance and bills of lading as requiring attention and proposed an examination of the feasibility of drafting a general instrument on Maritime Transportation and Development.

The Conference recommended that insurers and re-insurers should provide their services to developing countries at the lowest cost commensurate with the risks involved and that developed countries should continue to help developing countries in encouraging and strengthening their national insurance and reinsurance markets and in research and training. Outstanding points raised in the general discussion (including a draft resolution submitted by eighty-one developing countries) were referred to the Committee on Invisibles and Financing related to trade.

In a resolution on tourism the Conference urged all Governments to recognize tourism as a development industry that deserved due consideration in their development plans and programmes. It called on Governments of developed countries to avoid exchange and other restrictions on travel and where possible to remove them. It invited Governments and the intergovernmental and non-governmental organizations concerned with tourism, including UNCTAD, to consider urgent co-ordinated action in certain areas, including financial and technical assistance and training, facilitation of travel and promotion of tourism. It further invited them to consider what studies might be undertaken on the relationship of passenger fares to the growth of travel and on the possibility of reducing air fares.

The Conference unanimously called for a series of measures aimed at the expansion of East-West trade,

on the one hand, and of trade between developing and socialist countries, on the other. Countries participating in East-West trade were invited to give due consideration to the interests of developing countries and in line with the relevant principles as embodied in the Final Act adopted at the final session of the Conference, to continue their common efforts towards the expansion of trade, to promote constructive measures in the field of economic, industrial, technical and scientific co-operation and notably to ensure through positive measures that the expansion of trade between them did not unfavourably affect the trade possibilities of the developing countries but led instead to expansion of trade between them and these countries. The recommendation addressed to the socialist countries of Eastern Europe invited them to adopt the necessary measures to expand further their trade with developing countries and to promote the diversification of the structure and of the geographical basis of their trade with these countries; to conclude long-term agreements for the purchase of commodities from the developing countries which would include suitable provisions aimed at a satisfactory solution as to the volume and stability of prices of primary commodities; to accord preferential conditions in their policies for products exported from developing countries; to refrain from re-exporting the goods purchased from the developing countries unless it was with the consent of the developing countries concerned; to encourage the conclusion of industrial branch agreements on partial division of labour; and to co-operate in the technological research efforts of developing countries by making available to them, on the most favourable terms possible, the results of their work in this field and also by helping national research efforts in those countries. The developing countries were invited to give due attention to the possibility of expanding their trade with socialist countries by encouraging direct trade relations with those countries; by endeavouring to adapt their exports to the commercial specifications required by their trading partners; by granting to the socialist countries conditions for trade not inferior to those normally granted to developed market economy countries; and by carrying out other positive measures with a view to promoting the further expansion of economic ties and the increase and diversification of mutual trade exchanges. The Trade and Development Board was requested to convene periodically a sessional committee which would hold consultations on, and elaborate proposals concerning, the expansion of East-West trade giving due consideration to the trade interests of developing countries and the expansion of trade between socialist and developing countries.

In a declaration on the world food problem, the Conference called for intensive efforts by developing countries, developed countries and international organizations to combat the hunger and malnutrition affecting half of mankind because of the insufficiency of energy-giving and protective foods. The Conference proclaimed that the persistence of such problems was one of the major obstacles to economic and social development and that their solution was therefore the responsibility of the whole international community. It urged developing countries to adopt a number of measures, including specific reforms, training programmes and technical improvements, and to pay due attention to the agricultural sector in the formulation of balanced and integrated plans. It urged the developed countries to continue and to strengthen their aid to developing countries which were making efforts to increase food

production and modernize the agricultural sector; to lay equal emphasis on aid intended for the establishment of agro-industries for the manufacture of fertilizers, pesticides, agricultural machinery and water development equipment; to strengthen technical assistance through bilateral and multilateral channels and to provide food aid on a fair and just basis, as an interim measure of assistance, to food deficit countries in such a way as not to effect the productive capacity of recipient countries.

In a concerted declaration the Conference affirmed that trade expansion, economic co-operation and integration among developing countries would make an essential contribution towards their economic development. In a statement of intent, the developing countries set forth their determination to make all possible efforts to negotiate or put into effect meaningful commitments among themselves adapted to the different circumstances existing in the various parts of the developing world, and in a declaration of support the developed market economy countries and the socialist countries of Eastern Europe declared their readiness to aid the plans of the developing countries in this field. The Conference also agreed that appropriate institutional arrangements for continuing work on the subject, on a permanent basis within the UNCTAD framework, should be set up before the end of 1968.

Having in mind the different characteristics and stages of development of developing countries and the special problems that confront the least developed among the developing countries, the Conference recognized that particular attention should be given to those countries in any measures and concrete decisions emanating from UNCTAD and other organizations of the United Nations system concerned with the problems of economic development. It recommended that special measures should be devised within the global strategy of convergent measures, to enable the least developed among the developing countries to derive equitable benefits so that all the developing countries could gain comparable results from the co-operation of States members of UNCTAD. The Conference recognized that the land-locked position of many developing countries affected the expansion of their trade and economic development and hampered them in taking advantage of some of the international measures envisaged to support the trade expansion and economic development of developing countries. The Conference thus recommended that the Governments of developed countries should accord appropriate attention to the special needs of land-locked developing countries in their financing and technical assistance programmes in the field of transport and communications and invited the appropriate international financial institutions to give those countries similar attention among their priorities.

The Conference reaffirmed the importance of principles governing international trade relations and trade policies conducive to development and requested the Board to examine the desirability of elaborating, on fundamental issues which may be raised, additional principles consistent with the set of principles adopted at the first session of the Conference.

The Conference stated that the technical assistance activities of UNCTAD in conjunction with other United Nations organs, specialized agencies and related competent bodies, should be better defined and clarified in order to make possible a more adequate response to

the needs of developing countries. It stressed in this connexion the importance to the progress of those countries of adequately trained man-power in the fields of export promotion and invisibles, including shipping, insurance and tourism. The Conference invited the Secretary-General of the United Nations to prepare, in co-operation with the Secretary-General of UNCTAD and the executive heads of other competent organs of the United Nations—particularly UNIDO, the specialized agencies concerned and related competent bodies—a programme of integrated action on the problem of vocational and technical training in the aforementioned fields, and invited the organizations concerned to give all due consideration to technical assistance requests from developing countries.

In a resolution calling attention to the importance of further enlightening world public opinion on the magnitude of the problems dealt with by UNCTAD and on the growing gap in the level of economic development between the developed and developing countries, the Conference sought intensified activities to inform world public opinion of the objectives of UNCTAD and of its efforts for the acceleration of the development process.

In accordance with General Assembly resolution 1995 (XIX), the Conference reviewed and revised the lists of States contained in the annex to that resolution. It elected fifty-five countries to membership in the Trade and Development Board. It also took note and transmitted to the Board two proposals intended to review and streamline the institutional framework of UNCTAD; and it referred to the Board for consideration a proposal for the establishment of an intergovernmental body on the transfer of technology to developing countries.

In a resolution addressed to the General Assembly, the Conference recommended that the membership of the Republic of South Africa in UNCTAD be suspended until the Government of that country had terminated its policy of racial discrimination and until that fact had been duly confirmed by the Assembly.

The Conference adopted its report to the General Assembly on 29 March 1968.

## B. Commodity problems

The Permanent Group on Synthetics and Substitutes, a subsidiary organ of the Committee on Commodities, held its first session at Geneva from 8 to 16 August 1967. It considered the problems posed for natural products by synthetics and noted that these problems were particularly acute in the case of the developing countries because of the dependence of these countries on exports of natural products for the bulk of their export earnings. The Group reviewed the current situation in some specific commodities, such as rubber, textile fibres, sugar and coconut oil, which were facing competition from synthetics or substitutes. The Group also discussed questions concerning the most effective and efficient organizational means of handling the future work programme of UNCTAD in this area and put forward some recommendations for further consideration by the appropriate UNCTAD organs.

The second session of the Advisory Committee to the Board and the Committee on Commodities was held at Geneva in June 1967. At this session special attention centred on pricing policy and trade liberaliza-

tion. The Advisory Committee considered that the general principles and guidelines for pricing policy should evolve in a pragmatic manner, drawing upon the experience of past commodity arrangements, and should have as their objectives the stabilization of markets in the short run and the improvement of the trend of commodity earnings of developing countries in the longer term. On the question of trade liberalization, it felt that the aim should be to increase, or at the least, to safeguard the share of domestic consumption in individual developed countries accounted for by imports from developing countries.

The Cocoa Consultations, which had been held periodically since the adjournment of the 1966 Cocoa Conference, were resumed at Geneva in August 1967. Agreement was reached on some important elements of the draft agreement on cocoa, but it was generally felt that other issues required further study. As a result of consultations held at Geneva in September-October, 1967, a Memorandum of Agreement on the major issues for inclusion in an Agreement was adopted. A Cocoa Negotiating Conference was consequently held in Geneva from 28 November to 19 December 1967. Substantial progress was made on a number of issues, but no agreement was reached on other essential questions. In suspending its meetings on 19 December, the Executive Committee of the Conference requested the Secretary-General of UNCTAD to decide on a suitable date for the resumption of negotiations and in the meantime to arrange for such preliminary consultations and discussions as might be necessary. Member countries of UNCTAD demonstrated their recognition of the importance of improved conditions of international trade in cocoa by resolving at the New Delhi Conference that the Cocoa Conference should be reconvened not later than the end of June 1968.

The International Wheat Agreement, which expired in July 1967, was extended, so far as the administrative provisions were concerned, until July 1968. In the meantime, a number of Governments decided, within the framework of the Kennedy Round of tariff negotiations, on certain provisions to be included in an agreement covering both trade in wheat and food aid. On 12 July 1967 an International Wheat Conference was convened by the International Wheat Council in co-operation with UNCTAD. The Conference, which concluded on 18 August 1967, adopted an International Grains Arrangement comprising a Wheat Trade Convention and a Food Aid Convention.

The Trade and Development Board held a special session in New York on 16 November 1967 at the request of five rubber-producing countries to consider recent developments which had taken place in the rubber market. The Board unanimously adopted a resolution authorizing the Secretary-General of UNCTAD to convene such meetings as might be necessary to lead to concerted action, by Governments interested in the consumption of rubber, the production of natural rubber or the manufacture of synthetic rubber, to deal with both the short-term and long-term difficulties arising in international trade in rubber. In pursuance of this resolution, the Secretary-General of UNCTAD convened an exploratory meeting on rubber at Geneva on 15 December 1967.

The meeting examined the world market situation in rubber as presented by the producing countries. It unanimously adopted a report which outlined a series of measures concerning marketing, production and



supply, and international financial-technical assistance which it concluded would help relieve the problems facing producers of natural rubber.

Further efforts were made to resolve the serious problems besetting international trade in sugar. During July and August 1967, the Secretary-General of UNCTAD held discussions on sugar problems at the ministerial level in Havana, Washington, Brussels and Moscow, in an effort to facilitate the negotiation of an Agreement. A meeting of a pre-Conference committee of experts on sugar was held in Geneva during October to carry out preparatory work for the Sugar Conference and holding further consultations. It was agreed that the secretariats of UNCTAD and the International Sugar Council should proceed urgently to prepare a complete draft of an agreement for circulation before the Conference was convened on 17 April 1968.

The Conference, held at Geneva from 17 April to 1 June 1968, made progress in clarifying various aspects of a prospective International Sugar Agreement, including prices, quota commitments and supply commitments, but was unable to reach agreement on all these questions. Accordingly, it requested the Secretary-General of UNCTAD to conduct further consultations with Governments. These consultations led to a recommendation to resume the meetings of the Executive Committee of the Conference on 23 September 1968.

Joint UNCTAD/FAO work led to informal understandings between major producing and consuming countries on measures to improve conditions of international trade in sisal, henequen, abaca, and jute. Oilseeds, oils and fats have also been the subject of detailed examination under the joint auspices of FAO and UNCTAD.

The renegotiation of the International Coffee Agreement by the International Coffee Council was successfully concluded in February 1968, after several months of detailed negotiation. The new Agreement, which will come into force on 1 October 1968, contains a revised schedule of basic export quotas and provides for product diversification and for measures designed to bring world coffee production more into balance with demand. The International Coffee Agreement has been responsible for stabilizing returns to producers at levels which would otherwise have hardly proved possible under the conditions of excess production which have prevailed in recent years.

The Tungsten Statistical Working Party met in Geneva during September and October 1967, when the statistical situation for this commodity was reviewed.

### C. *Manufactures*

The Committee on Manufactures, at its second session, held at Geneva from 4 to 21 July 1967, reviewed the changing composition and pattern of imports of manufactures and semi-manufactures from the developing countries for the period 1961-1965. The Committee suggested that the review could with advantage be expanded to include not only the trade between developing and developed market economy countries but also trade with the socialist countries of Eastern Europe and between the developing countries themselves. The Committee also had before it a revised report on items of export interest to the developing countries, taking into account further information sub-

mitted by member States and also relevant information supplied by the GATT secretariat. Furthermore, the Committee considered a paper providing an examination of the tariffs on products of export interest to the developing countries and a preliminary review of the non-tariff barriers applied in selected developed countries on imports of manufactures and semi-manufactures of export interest to the developing countries. The Committee agreed that the secretariat should prepare for the second session of the Conference an evaluation of the results of the Kennedy Round of trade negotiations in terms of their results for exports of manufactures and semi-manufactures from developing countries.

The Committee considered the report of the joint UNCTAD/FAO Working Party on Forest and Timber Products, as well as a report on the further action that could be taken in the light of the recommendations made by the Working Party. The Committee expressed general agreement with most of the Working Party's recommendations and commended them to member States and the international agencies concerned for practical implementation. The Committee also examined a report on the export trade in fishery products prepared by the UNCTAD and FAO secretariats, as well as a report on processed iron ore prepared by the Battelle Institute. It decided that further work should be carried out in these sectors, account being taken of the suggestions made during the debate and in co-operation with other interested international organizations.

The Committee considered a number of studies on short and medium-term prospects for exports of manufactures and semi-manufactures of developing countries, prepared jointly by UNCTAD and the regional economic commissions. These studies were considered to be of use to the Governments of the countries concerned in their export promotion measures, to provide a basis for technical assistance in export production, and to help in the study on the world supply of and demand for manufactures and semi-manufactures of export interest to developing countries. The Committee considered it desirable to extend the country study programme.

In accordance with General Assembly resolution 2207 (XXI) on the participation of UNCTAD in the field of United Nations technical assistance, the secretariat submitted to the Committee a report showing the substantive support being given to a number of technical assistance projects in the field of export promotion. The Committee took note of the decision taken at a Meeting of the Executive Secretaries of the regional economic commissions in January 1967 to establish a joint United Nations export promotion programme.

An important item in the Committee's work programme is the examination of the world demand for, and supply of, manufactured and semi-manufactured products of export interest to developing countries. At its second session the Committee considered a preliminary report by the Secretariat and approved the outline for a more detailed study.

The Committee had before it two secretariat reports on meetings of experts who discussed the question of the promotion of exports of manufactures and semi-manufactures from the developing countries. These two meetings had been held jointly by UNCTAD and UNIDO, the first meeting dealing specifically with

the areas in which the United Nations should render technical assistance to promote the expansion of exports of manufactures and semi-manufactures from developing countries, and the second with the question of government policies in relation to the promotion of such exports.

The Group on Preferences, which held its second session at Geneva from 4 July to 18 July 1967, concentrated its discussion mainly on a number of technical aspects of a scheme of general preferences on a non-reciprocal and non-discriminatory basis. The discussions were based on a report by the Secretariat which outlined three possible approaches in providing safeguard arrangements in a generalized scheme of preferences, namely the use of an escape clause the *ab initio* establishment of tariff quotas, and uniform duty reductions. In addition, the Committee examined the question of product coverage, provisions for the least advanced developing countries, duration of preferences, special preferences, possible parallel obligations of developing countries, and institutional arrangements.

#### D. Financing related to trade

The Inter-Governmental Group on Supplementary Financing held its third session in Geneva from 30 October to 13 November 1967. The Group had been established by the Trade and Development Board to examine the study on supplementary financial measures prepared by the staff of IBRD in response to recommendation A.IV.18 adopted by the Conference at its first session. The study proposed a scheme for the provision of supplementary finance to developing countries to prevent disruption of their development programmes caused by unforeseen export shortfalls.

Taking into account the reports of its first two sessions and material submitted to it by the staffs of IBRD and IMF, and by the UNCTAD secretariat, the Group set forth its general assessment of the scheme. A few members stated that, in view of some unresolved questions, and without prejudging the question whether the objectives set out in recommendation A.IV.18 should be achieved by a scheme of the kind worked out by the IBRD staff or in other ways, they were not as yet prepared to take a position. One member expressed the view that the scheme would provide neither a timely nor a genuine solution to the basic problem—the instability and inadequacy of the export proceeds of developing countries—which could be dealt with effectively only by a system of organization of markets for primary products. All other members of the Group believed that, although a number of questions, some of them important, required further consideration, the objective set out in part A of the recommendation could be achieved by a scheme with the essential characteristics of the IBRD staff scheme.

The two basic elements of the scheme considered by the Group were: (1) the development programme, policy understandings and consultations; and (2) the export expectations to be related to the provision of supplementary finance. While it was generally agreed that a policy understanding should be part of the scheme, the Group stated that the scope and nature of the policy understanding and its implementation (including the frequency and timing of consultations and any necessary revision) required further discussion. Concerning export expectations it was generally agreed that they should be revised if necessary when

a development plan required revision. The Group felt, however, that other reasons for revisions, the frequency of revisions and the way in which decisions would be taken about export expectations and revision, required further discussion.

Regarding the operation of the scheme, the Group discussed the following topics: import prices, overages, use of reserves, resources of IMF, adjustments, assessment of claims, form of assistance, terms of assistance, costs, rationing and financial administration.

As the Group's terms of reference directed it to study other possible methods which might be employed in achieving the objectives of the above-mentioned recommendation, it also discussed the negotiation of agreements on commodities and the "organization of markets". Alternative financial measures for dealing with the problem of the adverse effects of export shortfalls were also suggested to the Group by some of its members.

#### E. Invisibles, including shipping

The programmes of work in invisibles have been pursued by the UNCTAD secretariat in close co-operation with other units of the United Nations Secretariat, the regional economic commissions, the specialized agencies (notably IMCO in shipping matters) and with other intergovernmental and non-governmental organizations. In line with a resolution adopted by the Committee on Shipping at its second session, the secretariat also invited the co-operation of the private sector to its work on shipping, in particular in the provision of information relevant to its activities.

In pursuance of resolutions adopted by the Committee on Shipping, the Committee on Invisibles and Financing related to Trade and the Economic and Social Council requesting the Secretary-General to consider ways of avoiding duplication between secretariat units dealing with invisibles, the Secretary-General decided that responsibility for research and for substantive support for technical assistance activities in shipping and ports and in the fields of insurance and re-insurance should be concentrated in the UNCTAD secretariat. The decision regarding responsibility for shipping and ports was announced in a report by the Secretary-General, submitted to the second session of the Conference, on the division of responsibilities among Secretariat units concerned with transport questions. The decision regarding insurance matters was similarly brought to the attention of the Conference. The Conference took note of and welcomed these decisions, both of which involve the transfer of certain functions in the sphere of research and operational activities from the Department of Economic and Social Affairs to the UNCTAD Secretariat.

#### F. International Trade Centre

With a view to strengthening the activities and resources of the United Nations Export Promotion Programme, which was established in January 1967, the Secretary-General of UNCTAD and the Director-General of GATT held a number of discussions and consultations during which the possibility was examined of combining the resources of both institutions in a joint international trade centre designed to make a

more effective contribution to the export promotion efforts of developing countries.

As a result of such consultations, a proposal agreed upon between the two executive heads was submitted to the Trade and Development Board at its fifth session and to the Contracting Parties to GATT at its twenty-fourth session. The Board welcomed and generally endorsed in principle the proposal to establish a joint centre within the United Nations export promotion programme and looked forward to early decisions by the appropriate bodies on its implementation in the light of further information to be submitted by the secretariats of UNCTAD and GATT on some aspects of the proposal. The Contracting Parties to GATT authorized the Director-General to initiate the necessary arrangements, in consultation with the Secretary-General of UNCTAD, for the establishment of the centre as from 1 January 1968. The General Assembly of the United Nations, in its resolution 2297 (XXII), approved the accord between UNCTAD and GATT on the establishment of the Centre.

In accordance with the recommendations of the respective governing bodies, a Joint Advisory Group of governmental experts on trade promotion will be set up to review annually the activities and future work programme of the Centre.

The Centre initiated its activities on 1 January 1968. It assists developing countries by (1) providing trade information; (2) providing trade promotion advisory services; (3) arranging training in export promotion; (4) undertaking studies on specific aspects of trade promotion and marketing; (5) providing substantive support for export promotion projects financed under United Nations technical co-operation programmes. The Centre reports annually to UNCTAD and GATT.

## G. Action by the General Assembly

At its twenty-second session, the General Assembly considered the third annual report of the Trade and Development Board. The Economic and Social Council had considered the report at its resumed forty-third session and, by its resolution 1282 (XLIII), had transmitted it to the Assembly. The Assembly also had before it the Charter of Algiers.

In taking note of the annual report of the Board, the Assembly welcomed the agreement reached at the fifth session of the Board on the various aspects of the preparatory work for the second session of the Conference, and renewed its appeal to the Governments of the States members of the Conference to make the maximum efforts, both in their preparations for the second session and during the deliberations of the Conference, to ensure its success with a view to the fulfilment of the basic objectives of UNCTAD. The Assembly noted with great interest the Charter of Algiers, in particular part II entitled "Programme of action", regarded by the developing countries as the most urgent and immediate step to be taken by the Conference, and invited the Governments of States members of the Conference to give serious consideration to the document. It expressed serious concern at the lack of progress in solving, in the light of the Final Act adopted by the Conference at its first session, substantive problems of international trade and development with which the Conference was faced, and at the adverse economic trends which had contributed to the continuing and unsatisfactory economic situation of the developing countries.

The General Assembly also approved the accord between UNCTAD and GATT on the establishment, as from 1 January 1968, of the International Trade Centre.

## REFERENCES

### A. Review of activities

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For the report of the Trade and Development Board on its third special session (16 November 1967), see document TD/B/162.

For the report of the United Nations Conference on Trade and Development on its second session (1 February to 29 March 1968), see document TD/97.

For relevant documents, see:

- (a) *Towards a Global Strategy of Development*: United Nations publication, Sales No.: E.68.II.D.6;
- (b) The Significance of the Second Session of UNCTAD—report to the Secretary-General of the United Nations: TD/96;
- (c) Charter of Algiers adopted by the Ministerial Meeting of the Group of 77 on 24 October 1967: TD/38 and Add. 1 and 2.

For a list of background documentation, see Guide to documentation of the second session of UNCTAD: TD/INF.3 and Add.1.

For other relevant documents and a list of relevant records, see *Official Records of the General Assembly, Twenty-second Session*, agenda item 38; and *Official Records of the Economic and Social Council, resumed Forty-third Session, Annexes*, agenda item 1.

### B. Commodity problems

For relevant documents, see:

- (a) Report of the Permanent Group on Synthetics and Substitutes on its first session (8 to 16 August 1967): TD/B/147—TD/B/C.1/45;
- (b) Report of the Advisory Committee to the Board and to the Committee on Commodities on its second session (June 1967): TD/B/127;
- (c) UNCTAD Commodity Survey, 1967: TD/B/C.1/46 and Add.1.

### C. Manufactures

For relevant documents, see:

- (a) Report of the Committee on Manufactures on its second session (4 to 21 July 1967): TD/B/134/Rev.1;
- (b) Report of the Joint UNCTAD/FAO Working Party on Forest and Timber Products (TD/B/C.2/18 and Corr.1);
- (c) Report of the Group on Preferences on its second session (4 to 18 July 1967): TD/B/C.2/38.

### D. Financing related to trade

For relevant documents, see Report of the Inter-governmental Group on Supplementary Financing on its third session (30 October to 13 November 1967): TD/33.

### E. Invisibles including shipping

For relevant documents, see Review of recent developments and long-term trends in world shipping: TD/31 and Corr.1 and Add.1.

### F. International Trade Centre

For relevant document, see: *Official Records of the General Assembly, Twenty-second Session, Annexes*, agenda item 38, document A/6879.

## CHAPTER X

# United Nations Industrial Development Organization

The General Assembly, by resolution 2152 (XXI) of 9 December 1966, decided that the United Nations Industrial Development Organization (UNIDO), established as an organ of the General Assembly, should function as an autonomous organization within the United Nations. The purposes and functions of the organization, as set out in the resolution, include operational activities and action-oriented studies and research programmes. By the same resolution, the General Assembly also decided to establish as the principal organ of the Organization the Industrial Development Board consisting of forty-five members elected by the General Assembly. The Board reports to the General Assembly through the Economic and Social Council.

The functions of the Industrial Development Board include the formulation of principles and policies, the consideration and approval of the programme of activities of the Organization, and the review and co-ordination of activities within the United Nations system in the field of industrial development.

The transfer of the headquarters of the United Nations Industrial Development Organization to Vienna, in accordance with General Assembly resolution 2212 (XXI), was completed in the latter part of 1967.

In addition to continuing its work on a number of projects begun during the previous period, UNIDO undertook new activities during the year under review. These activities are dealt with in detail in the relevant sections of this chapter. An effort was made to reorient the new activities as far as possible along guidelines set forth by the Board at its first session (10 April-5 May 1967). On 1 July 1967, UNIDO took over all industrial operational projects for which the Department of Economic and Social Affairs at United Nations Headquarters had formerly been responsible. At the same time UNIDO was designated by UNDP as a participating and executing agency for Special Fund projects under its competence. Thus, in addition to the special industrial services, which had been already under its direct responsibility, UNIDO was put in full charge of technical assistance activities in the field of industry under all United Nations programmes of technical co-operation.

Another important addition to UNIDO's activities was the organization of an International Symposium on Industrial Development which was held concurrently with the UNIDO-sponsored Industrial Promotion Service at Athens from 29 November to 19 December 1967.

In addition this chapter covers the second session of the Industrial Development Board (17 April-14 May

1968) and gives a survey of UNIDO's operational field activities and of the supporting activities of the substantive divisions.

### *A. International Symposium on Industrial Development*

One of UNIDO's main activities during 1967 was the preparation of the International Symposium on Industrial Development, which met in Athens from 29 November to 19 December 1967.

The Symposium was held in accordance with General Assembly resolution 2178 (XXI) of 9 December 1966 which endorsed the decision of the Economic and Social Council to convene it. The General Assembly expressed the hope that the recommendations of the Symposium would give an added impetus to international co-operative efforts aimed, in particular, at achieving the accelerated industrialization of the developing countries.

The Symposium was attended by seventy-eight Member States and representatives of fifteen intergovernmental organizations and six non-governmental organizations. Most government delegations from developing and developed countries also included representatives from industry. Concurrently with the Symposium UNIDO sponsored the holding of an Industrial Promotion Service which enabled selected individuals and organizations, in addition to members of official delegations, to engage in discussions on specific industrial projects.

The agenda and the rules of procedure governing the proceedings as adopted by the Symposium were those recommended by the Economic and Social Council and approved by the General Assembly in resolution 2178 (XXI).

The agenda of the Symposium was divided into three main parts which were dealt with by the three committees among which the Symposium's work was divided. Committee I dealt with policies and problems of industry in developing countries (e.g. management and training, industrial research, manpower and industrial institutions). Committee II was devoted to an analysis of the situation and prospects of a number of selected industrial branches of major interest to developing countries. Committee III dealt with general issues and policies of industrialization in both their national and international aspects.

The Committees' reports as finally adopted by the Symposium contain numerous recommendations, both general and specific. Some relate to problems of specific industries; others to interrelated aspects of the indus-



trialization process—training, manpower, financing. Still others cover general policy aspects as regards both national and international action to promote industrial development of the developing countries. The emphasis of these recommendations is on operational activities under the United Nations technical assistance programme and on the supporting studies and research. The Symposium further stresses the central role of UNIDO as the co-ordinating body of the activities of the United Nations family in the field of industrial development and the need for strengthening UNIDO as an effective instrument of action.

The discussions in the Committee as well as in the plenary meetings dealt comprehensively with the problems of industrialization confronting the developing countries. There was a common understanding in the Symposium of the aspirations of these countries for an accelerated rate of industrialization. A great deal of the discussion concerned two issues: raising the input of capital resources, particularly foreign capital investments, so as to promote a higher rate of industrialization; and promoting exports of manufactured goods. Owing to the divergent views held by delegations on these and certain other issues no policy statement defining the position of Government on the larger issues of industrialization could be generally agreed upon. It was therefore agreed to incorporate in the report two separate declarations by the developing and developed countries respectively. Each group reserved its position on certain issues, in particular as regards the controversial areas of foreign capital investment and exports of manufactured goods referred to above. As was noted in the final paragraph of the statement by the two groups, the two sets of recommendations disclosed agreement in certain areas, but there remained areas of great concern to developing and developed countries alike, particularly industrial financing and commercial policies relating to industrial development, in which no consensus had been reached.

The Symposium recommended that Member States consider the establishment of national committees which would serve Governments and member institutions in an advisory capacity on all questions related to the activities of UNIDO.

### B. Second session of the Industrial Development Board

The Industrial Development Board, which is the main organ of the United Nations Industrial Development Organization, held its second regular session at Vienna, the seat of the Organization's new headquarters from 17 April to 14 May 1968. It considered the documentation, submitted by the Executive Director in accordance with the provisions of its resolution 1 (I), including the reports on 1967 activities and the programmes of work for 1968 and 1969. In addition, it considered the report of the International Symposium on Industrial Development which also included a section on the Industrial Promotion Service, in accordance with General Assembly resolution 2178 (XXI), in which the Assembly requested the Board "to study in due course the recommendations of the Symposium and to take appropriate follow-up action". The Board also discussed the problem of co-ordination of the activities of the United Nations system in the field of industrial development.

The fifteen groups into which the activities of UNIDO were subdivided in the programme of work of the Secretariat were reviewed in succession and a number of recommendations made in the Board's report. Generally speaking, the recommendations related to industrial production, programming and planning, accelerating the training of technical managerial personnel and improving procedures for the provision of technical assistance.

In its resolutions 3 (II) and 9 (II) related to the UNIDO work programme, the Board requested the Executive Director of UNIDO to prepare, *inter alia*, long-term programme proposals for industrial development with a view to the elaboration of an international development strategy that fell within the framework of the Second Development Decade provided for in General Assembly resolutions 2218 (XXI) and 2305 (XXII). The Board also dealt with questions of training, which it considered to be a major prerequisite for accelerated industrialization in the developing countries. After noting with appreciation the UNIDO work programme for 1969 in the field of training, it requested the Executive Director to prepare, in consultation with the developing and developed countries and other interested United Nations organizations, proposals for new training programmes, including an experimental pilot project. It considered that high priority should be given to requests from developing countries for training of national personnel in industry.

On the subject of co-operation and co-ordination in the field of industrial development with other organizations in the United Nations system, the Board stressed the importance of appropriate harmonization of these activities.

The Board considered the consolidated report of the industrial development activities of the United Nations system of organizations as a basic instrument in the co-ordination effort since it provided the necessary data for the formulation of appropriate policies in this area and endorsed the recommendations of the Executive Director tending to improve its content and effectiveness. To this end, it requested the Executive Director to pursue his consultations with the organizations concerned for appropriate arrangements and procedures for the preparation of the consolidated report and the related documents, including the analytical reports and the annual review of the future programmes of activities in the field of industrial development of the United Nations system of organizations.

As a means of strengthening the co-ordination mechanism, the Board also requested the Executive Director to accelerate the recruitment of industrial field advisers who, in addition to their activities in promoting technical assistance in the respective regions, would maintain liaison in the field of industry with the regional economic commissions; they would also maintain working relations with the national committees for UNIDO—in countries where such committees exist whose establishment has been unanimously recommended by the International Symposium of Athens.

In resolution 3 (II) the Board set up a working group to be convened by the Executive Director two weeks before each annual session, whose task would be to examine the current and future programmes of work as well as their financial implications, and the problems of co-ordination in the industrial development field.

### C. Operational field activities

The UNIDO secretariat has taken full responsibility for the substantive support and for the handling of the programming and implementation of technical co-operation projects financed from the following sources: the United Nations regular programme of technical assistance; the programme of special industrial services; UNDP (Technical Assistance component); UNDP (Special Fund component); and projects funded from extra-budgetary resources, mostly funds-in-trust provided by recipient Governments.

The guidelines for the UNIDO programme of work established by the Industrial Development Board put the emphasis on operational activities in the field. During the transitional period under review, UNIDO, as a new organization, had to face a number of major organizational problems; however, the pace of activities was not disrupted and a number of measures were taken to strengthen the organizational structure in order to develop the promotional activities of UNIDO and the implementation of projects. The steps taken by UNIDO to promote operational activities, so that the services it can provide should become more efficient and readily available for assisting developing countries in the establishment or expansion of industry, have shown that there is a considerable need in developing countries for assistance in the industrial field and that UNIDO can play a very important role in providing such assistance.

By resolution 2298 (XXII) of 12 December 1967, the General Assembly established a separate section 14 in part V of the budget of the United Nations to provide for the programme of technical assistance in industrial development at an appropriate level commensurate with the expanding requirements of the developing countries. The General Assembly further requested that the Industrial Development Board should consider and approve the projects and programmes in the field of industrial development undertaken through the utilization of the resources thus appropriated and should provide general policy guidance and direction with reference to the utilization of these resources. In accordance with this resolution, the Industrial Development Board at its second session considered the programme for 1969, and the establishment of planning levels for 1969 and 1970.

From 1 July 1967, UNIDO was designated by the United Nations Development Programme as a participating and executing agency in its field of competence. As from that date, UNIDO took over eighteen Special Fund projects in the field of industry that had been formerly under the responsibility of the Department of Economic and Social Affairs of the United Nations. At the fifth session of the UNDP Governing Council (January 1968), seven Special Fund projects were approved in the field of industry having UNIDO as participating and executing agency. At the same session, two additional projects were entrusted for execution to specialized agencies with UNIDO participation.

The programme of special industrial services, which was established with a view to making available to Member States a broader range of technical assistance services under accelerated and simplified procedures, adapted to the particular requirements of industrial projects, has become more widely known and there has been a considerable increase in the number of requests for assistance. Requests have been received and assistance has been given for such industrial projects as

the review of an industrial codes system, the establishment of workshops, the improvement of production processes, the execution of tenders, and comprehensive market surveys.

Following the directives of the Industrial Development Board and in order to provide for the establishments of closer and direct contacts with the developing countries, a memorandum of agreement was signed between UNIDO and UNDP for the setting up of a UNIDO field industrial advisers service within the UNDP field offices. The industrial development field advisers, who are being assigned to one or several developing countries as required in the light of the needs of the industrial development programmes of the countries concerned, will provide advice whenever necessary on matters of technical co-operation, both to government authorities and to the UNDP Resident Representatives and achieve with respect to the UNIDO field activities a desirable degree of co-ordination with and integration within the offices of UNDP Resident Representatives; these field advisers will also assure UNIDO an adequate channel of communications with Member States on matters outside the UNDP activities as well as with the regional economic commissions and with other regional and subregional organizations.

### D. Activities by industrial sector

#### 1. Mechanical and electrical engineering industries

The year under review saw a further development of UNIDO activities in mechanical and electrical engineering industries. Thirty-one countries received technical assistance under the various United Nations programmes in these two fields. Of particular interest are several large new projects under the UNDP Special Fund, such as the Design Centre for Electrical Measuring Instruments in India; a workshop for prototype tool production in Tunisia; a continuing assistance programme to the United Arab Republic Engineering and Industrial Design Development Centre; and the Metal Industries Development Centre in Singapore in co-operation with the ILO.

Under the short-term programme, assistance was given in electronics, combustion engineering, the automotive industry, quality control, maintenance, and especially in metal-working with special reference to the export-oriented industries.

The preparatory work begun in 1966 for the automotive seminar planned for the last quarter of 1968 was completed and a meeting of experts on the manufacture and utilization of dies and jigs, to be held in the autumn of 1968 in Vienna, was being actively prepared. Arrangements are being made for a seminar on the technology of production of specialized telecommunication equipment in the electronics industry, which will take place in Switzerland in the first quarter of 1969.

Close contacts were established with FAO for manufacturing agricultural machinery and implements in developing countries.

Design work with the help of experts from industrialized countries was started on prototypes of specialized maintenance centres and repair shops to be built in developing countries, as recommended by an international group of experts who met at United Nations Headquarters in November and December 1966.

## 2. Metallurgical industries

In the metallurgical industries, UNIDO continued to develop its operational and non-operational activities along five main lines. Technical assistance was given in iron and steel projects and in ore beneficiation to Jordan, Liberia, Nigeria and other developing countries. Uruguay and Venezuela received expert advice on light and heavy non-ferrous metals, and Singapore and South Korea on foundry industries.

The *ad hoc* working group meetings of experts in the aluminium and copper industries respectively were organized late in 1967. The aluminium meeting was attended by nine experts who presented papers and discussed the production of alumina from various ores. Twenty-eight observers from developed and developing countries took part in the discussion. The copper meeting was attended by five experts and some twenty observers. Reports, summarizing the papers presented, and the subsequent debates at the meeting have been circulated.

Preparations for the Second Interregional Symposium on the Iron and Steel Industry, which will be held in conjunction with the Government of the Union of Soviet Socialist Republics in Moscow in September and October 1968, are progressing.

## 3. Chemical process industries

Increasing interest was shown by developing countries in establishing manufacturing complexes for fertilizers, pesticides and petrochemicals. In response to requests from developing countries in a relatively advanced stage of development in petrochemicals, technical assistance was given in the manufacture of more sophisticated products, in process and material improvement and in the application of modern techniques in research and development. In the case of fertilizers and pesticides, technical assistance activities included expert advice on marketing, improved utilization of existing capacities, and investigation of new processes and methods to replace raw materials in short supply, such as sulphur. More than twenty-five countries received technical assistance.

Preparatory work has been undertaken for two conferences, the Second Interregional Conference on the Development of Petrochemical Industries in Developing Countries scheduled to convene in 1969 and the World Fertilizer Congress in 1970. An *Ad Hoc* Expert Group Meeting from Fertilizer Deficit Countries was held in May 1968. The *Fertilizer Manual* was published in the beginning of 1968.

A number of studies on production, economics, feasibility studies, marketing and supply and demand in fertilizers are being carried out in collaboration with the regional economic commissions and UNESCO. In petrochemicals, several studies were prepared dealing with various aspects of development of the polymer industry. In addition, UNIDO co-operated with FAO in the latter's study on food production resources in agricultural development, assisted the Mekong Committee in the selection of experts for industrial surveys and participated in a meeting of the Organization for Economic Co-operation and Development in Paris on the supply and demand prospects for chemical fertilizers in developing countries.

In basic chemicals the necessary staff has now been recruited and technical assistance was provided to a

number of countries, partly by UNIDO staff and partly by the provision of extramural experts. The field projects undertaken in various countries included projects on the extraction of chemicals from sea-water and several projects on pulp and paper.

It was possible to start giving assistance in the pharmaceutical field, and staff is at present available to increase this activity.

Preparations for the Expert Working Group on the Modernization and Mechanization of Solar Salt Industries were somewhat delayed by the transfer of UNIDO Headquarters from New York to Vienna, but plans are now well advanced for this meeting to be held by the end of 1968, and several papers have already been commissioned.

## 4. Light industries

In November 1967 UNIDO organized an expert group meeting in Vienna on the selection of textile machinery in the cotton industry and published a covering report. A similar meeting dealing with the worsted wool industry is being prepared and will be held in November 1968. A study on the technological and economic aspects of establishing textile industries in developing countries was also published early this year.

In food processing, work was initiated for an expert group meeting on scientific approaches to the problems of preservation and refrigeration of food in developing countries. Several studies on modern food processing, of interest to developing countries, were completed.

Close collaboration was being maintained with the Advisory Committee on the Application of Science and Technology to Development in connexion with the production of edible proteins from fish, soya, and other vegetable sources.

Most of the activities were of an operational nature; technical assistance projects had been elaborated in four main areas of interest to developing countries, namely textile industries, food processing and the leather and wood products industries.

## 5. Building materials and construction industries

Arrangements were made for the erection of a pilot plant for asbestos in Bolivia as a UNDP Special Fund project. Expert technical advice was provided to a number of developing countries on cement and allied industries, china and vitreous ware and industrial building methods.

In collaboration with the United Nations Centre for Housing, Building and Planning, UNIDO has contributed to the organization of a series of seminars relating to the building industry.

## E. Industrial programming and policies

### 1. Industrial programming and project planning

In accordance with the guidelines laid down by the Industrial Development Board, the work in this area included: (1) industrial planning and programming; (2) industrial project preparation; (3) industrial project implementation; (4) industrial programming data; and (5) industrial location and regional planning. The work has involved some sixteen distinct projects for supporting research, advisory missions, the holding

of *ad hoc* expert group meetings and the preparation of technical material for publication. In addition, a number of technical documents were prepared for the International Symposium on Industrial Development, in which the staff participated and which it serviced.

In the field of *sectoral planning and programming studies* a study on the programming of the iron and steel industry is being carried out which follows the methodology utilized for the earlier studies on the chemical industries, the petroleum refinery industry and the aluminium industry. Investigations have been started also regarding the realization of a comparative study on industrial planning for the purpose of analysing industrial plans and programmes from the point of view of methodology, performance and institutional arrangements. Contacts have been made to initiate studies in Hungary, Iran, Israel, Mexico and Yugoslavia. Contacts for co-operation with the Mexico office of ECLA and with ECAFE have been established.

Following on the meeting of an *ad hoc* group of experts on the role of advanced skills and technologies in industrial development organized by the UNIDO secretariat and held in New York from 22 to 29 May 1967, a summary of the conclusions and recommendations have been prepared for publication in the *Industrialization and Productivity Bulletin* (No. 12). The papers submitted at the meeting are to be published in the Industrial Planning and Programming Series under the title "Planning for Advanced Skills and Technologies".

Technical assistance activity regarding the advisory missions, the servicing of experts in the field and assistance to the national cadres in industrial project preparation was considerably intensified. Documentation completed on commercial and national economic profitability analysis to meet the urgently felt needs of engineers and administrators working in the field of project preparation included documents on the following subjects: introduction to economics of project preparation, basic concepts used in project preparation, commercial and national economic profitability, measurement of direct and indirect benefits and costs, the social rate of discount and social return on investment, calculation of accounting prices for capital, foreign exchange and unskilled labour and reconciliation of multiple objectives. In this area of work also, selected papers submitted to the Prague Symposium on Industrial Project Evaluation were edited and prepared for publication.

In connexion with the "data bank" services for industrial programming, work on the compilation of *Profiles of manufacturing establishments* in selected countries is continuing, with two volumes under this series already completed. The results of the research programme regarding the framework of detailed interindustry data for industrial programming purposes, mentioned in the previous report, have also been completed for publication. In addition, steps have been taken to establish subregional and regional components of the Working Party for industrial programming data to secure over-all co-ordination of locally promoted actions.

In the field of industrial project implementation UNIDO is developing and applying more effective techniques and procedures for programming and control of project implementation which are being adapted to conditions prevailing in the developing countries. A

manual on these techniques and procedures is being prepared and will be published early in 1969.

With regard to industrial location and regional development, the relevant background and organizational work has been carried out and all arrangements made, including the preparation of discussion and analytical papers, for the holding of the seminar in Minsk (USSR) in August 1968. Progress has been made in the preparatory work on the guide to regional industrial planning and supporting studies on industrial location.

## 2. Industrial policies and industrial financing

The work of UNIDO in the field of industrial policies is oriented mainly towards: (1) assisting the developing countries in their policy approaches to the promotion of industrialization, (2) harmonization of the objectives of industrial planning with national and regional economic programmes, (3) assisting the developing countries with regard to specific industrial policy problems, and (4) assisting the developing countries in the establishment of appropriate implementation machinery.

In addition to the preparation of the series of technical documents for the International Symposium on Industrial Development regarding the impact of industrial policies on industrialization, other work for the Symposium was done at Vienna and Athens. The experiences of individual countries regarding the effectiveness of their industrial policy programmes as stimulants to industrial development are also being reviewed. An expert group will make a critical evaluation of these experiences in October 1968 and will study and discuss its general conclusions.

With regard to the development of industrial financing policies, UNIDO has engaged in the following activities: (1) assisting developing countries in obtaining external financing for specific projects whose ownership remains local; (2) promoting in the developing countries joint venture projects favouring association of national and foreign capital; (3) assisting the developing countries in attracting foreign investment through the establishment of policies which encourage direct foreign investment.

Teaching and study materials and the relevant documentation have been prepared for a series of workshops scheduled for late 1968 on the financial planning of industrial development. The workshops will be held in Africa and in Asia and are intended for the use of economic planners, promoters and managers of industrial projects and industrial financial analysts.

Two meetings of experts were held in New York in June and September 1967 to review present practices and the problems involved in the investment promotion of industrial projects by investment promotion offices of the developing countries. These meetings were concerned with methods designed to increase the volume of industrial investments in developing countries. In this connexion two studies were initiated, one relating to the structure, scope and function of investment promotion agencies in developing countries and the other to the possible scope of a modern industrial investment information manual. Studies were also carried out during the 1967-1968 period on: (1) the financial aspects of manufacturing enterprises in the public sector; (2) the scope, nature, and make-up of foreign and domestic joint ventures in manufacturing; and (3) co-operation among the industrial developing finance institutions in the developing countries.



A training programme on the techniques of industrial investment promotions was held from 15 March to 7 June 1968 in co-operation with the United Nations Institute for Training and Research. The programme included discussions of existing experience and technique and practical work on specific projects. The course was attended by participants from eighteen developing countries.

### 3. Development of export industries

The work done by UNIDO on the development of export-oriented industries was mainly concerned with: (1) the identification of viable export industries; and (2) the evaluation of the export potential of existing industries, together with the identification of appropriate measures designed to expand export potential.

These activities were carried out within the framework of the Combined United Nations Programme for Promotion of Exports, which was established following a meeting of the Executive Secretaries of the regional economic commissions in 1967. On the basis of decisions reached at that meeting close co-operation was established with respect to a number of export promotion projects between UNIDO, UNCTAD, the UNCTAD/GATT International Trade Centre and the regional economic commissions. One of these, a training course programme for export-promotion personnel of developing countries, is to be held late in 1968. So far plans have been prepared, the financing has been secured and the substantive work regarding the course itself has been completed. Further co-operative programmes with other United Nations agencies included: (1) a joint expert meeting of UNIDO and UNCTAD, held in New York in July 1967, to consider government policies and the United Nations role in export promotion; and (2) a joint mission by UNIDO, UNCTAD, ECLA and the Permanent Secretariat of the General Treaty on Central American Economic Integration (SIECA) to the Central American Republics and Panama in September and October 1967 to study the export potential of manufactured products produced by existing industries. Arrangements were being made for a similar joint mission to the Far East in which UNIDO, UNCTAD and ECAFE would participate.

A major part of the study on the metal-working industries as potential export industries in the developing countries was completed and the remaining work was begun. After the entire study is completed, it will be reviewed by an expert group which will then suggest suitable approaches to these problems so as to provide guidance, both to the developing countries and to those international organizations concerned, on the opportunities which may be available through the development of metal-working industries.

Work on the problem of the utilization of excess capacities of manufacturing facilities, particularly on the use of such excess capacities for the production of export-directed commodities and products was further advanced. Arrangements were also completed for the holding of an expert group meeting in Latin America during 1968 to consider this problem in its relation to the urgency of accelerating the industrialization programmes of the developing countries.

Several studies undertaken earlier on the possibilities of the repayment of foreign credits in kind were nearing completion. The McGill University studies on the

efficiency of foreign aid for the stimulation of industrial growth and on the impact of foreign aid on industrial exports were also completed and are being reviewed.

### 4. Survey of industries

In accordance with the directive of the Industrial Development Board the first *Industrial Development Survey* was prepared and presented to the International Symposium on Industrial Development. It reviewed the basic features of industrial progress in the developing countries in recent years and examined the role of the developing countries in terms of world-wide economic development.

In addition a series of country study actions have been undertaken under which technical assistance is to be given to individual developing countries in the preparation of their own industrial surveys. These studies will be useful for the policy guidance of the Governments themselves, for background information in connexion with technical assistance programmes in industry in these countries and as supporting data regarding the world industrial development surveys.

### F. Industrial training and management

With respect to the training of engineers and technicians, UNIDO convened in the latter part of 1967 an *ad hoc* meeting of experts attended by the training directors of the in-plant training programmes organized so far by UNIDO in the industrialized countries. The meeting of experts recommended that UNIDO should formulate and implement an integrated and expanded long-range programme for the in-plant training of low, middle and high level engineers to be organized on an international and regional basis.

In-plant training programmes for engineers and technicians from the developing countries are being organized in several developed countries offering host facilities. The programmes cover diesel oil engines, the cement industry, the mechanical engineering industries, textile production, electrical industries and the iron and steel industries.

During the past year UNIDO has provided approximately 200 individual fellowships in the field of industrialization financed under the United Nations programmes of technical assistance. The fellowship candidates fell into the following occupational groups: (1) engineering and managerial personnel of public and private industrial enterprises; (2) officials of industrial training, extension and research institutions; and (3) officials of industrial development and planning agencies.

Basing itself on the recommendations of the International Symposium on Industrial Development, UNIDO, in co-operation with the ILO, is looking for ways to encourage and assist the development of national industrial training organizations in developing countries. The functions of such organizations will be to set targets for industrial training, to stimulate training by industrial enterprises themselves, to co-ordinate training by industry and the vocational sector of the education system, to prepare training material and to set training standards.

Preparations are being made to convene an *ad hoc* meeting of experts in November 1968 on managerial and technical personnel requirements in selected industrial

branches. The meeting will be held to review and provide guidelines on research undertaken by UNIDO to determine training requirements at the level of industrial enterprises in developing countries as well as to investigate variations in personnel patterns in selected industries so that patterns may be selected corresponding more closely to the supply of trained personnel of different types available in developing countries.

As regards management development, UNIDO has continued to support the development of a scheme in which executive and technical personnel of industrialized and developing countries meet to discuss problems of management, organization and production in their plants. Following the first project of this type in Yugoslavia in 1967, it was considered that this activity would be far more effective if some changes were made in format and emphasis, namely, by the elimination of formal training sessions and by placing the emphasis on direct plant visits and group discussions of specific management problems. In 1968, seven such industrial advisory and problem-solving missions are planned in response to country requests.

In 1968 UNIDO will issue the first three publications in the "Training for Industry Series" under the following titles: "Training for Industry Series No. 1: Training of Economic Administrators in Industrial Development"; "Training for Industry Series No. 2: Estimation of Managerial and Technical Personnel Requirements in Selected Industrial Branches"; "Training for Industry Series No. 3: Training Manual for Engineers and Technicians in the Textile Industry".

## *G. Institutional aspects of industrial development*

### **1. Industrial information and promotion**

With the setting up of the Central Industrial Information Service, UNIDO took effective steps during the year under review to develop "data banks" in such fields as sources of industrial information, the supply of industrial equipment, industrial consultants and other servicing institutions, industrial projects in developing countries and industrial investment opportunities.

A group of nine experts discussed ways and means of acting on Economic and Social Council resolution 1183 (XLI) and worked out guidelines for the establishment and operation of the Advisory Service on the Supply of Industrial Equipment to Developing Countries.

The first steps were taken to establish a roster of industrial consultants. Full use was made of the information and experience acquired by the Purchase and Transportation Service of United Nations Headquarters in New York.

The UNIDO Industrial Information Service provided more than 200 replies to inquiries on problems and topics concerning industrial development. In compiling these answers the Service made use of the data already collected as well as of material made available from other international and national information and research centres enlisted as correspondents by the UNIDO Information Centre Clearing-House.

Experts were sent by UNIDO to assist developing countries in establishing such facilities as industrial information transfer facilities and training opportunities were provided for local information personnel.

The UNIDO Newsletter was launched in June 1967 to serve as a regular information channel from UNIDO to the industrial community. It provides a periodic up-to-date listing of UNIDO's operations, field activities, publications and meetings.

The UNIDO Industrial Promotion Service began operations on an experimental basis in Athens concurrently with the International Symposium on Industrial Development, 29 November to 19 December. Because of the response—more than 500 participants from some sixty countries registered—the Service has become a continuing part of UNIDO's work programme. The purpose of the Service is to promote contact between potential "suppliers" and "consumers" of financial, technical and other external assistance to industry. In order to evaluate the short-term results of the dialogues between potential recipients in developing countries, UNIDO has sent a questionnaire along with a report on the UNIDO Industrial Promotion Service to all participants. The answers will be taken into consideration in planning future activities in this area.

### **2. Industrial research**

In industrial research UNIDO continued its work by supervising technical assistance to the research institutes for which it is responsible in Africa, Asia, the Middle East and Latin America under the various United Nations assistance programmes. Preparations continued in 1967 for the feasibility studies which UNIDO will undertake in several developing countries in late 1968 to determine whether or not it is possible to establish industrial research institutes in those countries, what services they should provide and what the most suitable organization and type of management would be.

In its efforts to promote industrial research and improve the management of industrial research institutes, UNIDO organized, in Athens from 4 to 8 July 1967, a training workshop for managers of industrial research institutes. The workshop was attended by nineteen participants (managers or directors of various industrial research institutes in Africa, the Middle East, Asia and the Far East and Latin America), eight experts and twenty-four observers from the host country. UNIDO supervised the preparation of nine papers and six studies which were submitted to the workshop. Statements from eighteen countries were presented and discussed. A number of recommendations were prepared by working committees and unanimously adopted. The report of the proceedings and recommendations of the workshop were published and distributed in the first quarter of 1968.

### **3. Standardization**

During the period under review UNIDO, in co-operation with the International Organization for Standardization and the International Electro-Technical Commission, assisted developing countries in setting up and supporting their national or regional machinery for standardization activities.

### **4. Industrial organization**

In continuation of previous plans to strengthen and improve the administrative and organizational machinery for industrial development, UNIDO and the African Training and Research Centre in Administration for Development organized jointly the scheduled seminar

on the organization and administration of industrial services in Africa. The seminar was held in Tangier, Morocco, from 14 to 30 August 1967, and was attended by twenty-two government representatives, eight expert consultants and nineteen observers from various international organizations and United Nations agencies. It adopted recommendations to be transmitted through UNIDO to the various African Governments. The recommendations, which were reproduced and circulated by UNIDO in the first quarter of 1968, include suggestions for the provision of technical assistance in the area of industrial services and for ways of strengthening and improving the organization and administration of these services. In addition, UNIDO continued its supervision of technical assistance to a number of developing countries for improving the organizational and administrative machinery of government departments of industry and the public sector of industry.

A meeting of experts on industrial co-operatives was held in New York from 6 to 15 November 1967. The meeting considered the different aspects of industrial co-operatives related to technical feasibility and planning, financial viability, productivity, marketing, standardization and quality control, industrial advisory services and technical assistance. The report on the proceedings and recommendations of this expert group meeting were made available in the first quarter of 1968. Preparations continued for the launching by UNIDO of a technical assistance programme for industrial co-operatives in developing countries.

## 5. Small-scale industry

In small-scale industry UNIDO's work which included industrial extension services and industrial estates, continued to be mainly centred on operational and promotional activities. Missions were carried out by staff members and a technical adviser to Bolivia, Brazil, India, Liberia and Yugoslavia. These resulted in the drafting of two requests to UNDP (Special Fund) for assistance in setting up industrial estates and industrial areas, the formulation of a number of operations under the programme of special industrial services, the organization of a group training programme on industrial estates in Hyderabad, India, to begin early in 1969 and recommendations to a number of Governments on small industry development programmes. Substantive servicing was provided to three UNDP (Special Fund) industrial estate projects in Iran, Turkey, and Uganda respectively, and to twenty-eight

technical assistance operations in various parts of the world.

A key project carried out in 1967 was the Inter-regional Symposium on Technical Services and Facilities for Small-Scale Industries held at Vedbaek, near Copenhagen, from 26 June to 8 July 1967. The Symposium jointly organized by UNIDO, the United Nations Bureau of Technical Assistance Operations (now the Office of Technical Co-operation) and the Government of Denmark, was attended by thirty-six participants from thirty-two countries, staff members of UNIDO, the ILO, FAO and consultants and observers from various organizations. The subjects of discussion included the problems and methods of technical, management and marketing assistance; the scope for provision of common service facilities; methods and techniques for facilitating subcontracting by large industrial enterprises to small-scale industries; the role of industrial research, the need for demonstration facilities and the evolving of appropriate technology for small-scale industries.

Most of the research work done during the year involved the preparation of papers for submission to forthcoming conferences. Several of these papers dealt with the financing aspects of small-scale industries, including one on financing of exports of small industry products, prepared for the Interregional Symposium on Financing of Small-Scale Industries to be organized in 1969. A study of the situation, prospects and problems of small-scale industries in selected countries of the Middle East was prepared for an Expert Group on the Development of Small-Scale Industries in Arab countries of the Middle East to be held in Beirut in October-November 1968, in co-operation with the United Nations Economic and Social Office in Beirut.

Among other research projects completed during the year were two studies: one on the tool room as a common service facility for small-scale industries and the other on the contribution of small-scale industries to the production of bicycles under subcontracting arrangements with large industries and under joint production programmes among small enterprises.

A publication entitled *Industrial Estates and Industrial Areas in Europe and the Middle East* was issued. It includes the reports of the two consultative groups on industrial estates and industrial areas held respectively in Geneva and Beirut in October and November 1966 and some of the papers prepared for these meetings.

## REFERENCES

For the report of the Industrial Development Board on its second session (17 April-14 May 1968), see *Official Records of the General Assembly, Twenty-third Session, Supplement No. 15 (A/7215)*.

For relevant documents and a list of relevant records see *Official Records of the General Assembly, Twenty-second Session, Annexes*, agenda item 39.

### A. International Symposium on Industrial Development

For a list of relevant documents, see annotated provisional agenda and tentative timetable for the Symposium; ID/CONF.1/A.1/Rev.1 and Add.1.

### C. Operational field activities

For relevant documents, see the report on the promotion of field operations of UNIDO: ID/B/28.

### D. Activities by industrial sector

For relevant documents, see programme of work of UNIDO for 1968: ID/B/20/Rev.1 and Add.1.

### E. Industrial programming and policies

#### 1. Industrial programming and project planning

For relevant documents, see:

- (a) *Industrialization and Productivity. Bulletin No. 11*: United Nations publication, Sales No.: 67.II.B.10; *Bulletin No. 12*: United Nations publication, Sales No.: E.68.II.B.3.
- (b) *Studies in Economics of Industry No. 2: Pre-Investment Data for the Aluminium Industry*, United Nations publication, Sales No.: 66.II.B.10.
- (c) *Industrial Planning and Programming Series, No. 4*. United Nations publication, Sales No.: 67.II.B.17.

### 3. Development of export industries

#### 4. Survey of industries

For relevant documents, see:

- (a) Programme of work of UNIDO for 1968: ID/B/20/Rev.1 and Add.1;
- (b) Report on 1967 activities of UNIDO: ID/B/22.
- (c) Industrial Development Survey: ID/CONF.1/46.

### F. Industrial training and management

For relevant documents, see:

- (a) Report of the International Symposium on Industrial De-

velopment, Athens, 29 November-19 December 1967: ID/CONF.1/62;

- (b) Report of the *Ad Hoc* Meeting of In-Plant Training Directors, Vienna, 13-17 November 1967: ID/WG.7/11.

### G. Institutional aspects of industrial development

#### 5. Small-scale industry

For relevant documents, see:

- (a) *Industrial Estates and Industrial Areas in Europe and the Middle East*: United Nations publication, Sales No.: E.68.II.B.11;
- (b) Programme of work of UNIDO for 1968: ID/B/20/Rev.1 and Add.1;
- (c) Report of the International Symposium on Industrial Development: ID/CONF.1/62;
- (d) Report on 1967 activities of UNIDO: ID/B/22;
- (e) Programme of work of UNIDO for 1969: ID/B/26.





## CHAPTER XI

# United Nations programmes for development and technical co-operation

### A. *United Nations Development Programme*

#### 1. Operations

The United Nations Development Programme (UNDP) came into existence on 1 January 1966, following a unanimous decision by the General Assembly on 22 November 1965 to merge two existing development operations—the Expanded Programme of Technical Assistance and the Special Fund. The former, established in 1950, provided technical advisory services, fellowships to nationals of developing countries and territories for study abroad and equipment for demonstration and training purposes. The Special Fund, established in 1959, focused on large-scale pre-investment projects averaging four years in duration and designed to assist developing countries in widening their productive capabilities, making more effective use of their human and natural resources, attracting investment capital and improving their balance-of-payments positions. The two programmes, although subject to different criteria and methods of programming, were complementary and supplementary in many respects. The merger was intended to provide more unified policy direction, headquarters management and field representation and thus broaden the scope, co-ordinate the planning and quicken the tempo of assistance activities.

In 1967, the UNDP's thirty-seven-nation Governing Council of UNDP approved 124 new Special Fund projects, bringing the number of projects approved since 1959 to 778. Those approved in 1967 called for the equivalent of \$316 million in expenditures, of which \$128 million came from UNDP earmarkings, while recipient Governments undertook to provide \$188 million in counterpart contributions as their share in the partnership. Since 1959, the total cost of Special Fund projects has been \$1,879 million, of which \$771 million was to be financed from the resources of UNDP and the equivalent of \$1,108 million by recipient Governments.

While the projects approved in 1967 were largely in the traditional sectors, UNDP widened its involvement in a number of specific areas. In the field of agriculture, there was increased stress on pilot production units, manpower training and the development of all types of rural institutions. In industry, approved projects emphasized middle- and high-level training and the further expansion of advisory and research services to increase managerial and productive efficiency. In education, continued stress was put upon assistance to

secondary school teacher-training institutes and in 1967 projects in work-oriented adult literacy were initiated. In communications, UNDP offered its assistance in the creation of continental telecommunications networks to replace channels through former metropolitan countries only. In transportation, comprehensive national studies to survey all modes of travel and draw up phased development and investment plans were approved. For the first time, UNDP supported regional transportation surveys with a view to stimulating trade and travel. The integrated approach also applied to projects in the field of physical development planning and to the study of regions within countries in order to draw up long-range multi-sectoral plans.

In contrast to the earmarking procedures for the Special Fund component, funds for projects in the Technical Assistance component of UNDP are programmed for a two-year period. For the 1967-1968 biennium the Governing Council approved a programme of some 2,900 projects at an estimated cost of \$113 million. Approximately 80 per cent of the funds were for national projects in more than 110 countries and territories.

Approximately one fifth of the funds programmed for technical assistance in the 1967-1968 biennium were for regional and interregional projects—an increase of 15 per cent over the amount approved for similar projects in the preceding biennium. During the year eleven large-scale Special Fund projects were approved, for which a sum of \$15.8 million was earmarked by the Governing Council; this brought the total earmarkings for such projects to \$80.7 million by the end of 1967. The increasing importance of regional projects may be attributed in part to the active involvement of the United Nations regional economic commissions with the Governments and agencies of the United Nations in development assistance.

Expenditures by the participating and executing agencies for Special Fund and technical assistance projects amounted to \$144 million in 1967, not including \$15 million for agency overhead costs.

Expenditures on Special Fund-assisted projects continued to expand as an increasing number of projects moved into their operational phase. Project expenditures, which were close to \$93 million in 1967, were almost one quarter larger than in 1966 and more than 50 per cent larger than in 1965. With this growth, Special Fund assistance accounted for almost two-thirds of total UNDP expenditures in 1967.

Outlays for technical assistance projects amounted to about \$51 million in 1967, the first year of the current biennium.

Outlays for experts accounted for 64 per cent of the total UNDP project expenditures in 1967. Project equipment accounted for about 16 per cent, fellowships for 7 per cent and sub-contracts and other items of expenditure for the remainder. The expenditure "mix" in the two components of the programme differed considerably, however, reflecting basic differences in the purpose, size and means of execution of pre-investment and technical assistance projects.

Expenditures for experts who were directly recruited by the agencies have increased more than threefold in the past four years, reaching an estimated \$52 million in 1967. While direct recruitment continued to be the principal method of staffing Special Fund projects, consulting firms and organizations were being increasingly used by the agencies. Under the two arrangements, 3,600 experts, one sixth of whom were sub-contractors' personnel, served 2,500 man-years in Special Fund projects during the year under review. Under the Technical Assistance component, expenditures for the services of 3,300 experts, who served 2,000 man-years, amounted to \$42 million in 1967. This was nearly 20 per cent higher than the outlay in 1965, the first year of the previous biennium, and only slightly less than the level attained in 1966. Despite these notable achievements, the recruitment of experts, in the number and at the times needed, continued to fall some 20 per cent short of project requirements.\*

The 6,900 experts who served under UNDP in 1967 came from 104 countries. As in preceding years, most of the experts were from the more developed countries, but some 30 per cent were nationals of countries which were receiving UNDP assistance.

In 1967, eighty-one consulting firms and organizations with headquarters in twenty-two countries and two international consortia were awarded sub-contracts for project execution amounting to nearly \$19 million. This represented an increase of 28 per cent above 1966 and 67 per cent above 1965. In all, ninety-one awards were made by seven participating and executing agencies in the year under review.

During the year, equipment orders for Special Fund projects valued at \$23.7 million were placed in eighty-nine countries compared to ninety-five in 1966; six countries received equipment orders for the first time in 1967. Equipment ordered during the year of a total cost of approximately \$3 million was from countries which were receiving UNDP assistance: procurement from these countries represented 11 per cent of total orders placed in 1967.

Nationals from developing countries who were awarded fellowships financed under UNDP studied in ninety-five host countries. Fellowships for study abroad were awarded to 781 senior counterpart personnel from Special Fund-assisted projects in 1967. In contrast with the Special Fund practice, by which fellowships are intended for the use of national project personnel, fellowships under the Technical Assistance component are awarded to various levels of students and trainees for study abroad for a variety of purposes and in a wider

range of subjects. There were 3,462 fellowships awarded under this component in 1967.

Nearly one third of UNDP expenditures in 1967 was for projects in the agricultural sector, more than one-fifth for industry, about one-seventh for public utilities and about one-eighth for education and science. These four sectors accounted for more than four-fifths of Special Fund project expenditures and for some three-fifths of expenditures under the Technical Assistance component. As noted above, 1967 expenditures under the Technical Assistance component were below 1966 levels because of the different rates of expenditures between the first and second years of a biennium. Expenditures under the Special Fund component, however, rose in seven of nine economic sectors. Sectoral expenditures by agencies were similar to the pattern of previous years.

The growing participation of recipient Governments in the development assistance work of UNDP was further evidenced by their counterpart contributions to projects in the Special Fund component. In 1967, recipient Governments spent in cash and in kind the equivalent of \$134 million for projects, an increase of some 20 per cent above the level of 1966. Coupled with their earlier contributions, cumulative counterpart expenditures had exceeded \$500 million by the end of 1967. This represented an expenditure by recipient Governments of \$1.54 for every dollar of expenditure by UNDP on Special Fund projects. Detailed information on the corresponding cost of work in the Technical Assistance component to the recipient Governments is lacking.

Approximately \$52 million of the total counterpart expenditures in 1967 were for project buildings, while a further \$31 million were for equipment and locally available supplies and services. Salaries and wages of counterpart personnel amounted to \$51 million. Of the national personnel employed in Special Fund-assisted projects in 1967, 20,400 were senior, technical and administrative officers, 6,000 were at the junior levels and 21,600 held clerical and service posts.

By the end of 1967, counterpart expenditures for Special Fund-assisted projects accounted for 47 per cent of the total value of counterpart contributions which the recipient Governments had undertaken to make over the lifetime of the approved projects. Total counterpart contributions by the end of 1967 amounted to \$1,108 million compared to \$703 million earmarked by the Governing Council (excluding agency overhead costs).

Assistance from other multilateral, bilateral and private sources was an effective addition to the expenditures of the recipient Governments in support of UNDP-assisted projects under the Special Fund component. Such "associated" aid, estimated at \$26 million, benefited 166 projects in sixty-five countries in 1967. The cumulative value of this type of assistance, from the inception of Special Fund-type activities in 1959 to the end of 1967, was estimated at over \$125 million. One third of the total "associated" aid reported for 1967 represented the cost of expert services. Most of the \$9 million involved was for the services of experts working for the recipient Governments and assigned to specific Special Fund projects. In addition, and accounting for close to one fifth of the total value of expert services, assistance was provided by 102 junior "associate experts".

\* The shortages were especially acute in such highly specialized fields as fisheries and forestry.

During the year, field work was completed on sixty-two Special Fund projects, bringing the total number of completed projects to 178 by the end of the year. Investment follow-up was reported for thirty-five of 107 completed survey projects and for seven projects which were still operating at the end of 1967. These forty-two surveys have produced capital commitments of some \$1,000 million for investment directly related to the findings or recommendations of the project and \$860 million for investment less directly related, but consonant with project findings. In addition, three completed projects and one still operational in the applied research field are reported to have produced \$150 million of direct and \$55 million of consonant investment.

By the end of 1967, UNDP assistance to forty-six training institutions and twenty-five centres for applied research was concluded. With few exceptions, the newly created or strengthened institutions continued to make good progress after UNDP assistance had come to an end and were generally achieving their stated objectives. One half of the forty-six training projects thus far completed were related to the manpower needs of the growing industrial sector of developing countries. Specifically, the institutions receiving assistance were providing, through courses, workshops, study groups and operative plants, advanced training to instructors in various branches of industry and to personnel at the management and supervisory levels. Other training projects were intended to help meet the needs for technically qualified personnel at the middle and upper levels in the various branches of agriculture, transportation and communications, and in other sectors. In addition, six institutions were offering general technical education programmes of study at the middle-level (polytechnic) and university levels for use in many branches of the economy.

At the end of 1967, UNDP assistance to twenty-five projects in the field of applied research had been concluded. Projects in this field are intended to help establish or strengthen permanent research centres, where modern science and technology can be put to the use of developing countries. With few exceptions, the research institutes which had come into being and those which had been expanded and strengthened with the help of UNDP and the participating and executing agencies were achieving this aim.

Almost half of the institutes for which UNDP assistance had been completed were in the agricultural sector, carrying out research in such areas as animal health, crops, forestry and underground water storage. Ten institutes were in the industrial sector and, as in the case of the agricultural centres, they conducted a wide range of research activities. Three institutes dealt with problems of general industrial development or with particular problems of small and medium-sized industries. Four others concentrated on applied research in specific light industries such as food, cotton, hides, skins and leather, and forest products. Centres were also conducting research in specific heavy industries such as coal mining, silicates and mechanical engineering. Institutes had been set up for aeronautical research, meteorology and public health engineering in addition to those for agriculture and industry.

During the year, UNDP strengthened its position so that it could better assume the development assistance responsibilities laid upon it by the General Assembly. As part of this effort, UNDP continued to build up its field offices with a view to improving co-

ordination of United Nations assistance activities in recipient countries. Under an agreement with the Food and Agriculture Organization of the United Nations, senior agricultural advisers have been incorporated in the staff of the offices of the Resident Representatives. They will assess requests for agricultural assistance and provide broad supervision of UNDP projects in the agricultural sector. Along the same lines, UNDP and UNIDO, which entered the ranks of participating and executing agencies in 1967, established an industrial field service which will provide advisers, on request, to aid developing countries in some parts of their industrialization plans and to provide guidance in the execution of projects.

The range and effectiveness of UNDP assistance were also enhanced by closer integration of the Technical Assistance and Special Fund components, and an increasing number of smaller-scale technical assistance projects prepared the ground for, supplemented, or came into operation before the larger-scale pre-investment projects of the Special Fund. Donor Governments themselves aided this closer relationship between the two types of activities by pledging more than half the total of 1968 contributions to UNDP without making specific designation for the Technical Assistance or the Special Fund component.

An important change was made in 1967 when a new system of technical assistance programming was approved. Under the new system, to begin upon the completion of the current 1967-1968 biennium, requests from Governments will be submitted as and when the need arises and will be considered upon receipt and within the limits of an annual target figure for each country. This form of programming should significantly reduce the time taken between project approval and implementation.

In 1967, a Development Finance Service was established within UNDP to help create a greater awareness among public and private investment groups of opportunities emerging as a result of pre-investment work under the Special Fund component of the Programme.

Also in 1967, UNDP was requested to take on duties related to its basic development assistance function. Together with UNIDO, it is responsible for the administration of the Special Industrial Services Trust Fund, which provides high-level experts to deal with problems requiring immediate attention. The Trust Fund began its operations in 1966 and gained momentum in 1967 as Governments became more aware of its usefulness. In addition, UNDP has been given responsibility for the administration of the \$30 million Fund of the United Nations for the Development of West Irian. In 1967, an expert team of consultants drew up a master plan for the development of the region. In addition, the UNDP continued to administer a fund for assistance to the Democratic Republic of the Congo and negotiations were concluded regarding funds-in-trust arrangements for Lesotho. Lastly, the General Assembly has given responsibility to the Governing Council for administering the United Nations Capital Development Fund initially for a one-year period.

## 2. Finances

### UNDP REVOLVING FUND

The Governing Council, at its second session, established a UNDP revolving fund of \$7.5 million to provide a means of interim financing for urgently needed



UNDP activities. On 1 January 1967, the uncommitted balance of the Fund amounted to \$1,996,681. The balances outstanding as at 31 December 1967 from allocations issued from the Revolving Fund during the year 1967 amounted to \$2,924,633 for technical assistance contingencies, \$1,292,895 for Special Fund preparatory assistance missions and \$1,744,600 for preliminary operations on Special Fund projects. The balance remaining available for allocations on 31 December 1967 amounted to \$1,537,872.

#### SPECIAL FUND COMPONENT

Pledges recorded in 1967 totalled \$106,623,738 as follows:

	\$
New pledges for 1967 .....	505,892
1968 pledges .....	106,791,077
Adjustment to prior years' pledges .....	(673,231)
	<u>106,623,738</u>

Other income recorded in 1967 included \$12,832,817 for local operating costs, \$4,338,261 in cash counterpart contributions and \$5,956,904 in miscellaneous income.

In 1967 the Governing Council authorized earmarkings totalling \$126,329,000 to cover the cost of 124 projects approved at the third and fourth sessions; \$1,402,500 was approved to supplement the earmarking of three operational projects, and \$10,218,560 was earmarked for the Administrator's contingency authority. At the fourth session, the Council authorized an adjustment in the level of the contingency reserve from 10 per cent to 8 per cent of project earmarkings resulting in a reduction of \$12,889,341 in respect of cumulative contingency earmarkings for projects approved up to 31 December 1966. An amount of \$120,000 was earmarked to cover costs of preparatory assistance missions not resulting in approved projects and \$9,490,613 was earmarked from Special Fund resources towards the costs of the 1967 administrative budget. After deduction of an amount of \$1,715,640 surrendered in respect of earmarkings covering cancelled and completed projects, the net earmarkings for 1967 amounted to \$134,671,292.

Allocations issued by the Administrator in 1967 to cover project costs, preparatory assistance and the administrative budget totalled \$182,098,763.

#### TECHNICAL ASSISTANCE COMPONENT

The first year of the 1967-1968 biennium began with a balance of \$12,838,800 carried forward from the uncommitted resources of the previous biennium. Of that amount, \$2,741,154 represented the balance of uncommitted resources held in the Technical Assistance account on 31 December 1966, while \$8.5 million was the balance remaining from the restitution to the resources of the Technical Assistance component of the former Working Capital and Reserve Fund. Agencies' uncommitted balances of allocation surrendered at the end of 1966, taking into account a re-allocation of \$182,319 to cover contractual commitments from the 1963-1964 biennium, make up the remainder of the total carry-over.

Voluntary contributions pledged to the Technical Assistance component of UNDP in 1967 totalled

\$60,355,680. Adjustments made in 1967 to prior years' pledges amounted to \$330,316, while exchange adjustments on contributions collected totalled \$78,934. The total income from voluntary contributions, therefore, netted \$60,607,062.

The initial assessment of local costs of recipient Governments for experts' services for 1967 amounted to \$4,623,341. After deducting \$189,077 in respect of the difference between the final and the estimated assessment for 1966, and \$59,215 for exchange adjustments, the net resources of the Technical Assistance component from Governments' local costs contributions amounted to the equivalent of \$4,375,049.

The 1967 miscellaneous income from participating and executing agencies, net of exchange adjustments of \$128,625, consisted of savings on the liquidation of prior years' obligations of \$1,514,260 plus other income of \$226,263, for a net total of \$1,611,898. Miscellaneous income of the Technical Assistance account amounted to \$392,917, plus \$117,451 of surrenders by the UNDP secretariat, representing unobligated funds, savings in liquidating prior years' obligations and miscellaneous income.

The Governing Council, at the *ad hoc* session held in November 1966, approved the Technical Assistance programme for the 1967-1968 biennium totalling \$110,650,995. In addition, the Council agreed that an amount of \$2.5 million would be set aside for a programme for Indonesia for its approval in subsequent regular sessions of the Council. At that same session, the Council authorized earmarkings for the year 1967 as follows: \$55,325,498 for the field programme, \$8,061,251 for agencies' overhead costs, and authorized the Administrator to allocate up to \$1.25 million for the 1967 costs of the Indonesian programme. At its fourth session, the Council approved a programme for Indonesia totalling \$2,264,100 for the biennium, and earmarked \$934,400 to cover the 1967 costs of the programme. The Governing Council also authorized the Administrator to approve additional requests from Indonesia up to but not exceeding \$235,900, the difference between the \$2.5 million set aside for the Indonesia programme and the amount actually earmarked for the biennium. The Administrator was also given the authority by the Council to make any revisions in the allocations if and when he felt such changes were necessary.

At its third session, the Council earmarked \$5,394,287 from resources of the Technical Assistance component towards the UNDP administrative budget for 1967.

Actual obligations incurred during the year, including \$2,792,808 obligated against approved contingency allocations of \$2,924,633, were: \$47,823,731 for the field programme; \$8,061,251 for agencies' overhead costs; and \$5,325,459 for the administrative budget, a total of \$64,003,249. Also charged against total resources was a sum of \$4,475,619, representing restitution to the UNDP Revolving Fund of 1966 contingency allocations.

The estimates of resources for the 1967-1968 biennium presented to the *ad hoc* session of the Governing Council held in November 1966 showed the year ending with a surplus of \$524,000, which was carried over to 1968, together with \$6,375,000 reserved for allocations in future years from the former Working Capital and Reserve Fund.

On the basis of the foregoing information, the carry-over balance at 31 December 1967 consisted of: \$6,125,611 from 1967 allocations retained by agencies for the second year of the biennium; \$160,494 from contingency allocations and re-allocations for forward contractual commitments which, in fact, reverted at 31 December 1967 to the UNDP/TA component account, plus the balance remaining in the Technical Assistance account at the end of the year of \$981,726.

### 3. Administration

#### ORGANIZATION OF THE SECRETARIAT

While the general organizational arrangements and staffing of the UNDP secretariat remained basically the same, some readjustments were made to consolidate further the activities of the Technical Assistance and Special Fund components of the Programme in keeping with the needs of the recipient countries.

The increasing emphasis laid on the investment potentials of UNDP activities was reflected in the setting up of a Development Finance Service to assist the Associate Administrator in charge of relations with financial institutions in development financing. The importance of promoting a better understanding of the objectives and activities of UNDP, which is an essential element for the success of the development effort, was now well recognized and a Development Support Information Service was created in the Administrator's office. The Assistant Administrator, who was in charge of the Bureau of Administrative Management and Budget, was outposted to Geneva with a view to strengthening practical co-ordination between UNDP and the participating and executing agencies.

The functional responsibilities of the three existing bureaus were maintained, although a few adjustments were made in the Bureau of Operations and Programming. In particular, the Division of Technical Assistance Operations was reconstituted, taking into account the introduction of new programming procedures for the Technical Assistance component of the Programme. Four area units were established in the Bureau's directorate to assist in programme and project co-ordination. Of the three functional divisions, two have been combined in the Research and Training Division, in view of their closely related activities, while the Survey Division has been maintained as originally established.

As regards the Bureau of External Relations, Evaluation and Reports, its functions have remained essentially the same, special emphasis being laid on identifying requirements for an effective evaluation of UNDP programme activities.

Responsibility for organization, budget, personnel, management and administrative co-ordination at Headquarters and in the field is vested in the Bureau of Administrative Management and Budget and only minor readjustments have been made in its organization. The approved staffing pattern for UNDP headquarters for 1968 provides for 177 posts in the professional and higher categories and 266 posts in the general service category.

#### UNDP FIELD ESTABLISHMENT

There are eighty-nine field offices, the same number as last year. One or two new offices may have to be opened in 1968 to ensure closer coverage of programme

activities. The authorized staffing for the field establishment totals 262 international posts in the professional and higher categories, including twenty agricultural advisers (FAO) posts, and 1,692 general service staff, of whom 1,567 are locally recruited.

#### BUDGETARY ARRANGEMENTS

The budget for the administrative and programme support services of UNDP for 1968, as approved by the Governing Council, amounts to \$16,972,700, of which \$10,862,528 is to be met from the resources of the Special Fund component and \$6,110,172 from the Technical Assistance component.

#### CO-ORDINATION IN THE FIELD

The second global meeting of Resident Representatives was held at Hot Springs, Virginia (United States) from 22 to 27 February 1968. Resident Representatives, senior officials of UNDP and of the participating and executing agencies, executive secretaries of regional economic commissions, and representatives of UNICEF and of the World Food Programme participated in the discussions which centred on the new procedures for the Technical Assistance component and provided full opportunity for exchanges of views on current trends in the Programme, whether at the global, regional or country level.

The co-ordinating role and responsibilities of the resident representatives were further strengthened by the practical arrangements made for the progressive integration of UNDP and FAO field establishments. Ten new posts for agricultural advisers (FAO) were included in the budget for 1968 bringing the total number of adviser posts to twenty. An agreement was signed in October 1967 with the Executive Director of UNIDO which reflects the basic provisions of the FAO/UNDP agreement and provides for the appointment, whenever required, of industrial development field advisers (UNIDO) in Resident Representatives' offices. The Governing Council welcomed these developments and agreed that the Administrator should pursue or initiate negotiations with some of the other participating and executing agencies with a view to reaching similar agreements to ensure effective field co-ordination and integration. The Council also authorized the Administrator to include appropriate provision in the administrative and programme support budget estimate of UNDP in respect of technical advisers appointed under such agreements.

#### RECRUITMENT OF EXPERTS

The Governing Council at its fifth session considered a report of the Administrator on questions related to the recruitment of experts. While the Council recognized that the responsibility in this field rested with the participating and executing agencies, it requested the Administrator to pursue his efforts to secure improvement in the methods of recruitment and stressed the desirability of further study of the standardization of certain recruitment procedures in consultation with the participating and executing agencies.

### B. Operational activities of the United Nations

The financial value of the assistance provided by the United Nations under its programme of technical

co-operation was \$45.6 million in 1967, as compared with \$40.4 million in 1966 and \$34 million in 1965. The figure for 1967 includes funds expended under the regular programme, the Technical Assistance component and the Special Fund component of UNDP, as well as activities financed under funds-in-trust arrangements, but excludes special educational and training programmes for South West Africa and for Territories under Portuguese Administration (valued at \$100,000). It includes programmes for the Democratic Republic of the Congo under funds-in-trust arrangements (\$1.2 million) and special educational and training programmes for South Africa under funds-in-trust arrangements (\$389,000). As in the previous two years, the rise in available resources was due mainly to the growing role of the United Nations as an executing agency for Special Fund projects; by the end of March 1968, it was the executing agency for 154 approved projects with Governing Council earmarkings of \$158.5 million, the second highest among the participating agencies. The 1967 obligations for Special Fund projects for which the United Nations was responsible rose to \$23.3 million, as compared with \$17.9 million in 1966 and \$14.1 million in 1965.

Taking 1960 as a base of 100 in measuring the growth of United Nations technical assistance operations for the period 1960 through 1967, covering the regular programme, the Technical Assistance component of UNDP and funds-in-trust operations, expenditures in 1967 were at an index of 247.2, down 1.1 points from 1966, but up from 218.0 in 1965. Taking 1962 as a base of 100 in measuring the growth of Special Fund expenditures for which the United Nations served as executing agency, expenditures for 1967 were at 568.3 as compared with 436.5 for 1966 and 343.9 for 1965. In effect, Special Fund expenditures have almost sextupled in the six-year period from 1962 to 1967.

The level of the regular programme (part V of the United Nations budget) was maintained at \$6.4 million in 1967, as has been the case since 1962. The regular programme was obligated completely, leaving a year-end unobligated balance of only \$1,553, an indication of the successful implementation of the programme. As regards the regular programme obligations, 52.7 per cent was spent for economic development activities as compared with 48.7 per cent in 1966 and 1965; 27.3 per cent for social activities (a decrease of 3.4 per cent from 1966); 15.4 per cent for public administration (a decrease of 1.0 per cent from 1966); and 4.6 per cent for human rights and narcotic drugs control (an increase of 0.4 per cent over 1966). Thus, substantially the same ratios of obligations were maintained in 1967 under the regular programme as had obtained in the immediately preceding years, with the exception of social activities, which showed a marked decline from 1966.

Programme obligations under the Technical Assistance component of UNDP totalled \$11,078,761 for 1967, a decrease of \$871,172 from the 1966 figure. Of the available resources, 74.9 per cent was spent for economic development activities (a decrease of 1.5 per cent from 1966); 16.4 per cent for social activities (an increase of 1.8 per cent over 1966); 8.5 per cent for public administration (a decrease of 0.5 per cent from 1966); and 0.2 per cent for narcotic drugs control as compared with a very negligible sum in 1966. It is to be noted that the year 1967 represented the first

year of the 1967-1968 biennium and experience has shown that the greater part of the programme is normally carried out in the second year of the two-year cycle.

Expenditures for Special Fund projects in 1967 showed a considerable rise over 1966, increasing by \$5,386,472, for a total of \$23,286,137. Expenditures for projects in the field of economic development represented 91.4 per cent of the total (a decrease of 0.2 per cent from 1966), while expenditures for social activities represented 4.7 per cent of the total (a decrease of 1.3 per cent from 1966) and expenditures for public administration represented 3.9 per cent of the total (an increase of 1.5 per cent over 1966).

The dollar value of the programme of technical assistance obligations by geographical regions from all sources of financing, exclusive of the special budgetary programmes for territories under Portuguese administration and South West Africa and the programmes for the Democratic Republic of the Congo and South Africa under funds-in-trust arrangements, was as follows: Africa, \$14,491,000 (an increase of \$2,801,000 over 1966); the Americas, \$10,712,000 (an increase of \$2,129,000 over 1966); Asia and the Far East, \$11,756,000 (an increase of \$139,000 over 1966); Europe, \$3,202,000 (an increase of \$509,000 over 1966); the Middle East, \$2,072,000 (an increase of \$72,000 over 1966). The value of interregional projects was \$1,820,000, the same level as for 1966.

The number of experts under all programmes, but exclusive of those working under Special Fund projects, totalled 1,774, a drop of 286 from 1966. There were 683 experts working on Special Fund projects, as compared with 517 in 1966. The main increases in the number of experts were in the fields of industrial development, transport and communications and population. Among the experts serving on Special Fund projects, the more important increases occurred in the fields of industrial development, public administration, natural resources development, and housing, building and planning. The major declines in the number of experts assigned occurred in the fields of economic surveys, programming and projections; fiscal and financial matters; statistics; and social services.

Fellowships under all programmes, exclusive of those under Special Fund projects, totalled 2,614, an increase of 121 over 1966. One hundred and nineteen Special Fund fellowships were awarded, fourteen more than in 1966.

While the implementation of the programme of technical assistance in Africa during the period under review encountered no unusual difficulties, those that were encountered demonstrated the need for careful planning and greater flexibility in approach and in the utilization of funds. A number of new needs and trends were revealed and some useful lessons were learned. The advisability of rendering preliminary assistance in the form of individual experts prior to consideration of Special Fund requests was again emphasized in several substantive areas. In the field of public administration, the ground-work prepared by technical assistance experts provided the foundation for Special Fund projects in Libya, the Niger, Burundi, and more recently, in the East Africa Railways and Harbours project. Experience in the implementation of these projects demonstrated the need to integrate within the projects themselves those individual experts remaining in the country and

working in the same or related fields. A significant new development was the interest aroused in other East African countries and elsewhere in the region by the correspondence course for local government officials in Uganda, which was recognized as a highly successful experiment in training that could help to meet the needs of all African countries.

The need for training and advisory services in the field of statistics remained acute. Middle-level centres sponsored by the United Nations are now meeting most of the needs at this particular level, but most African Governments are still short of senior-level statisticians and this need has prompted requests for Special Fund assistance for higher-level institutions both in Central and East Africa. The regional adviser in statistics spent several weeks in the Congo (Brazzaville) and Madagascar assisting the Governments in improving their statistical organizations.

The need for urgent action in the field of population and family planning has been stressed and financial support has come from the recently established trust fund with which it is hoped to launch a new and massive attack in this field in Africa. This will mean a strengthening and broadening of the work of the Demographic Training Research Centre in Cairo, the strengthening of the resources of the Economic Commission for Africa and possibly the establishment of two additional training and research centres in the region.

In social development, assistance was provided for a wide range of activities in the fields of family, youth and child welfare, and urban and rural development. It became evident that there was a need to integrate social components into over-all economic development plans, regional planning schemes, urban and rural physical development plans and housing projects. Thus the regional social welfare training adviser assisted the United Arab Republic in strengthening its welfare organization. Surveys of the Yabassi-Bafang resettlement scheme in Cameroon, of the proposed development in the Awash Valley in Ethiopia, of housing projects in the Democratic Republic of the Congo, Uganda and Guinea, and of the economic development plans in several countries confirm the absolute necessity of placing human resources on a par with economic and natural resources if the United Nations assistance efforts are to be successful. The failure of a housing project in Guinea and difficulties encountered in a physical planning project in Uganda showed the importance of integrating social components into such projects and provided useful lessons about the essential prerequisites for them.

The housing adviser in Malawi, with the assistance of two OPEX experts, is planning for large-scale future assistance in this field. During the year a very close relationship was demonstrated between rural community development and local government in projects in Lesotho, Botswana and elsewhere.

Assistance to Governments in the preparation, analysis and implementation of development plans assumed a central role in most African countries. Assistance was, for example, provided in the form of short-term advisory services at critical stages in the planning and implementation of development plans. Assistance by country experts in regional planning in other countries also made many Governments aware of the need for local support of planned projects to ensure their success. In Ethiopia the regional planning

adviser introduced the concept of regional planning, which was accepted and implemented by the Government and by a team of experts financed by the International Bank for Reconstruction and Development.

A significant development was the establishment of the Pre-Investment Unit at the African Development Bank, a Special Fund project which had its beginnings under technical assistance. Technical assistance to the East African Common Services Organization and to the Permanent Consultative Committee of the Maghreb led to proposals in these two subregions for the establishment of regional development banks. Assistance in budget, taxation, fiscal and customs matters continued to be rendered to many African countries and the recently completed income tax manual, which is available in both English and French, will be the basic document for a seminar to be sponsored jointly by the African Institute for Economic Development Planning and the United Nations and for follow-up work in this field.

As a result of the contraction of bilateral aid and the levelling-off of contributions in support of multi-lateral programmes, some African Governments, facing the increasing burden of debt servicing on loans made available to them from various sources in the post-independence period, have relied on the United Nations for advice in this field. Requests for assistance have come from Algeria, the Congo (Brazzaville), the Sudan, Upper Volta, and a number of other countries.

Diversity in the assistance programmes in natural resources has remained a characteristic feature of technical assistance activities in Africa, both under technical assistance and Special Fund programmes. Here, typically, the seed-money of technical assistance has led to large Special Fund projects in research, surveying, inventory work, etc. Short-term assistance by inter-regional and regional advisers was frequently requested for preliminary survey missions, for guidance at preliminary and organizational stages of planning and for clarification or formulation of requests for longer-term assistance of various kinds. One of the more interesting developments has been the organization of the Solar Energy Centre in Niger; another, in which UNCTAD is co-operating very closely with the United Nations, is the recognition of tourism and affiliated industries as a potential source of revenue and foreign currency.

During the year an effort was made to improve the quality of the technical assistance programme in Asia and the Far East. This meant, *inter alia*, that strict standards were applied in a continuing review of projects and as a result, a number of projects were revised, re-oriented or, where necessary, phased out. In Iran, for example, a social work training project was phased out in appropriate stages, while in Laos, after the report of an *ad hoc* evaluation mission had been considered, agreement was reached to terminate an integrated rural development project.

At the same time, the tendency was to concentrate on impact projects rather than to fragment the programme by scattering resources, and this led to the planning of Special Fund projects. For example, an economic planning team initiated in Ceylon under the Technical Assistance component of UNDP was taken over by a preliminary operations of a national economic programming and planning project under the Special Fund; similarly, a public administration project in



Iran led to a Special Fund project for public service reform and training. The team approach has been more extensively adopted in technical assistance projects. For example, in Ceylon, in addition to the economic planning team, a team of two high-level taxation experts, another team of two shipping experts and a third team of public administration experts were provided. In response to a request of the Government of Nepal for assistance in developing Lumbini, the birthplace of Buddha, as a religious centre and as a focal point for tourism, a three-man team consisting of experts on transportation, ground water and tourism visited the country and have recommended the development of a master plan with eventual financing from technical assistance and Special Fund resources. In Afghanistan, a single population census post developed into an enlarged population census project with two senior experts and two associate experts, and in Nepal, a road transport project was strengthened by the addition of maintenance, bridge and mechanical engineers. It may further be noted that concentration of effort has not only become evident in large country programmes, such as that of India, but is also a growing trend in the smaller programmes where the country target is not as large as, for example, such projects as economic planning and statistics in Cambodia, water resources development in Burma, and housing and physical planning in the Philippines.

The most acute problem in the execution of projects in the Asia and Far East region continued to be that of recruitment. The difficulties impeding the prompt establishment of job descriptions and the timely acceptance of candidates have not materially lessened—particularly in countries with a federal structure or with cumbersome administrative machinery. As a result of the introduction of new financial rules on obligation of expert costs, the quality of projects introduced during 1967 through the re-programming procedure has shown marked improvement. This is reflected in the following posts, which were established through re-programming: in India, an expert in magnetic core memory devices for the Indian Statistical Institute and a social development planning adviser for the Council for Social Development; in Iran, an expert in data processing systems analysis; in Malaysia, an adviser on financing of small- and medium-size enterprises; in China, experts in port planning and port operations; and in Pakistan, a family planning team.

Another serious problem has been that of providing a rapid and flexible response to Government requests, particularly where the requirements have not been clearly identified. For Special Fund requests, under certain conditions, preparatory assistance to Governments is available; for technical assistance requests, however, the identification of requirements often poses a problem. Experience has borne out that diagnostic missions of varying duration and composition could best be organized through the flexible use of regular staff from United Nations Headquarters or the regional economic commission, and regional or interregional advisers and short-term specialists. A good example is provided by the various diagnostic missions sent to Indonesia to develop projects in such fields as public works planning and administration, shipping, statistics, water resources and industrial development.

During the period under review, as in past years, the programme in Europe consisted mainly of fellowships in highly specialized technological fields, with a

small number of short-term expert posts, also for very specific technological problems (except in Hungary, where the programme consisted exclusively of fellowships in the industrial development field). Many of these posts were in the industrial field and thus became the responsibility of UNIDO in the course of the year.

In Romania, funds were made available to provide thirty-six fellowships and one expert in railroad transport. This project was established to make possible the specialization of a large number of management personnel so that the utilization of the investments in the country's railroad system could be improved.

In Yugoslavia, the expert posts were more concentrated in specific fields, such as mining, housing, and the paper industry. Of special interest was a tourism project, under which a team of experts was sent to Yugoslavia. The team consisted of a chief of mission and experts in land use and site planning, road planning, motor-car service stations and food processing. Their reports are now being combined into a single report. In this connexion, reference may be made to the Special Fund project for a regional plan for the South Adriatic region. This project, for which the United Nations is executing agency, is designed to assist the Government in the preparation of a long-term physical plan for balanced economic and social growth in the South Adriatic region, with tourism as an essential element.

A United Nations mission which visited Malta in 1962-1963 studied its economic problems and recommended the establishment of a development corporation through which all investments in industrial, agricultural and tourist development could be channelled and which would encourage such investment. The legislation to establish the corporation was enacted in September 1967, and the United Nations provided its general manager and chief finance officer who assisted in setting up the organization.

The Government of Malta also requested United Nations assistance in evaluating proposals for a new harbour and free trade zone, which had been suggested by a group of private entrepreneurs. The services of two high-level financial and business negotiators were provided together with those of an expert in sea transport from the Secretariat. It was found that the proposals needed further study and a new company was set up to carry out these studies, prepare appropriate programmes and eventually operate the free trade zone.

During the period under review, the European Social Development Programme pursued its programme of organizing seminars and making arrangements for short-term expert assignments. The subjects dealt with included community development training and organization of community development services in Spain, a working group on socially deprived families, and a meeting to consider means of increasing social welfare research in Italy.

The Middle East crisis undoubtedly had some effect on the implementation of the technical assistance programme in the region. In most countries, however, the programmes proceeded according to plan, except for a short interruption during hostilities. It may be assumed that more proposals for programme innovations might have been received had there been stability in the region. Also, in some cases, part of the recommendations of the experts could not be implemented



owing to the loss of control by the Governments over parts of the territories concerned.

During the period under review, regional advisory services were made available in the fields of statistics, housing, building and planning, and population. Attempts were made to find suitable experts to fill posts in economic programming and projections, community development and public finance. The regional advisers used the United Nations Economic and Social Office in Beirut as a base of operation.

In Saudi Arabia, there was a further increase in the share of projects financed under funds-in-trust arrangements. This was due to an increase in the number of projects arranged on a funds-in-trust basis from the outset and to the continuation of posts under funds-in-trust that were no longer financed under the Technical Assistance component of UNDP owing to lack of resources. Two community development advisers completed their mission during the year and their work may lead to the establishment of a centre for training and applied research in community development to be assisted by the Special Fund.

In the Latin American region, there was no change in the programme trends which were evident during the preceding year. The volume of technical assistance relating to general planning decreased in relative terms, and this was because many Latin American countries have made substantial progress in the preparation of general economic and social development plans, in many cases with technical assistance from the United Nations and other international organizations.

A number of Governments requested assistance in the preparation of regional plans and programmes, in some cases for their own regional planning machinery. Thus in Venezuela, a United Nations adviser, assigned to assist the Government in strengthening the machinery for regional programming, carried out, in collaboration with the Government authorities, a thorough analysis of the existing system of regional planning and made recommendations on the means of improving the methods of operation of the different planning agencies involved, including a number of proposals relating to the organization and functions of those agencies to develop systematic co-ordination of their work programmes. As a complement to this undertaking, the adviser conducted a series of courses to train Government officials in the techniques of regional planning.

In fields closely related to planning, the United Nations continued to lend assistance for the development of governmental machinery to facilitate the implementation and control of development programmes. For example, a United Nations adviser in Paraguay, continuing the work of a former expert, is advising the Government on budget administration and related matters. He took an active role in the formulation of Government ordinances and decrees providing for changes in the systems of accounting and applying new classification codes developed by him.

A number of new projects were concerned with the evaluation and solution of concrete problems arising in specific sectors. There is in this respect evidence of decreasing emphasis on comprehensive policy studies as compared with the survey and evaluation of specific situations. The use of technical assistance experts for the appraisal of problems in the field of mineral resources, power and housing, generally as a preliminary

step for the preparation of Special Fund projects, may be noted. For example, owing to repeated droughts in recent years in Guyana, a mission visited the country to assist the Government authorities in evaluating the country's problems of water requirements and resources, with particular emphasis on ground water developments. The mission then assisted the Government in preparing a request to UNDP for the establishment of a Special Fund project to develop the country's water resources. A similar mission was carried out in Chile.

The energy programming mission in Peru is an example of the advisory services the United Nations can provide in the development of sectoral policies. An adviser, in reporting on energy developments, pointed out that the power and water projects in Peru, pending or in progress, would lead to a large increase in the generating capacity of the country. It was therefore considered important that the Government should give priority to the development of power-using industries in order to utilize economically the generating potential of the country. The Government has now requested that the adviser should make a return visit to follow up his recommendations and assist in determining the relevant priorities. A second expert has prepared an over-all survey and evaluation of the future supply and demand of energy in various sources. The results obtained are to be used in the second phase of the project as background to the follow-up studies.

The requests from Governments for assistance in matters of a wide range of subjects have covered public administration. In some instances, assistance was requested for the solution of specific problems. A technical assistance adviser in Panama completed a short-term mission in which he presented proposals for the reorganization of specific agencies of the Government co-ordination with the Central American Institute for Public Administration. Interest continues in the establishment of facilities for training in the field of public administration, to be provided in close co-ordination with universities. Thus Brazil, Mexico and Uruguay requested United Nations assistance in setting up research institutes and initiating academic programmes for graduate students. There also was interest in the administrative aspects of planning and plan implementation, and a regional seminar on the subject was held in Santiago, Chile, in February.

Lack of adequate housing facilities, particularly among the low-income groups, is an important problem facing Guyana in its effort to meet the needs of its population, which has been expanding at a proportionately faster rate than the economy. At the request of the Government, a three-man United Nations mission visited Guyana and made a study of the administrative organization for physical planning and assisted in the formulation of housing policies and programmes. As a first step, the mission made a number of proposals for the setting up of necessary new planning units and for the strengthening of existing machinery, as well as for the establishment of an autonomous housing and land development corporation; it also drew up a tentative plan for the construction, over a period of five years, of 20,000 housing units, part of which would be under a self-help programme, with recommendations for the appropriate investment activities. In addition, the mission's report emphasizes the importance of training programmes and courses in the many aspects of physical planning and building techniques.

The countries in the Caribbean region, where the amount of assistance has been increased, may be given as an instance in which the United Nations technical assistance programme served as a catalyst for the mobilization of resources. The major project undertaken was in the field of physical planning and comprised the islands of Dominica, Grand Cayman, Grenada, Montserrat, St. Kitts, St. Lucia and St. Vincent. The main purpose of the project is to draw up physical development plans for the participating islands, based on adequate and comprehensive economic, social and physical surveys. This will include detailed town plans, as well as regional and island-wide plans, which can be geared to the development needs. It is expected that the Governments will need assistance in putting the plans into operation.

As regards assistance in the field of community development, special significance is attached to the advisory services being provided to Mexico. The Mexican Government has embarked on a regional approach to community development and the United Nations is assisting in two large projects. An adviser, with the help of two associate experts, is serving in the Government-sponsored basin development scheme of the Lerma River, while another is assisting in the Papaloapan River project. With regard to the former project, a proposal to set up a United Nations centre for training and research in regional development as a Special Fund project has been submitted to UNDP. The project will utilize the Lerma region as an example for study and training in the field of regional development. Decentralized sectoral planning and implementation with a centralized national development policy and financing, and the currently evolving reliance on regional integration of the development of large river basins focused on agriculture and related community and human development as the immediate objective, are typical examples of the variety, flexibility and ingenuity offered in this project.

The technical co-operation programme moved in a new direction in Latin America with the creation of small groups of experts who, under the auspices of the United Nations Development Planning Service, will assist developing countries in the planning of their technical assistance requirements in relation to the existing economic development plan of the country.

As a result of these activities, better integrated overall technical assistance programmes will be developed which may then be put into operation in the several sectors of the economies of the recipient countries without the risk of duplicating their economic development activities. It was felt that this objective could be best achieved by on-the-spot studies of national and sectoral development policies, priorities and problems, through a systematic analysis of all fields of economic and social development for which the United Nations is responsible.

This new approach was initiated with Guyana, which the first four-member team visited in the latter part of 1967. Their task is to prepare, in collaboration with the Government authorities, a technical assistance programme based on the priorities of the country's economic development plan, and to make whatever recommendations are deemed necessary for any changes in the United Nations technical assistance being rendered to the country or in respect of any new form of assistance which may be appropriate. The mission's

report will set out an itemized technical assistance programme for the period from 1968 to 1972 inclusive, covering each sector, including a brief descriptive account of present circumstances and future development, and giving reasons supporting the projected assistance. The mission will also make a number of general proposals concerning various aspects of United Nations technical assistance including the suggestion that social planners should co-operate in the formulation of comprehensive development policies and in the development of administrative machinery for co-ordination of social development programmes.

During the period under review, several interregional seminars were organized which were of special significance. A Workshop on Programmes of Training in the Field of Population was held in Elsinore, Denmark, from 19 to 30 June; twenty participants from as many countries attended. A Seminar on New Methods for Mineral Exploration with Emphasis on Geophysical Techniques was held in Moscow, USSR, from 3 to 16 July followed by a study tour from 17 to 22 July to Kursk, USSR; there were thirty-six participants from the same number of countries. The Second Group Training Course in Trade Promotion took place in Centofte, Denmark, from 21 August to 29 October, with nineteen participants from sixteen countries in attendance. The Second United Nations Interregional Budget Workshop was held in Vedbaek, Denmark, from 4 to 16 September; there were twenty-seven participants from the same number of countries. A seminar on petroleum administration, attended by twenty-four participants from twenty-two countries, was held in Port-of-Spain, Trinidad, from 16 to 27 April 1968.

### C. *World Food Programme*

During the past year, the World Food Programme continued its food aid operations in support of economic and social development. The Programme, which is directed by an Executive Director reporting to the Secretary-General of the United Nations and the Director-General of the Food and Agriculture Organization, continued to operate under the guidance of the United Nations/FAO Intergovernmental Committee with continued emphasis on expanding efforts to co-ordinate World Food Programme projects with those of other multilateral or bilateral aid-giving programmes and regional economic commissions.

Upon the election of the Executive Director of the Programme to the post of Director-General of FAO in November 1967, the Secretary-General of the United Nations and the Director-General of FAO, in consultation with the Intergovernmental Committee of the World Food Programme, appointed Mr. Francisco Aquino as the new Executive Director of the United Nations/FAO World Food Programme for a five-year term starting in July 1968.

The resources actually available to the Programme for its second pledging period, 1966-1968, were reported at \$167.2 million as of June 1967. As a result of additional resources pledged to the Programme after that date, and taking into account the matching provisions of the pledge of the United States, the total resources available to the Programme for the 1966-1968 pledging period as of 30 April 1968 stood at \$179.4 million.

A pledging conference for the period 1969-1970 was held at United Nations Headquarters on 8 January 1968, with an established target of \$200 million. However, the pledges announced at the Conference and those announced subsequently have fallen short of the goal and, as of 30 April 1968, resources available to the Programme for the period 1969-1970 stood at \$129 million.

Upon completion of the two-year terms of Australia, Mexico, Peru and the United Kingdom as members of the Intergovernmental Committee, the Economic and Social Council at its resumed forty-third session elected Australia, Peru, Tunisia and the United Kingdom for three-year terms on the Committee. Similarly, upon completion of the two-year terms of Ceylon, the Federal Republic of Germany, France and New Zealand, the FAO Council in November 1967 elected the Federal Republic of Germany, France, Jamaica and New Zealand for three-year terms on the Committee.

During the period under review the Intergovernmental Committee held two sessions in Rome: the twelfth, held in October 1967, at which it approved fifteen new projects totalling \$37.0 million; and the thirteenth, held in April 1968, at which it approved sixteen new projects totalling \$70.9 million. During this period, a total of forty-eight additional projects totalling \$21.2 million were approved under the delegated authority of the Executive Director, making a grand total of seventy-nine projects totalling \$129.1 million. Of these projects, thirty totalling \$64.6 million are of substantive interest to the United Nations.

Efforts to expedite the signing of agreements on approved World Food Programme projects have continued as previously. As a result, agreements were signed with recipient Governments on forty additional projects of a total value of \$71.1 million.

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

In addressing the opening meeting of the annual session of the Executive Board of the United Nations Children's Fund in June 1968, the Secretary-General pointed out that development was conceivable only as part of a global strategy, since the interests of a country depended, outside its frontiers, on international peace, progress and security. The development of human resources was an indispensable element of that strategy. While considerable sums were devoted to the development of natural resources, the development of human resources, which should be given precedence, was often relegated to second place.

A significant role is played by UNICEF in the economic and social functions of the United Nations family; and this should be continued in the second United Nations Development Decade.

The limited funds available to UNICEF was a major preoccupation at the Board session. Income for 1968 was estimated at about \$42 million. Although this figure would be about \$3.5 million above 1967, it would be less than the amount of income estimated a year ago for 1968 and would fall considerably short of the income target of \$50 million set by UNICEF for the end of this Development Decade. As a result, the Executive Director had to limit the total allocations recommended to the Board to the lower level of the

range originally foreseen, i.e. \$45 million. This meant making major deferments in the allocations for some projects and small reductions in field staff recommendations in the case of many others. Funds in hand, which constituted the working capital of UNICEF, were expected to fall in 1968 to \$13 million, a level which was about as low as would be consistent with prudent administration.

With its reserves thus reduced to meet requests for long-range projects—some 50 projects are now being assisted in 119 countries—UNICEF clearly did not have the financial flexibility to meet any calls for large-scale emergency needs. This was a matter of considerable concern, since it was evident that the number of requests to UNICEF for emergency aid or for help in reconstruction immediately following emergencies, would increase, particularly in situations where children were affected by war or civil disturbances. As shown below, the Board decided to make an appeal for special contributions for this purpose.

Over 48 per cent of programme allocations in 1968 were made for health. About one third—\$10.4 million—went to build up basic health services which emphasized maternal and child health networks and might include such elements as immunization, village water supplies, health education and family planning. More than 9,600 main health centres and 27,700 subsidiary centres had received technical equipment from UNICEF by the end of 1967. Aid for disease control programmes—malaria, tuberculosis, trachoma and leprosy—accounted for \$5.2 million, about 16 per cent of the programme allocations in 1967. Both types of aid were given in close co-operation with WHO. The mass-disease campaigns had shown dramatically that many of the prevalent causes of morbidity and mortality among children could be controlled, if not eliminated, by relatively simple and inexpensive measures. The problem for the future was to find ways of maintaining these benefits through simple but effective permanent health services which could reach the great mass of rural mothers and children.

Despite the serious child malnutrition problems in most developing countries, the proportion of UNICEF aid going to nutrition has not risen substantially in recent years, and this was a matter of considerable concern to the Board. Allocations in 1968 for nutrition amounted to \$4.4 million, or 13.5 per cent of programme allocations. However, nutrition elements were included in the health, education and community development projects so that the above figure is on the low side.

In recent years the proportion of allocations for milk conservation has continued to decline because of the relatively few remaining opportunities to process milk economically enough to reach mothers and children of low income groups. However, there has been an increase in the proportions allocated for applied nutrition programmes (school, community and family gardens, village fish-ponds, small animal-raising schemes, home economics, nutrition education and food preservation) and the local production of protein-rich weaning foods from the processing of cheap readily available crops such as soybeans, groundnuts, sesame- and cottonseed. There was some hope that both these fields of aid, in which UNICEF worked in close co-operation with FAO and WHO, would grow in the future. Considerable progress was made in the technology of producing new high-protein food mixtures but greater emphasis must be placed on consumer acceptability, distribution

and marketing. In accordance with the recommendations of the Advisory Committee on the Application of Science and Technology, the membership and the scope of the FAO/WHO/UNICEF Protein Advisory Group was expanded in 1968 to encourage this development.

In recent years UNICEF aid for education has grown from a small amount in 1961 to \$8.8 million in 1968, when it constituted 27 per cent of all programme allocations and was second only to health services. By the end of 1967, over 14,000 schools and teacher-training institutions had received UNICEF equipment and some 61,700 teachers, education auxiliary workers and administrative and supervisory staff had been trained with UNICEF stipends. An assessment of education projects jointly assisted by UNICEF and UNESCO was reviewed by the Board at its June 1968 session. The assessment confirmed the value of UNICEF aid and proposed criteria for project selection in the future. There was general agreement that UNICEF should continue to assist teacher training in all its aspects, emphasizing the importance of modernizing training methods and courses; to provide practical help to countries for curriculum reform so that a modern content could be introduced in school teachings; to encourage greater emphasis on health and nutrition education and practical subjects, including vocational education and science; to continue to stress education in rural areas as well as education for girls and young women; to provide support for certain neglected areas and groups; and to continue its aid for the local production of education materials. A number of Board members suggested that greater attention in the future should be given to pre-school education. It was clear that a harmonization of external aid to education was necessary, and the Board was interested to learn that joint discussions of assistance policies in this field were being undertaken by UNICEF, UNESCO, UNDP, the World Food Programme, IBRD and other agencies. Some Board members felt that a number of educational activities such as educational planning, research and the promotion of international understanding through schools, should be aided by organizations other than UNICEF. It was agreed that the Board would discuss these and other issues relating to UNICEF aid for education after another two or three years, at which time a further assessment of additional experience might be made.

Aid amounting to \$1.3 million, or 4.1 per cent of project allocations was approved for family and child welfare projects carried out in co-operation with the Division of Social Development of the United Nations Secretariat. These projects were being focused increasingly on the development of preventive, community-oriented measures, not just for vulnerable groups, but benefiting all children and youth and encouraging them and their parents to be active participants in their own betterment and that of their communities.

The division of UNICEF aid among the various fields of aid reflects the general policy of giving weight to the priorities put forward by the country, i.e., the "country approach". Wherever practical, UNICEF favoured aid for multi-purpose or integrated projects which combined or co-ordinated a number of related fields of aid. In many countries, particularly for their rural areas, an integration of health, education, nutrition and welfare services was the only approach which could be afforded.

The importance of ensuring that the aid given by UNICEF was co-ordinated with and helped to promote a country's rural development was stressed at the Board session. One of the interesting new integrated projects along these lines approved by the Board at its June 1968 session was a comprehensive scheme for the Guajira Indian community as part of a regional approach by Colombia and Venezuela which involved a number of agencies of the United Nations family.

It was apparent that the various regional and national conferences held on children and youth in the last few years with UNICEF aid, and the materials produced for them, were beginning to bring about a greater understanding in a number of countries of the need for integrating policies and programmes related to children and youth into their national development efforts. But, it was also clear that a great deal more effort was needed to find how these policies and programmes could be applied in practice at various levels of government. This required an intersectoral approach so that the various programmes benefiting children could be better co-ordinated and reinforce each other. In each country the specific requirements of children in different age groups and in different social and economic groups should be taken into account and a balance should be achieved between the services provided for them.

A major programme preoccupation of UNICEF has been to help developing countries devise forms of training which are suitable to local conditions and which will produce effective workers. For this purpose, UNICEF has provided a substantial portion of its aid to help create and expand national training schemes. This has taken the form of audio-visual teaching aids, support for the production and preparation of teaching materials, transport to enable students to have field practice training, training of teaching faculties and financial support in the form of stipends for trainees and fees for teachers. By the end of 1967, a total of over 325,000 persons had received orientation or training with the help of UNICEF stipends, most of them middle- or lower-level workers directly involved in providing health, nutrition, education and family and child welfare services benefiting children. However, supervisory and other high-level staff were also trained with UNICEF aid and more attention is now being paid to the preparation of teaching faculties.

In 1967 UNICEF income amounted to \$38.5 million. The estimated income in 1968 was \$42 million but this included a one-time transfer of \$1.7 million in accumulated profits from the Greeting Card Fund. Income from private sources (other than greeting cards) in 1967 was almost a third higher than the previous year, whereas income from Governments increased by only 6.5 per cent. The increase from private sources was due mainly to the growth of funds raised by UNICEF national committees in Europe for adopted projects and by the Hallowe'en collections carried out by the United States and Canadian national UNICEF committees. Income from the sale of greeting cards amounted to \$3 million. While the trend for a rise in income from private sources was very welcome and essential, well over 70 per cent of UNICEF income came from Governments, and there was no foreseeable alternative to a significant increase in contribution from Governments if the work of UNICEF was to grow.

In the context of this situation, and in view of the great disparity between the needs of children and the



resources available to meet them, the Executive Board decided that UNICEF should, on a one-year trial basis, open the door for Governments to make contributions for special purposes in addition to their normal level of giving. In essence, contributions would be receivable for particular projects for which the Board had already approved commitments, or for fields of aid in which the Board was already approving projects (health, education, nutrition, etc.). The actual contribution would not be receivable by UNICEF until the Board had approved it by a mail poll vote.

For emergency situations which UNICEF might be called upon to face in the next twelve months in Viet-Nam and in other areas, especially the Middle East and Nigeria, the Board made a special appeal for funds, and authorized the Executive Director to receive contributions from both Governments and private sources for this purpose. For Viet-Nam, emergency aid had been provided by UNICEF to children in the south and the Executive Director had undertaken explorations about possible aid to the children in the north. The Board requested the Executive Director to continue these efforts and to extend as soon as possible emergency aid to the children of the Democratic Republic of Viet-Nam as well as to the children of the Republic of Viet-Nam. It recommended that the Executive Director utilize and appropriate the good offices of the international institutions of the Red Cross for channelling UNICEF aid to Viet-Nam as a whole.

The plight of thousands of refugee mothers and children, most of them in Africa, was brought to the attention of the Board. UNICEF was prepared to respond to some of these needs, in co-operation with the High Commissioner for Refugees, if the Governments of the countries in which the children were located considered this a priority matter for UNICEF aid. Normally this would be given within the framework of an established project.

Co-ordination of programme assistance with that of other agencies in the United Nations family is built into the UNICEF way of working, since the other agencies concerned were closely involved at all stages of the planning, implementation and assessment of projects. Nevertheless, there were areas where this co-ordination could be improved so that international aid could increase in effectiveness. To this end, the Executive Director has engaged in working discussions during the year with a number of other agencies on programmes of mutual interest. Efforts also continued to be made to enlist the co-operation of bilateral and multilateral sources of aid in programmes benefiting children. During the year UNICEF national committees and non-governmental organizations expanded their efforts in fund-raising and in developing public understanding of the needs of children. In addition to what had so far been done, however, for which the UNICEF Board expressed its gratitude, efforts on a large scale were still needed to enlist the support of the public and of their Governments for the work of UNICEF.

## E. United Nations Capital Development Fund

Six years after the General Assembly "decided in principle" in its resolution 1521 (XV) to establish a United Nations Capital Development Fund, it adopted on 13 December 1966 resolution 2186 (XXI), by which

it decided "to bring into operation the United Nations Capital Development Fund as an organ of the General Assembly". The resolution stated that the purpose of the Fund would be to assist developing countries in the development of their economies by supplementing existing sources of capital assistance by means of grants and loans, particularly long-term loans made free of interest or at low interest rates. Such assistance would be directed towards the achievement of the accelerated and self-sustained growth of those countries' economies and would be directed towards the diversification of their economies, with due regard to the need for industrial development as a basis for economic and social progress. The resolution provided that annual pledging conferences should be held to obtain resources for the Fund's operational activities and that, during the Assembly's twenty-second session, the Executive Board of the Fund should be elected and its Managing Director appointed so that the Fund could initiate its operations on 1 January 1968.

In a *note verbale* sent on 12 September 1967, the Secretary-General informed Member States that, pursuant to General Assembly resolution 2186 (XXI), he had decided to convene on 31 October 1967 the First Pledging Conference on the United Nations Capital Development Fund, the purpose of which would be to determine the amount of contribution which participating Governments would make to the Fund. The Secretary-General recalled that, in accordance with the said resolution, "contributions to the Capital Development Fund should ensure the provision of assistance on a long-term and continuing basis" and that "it [was] desirable that contributions should be pledged or indicated as far as possible for a number of years".

The Pledging Conference was held, as planned, on 31 October 1967, and the total promised contributions, which were pledged exclusively by some of the developing countries and largely in local currencies, amounted to the equivalent of \$1,298,642. A number of other developing countries said that they would announce their contributions to the Secretary-General in due course.

On 22 December 1967, the plenary meeting of the General Assembly took up agenda item 40: "United Nations Capital Development Fund: confirmation of the appointment of the Managing Director". On that occasion, it had before it a draft resolution, originally submitted to the Second Committee by the Netherlands, which the Second Committee had recommended for adoption by the Assembly.

In this draft resolution, which became General Assembly resolution 2321 (XXII), the Assembly, after "considering that owing to the initial lack of financial resources, it [would] not be possible in the first year to give full effect" to resolution 2186 (XXI), invited the Secretary-General "to ask the Administrator of the United Nations Development Programme to administer the United Nations Capital Development Fund by performing the functions of the Managing Director, as set forth in article IX of resolution 2186 (XXI)", and decided that the Governing Council of the United Nations Development Programme should "perform, as appropriate, the functions of the Executive Board of the United Nations Capital Development Fund, as set forth in article VIII of resolution 2186 (XXI)".

The question of the provisional responsibilities of the United Nations Development Programme under Gen-



eral Assembly resolution 2321 (XXII) was discussed by the Governing Council of UNDP at its fifth session. The Administrator made a statement giving his preliminary views on the possible means by which he and the Governing Council could discharge their respective responsibilities in that regard.

After a general discussion, the Governing Council "took note of the observations made by the Administrator and members, and agreed to review the matter on the basis of a report to be submitted by the Administrator at the sixth session".

This report notes that, as of 1 May 1968, the resources pledged were no more than those announced in 1967. Since then, a *note verbale* has been sent to Member States, inviting them to designate representatives to attend the 1968 Pledging Conference to be held at United Nations Headquarters on 9 October 1968. The report points out that, both in the General Assembly and in the Governing Council, attention was repeatedly drawn to the crucial question of the magnitude of the resources of the Capital Development Fund. The report suggests that the Governing Council might wish to consider \$100 million as the minimum that would have to be mobilized, prior to the initiation of systematic independent operations (that is, direct grants or loans made and administered exclusively by the Capital Development Fund itself). The report also suggests, however, that, pending the availability of resources of that magnitude, it might be possible to undertake joint financing operations with the regional development banks and other appropriate financial institutions, and mentions \$10 million as a possible minimum for the initiation of such operations. The report goes on to propose certain operating policies, methods and procedures for the conduct of such joint operations with the regional development banks. Finally, it invites the Governing Council of UNDP to consider and decide upon the above-mentioned policy issues and proposals, some of which it might wish to submit to the General Assembly for final decision. An account of the Governing Council's discussion at its sixth session in June 1968 about the Capital Development Fund is contained in the report of the session. In accordance with its resolution 2321 (XXII), the General Assembly will review the institutional arrangements for the United Nations Capital Development Fund at its twenty-third session.

### F. Fund of the United Nations for the Development of West Irian

Following on the delegation by the Secretary-General of responsibility for the administration of the United Nations Fund for the Development of West Irian (FUNDWI) to UNDP, the Administrator established a special unit within UNDP under the direction of a senior officer for this purpose. A high-level survey mission was organized in the summer of 1967 to prepare recommendations for the utilization of \$30 million pledged by the Government of the Netherlands for economic and social development in West Irian. The members of the mission toured West Irian extensively and reviewed the request of the Government of Indonesia for assistance in the West Irian development. A comprehensive master plan was prepared entitled *A Design for Development in West Irian*. This report was submitted to the Government of Indonesia by the Administrator with a recommendation for its approval.

On 14 December 1967, the Government accepted the recommendations of the *Design* and requested "earliest feasible action".

The master plan includes important proposals for the establishment of two new institutions. One of these is a Forest Industries Development Corporation for the exploitation of West Irian's extensive timber resources. This Corporation will be established under Indonesian Law with capital provided on a tripartite basis as follows: FUNDWI will invest \$2 million in the Corporation; the Government of Indonesia will provide the forest resources of selected areas in West Irian without any encumbrances and will receive equity shares in consideration of such resources; the foreign investor, as a third party, will invest capital in and provide the management for the Corporation. Earnings accruing to FUNDWI as a major stockholder in the Corporation will be utilized for further economic and social development in West Irian. The other proposed institution is a Joint Development Commission to be established in partnership with the Government of Indonesia to finance and promote a wide range of development activities in the industrial, agricultural, fishing, shipping and other sectors. A sum of \$4.5 million will be made available by FUNDWI for investment through the Commission, and the Government of Indonesia will provide local currency requirements. The Commission will extend grants and loans to stimulate development activities and will also make equity investment available in promising enterprises in West Irian. Investment through the two institutions will be a new and unique undertaking for a United Nations unit. Consultants have been recruited by FUNDWI to advise on the organization of the two institutions.

In addition to the Forest Industries Development Corporation and the Joint Development Commission, thirty-two individual projects have been developed on the basis of consultants' recommendations relating to land, sea and air transportation, agriculture and livestock, health and education, vocational training and exploitation of natural resources such as forestry and fisheries. The projects vary in size from \$5.6 million allocated for coastal and river transport to a mini-project of \$30,000 for Asmat handicrafts. All of them have been assigned to the appropriate specialized agency on the same lines as the normal UNDP (Special Fund) projects.

A field office in Sukarnapura, West Irian, has been established under the supervision of the UNDP Resident Representative in Djakarta. (See also chapter III, section P.)

### G. Evaluation of Programmes

During the period under review, the Secretary-General increased the efforts and the capacity of the Secretariat with respect to evaluation of programmes of technical co-operation. Economic and Social Council resolution 1263 (XLIII) of 3 August 1967 served as the guide for the action taken, and the following progress may be noted.

The Inter-Agency Study Group on Evaluation reported to the forty-fifth session of the Administrative Committee on Co-ordination (ACC) on preliminary work undertaken on definitions, methods and standards of evaluation, activities of the United Nations organi-

zations since the consolidated report on existing evaluation practices was issued, and some of the follow-up of proposals outlined at its forty-third session. Additionally, the Inter-Agency Study Group on Evaluation analysed the retrieval, dissemination and feedback of project information in United Nations organizations.

The Study Group considered that the concept of evaluation would be more clearly understood if it were related to four distinct phases in development assistance activities, in each of which elements of evaluation entered to a greater or lesser extent. Phase I, the identification of needs, involves the processes by which the economic and social conditions and objectives of development are analysed and the specific needs for assistance, together with their order of priority, are determined. Phase II, appraisal of requests, entails the processes by which decisions are made on requests for assistance in the light of established criteria, including those relating to the relevance of the requests to the objectives to be attained, their propriety in terms of the legislative and other requirements of the international system of development assistance, their operational feasibility and the ratio of estimated costs to estimated benefits. Phase III, operational control, involves the processes by which implementation of the assistance is monitored and reviewed, in order to determine the extent to which the stated targets and objectives are being fulfilled and to introduce any necessary modifications at the appropriate time. Phase IV, the evaluation of results entails the processes by which, at the final stage of evaluation, the major direct and indirect results of the assistance are determined and critically examined, with respect both to its effectiveness in attaining its specific targets and the relevant economic and social objectives, and to the guidelines to be derived for the purposes of further planning. These four phases are intended to guide the participating agencies in their own evaluation studies, and to facilitate consistency, thus contributing to further inter-agency work in this field.

Within the framework of the foregoing, the United Nations Institute for Training and Research (UNITAR) and the United Nations Development Programme secretariat have been requested to compile a glossary of terms which would permit a gradual harmonization of terminology and thus facilitate the eventual establishment of compatible systems of data collection, storage and retrieval.

Pursuant to Economic and Social Council resolution 1151 (XLI) and in accordance with the revised terms of reference elaborated in its resolution 1092 (XXXIX) and the experience gained from previous missions, two additional pilot evaluation projects were completed in the past year to assess the over-all impact and effectiveness of technical co-operation programmes in Ecuador and Iran. Taking account of Council resolution 1092 (XXXIX), the missions considered the deficiencies and short-comings, as well as the successes of the programmes and examined the extent to which co-ordination and co-operation among the organizations concerned at the country level is contributing to the over-all impact of the technical co-operation programmes of the United Nations system of organizations. The missions made suggestions for improvement in government administration so as to increase its receptivity to international technical assistance in (concrete) areas of co-ordination and co-operation, particularly with respect to the participating organizations and the terms

of reference and procedures for teams of experts which might subsequently visit the countries.

The annex to the Secretary-General's report on evaluation programmes of technical co-operation presented to the forty-third session of the Economic and Social Council contains detailed instructions concerning the revised terms of reference which, *inter alia*, requests the team to describe and analyse the methods and standards employed in its evaluation and which represents a further step in developing competence in the complex area of evaluation. The methodology and techniques evolved by the teams have been shared with UNITAR and joint consultations are now a regular feature of the United Nations efforts in this field.

To enhance the capability of the Secretariat to deal with the many aspects of evaluation and to ensure the enrichment of future programmes by the experiences gained through evaluation, the Secretary-General has established a Planning and Evaluation Unit within the Office of Technical Co-operation. Details concerning the establishment of this Unit and of the merger of the Bureau of Technical Assistance Operations and the Office of Special Fund Operations into the Office of Technical Co-operation are contained in the Secretary-General's report to the sixth session of the Governing Council of UNDP.

The UNDP for its part has established a systematic programme of evaluation of its assistance. A progress report on these activities was made by the Administration to the sixth session of the Governing Council.

## H. United Nations Institute for Training and Research

The United Nations Institute for Training and Research (UNITAR) entered upon its third year of existence with new commitments for the reorganization of its training programmes, the expansion of its field and cross-national research, and the modification of its other activities, particularly those concerning seminars and fellowships.

At its forty-third session, the Economic and Social Council unanimously adopted resolution 1249 (XLIII) of 27 July 1967, in which it noted with satisfaction the progress made by the Institute and welcomed particularly its activities in training and research directed towards assisting the developing countries and strengthening the capabilities and procedures of the United Nations. The resolution also recognized the importance of the Institute's close collaboration with the United Nations Secretariat, with other United Nations bodies, and with the specialized agencies, as well as with appropriate national and international organizations.

During its sixth session, held in New York on 4 and 5 October 1967, the Board of Trustees reviewed the report and proposals submitted by the then Executive Director, Mr. Gabriel d'Arboussier (Senegal), whose term of office expired on 31 December 1967. Following the session, the Secretary-General, after consultations with the Board of Trustees, appointed Chief S. O. Adebo (Nigeria) to succeed Mr. d'Arboussier.

At its sixth session, the Board of Trustees reviewed the report and approved the proposals submitted by

the Executive Director and commended the research programme that had been discussed at meetings of the Board's Research Committee, held at Geneva on 10 and 11 July 1967. The Board approved the emphasis on the two priorities around which the research programme centred, namely the role, functioning and operations of the United Nations and the needs of developing countries. The Board was in agreement with the Executive Director's view that the stimulation of interest in research on the United Nations and the developing countries was an important function of UNITAR. It considered that the Institute should increase its contacts, discussions and conferences with scholars and institutions from different parts of the world, as well as with officials of other United Nations bodies. It also felt that the Institute might be able to promote and encourage the establishment of research institutes. It noted with satisfaction the scope of co-operative arrangements the Department of Research had been developing with other United Nations bodies and other institutions. Such co-operation was likely to grow as the Institute's work became better known and more advanced.

The Executive Director undertook to prepare, for the Board's consideration at its seventh session, a policy paper on the strategy, scope and limitations of the Institute's training. As in the case of UNITAR research, the seminar was stressed as an effective training method, particularly in the case of advanced programmes. The Board underlined the importance of publicizing UNITAR's work through the publication of pamphlets or regular brief bulletins. While taking note of the Executive Director's report on fund-raising, the Board expressed the hope that further efforts would be made to increase the financial contributions from a variety of sources. It also invited the Executive Director to examine further the possibilities of securing increased financial participation by the United Nations and UNDP in the Institute's programmes. The Board approved the Executive Director's proposed budget estimates for 1968 at the level of \$1,290,000 and decided to hold its seventh session on 11 and 12 September 1968.

At the first part of its twenty-second session, the General Assembly discussed the report that the Executive Director submitted to it on the Institute's programmes and activities, to which was annexed the report of the Chairman of the Board of Trustees on the sixth session, and the statute of UNITAR as promulgated by the Secretary-General in November 1965 and amended in March 1967. Following the discussions, the General Assembly unanimously adopted resolution 2277 (XXII) of 4 December 1967, in which it endorsed Economic and Social Council resolution 1249 (XLI) and welcomed the progress made by the Institute in its various programmes and activities, including the close co-operation established with other members of the United Nations family of organizations and with regional and national institutions. The Assembly's resolution also expressed appreciation to the Governments, private institutions and individuals that had made or pledged financial contributions to the Institute.

The following training programmes, whose form and content were described in the Executive Director's report to the General Assembly at its twenty-second session, were repeated in 1967: training programme for foreign service officers; training programme in de-

velopment financing; group training programme in techniques and procedures of United Nations technical assistance; seminars on major problems of technical assistance; and training programme for deputy resident representative of UNDP.

While the Executive Director has stated that the decision to decentralize basic training and to separate basic from advanced training will be implemented as early as practicable, time is needed for the proper planning of the decentralization. The training programme for twenty-two foreign service officers held in Geneva in 1967 was conducted along lines similar to those of the 1966 programme. The four-month training programme in development financing that began in Geneva on 1 August 1967, in which twenty officials from developing countries participated, also took place along lines similar to those of previous programmes.

With a view to regionalizing the group training programmes in techniques and procedures of United Nations technical assistance, consultations with Governments and United Nations bodies, particularly the regional economic commissions and the institutes under their sponsorship, as well as UNDP, were undertaken during the period under review. The Executive Director received assurances of full collaboration in the implementation of regionalized courses and on this basis a three-week seminar in procedures and techniques of technical assistance for Latin America began at Santiago, Chile, on 3 June 1968.

The second seminar on major problems of United Nations technical assistance, providing appropriate and separate training for national officials concerned with high-level policy and co-ordination of technical assistance, took place in Europe and the United States from mid-September to mid-October 1967. The seminar took the form of a dialogue between a selected group of senior co-ordinators from aid-receiving countries and senior officials of aid-giving United Nations agencies.

The second training programme for deputy resident representatives of UNDP was held from 3 September to 5 November 1967, in co-operation with UNDP, under UNITAR's direction. It included a series of lectures on economic development and planning, in-service training in UNDP and the Office of Technical Co-operation of the United Nations, panel discussions with senior international and governmental officials and visits to the economic departments of various major universities and specialized agencies.

During 1967, there were several additional activities that were undertaken for the first time by the Institute.

A seminar was held on the teaching of languages at the United Nations, and professorial assistance was provided for the Institute of International Studies at the University of the West Indies, Trinidad. The first Asian Foreign Service Course was given at Manila, the Philippines, and the United Nations/UNESCO regional training and refresher course for teachers, specialists and advanced students of international law was given at Dar es Salaam, the United Republic of Tanzania. In this connexion, UNITAR has been fortunate in being able to secure the collaboration of high-level diplomats, senior United Nations officials and scholars willing to give lectures on subjects within their respective areas of knowledge and experience.

Among innovations in training undertaken by UNITAR during 1968 were a workshop in basic skills

of modern language training, seminars in international organization and multilateral diplomacy, and a UNITAR/UNIDO training programme in industrial investment promotion.

The special workshop for United Nations staff members in basic skills of modern language training, held from 11 to 13 January 1968, was organized by UNITAR with the co-operation of the United Nations Office of Personnel and included practical demonstrations and practice exercises in the use of modern techniques. All teachers concerned with the "accelerated" language programmes introduced by the Office of Personnel in 1967 participated in the workshop, as did a number of their colleagues who teach in the regular courses.

The seminars in international organization and multilateral diplomacy, held for two months, beginning in May 1968, were part of an initial experiment in advanced training. The scheme, evolved with the advice of a consultative panel representing a cross-section of Permanent Representatives and senior Secretariat officials, evoked an enthusiastic response and 140 officials participated. The objective of the programme is to enable middle-level members of Permanent Missions to the United Nations to acquire a deeper understanding of the working of the United Nations machinery and the problems with which it has to deal. Lectures on specific United Nations topics are followed by seminars at which participants make a closer study of aspects in which they are particularly interested. The lectures are delivered, and the related seminars led, by eminent statesmen and scholars from different countries, Permanent Representatives at Headquarters and high-level officials in the United Nations Secretariat and the specialized agencies. It is anticipated that this series of lectures and seminars will be held annually from January to June.

The training programme in industrial investment promotion, organized jointly by UNITAR and UNIDO, began in New York on 15 March 1968. It was attended by eighteen national officials concerned with the establishment of investment promotion centres and agencies to stimulate and facilitate the inflow of private investment capital. The course included lectures, panel discussions and attachment training at several investment promotion centres functioning in New York. The fellowship costs were met by UNIDO, while UNITAR assisted in the planning of the programme and provided the administrative support needed for its operation.

A working paper prepared in UNITAR during the past year has been forwarded to the secretariat of the Consultative Committee on Administrative Questions for circulation to all United Nations Organizations and for discussion at an inter-agency working party on career development and staff training in the United Nations system. It is expected that the working party will consider what training programmes or other measures are necessary or desirable to enhance the effectiveness of performance at all levels throughout the United Nations system and will help clarify the contribution UNITAR could usefully and appropriately make in this field.

The report submitted by the Executive Director to the General Assembly at its twenty-second session contained a detailed description of the various research activities of the Institute. During the period under

review, these activities included work on a number of pioneer studies intended to contribute to the organizational capabilities of the United Nations. This was exemplified in two projects concerned with the application of new methods and techniques to the programming and evaluation of the economic and social activities of the United Nations.

One of the projects is centered on evaluation methods designed to improve initial planning and implementation, including cost-benefit analysis, critical path methods and feed-back procedures. This project is based on the premise that evaluation is an integral part of project planning and selection, and proceeds logically through built-in indicators to the evaluation of results. The second project involved the application of methods of systems analysis—also known as planning, programming and budgetary systems—to development activities of the United Nations and the specialized agencies. One part of this project was concentrated on the United Nations programmes related to population, on which relevant material was submitted to the Population Commission at its fourteenth session held in Geneva in October-November 1967. This project is being implemented by UNITAR with the co-operation of the United Nations Secretariat, in particular, the Office of the Controller and the Population Division. Preparatory work continues on the design of an informational handbook on planning, programming and budgetary systems for senior officials in the United Nations system and on the study of the organized use of operating information to examine selected issues of resources management at the inter-programme level.

The Institute also developed plans and methodology for four multinational comparative research projects to be carried out in various parts of the world. The study of the "brain drain" from developing countries has been started with a compilation of data from developing countries and with the pre-testing through interviews, of a questionnaire to be used in the survey. Progress towards completing arrangements to conduct field interviews has been made during the year under review and a considerable amount of information on official action and attitudes of developing countries towards the emigration of trained individuals has been obtained. At the request of the Department of Economic and Social Affairs, UNITAR prepared a study on the outflow of trained personnel from developing to more industrialized countries, for eventual submission to the General Assembly, in response to its resolution 2320 (XXII) of 15 December 1967.

A second field study concerns the transfer of technology from enterprise to enterprise. Preparatory work for this project, which is being carried out with the help of the Fiscal and Financial Branch of the Department of Economic and Social Affairs, included three explanatory country surveys, which were submitted to the Economic and Social Council at its forty-fourth session. Discussions have been held with various national institutions and international organizations, including the Inter-American Development Bank, concerning their co-operation and assistance in the studies and a plan of operations for the project as a whole has been formulated. The Economic and Social Council at its forty-fourth session, adopted resolution 1311 (XLIV) on 31 May 1968 on the importance of these studies and requested the Secretary-General, in consultation with UNITAR, to submit a progress report to the resumed forty-fifth session of the Council.



A third multinational field study organized in 1967 is an inquiry into the effectiveness of measures against racial discrimination. On the basis of studies of national legislation and policies in a number of countries, a comprehensive paper was completed setting forth the guidelines and methods for national studies to assess the efficacy of action taken. Subsequently, arrangements were made for the first field study to take place in the United Kingdom with the co-operation of the Institute of Race Relations, London, in the early part of 1968. Final arrangements are being worked out for other country studies to be conducted in Africa, the Far East and Latin America. As part of this project, UNITAR submitted a paper to the International Conference on Human Rights, held in Teheran in April 1968, setting forth suggested guidelines for national and comparative studies to assess the effectiveness of measures against racial discrimination. Another paper by UNITAR, submitted to the same conference, presented suggestions for research on human rights.

A fourth multinational study, begun in 1967, examines the handling of information about the United Nations by the mass media in more than forty-five countries. The study involves an analysis of the output of information from United Nations sources, as well as an analysis of the amount and type of coverage given to United Nations news in various parts of the world, for comparative purposes. Two observation periods, involving some 1,750 newspapers and about 350 radio and television stations, were held early in 1968, on the basis of which a preliminary research report is being prepared.

The problems of very small States and territories have continued to be the subject of an extensive study involving analysis of the difficulties and needs of more than fifty such States and territories together with an examination of the measures that might be taken by the international community and by the countries themselves to meet their problems. A preliminary set of papers was submitted to the UNITAR Board of Trustees and also circulated to a consultative panel, composed of a number of Permanent Representatives to the United Nations and independent experts, which met in November 1967.

In the field of international law, a substantial amount of work has been done on an investigation of the impediments to the acceptance and application of multilateral treaties adopted under the aegis of the United Nations, with a view to suggesting practical measures that might be taken by States and international bodies to overcome these obstacles. Accordingly, information has been collected on those final clauses of multilateral treaties relevant to questions of acceptance and application. Data are also being collected with regard to constitutional procedures, administrative mechanics and lack of adequate personnel or expertise. Part of the research formed a basis for the UNITAR study entitled "Acceptance of human rights treaties", which was submitted to the International Conference on Human Rights held in Teheran in April 1968.

The relations between the United Nations and certain intergovernmental regional organizations have also been the subject of an intensive inquiry. Priority has been given during the past year to the study on the relationships between the United Nations and the Organization of African Unity (OAU). Research has begun in Europe, in co-operation with a research team at the

Centre for Atlantic Studies, Tilburg, the Netherlands, on the relations between the Economic Commission for Europe and various European regional bodies. Preliminary studies have also been made on the relations between the United Nations and the Organization of American States (OAS).

In carrying out its research programme, UNITAR has intensified its collaboration with some fifty international and national research and similar institutions throughout the world. Arrangements are being made to extend this collaboration still further. The Ford Foundation has made a grant to the Institute of \$100,000 towards the cost of the central staff needed for the planning of future research activities and to enable the Executive Director to obtain, as consultants, eminent personalities from the different geographical regions of the world to help him with this important task.

In addition to seminars already described in connexion with the training and research activities of the Institute, UNITAR has agreed, as part of the United Nations Programme of Assistance in the Teaching, Study and Dissemination and Wider Appreciation of International Law, to conduct annual regional seminars on international law in Latin America, Africa and Asia in turn. The seminars are designed to bring together government officials and scholars from a particular region to discuss topics of international law of interest to the area. It has been agreed that the agenda of the first such regional seminar to take place in Quito at the invitation of the Government of Ecuador, in January 1969, will consist of legal and institutional problems of multinational water resources development projects, the question of multinational public enterprises with particular reference to the economic integration of Latin America and regional problems arising out of treaties relating to the resources of the sea.

The second UNITAR Adlai E. Stevenson Memorial Fellowship Program has been conducted by the Institute during the year under review and fellowships in international law, under the United Nations Programme of Assistance in Teaching, Study and Dissemination and Wider Appreciation of International Law, have been offered. It is the intention of the Executive Director to establish additional fellowship programmes, as he is authorized to do under article VI, paragraph 1, of the UNITAR Statute, as soon as financial resources permit.

The United States Government contributed \$100,000 towards the second of the annual UNITAR Adlai E. Stevenson Memorial Fellowship Programmes, which began in September 1967 and will end in July of this year. Eight persons from Afghanistan, Gambia, Japan, Mexico, Nicaragua, the Philippines, Tunisia and the United States respectively were selected by the Executive Director, on the advice of a special selection committee, to engage in research and training on the role and functioning of the United Nations. Arrangements are being made for the third Fellowship Programme, which will begin in September 1968.

Under the United Nations Programme of Assistance in the Teaching, Study and Dissemination and Wider Appreciation of International Law envisaged in General Assembly resolutions 2099 (XX), 2204 (XXI) and 2313 (XXII), twenty fellowships in international law have been offered. They are designed to enable qualified persons, in particular middle-grade government officials and young university teachers of inter-

national law from developing countries, to acquire additional knowledge of international law and of the legal work of the United Nations and its associated bodies through training at the Academy of International Law, at The Hague and, in some cases, in the legal departments of the United Nations family of organizations. The duration of the fellowship under this programme, which is administered jointly by the United Nations Office of Legal Affairs and UNITAR, will vary from two to eleven months according to the type of study scheme that individual recipients will be invited to pursue.

The second annual meeting of Directors of Institutes of Planning, Training and Research within the United Nations family, under the chairmanship of the Executive Director of UNITAR, took place in Geneva in July 1967, at the invitation of the Secretary-General in his capacity as Chairman of the Administrative Committee on Co-ordination. The Institute undertook to prepare a paper, in consultation with the institutes and their sponsoring agencies, containing information about the operations and practices of the institutes on a comparative basis that will be presented to the third annual meeting to be held late in June 1968.

The UNITAR budget of \$1,290,000 approved by the Board of Trustees for 1968 does not include the amount of \$100,000 paid by the United States Government for the UNITAR Adlai E. Stevenson Memorial Fellowship Programme. As of 15 May 1968, the total amount of cash pledged by governmental and non-governmental sources in support of UNITAR activities was \$4,812,386, of which \$3,408,739 has been paid. The Executive Director is grateful for the appeals made in the past by the General Assembly and the Economic and Social Council for generous contributions to UNITAR finances. He has recently sent out a number of personal letters of appeal and is considering further measures to place the financial future of UNITAR on a firmer basis.

The UNITAR staff continues to be small in number. It comprises some twenty-five individuals in the Professional category (including consultants) who are recruited on as wide a geographical basis as possible, either by direct appointment or by secondment from the United Nations Secretariat. The staff is based in New York, with the exception of those of its members who are in charge of the Institute's Geneva office.

## REFERENCES

### A. United Nations Development Programme

#### B. Operational activities of the United Nations

For the report of the Governing Council of the United Nations Development Programme on its fourth (6-22 June 1967) and fifth (9-29 January 1968) sessions, see *Official Records of the Economic and Social Council, Forty-third Session, Supplement No. 6A (E/4398)*; and *ibid.*, *Forty-fifth Session, Supplement No. 6 (E/4451)*.

For other relevant documents, see:

- (a) *Official Records of the Economic and Social Council, Forty-third Session, Annexes*, agenda item 11; *ibid.*, *Forty-fifth Session, Annexes*, agenda item 17; and *Official Records of the General Assembly, Twenty-Second Session, Annexes*, agenda item 46;
- (b) DP/RP/5 and Add.1 and DP/L.67.

#### C. World Food Programme

For relevant documents and a list of relevant records, see *Official Records of the Economic and Social Council, Forty-third Session, Annexes*, agenda item 13; *ibid.*, *Forty-fifth Session, Annexes*, agenda item 19; and *Official Records of the General Assembly, Twenty-second Session, Annexes*, agenda item 47.

#### D. United Nations Children's Fund

For the report of the Executive Board of the United Nations Children's Fund (6-19 June 1968), see *Official Records of the Economic and Social Council, Forty-fifth Session, Supplement No. 8 (E/4554)*.

For other relevant documents and a list of relevant records, see:

- (a) *Official Records of the Economic and Social Council, Forty-fifth Session, Annexes*, agenda item 20; and *Official Records of the General Assembly, Twenty-second Session, Annexes*, agenda item 72;
- (b) General progress report of the Executive Director of the United Nations Children's Fund: E/ICEF/573.

#### E. United Nations Capital Development Fund

For relevant documents and a list of relevant records, see *Official Records of the Economic and Social Council, Forty-fifth Session, Annexes*, agenda item 16; and *Official Records of the General Assembly, Twenty-second Session, Annexes*, agenda item 40.

For other relevant document, see DP/L.82.

#### G. Evaluation of programmes

For relevant documents and a list of relevant records, see *Official Records of the Economic and Social Council, Forty-third Session, Annexes*, agenda item 12; *ibid.*, *Forty-fifth session, Annexes*, agenda item 18.

For other relevant documents, see E/4486/Add.1, DP/RP/5 and DP/L.68.

#### H. United Nations Institute for Training and Research

For relevant documents and a list of relevant records, see *Official Records of the Economic and Social Council, Forty-third Session, Annexes*, agenda item 16; *ibid.*, *Forty-fifth Session, Annexes*, agenda item 22; and *Official Records of the General Assembly, Twenty-second Session, Annexes*, agenda item 45.



## CHAPTER XII

# Questions relating to inter-agency co-operation and co-ordination

The Secretary-General has continued to maintain close relations with the Executive Heads of the specialized agencies and the International Atomic Energy Agency, both individually and through the Administrative Committee on Co-ordination (ACC), in the interest of inter-agency co-operation and coordination. The contacts with the agencies have been marked by discussion and exchanges of correspondence among the competent officials on a wide range of subjects of common concern, by participation in conferences and meetings, and by a number of initiatives taken by the Secretary-General and statements made by him, for example, on UNESCO's role in the development of peace through education, science and culture. As its latest report shows, ACC has played an increasingly active and important part as a committee for contact and discussion on matters of common concern. Special arrangements, such as those which exist for liaison between the International Development Association, the United Nations Department of Economic and Social Affairs and the United Nations Development Programme (UNDP) as well as co-ordination arrangements at the regional level involving the regional economic commissions, have been developed and strengthened.

Co-ordination has expanded not only in coverage, with the opening up of new fields for international action, but also in depth. This reflects the fact that as individual organizations develop their activities, over-all co-ordination requires more and more clarification and harmonization of objectives and approaches. While this extension of activities has raised problems it has also enabled each organization to benefit more from the work of its sister organizations because of an interaction of their respective efforts which are of a complementary nature. The establishment of the Joint Inspection Unit, referred to below, should also contribute not only towards improving management and methods, but also towards achieving co-ordination between the organizations.

In 1966 and 1967, both the General Assembly and the Economic and Social Council, which in 1967 were able to benefit for the first time from the recommendations of the newly reconstituted Committee for Programme and Co-ordination, adopted an increasing number of resolutions involving co-operation with the agencies, either in joint work or related activities.

This section covers the work carried out in implementing resolutions involving co-operation with the agencies and other intergovernmental organizations, which do not relate to any single substantive field, as

well as the work of ACC and the preparations for the Committee for Programme and Co-ordination and the joint meetings of those two bodies.

In pursuance of General Assembly resolution 2188 (XXI) and in accordance with the request of the Enlarged Committee for Programme and Co-ordination, the Secretariat has been preparing several rather comprehensive papers including a first draft for the "clear and comprehensive picture of activities of the United Nations system of organizations in the economic, social, technical co-operation and related fields" called for by the General Assembly. The picture endeavours to cover the competence, functions and administrative arrangements of the organizations and programmes of the United Nations system, and describe the activities of the organizations in the major economic and social programme areas during 1967. It also outlines inter-agency arrangements for co-ordination, planning and evaluation. The Secretariat has also been preparing the draft for a consolidated handbook of criteria and procedures for requesting technical assistance from the organizations of the United Nations system. Finally, annotations have been prepared to an extensive list of topics which the Enlarged Committee had drawn up for consideration at future sessions. These topics cover constitutional, legal and organizational issues; co-ordination, programming, planning and budgeting, and technical co-operation issues; evaluation, and financial and administrative issues. In all these cases, considerable material has been provided by the agencies, and there have been inter-agency consultations during the process of preparation.

In pursuance of Council resolution 1267 (XLIII) on relations with non-United Nations intergovernmental organizations in the economic and social field, the Secretary-General took steps to establish relations with the Organization of Regional Co-operation for Development. He also continued to maintain and strengthen contacts with other intergovernmental organizations in the economic and social fields outside the United Nations system, and proposed to the Council at the forty-fourth session a number of such organizations that might be represented by observers at the forty-fifth session for the consideration of certain items.

In accordance with Council resolution 1281 (XLIII), he also endeavoured to ensure the implementation of rule 80 of the Council's rules of procedure, which is designed to enable the Council to be informed of the implications of new proposals, particularly in cases when they relate to matters of concern to one or more agencies.



In accordance with resolution 2306 (XXII), in which the General Assembly decided to observe an International Education Year and provisionally designated 1970 for that purpose, the Secretary-General, in co-operation with UNESCO, prepared a progress report on activities envisaged for the Year as background for discussion of the question at the forty-fifth session of the Council and the twenty-third session of the General Assembly. The ACC, on the basis of proposals by UNESCO, agreed that 1970 would be a convenient year for the purpose.

After meetings of its Preparatory Committee and numerous technical consultations, ACC held meetings in October 1967 and April 1968 under the chairmanship of the Secretary-General. Its report to the Council covered work on the co-ordination of activities in sixteen different programme areas, as well as questions relating to the general review of the programmes and activities of the United Nations system, the joint meetings of ACC and the Committee for Programme and Co-ordination, technical co-operation, public information, and administrative matters, including the implementation of the recommendations of the *Ad Hoc* Committee of Experts to Examine the Finances of the United Nations and the Specialized Agencies. The ACC also arranged, in pursuance of Council resolution 1277 B (XLIII), for the preparation of a number of special supplements to its report on agricultural education, population problems, vocational training, marine science and its applications and statistical research and publications. It also prepared a report on evaluation of technical co-operation programmes in accordance with Council resolution 1263 (XLIII).

One important and challenging question considered by ACC in its report was the second Development Decade, which was viewed as an opportunity for co-operative effort to bring together the forces and influence of the United Nations system in the preparation of a global strategy to which Governments would feel committed. It reaffirmed its support for the concept of a global strategy for development which would enable all organizations to achieve a greater concentration of effort and give more assistance to Member States in carrying out their own development programmes. The co-ordination of agency contributions to the preparations for the next decade has been the special concern of a sub-committee of ACC. Another major subject dealt with was population: the supplementary report on co-ordination in this field brought out the wide range of various agencies' mandates and priorities, the ways in which co-operation among them has been developed, and the progress achieved towards developing a coherent United Nations programme.

Significant progress was made in improving co-ordination in the fields of agricultural education, science and training, where there had been long-standing differences regarding the respective roles of FAO and UNESCO, as well as of the ILO. Consultations among the three Directors-General concerned has resulted in full agreement among them on a new approach involving joint or complementary action.

Four other programme areas were noted by ACC where intensive work had been carried out under its auspices: marine science and its applications, the development and utilization of human resources, industrial development and trade promotion. In marine science, where the General Assembly's recent initiatives created

new opportunities for international action, co-operation increased considerably between the several agencies concerned. In the development and utilization of human resources, ACC took steps to strengthen inter-agency co-ordination and collaboration in the execution of a concerted programme. With regard to industrial development, where the question of co-ordination of the activities of the newly formed United Nations Industrial Development Organization (UNIDO) with those of other organizations active in the field had given rise to concern, inter-agency discussions led to a number of agreements, including an agreement between the ILO and UNIDO on vocational training. Finally, progress was made in developing co-operation and ensuring close co-ordination between the United Nations Conference on Trade and Development (UNCTAD) and other bodies concerned with aspects of international trade. In particular, the International Trade Centre set up by UNCTAD and the General Agreement on Tariffs and Trade, which was approved under General Assembly resolution 2297 (XXII), was established within the United Nations Export Promotion Programme.

The report also covers developments in the areas of statistics, science and technology, environmental pollution, social development, education and training, housing, building and planning, outer space and human rights.

As regards the implementation of the recommendations of the *Ad Hoc* Committee of Experts to Examine the Finances of the United Nations and the Specialized Agencies (see chapter XV, section C, 2, below), the ACC report noted that the Joint Inspection Unit had been brought into operation at the beginning of January 1968, in accordance with the decisions of the General Assembly and of the appropriate organs of the participating organizations. The Secretary-General and the Executive Heads of the specialized agencies concerned and IAEA had each had an opportunity to consult with the members of the Unit concerning questions affecting their respective organizations, and the members of the Unit had met with ACC as a whole at its spring session.

The ACC report also noted that the agreement on uniform definitions for over seventy financial and budgetary terms was an important step towards the standardization called for by the *Ad Hoc* Committee.

The steps taken by ACC to improve and strengthen the process of evaluation of technical co-operation programmes are described in ACC's report on that subject. It describes the work undertaken on definitions, methods and standards, reviews recent activities and endorses arrangements for the retrieval, dissemination and feedback of project information.

In accordance with the decision of the Council at its forty-third session, ACC prepared its annual report on expenditures of the United Nations system in relation to programmes with a somewhat revised format in response to the wishes expressed by the Council and the Enlarged Committee for Programme and Co-ordination for a clearer picture of over-all activities and related costs of the organizations.

Preparations were made for the second session of the Committee for Programme and Co-ordination in June 1967, for which the documentation includes the annual reports of the specialized agencies, the annual report of ACC, a series of related reports prepared by or in

conjunction with that body, including the annual report on expenditures of the United Nations system in relation to programmes, and reports on transport development.

Preparations were also made for a further series of joint meetings of ACC and the Committee for Programme and Co-ordination to be held in Bucharest immediately before the Council's forty-fifth session.

## REFERENCES

For relevant documents, see:

- (a) *Official Records of the Economic and Social Council, Forty-third Session, Annexes*, agenda item 17; *ibid.*, *Resumed Forty-third Session, Annexes*, agenda item 4; and *Official Records of the General Assembly, Twenty-second Session, Annexes*, agenda item 48.
- (b) E/4486.



## CHAPTER XIII

### Legal questions

#### A. International Court of Justice

##### JURISDICTION OF THE COURT

###### *Compulsory jurisdiction*

Since the last annual report, one State has renewed its declaration recognizing as compulsory the jurisdiction of the International Court of Justice under Article 36, paragraph 2, of the Statute of the Court.

By a communication received on 31 August 1967, the Permanent Representative of Turkey to the United Nations informed the Secretary-General that, by virtue of Law No. 929 of 27 July 1967, the validity of the Declaration made by the Government of Turkey on 22 May 1947 and subsequently extended for three further five-year periods, had been extended for a further period of five years as from 23 May 1967.

###### *New parties to the Statute of the Court*

During the period under review, the two States admitted to membership in the United Nations, namely the People's Republic of Southern Yemen and Mauritius, became *ipso facto* parties to the Statute of the Court in accordance with Article 93 of the Charter.

###### *Instruments conferring jurisdiction on the Court*

The following treaties and other instruments registered with the Secretary-General contain clauses conferring jurisdiction on the International Court of Justice in certain eventualities:

Agreement between Yugoslavia and Lebanon relating to air services (signed at Beirut on 17 April 1954);

Trade and navigation agreement between the Benelux Economic Union and the Republic of Paraguay (signed at Asunción on 13 August 1963);

Convention on the settlement of investment disputes between States and nationals of other States (opened for signature at Washington on 18 March 1965);

Consular Convention between the United Kingdom of Great Britain and Northern Ireland and Yugoslavia (signed at Belgrade on 21 April 1965);

Agreement for the establishment of a commission for controlling the desert locust in the Near East (approved by the Council of the Food and Agriculture Organization of the United Nations on 2 July 1965);

Agreement between the United Nations and Greece regarding arrangements for the International Symposium on Industrial Development to be held in Athens,

29 November-20 December 1967 (signed at Athens on 14 April 1967).

###### *Jurisdiction of the Court in advisory cases*

Since the last annual report no new authority has been granted by the General Assembly to request advisory opinions of the Court.

##### CASES BEFORE THE COURT

###### *Barcelona Traction, Light and Power Company, Limited*

(*New Application: 1962*) (Belgium *v.* Spain)

These proceedings were instituted by an Application of 19 June 1962 in which the Belgian Government sought reparation for damage claimed to have been caused to Belgian nationals, shareholders in the Canadian Barcelona Traction Company, by the conduct of various organs of the Spanish State. In a Judgment of 24 July 1964, of which an account was given in the annual report for 1964-1965, the International Court of Justice dismissed two of the four preliminary objections raised by Spain, and joined the two others to the merits, proceedings on which were then resumed. By the end of 1965, after the time-limit originally fixed had been extended by six months at the request of the Spanish Government, Spain filed its Counter-Memorial. By an Order of 12 January 1966 the President of the Court, after ascertaining the views of the Parties, fixed 30 November 1966 as the time-limit for the filing of the Reply of Belgium and 30 April 1967 for the filing of the Rejoinder of Spain. Belgium later requested a six-months' extension. The Spanish Government having raised no objection to the principle of an extension, the President of the Court, on 23 November 1966, made an Order extending the time-limit for the filing of the Belgian Reply to 24 April 1967 and postponing the date for the filing of the Spanish Rejoinder to 2 October 1967. A request for a further extension having been received from the Belgian Government, the Court, on 12 April 1967, made a further Order extending to 16 May 1967 the time-limit for the filing of the Reply, and consequently to 24 October 1967 the time-limit for the filing of the Spanish Rejoinder. The Belgian Reply was filed within the extended time-limit. Subsequently, Spain having requested an extension, the President of the Court, on 15 September 1967, made an Order extending to 31 May 1968 the time-limit for the filing of the Rejoinder. On a further request by Spain for an additional extension, the Court, in an Order of 24 May 1968, although noting with regret that the time-limits originally fixed for the filing of the pleadings had not been



observed, whereby the written proceedings in this case had been considerably prolonged, nevertheless extended the time-limit for the filing of the Rejoinder to 1 July 1968.

### *North Sea Continental Shelf*

(Denmark/Federal Republic of Germany;  
Federal Republic of Germany/Netherlands)

On 20 February 1967 the Minister for Foreign Affairs of the Netherlands, as agreed among the States concerned, filed with the Court two Special Agreements, signed at Bonn on 2 February 1967 and which entered into force on the same day, one for the submission to the Court of a difference between Denmark and the Federal Republic of Germany and the other for the submission to the Court of a difference between the Federal Republic of Germany and the Netherlands concerning the delimitation, as between the respective Parties to each Special Agreement, of the continental shelf in the North Sea. The Court is requested to decide what principles and rules of international law are applicable to the delimitation as between the respective Parties of the areas of the continental shelf in the North Sea which appertain to each of them beyond the partial boundaries determined by existing conventions. The Special Agreements recite that the Governments of the respective Parties shall delimit the continental shelf in the North Sea as between their countries by agreement in pursuance of the Court's decision.

On 8 March 1967 the Judge discharging the duties of President of the Court under Article 12 of the Rules of Court, taking into account agreements between the Parties as set out in the respective Special Agreements, fixed 21 August 1967 as the time-limit for the filing of the Memorial of the Federal Republic of Germany in each of the two cases, and 20 February 1968 as the time-limit for the filing of the Counter-Memorials of Denmark and the Netherlands in the cases in which those countries are respectively Parties. The Memorials of the Federal Republic of Germany, and the Counter-Memorials of Denmark and the Netherlands were filed within the time-limits respectively fixed. On 1 March 1968, the President of the Court, having ascertained the views of the Parties, fixed 31 May 1968 as the time-limit for the filing of the Reply of the Federal Republic of Germany in each case, and 30 August 1968 for the filing of the Rejoinders of Denmark and of the Netherlands respectively.

By letter dated 10 August 1967, the Agent of the Federal Republic of Germany notified his Government's choice of Professor Hermann Mosler as Judge *ad hoc* in each case, and subsequently the President of the Court fixed 13 September 1967 as the time-limit within which Denmark and the Netherlands might submit their views to the Court regarding such choice. Denmark notified its agreement thereto within the time-limit mentioned, while no objection was received from the Netherlands. By letters dated 9 and 12 January 1968 respectively, the Agents of the Netherlands and Denmark notified the choice by each of their Governments of Professor Max Sørensen as Judge *ad hoc* in each of the two cases, and the President of the Court fixed 11 March 1968 as the time-limit within which the Federal Republic of Germany might submit its views to the Court regarding such choice. The Federal Republic of Germany notified its agreement to such choice within the time-limit mentioned.

On 26 April 1968 the Court made an Order in which it found Denmark and the Netherlands to be in the same interest, joined the proceedings in the two cases and in modification of the directions given in the two Orders of 1 March 1968 concerning the filing of the Rejoinders, fixed 30 August 1968 as the time-limit within which Denmark and the Netherlands should file a common Rejoinder. In this Order, the Court had regard to the terms of a Protocol concluded on 2 February 1967 by the three Governments concerned, and also to the letters by which Denmark and the Netherlands had notified the name of the person chosen by them to sit as Judge *ad hoc*. The Court noted that the Counter-Memorials of Denmark and the Netherlands confirmed that they considered themselves to be Parties in the same interest since they had set out their submissions in almost identical terms, and concluded that so far as the choice of a Judge *ad hoc* was concerned they were to be reckoned as one Party only. The action taken by the Court was under the terms of Article 3, paragraph 2, of the Rules of Court concerning the choice of judges *ad hoc*.

### OTHER ACTIVITIES

A number of instruments registered or filed and recorded with the Secretary-General of the United Nations during the period under review contain provisions conferring upon the President of the Court the power to make certain appointments in eventualities provided for in the instruments. The power is usually that of appointing sole arbitrators or umpires or arbitrators to arbitration tribunals to be established in the event of disputes between the parties.

### COMPOSITION OF THE CHAMBER OF SUMMARY PROCEDURE

On 1 April 1968 the Court constituted its Chamber of Summary Procedure for the ensuing year. The following Members of the Court were elected to form the Chamber:

*Members:* President Bustamante y Rivero, Vice-President Koretsky, Judges Sir Gerald Fitzmaurice, Jessup and Morelli;

*Substitute Members:* Judges Tanaka and Lachs.

### B. *International Law Commission*

#### NINETEENTH SESSION OF THE COMMISSION

The International Law Commission held its nineteenth session at Geneva from 8 May to 14 July 1967. The following information supplements that given in last year's report on the opening phase of the session.

The greater part of the nineteenth session was devoted to the consideration of special missions. The Commission re-examined the whole draft on the topic, on the basis of the fourth report submitted by Mr. Milan Bartoš, Special Rapporteur, taking into account the written comments received from Governments and the views expressed in the General Assembly. The Commission settled certain questions of terminology, revised the draft articles, fixed their order, recast the commentaries and adopted a draft preamble for a convention on special missions. Thereafter, it adopted the final text of its draft articles on special missions and, in accordance with its Statute, submitted them to the General Assembly together with the recommendation

that appropriate measures should be taken for the conclusion of a convention on special missions. The fifty draft articles adopted by the Commission are divided into three parts, namely, part I, "Sending and conduct of special missions"; part II, "Facilities, privileges and immunities"; and part III, "General provisions".

With regard to the organization of future work, the Commission considered how and when the topics remaining on its programme of work could best be dealt with, as well as various suggestions regarding additional topics for inclusion in the programme of future work. In this connexion, the Commission decided to divide the topic of succession of States and Governments among more than one Special Rapporteur in order to advance its study more rapidly. Accordingly, Sir Humphrey Waldock was appointed Special Rapporteur to deal with succession in respect of treaties and Mr. Mohammed Bedjaoui was appointed Special Rapporteur to study succession in respect of rights and duties resulting from sources other than treaties. However, another aspect of the topic, namely, succession in respect of membership of international organizations, was left aside for the time being, without being assigned to a Special Rapporteur. The Commission also decided to place on its programme the topic of most-favoured-nation clauses in the law of treaties, and appointed Mr. Endré Ustor as Special Rapporteur for that topic.

In addition, the Commission considered that the next (twentieth) session would be an appropriate time for a general review of the topics which had been suggested for codification and progressive development, of the relations between its work and that of other United Nations organs concerned with questions of international law, and of its procedures and methods of work under its Statute. It therefore placed on the provisional agenda for that session an item entitled "Review of the Commission's programme and methods of work".

#### CONSIDERATION BY THE GENERAL ASSEMBLY OF THE REPORT OF THE COMMISSION ON THE WORK OF ITS NINETEENTH SESSION

At the twenty-second session of the General Assembly, the report of the International Law Commission on its nineteenth session was referred to the Sixth Committee. On the Sixth Committee's recommendation, the Assembly adopted resolutions 2272 (XXII) and 2273 (XXII) of 1 December 1967. Resolution 2273 (XXII) entitled "Special missions", will be considered under section C of the present chapter. By resolution 2272 (XXII) the General Assembly took note of the report of the International Law Commission on the work of its nineteenth session, noted with approval the programme of work for 1968 proposed by the Commission and made certain recommendations to the Commission concerning its future work. The Assembly also expressed the wish that, in conjunction with future sessions of the Commission, seminars on international law should be organized like those held during the seventeenth, eighteenth and nineteenth sessions of the Commission at the United Nations Office, Geneva, for advanced students and young government officials responsible in their respective countries for dealing with questions of international law.

#### TWENTIETH SESSION OF THE COMMISSION

The twentieth session of the Commission opened at Geneva on 27 May 1968. The agenda for the session

consisted of the following items: succession of States and Governments, including succession in respect of treaties and succession in respect of rights and obligations resulting from sources other than treaties; relations between States and intergovernmental organizations; most-favoured-nation clauses in the law of treaties; review of the Commission's programme and methods of work; co-operation with other bodies; organization of future work; and date and place of the twenty-first session.

The Commission elected the following officers: Mr. José María Ruda, Chairman; Mr. Erik Castrén, First Vice-Chairman; Mr. Nikolai Ushakov, Second Vice-Chairman; Mr. Abdul Hakim Tabibi, General Rapporteur.

#### C. United Nations Commission on International Trade Law

At its twenty-second session, on 30 October 1967, the General Assembly elected, in accordance with resolution 2205 (XXI) of 17 December 1966 establishing the United Nations Commission on International Trade Law, the twenty-nine States members of the Commission. That resolution provided that members of the Commission would be elected for a term of six years except that, of the members elected at the first election, the term of office of fourteen members, to be designated by the President of the General Assembly by the drawing of lots, would expire at the end of three years. The following fourteen States were elected for a term of three years: Chile, Colombia, Czechoslovakia, France, Ghana, Italy, Japan, Nigeria, Norway, Thailand, Union of Soviet Socialist Republics, United Arab Republic, United Kingdom of Great Britain and Northern Ireland, and United Republic of Tanzania. The following fifteen States were elected for a term of six years: Argentina, Australia, Belgium, Brazil, Congo (Democratic Republic of), Hungary, India, Iran, Kenya, Mexico, Romania, Spain, Syria, Tunisia and United States of America.

The Commission held its first session at United Nations Headquarters, New York, from 29 January to 26 February 1968.

As provided in General Assembly resolution 2205 (XXI), the Secretary-General had invited the States Members of the United Nations and members of United Nations organs, specialized agencies and other intergovernmental and international non-governmental organizations to submit comments on the work programme of the Commission. Comments and suggestions on topics, priorities and methods of work were received from twenty-nine Governments and twenty-one organs and organizations. The Secretary-General also placed before the Commission an analysis of the comments received, a survey of the activities of organizations concerned with the harmonization and unification of the law of international trade bringing up to date the survey contained in his report to the General Assembly at its twenty-first session and also documents regarding organization and methods of work and collaboration with organizations concerned with international trade law.

The agenda for the session included the following items: election of officers; adoption of rules of procedure; programme of work, including selection of topics

and priorities, organization of work and methods, working relationships and collaboration with other bodies; and date of second session.

The Commission elected the following officers: Mr. Emmanuel Kodjoe Dadzie (Ghana), Chairman; Mr. Anthony Mason (Australia), Mr. László Réczei (Hungary) and Mr. Shinichiro Michida (Japan), Vice-Chairmen; Mr. Jorge Barrera Graf (Mexico), Rapporteur.

The Commission decided that the rules relating to the procedure of committees of the General Assembly and, in matters not covered by these rules, the rules of procedure of the General Assembly would apply to the procedure of the Commission until such time as the Commission, should it deem this necessary, adopted its own rules. The Commission also agreed that its decisions should as far as possible be taken by consensus and that there should be a vote only if no consensus could be reached.

The Commission began its consideration of the programme of work with a general debate in the course of which a number of specific topics were proposed by delegations for inclusion in the future programme.

On the basis of a working paper submitted by twelve delegations, setting out a list of topics, priorities and methods of work, the Commission unanimously accepted as a working paper a document containing a list of topics which, without being exhaustive, should form, in the view of a great number of delegations, the future programme of work. The topics so listed are the following: international sale of goods; commercial arbitration; transportation; insurance; international payments; intellectual property; elimination of discrimination in laws affecting international trade; agency; and legalization of documents. From these topics, the Commission selected the following to which priority should be given: international sale of goods; international payments; and commercial arbitration. It also decided that the methods of work should be suitable to the particular topic under consideration.

#### INTERNATIONAL SALE OF GOODS

The Commission decided to give priority to the following items within this topic: the Hague Conventions of 1964 relating to, respectively, a Uniform Law on the International Sale of Goods and a Uniform Law on the Formation of Contracts for the International Sale of Goods; the Hague Convention of 1955 on the Law Applicable to the International Sale of Goods; time-limits and limitations (prescription); and general conditions of sale, standard contracts, Incoterms of 1953 and other international rules for the interpretation of trade terms.

With regard to the Hague Conventions of 1964 the Commission requested the Secretary-General to send to States Members of the United Nations and members of any of its specialized agencies a questionnaire, inviting them to indicate whether or not they intend to adhere to the 1964 Conventions and the reasons for their position. It also requested the Secretary-General to invite the States members of the Commission to make, if possible, a study in depth of the subject, taking into account the Commission's aim in the promotion of the harmonization and unification of the law of the international sale of goods. The Secretary-General was requested to prepare, in consultation with the secretariat of the International Institute for the Unifica-

tion of Private Law which originally prepared a draft of the 1964 Conventions, an analysis of the replies and studies received from Governments and to circulate the analysis to the States members of the Commission and any other organization especially concerned for their comments. The Commission will consider the replies and studies, the analysis and various comments at its second session.

As to the Hague Convention of 1955, the purpose of which is to settle conflicts of law in international sale of goods transactions, the Commission found it desirable to draw this Convention to the attention of a wider range of States than those that are members of the Hague Conference on Private International Law, under whose auspices it was formulated. The Commission requested the Secretary-General to transmit the text of the 1955 Convention to States Members of the United Nations and members of any of its specialized agencies, inviting them to indicate whether or not they intended to adhere to the 1955 Convention and the reasons for their position. The replies received from Governments will be transmitted by the Secretary-General to the Hague Conference on Private International Law for comments. The Commission will consider these replies, as well as the comments made thereon by the Hague Conference, at its second session.

As regards time-limits and limitations (prescription), the Commission requested the Secretary-General to invite interested Governments of States that are members of the Commission to submit to him studies on this subject.

With respect to general conditions of sale and standard contracts, the Commission requested the Secretary-General, in consultation with the secretariats of the United Nations Economic Commission for Europe, the other regional economic commissions and other organizations concerned, to submit to the second session of the Commission a preliminary report examining the possibility of promoting the wider use of the existing general conditions of sale and standard contracts. As regards Incoterms 1953, prepared by the International Chamber of Commerce, the Secretary-General was requested to invite that organization to submit to him, before the second session of the Commission, a report including its views and suggestions concerning possible action that might be taken for the purpose of promoting the wider use of these terms and other trade terms by those engaged in international commerce.

#### INTERNATIONAL PAYMENTS

The Commission decided to deal separately with negotiable instruments, bankers' commercial credits and guarantees and securities. It was also agreed that the consideration of these items by the Commission should relate primarily to international transactions.

With respect to negotiable instruments, the Commission requested the Secretary-General to consult with the International Institute for the Unification of Private Law as to the possible preparation by the latter of a study of the measures that could be adopted in order to promote the harmonization and unification of the law relating to negotiable instruments. The Commission will consider the reply from the International Institute, together with any suggestions that may be submitted by the States members of the Commission at its second session.

The Secretary-General was also requested to inquire whether the International Chamber of Commerce, which had already carried out work in this field, would be prepared to undertake a study of the subject of bankers' commercial credits. With regard to guarantees and securities, the Commission requested the Secretary-General to make an exploratory examination of this matter with a view to the possibility of making a study for submission to the Commission at the appropriate time.

#### INTERNATIONAL COMMERCIAL ARBITRATION

The Commission decided to request the Secretary-General to prepare, in consultation with the organs and organizations concerned, a preliminary study of steps that might be taken with a view to promoting the harmonization and unification of law in this field, having particularly in mind the desirability of avoiding divergencies among the different international instruments. The Commission also decided to draw the attention of States Members of the United Nations to the Convention on the Recognition and Enforcement of Foreign Arbitral Awards, adopted in 1958 under the auspices of the United Nations, and to invite them to consider the possibility of adhering to it.

#### WORKING RELATIONSHIPS AND COLLABORATION WITH OTHER BODIES

In carrying out its work on the topics selected as priority items the Commission considered it desirable to collaborate with organs and organizations concerned with the progressive harmonization and unification of those aspects of the law of international trade. Many representatives stressed the importance of maintaining a close relationship between the work of the Commission and that of UNCTAD and of developing co-operation with existing organizations that are active in the field of the law of international trade.

The Chairman, at the invitation of the Commission, attended part of the second session of UNCTAD held at New Delhi from 1 February to 29 March 1968. The purpose of the Chairman's visit was to convey the Commission's desire to collaborate with UNCTAD and to avoid duplication of work, as well as to inform UNCTAD of the contents of the Commission's report on its first session and of the discussion in the Commission on the subject of transportation, including shipping legislation.

#### REGISTER OF ORGANIZATIONS AND TEXTS

The Commission recommended the establishment within the Secretariat of a register of organizations, with a summary of their work, and a register of certain international instruments, texts and related documentation pertaining, in the first instance, to the following: the law of sale of goods (corporeal movables), standard trade terms, arbitration law, negotiable instruments, and documentary credits and the collection of commercial paper.

#### TRAINING AND TEACHING

The Commission noted the special importance of increasing the opportunities for the training of experts in the field of international trade law, particularly in many of the developing countries. It agreed that close and co-operative contacts should be established with

the United Nations agencies, organizations and bodies and with other intergovernmental and non-governmental organizations having responsibilities or concerns in the field of assistance related to international trade law, particularly training and research.

#### PLACE AND DATE OF SECOND SESSION

The Committee decided to hold its next session in Geneva on 3 March 1969 for a period of four to five weeks. The Secretary-General may however convene, one week before this session, if he deems it necessary, a working group set up by the Commission for the purpose of examining the progress made in the work programme and making proposals and recommendations to the Commission at the second session.

#### D. *Special missions*

The final draft articles on special missions submitted by the International Law Commission were considered by the Sixth Committee under the item entitled "Report of the International Law Commission on the work of its nineteenth session". The Sixth Committee devoted some time to the discussion on what measures should be taken for the conclusion of a convention on the subject, as well as to the discussion of the scope and specific provisions of the draft articles.

On the recommendation of the Sixth Committee the General Assembly adopted resolution 2273 (XXII) of 1 December 1967 whereby it decided to include an item entitled "Draft convention on special missions" in the provisional agenda of its twenty-third session with a view to the adoption of such a convention by the General Assembly. In order to facilitate the consideration of the item at that session, the Assembly by the same resolution invited Member States to submit their written comments and observations on the final draft articles on special missions prepared by the International Law Commission; requested the Secretary-General to submit all relevant documentation and to arrange for the presence of the Special Rapporteur on special missions as an expert during the debates on the topic; and invited Member States to include as far as possible in their delegations to the twenty-third session experts competent in the field to be considered.

#### E. *United Nations Conference on the Law of Treaties*

As mentioned in last year's report, the General Assembly, by resolution 2166 (XXI) of 6 December 1966, decided, *inter alia*, that an international conference of plenipotentiaries should be convened to consider the law of treaties and requested the Secretary-General to convoke the first session of the conference early in 1968 and the second session early in 1969; it also included an item entitled "Law of treaties" in the provisional agenda of its twenty-second session, with a view to further discussion of the draft articles prepared by the International Law Commission in order to facilitate the conclusion of a convention on the law of treaties at the Conference.

The law of treaties was again considered by the Sixth Committee at the twenty-second session. On that Committee's recommendation the General Assembly adopted resolution 2287 (XXII) of 6 December 1967, by which it decided that the first session



of the United Nations Conference on the Law of Treaties should be convened at Vienna in March 1968; it invited participating States to submit to the Secretary-General, for circulation to Governments, any additional comments and draft amendments to the draft articles prepared by the International Law Commission which they might wish to propose in advance of the Conference, and requested the Secretary-General to transmit to the Conference the summary records relating to the consideration of the item at the twenty-second session of the General Assembly together with all other relevant documentation.

The first session of the United Nations Conference on the Law of Treaties was held in Vienna, at the invitation of the Government of Austria, from 26 March to 24 May 1968. The Conference established a Committee of the Whole to make an initial examination of the draft articles prepared by the International Law Commission, and also established a General Committee, a Drafting Committee and a Credentials Committee. The Committee of the Whole, which held eighty-three meetings, discussed all of the draft articles prepared by the International Law Commission, and adopted texts of a great majority of them. A few articles were held in reserve for decision by the Committee of the Whole at the second session of the Conference. The Conference, at the final meeting of the first session, adopted a resolution requesting that the second session of the Conference be held in Vienna from 9 April to 21 May 1969. At that session, the Committee of the Whole will complete its work, which will then be discussed and decided upon in plenary meetings.

#### ***F. Consideration of principles of international law concerning friendly relations and co-operation among States in accordance with the Charter of the United Nations***

Pursuant to General Assembly resolution 2181 (XXI) of 12 December 1966, referred to in last year's report, the 1967 Special Committee on Principles of International Law concerning Friendly Relations and Co-operation among States met at Geneva from 17 July to 18 August 1967 and adopted a report transmitting to the General Assembly the reports of its Drafting Committee, which had been taken note of by the Special Committee.

In its report, the Special Committee recorded that its Drafting Committee, having referred to working groups the principle of fulfilment in good faith of obligations assumed by States in accordance with the Charter and the duty of States to co-operate with one another in accordance with the Charter, had accepted the texts set out in the reports of the working groups, as expressing the consensus of the Drafting Committee.

The text on the principle of fulfilment in good faith of obligations consisted of four paragraphs. The first three paragraphs set out general statements of the duty of every State to fulfil in good faith the obligations assumed by it in accordance with the Charter of the United Nations, its obligations under the generally recognized principles and rules of international law and its obligations under international agreements valid under the generally recognized principles and rules of international law. The fourth paragraph stated that where obligations arising under international agreements are in conflict with the obligations of Members

of the United Nations under the Charter, the obligations under the Charter shall prevail.

The text on the duty of States to co-operate contained three paragraphs. The first paragraph enunciated the duty of States to co-operate with one another, irrespective of the differences in their political, economic and social systems, in the various spheres of international relations, in order to maintain international peace and security and to promote international economic stability and progress, the general welfare of nations and international co-operation free from discrimination based on such differences.

The second paragraph stated the duty of States to co-operate with other States in the maintenance of international peace and security; to co-operate in the promotion of universal respect for and observance of human rights and fundamental freedoms for all, and in the elimination of all forms of racial discrimination and all forms of religious intolerance; to conduct their international relations in the economic, social, cultural, technical and trade fields in accordance with the principles of sovereign equality and non-intervention; and the duty of States Members of the United Nations to take joint and separate action in co-operation with the United Nations in accordance with the relevant provisions of the Charter. The third paragraph was to the effect that States should co-operate in the economic, social and cultural fields as well as in the field of science and technology and for the promotion of international cultural and educational progress, and in the promotion of economic growth throughout the world, especially that of the developing countries.

With respect to the principles of peaceful settlement of disputes and sovereign equality of States, on which consensus texts had been adopted by the 1966 Special Committee, the Drafting Committee, having referred both principles to a working group, took note of the latter's report and transmitted it to the Special Committee for its information. As reported by the Drafting Committee, the working group was agreed on the desirability of maintaining the areas of agreement already achieved in the formulation adopted by the 1966 Special Committee, which was left unchanged.

The Drafting Committee, having referred the principle of the prohibition of the threat or use of force to a working group, transmitted to the Special Committee for consideration the working group's report setting forth some points on which agreement had been reached and some of the areas of disagreement.

With respect to the principle of equal rights and self-determination of peoples, the Drafting Committee concluded that the areas of agreement recorded in the report of the working group to which the principle had been referred were hardly sufficient to justify transmitting it to the Special Committee for its information.

The Drafting Committee took note that there was no report from the working group to which the principle of non-intervention had been referred and so reported to the Special Committee.

The report of the 1967 Special Committee was submitted to the General Assembly at its twenty-second session and referred to the Sixth Committee for consideration. On the recommendation of that Committee, the Assembly adopted resolution 2327 (XXII) of 18 December 1967, in which it took note of the 1967 Special Committee's report. The Assembly expressed its appreciation to that Committee for the valuable work



it had performed and decided to ask it, as reconstituted by the Assembly in resolution 2103 (XX), to meet in 1968 in New York, Geneva or any other suitable place, to continue its work.

The Assembly requested the Special Committee to complete the formulation of the principles of the prohibition of the threat or use of force and of equal rights and self-determination of peoples and to consider proposals compatible with General Assembly resolution 2131 (XX) of 21 December 1965 on the principle concerning the duty of non-intervention, with the aim of widening the area of agreement already expressed in that resolution.

The Assembly called upon the members of the Special Committee to devote their utmost efforts to ensuring the success of the Special Committee's session, in particular by undertaking, in the period preceding the session, such consultations and other preparatory measures as they might deem necessary. The Special Committee was requested to submit to the General Assembly at its twenty-third session a comprehensive report on the principles entrusted to it.

### G. Question of methods of fact-finding

On 23 September 1967, the General Assembly decided to include in the agenda of its twenty-second session the item entitled "Question of methods of fact-finding", and referred it to the Sixth Committee. After a general debate on the item, the Sixth Committee decided to establish a Working Group of Sixteen members whose task would be to report and to make recommendations on the possibilities of reconciliation of different views. The Working Group submitted a report and a draft resolution which the General Assembly adopted, on the recommendation of the Sixth Committee, as resolution 2329 (XXII) of 18 December 1967. In this text, the Assembly, *inter alia*, invited Member States to take into consideration the possibility of entrusting the ascertainment of fact to competent international organizations and bodies established by agreement between the Parties concerned, and drew special attention to the possibility of resources by States to procedures for the ascertainment of facts, in accordance with Article 33 of the Charter. It also requested the Secretary-General to prepare a register of experts in legal and other fields, whose services the States parties to a dispute might use by agreement for fact-finding in relation to the dispute, and requested Member States to nominate up to five of their nationals to be included in such a register. The General Assembly's request has been transmitted to Member States and as of 15 April 1968, seven Governments had submitted names of experts for inclusion in the register.

### H. Declaration on Territorial Asylum

On 23 September 1967, the General Assembly decided to include in the agenda of its twenty-second session the item entitled "Draft Declaration on Territorial Asylum", and referred it to the Sixth Committee. By resolution 2312 (XXII) of 14 December 1967, the Assembly, concluding its consideration of the item, adopted unanimously, on the recommendation of the Sixth Committee, the text of a declaration on territorial asylum drawn up in 1966 by a working group established for that purpose by the Sixth Committee. The Declaration is composed of a preamble and four articles.

The preamble recalls the purposes proclaimed in the Charter of the United Nations and quotes article 14 and article 13, paragraph 2, of the Universal Declaration of Human Rights; it also recognizes that the grant of asylum by a State to persons entitled to invoke article 14 of the Universal Declaration is a peaceful and humanitarian act and that as such it cannot be regarded as unfriendly by another State. The four articles of the Declaration lay down the principles on which States should base themselves in their practices regarding territorial asylum.

### I. United Nations Programme of Assistance in the Teaching, Study, Dissemination and Wider Appreciation of International Law

In September 1967 the Secretary-General submitted a draft report on the United Nations programme of assistance in the teaching, study, dissemination and wider appreciation of international law to the Advisory Committee on the programme. The draft report described the steps taken or proposed by the United Nations, UNESCO and UNITAR in furtherance of the objectives of the assistance programme which had been established by General Assembly resolution 2099 (XX) of 20 December 1965 and continued under General Assembly resolution 2204 (XXI) of 16 December 1966. The Secretary-General reported that, during August and September 1967, a regional training and refresher course in international law had been held at Dar es Salaam at the invitation of the Government of the United Republic of Tanzania. The United Nations, UNESCO and UNITAR collaborated in the organization of the course, which was attended by twenty-six persons from twenty African States. Other activities undertaken by the three organizations participating in the Programme included, *inter alia*, the provision of international law fellowships, advisory services of experts and books and reference works in international law, at the request of developing countries; the preparation and publication of a *Register of Experts and Scholars in International Law*, *The Work of the International Law Commission*, *Survey of the Teaching of International Law* and other reports and studies relating to international law; and co-operation with other organizations active in the field of international law through the exchange of views and information.

The Advisory Committee, after considering the Secretary-General's draft report, adopted a series of recommendations regarding the Programme in 1968 and after. The Advisory Committee recommended, *inter alia*, that the General Assembly authorize the Secretary-General to provide fifteen fellowships, the advisory services of five or more experts, and a set of United Nations legal publications to up to twenty institutions. In making these recommendations, the Advisory Committee emphasized the need to continue United Nations efforts to encourage and co-ordinate the activities of States and international organizations concerned in assisting the promotion of the objectives of the Programme. The Advisory Committee also considered that it was desirable to use as far as possible the resources and facilities which could be made available by international organizations, Member States and others, in accordance with the procedures and rules of the United Nations technical assistance programme or other relevant rules.

The Secretary-General's report, revised to take account of these recommendations, was considered by

the General Assembly at its twenty-second session. On the recommendation of the Sixth Committee, the Assembly adopted resolution 2313 (XXII) of 14 December 1967, whereby it authorized the Secretary-General to carry out in 1968 the activities specified in his report and approved in principle, subject to further consideration by the Advisory Committee before the twenty-third session of the Assembly, the Secretary-General's recommendations regarding the execution of the Programme after 1968. The Assembly also expressed its appreciation to UNESCO and UNITAR for their participation in the various items of the Programme; noted with thanks the offer of Ecuador to provide facilities for the 1968 Latin American seminar; reiterated its invitation 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 made voluntary contributions for this purpose.

In 1968 the Secretary-General has been concerned with the implementation of the items of the Programme which he was authorized to carry out by resolution 2313 (XXII). Fifteen United Nations fellowships have been combined with five UNITAR fellowships in a jointly administered scheme. Preparation for the Latin American Seminar, to be held in Ecuador in December 1968, is being made by UNITAR. The Secretary-General will report to the General Assembly at its twenty-third session on the implementation of the Programme during 1968, and, following consultations with the Advisory Committee, will submit recommendations regarding the execution of the Programme in 1969.

### J. Question of defining aggression

The annual report of the Secretary-General for 1966-1967 refers to the work of the fourth session of the Committee established under General Assembly resolution 1181 (XII) of 29 November 1957. At that session, held between 3 April and 26 May 1967, the Committee took no decision on the question of when it would be appropriate for the General Assembly to consider again the question of defining aggression.

On 28 September 1967, the General Assembly decided to include in the agenda of its twenty-second session an item proposed by the Union of Soviet Socialist Republics entitled "Need to expedite the drafting of a definition of aggression in the light of the present international situation". It also decided that the item should be allocated to the Assembly in plenary meeting and, in the light of the debate and the results achieved, should be examined by the Sixth Committee.

Following the discussion of the item in plenary meetings and in the Sixth Committee, the General Assembly, on 18 December 1967, adopted resolution 2330 (XXII), whereby it established the Special Committee on the Question of Defining Aggression, composed of thirty-five Member States to be appointed by the President of the General Assembly. It also instructed the Special Committee, having regard to resolution 2330 (XXII) and the international legal instruments relating to the matter and the relevant precedents, methods, practices and criteria and the debates in the Sixth Committee and in plenary meetings of the Assembly, to consider all aspects of the question so that an adequate definition of aggression might be prepared and to submit to the General Assembly at its twenty-third session a report which would reflect all the views expressed and the proposals made.

In accordance with that resolution, the President of the General Assembly decided, after appropriate consultations, to appoint the following thirty-five Member States to serve on the Special Committee: Algeria, Australia, Bulgaria, Canada, Colombia, Congo (Democratic Republic of), Cyprus, Czechoslovakia, Ecuador, Finland, France, Ghana, Guyana, Haiti, Indonesia, Iran, Iraq, Italy, Japan, Madagascar, Mexico, Norway, Romania, Sierra Leone, Spain, Sudan, Syria, Turkey, Uganda, Union of Soviet Socialist Republics, United Arab Republic, United Kingdom of Great Britain and Northern Ireland, United States of America, Uruguay and Yugoslavia.

The Special Committee opened its session at Geneva on 4 June 1968.

### K. Treaties and multilateral conventions

#### REGISTRATION AND PUBLICATION OF TREATIES AND INTERNATIONAL AGREEMENTS

A total of 624 treaties and international agreements were registered with the Secretariat during the year ended 15 June 1968: 417 by thirty-five Governments, 147 by seven specialized agencies and three international organizations, and sixty *ex officio*. A total of ten treaties and agreements were filed and recorded, five at the request of a specialized agency, one at the request of an international organization and four by the Secretariat. This brought to 13,270 the total of treaties and agreements registered or filed and recorded from 14 December 1946 to 15 June 1968. In addition, during the year ended 15 June 1968, 435 certified statements were registered or filed and recorded, bringing up to 5,671 the total of certified statements registered or filed and recorded as at 15 June 1968.

During the period covered by the present report, the Secretariat has published twenty-eight volumes of the *Treaty Series* (volumes 540, 550-565, 567, 568, 570, 571, 573-575, 580, 581, 583 and 585).

#### NEW MULTILATERAL TREATIES CONCLUDED UNDER THE AUSPICES OF THE UNITED NATIONS AND IN RESPECT OF WHICH THE SECRETARY-GENERAL IS THE DEPOSITARY

The following treaty has been drawn up since the publication of the last report: International Coffee Agreement, 1968, open for signature at New York from 18 to 31 March 1968.

#### STATUS OF SIGNATURES, RATIFICATIONS AND ACCESSION: ENTRY INTO FORCE

The number of multilateral treaties for which the Secretary-General exercises depositary functions has risen to 179.

During the period covered by the present report, a total of 103 signatures, including two definitive signatures, have been affixed to those treaties, and 215 instruments of ratification, accession or acceptance as well as various notifications and communications relating thereto have been received by the Secretary-General. Of those treaties, 138 have entered into force, the following since 16 June 1967:

Protocol relating to the Status of Refugees (entered into force on 4 October 1967);

European Agreement concerning the International Carriage of Dangerous Goods by Road, with annexes and Protocol of Signature (entered into force on 29 January 1968).

Furthermore, the amendment proposed by the Government of the United Kingdom of Great Britain and Northern Ireland to the Agreement of 20 March 1958 concerning the Adoption of Uniform Conditions of Approval and Reciprocal Recognition of Approval for Motor Vehicle Equipment and Parts, entered into force on 10 November 1967; Regulations Nos. 5, 6, 7 and 8 to the same Agreement entered into force on 30 September 1967, 15 October 1967, 15 October 1967 and 15 November 1967, respectively; and the amendments to articles 17 and 18 of the Convention of 6 March 1948 on the Inter-Governmental Maritime Consultative Organization entered into force on 6 October 1967.

A new edition, in revised form, of the publication relating to the status of those treaties was issued in February 1968 under the title *Multilateral Treaties in respect of which the Secretary-General Performs Depositary Functions*. Its main part, in a bound volume, contains a comprehensive list of signatures, ratifications, accessions, etc., as at 31 December 1967. An annex to it, published in a separate volume in loose-leaf form, gives the text of the final clauses of those treaties.

#### AMENDMENT TO ARTICLE 109 OF THE CHARTER OF THE UNITED NATIONS

As at 15 June 1968 the following eighty-three States have ratified the amendment adopted by the General Assembly in resolution 2101 (XX): Afghanistan, Albania, Argentina, Australia, Austria, Belgium, Bolivia, Botswana, Brazil, Bulgaria, Burma, Byelorussian SSR, Canada, Ceylon, China, Congo (Democratic Republic of), Cyprus, Czechoslovakia, Dahomey, Denmark, Dominican Republic, Ecuador, Ethiopia, Finland, France, Gambia, Ghana, Guatemala, Guyana, Hungary, Iceland, India, Iran, Iraq, Ireland, Israel, Italy, Ivory Coast, Jamaica, Jordan, Kenya, Kuwait, Laos, Libya, Luxembourg, Madagascar, Malawi, Malaysia, Malta, Mexico, Morocco, Nepal, Netherlands, New Zealand, Niger, Nigeria, Norway, Pakistan, Paraguay, Philippines, Poland, Romania, Rwanda, Sierra Leone, Singapore, Spain, Sudan, Sweden, Syria, Thailand, Togo, Trinidad and Tobago, Tunisia, Turkey, Ukrainian Soviet Socialist Republic, Union of Soviet Socialist Republics, United Arab Republic, United Kingdom of Great Britain and Northern Ireland, United Republic of Tanzania, United States of America, Upper Volta, Venezuela and Yugoslavia.

The amendment entered into force on 12 June 1968 after it had been ratified by two thirds of the Members of the United Nations, including the five permanent members of the Security Council.

#### 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 reservations 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.

(c) *Provisions relating to conciliation (chapter I) and the general provisions concerning that procedure (chapter IV)*

None.

#### L. Privileges and immunities

##### QUESTION OF DIPLOMATIC PRIVILEGES AND IMMUNITIES

On 14 August 1967, the Secretary-General submitted to the Security Council a report concerning a situation which had arisen between Guinea and the Ivory Coast. It stated that the arrest on 26 June 1967 and the subsequent detention in the Ivory Coast of prominent members of the delegation of Guinea who were returning aboard a Royal Dutch Airlines flight from the fifth special emergency session of the General Assembly had created a situation of severe tension between the two countries and had had international repercussions. The Guinean Minister for Foreign Affairs, the Permanent Representative of the Republic of Guinea to the United Nations, and a Universal Postal Union official from Guinea and his family had been arrested during an unscheduled landing in Abidjan.

On 28 and 30 June, the Government of Guinea strongly protested against the Ivory Coast's action and drew the attention of the Secretary-General to the special responsibility of the United Nations in the matter. Taking into account also the requests made by a number of Member States and the feelings which the measures taken by the Ivory Coast had aroused among many delegations to the General Assembly, the Secretary-General on 30 June appealed to the Ivory Coast Government to release the Guinean nationals.

In reply to that appeal, the Foreign Minister of the Ivory Coast presented an *aide-mémoire* on 3 July, stating that the detention of the Guinean nationals was a consequence of the prior arbitrary arrest of several nationals and residents of the Ivory Coast by the authorities of Guinea. Reference was also made to the seizure, in February 1967, of a fishing boat flying the Ivory Coast flag and the detention of its crew of twenty-two persons.

On 10 July, upon requests from the Ivory Coast and Guinea for his good offices, the Secretary-General designated Mr. José Rolz-Bennett as his Personal Representative to discuss with the two Governments the difficulties that had arisen. Mr. Rolz-Bennett,

Under-Secretary for Special Political Affairs, was later joined by Mr. I. S. Djermakoye, Under-Secretary for the Department of Trusteeship and Non-Self-Governing Territories.

At the same time, the Secretary-General made it clear that he could not link the detention of the Guinean nationals, in contravention of international agreements, with the case of the Ivory Coast nationals detained in Guinea. In the framework of these good offices, the Secretary-General's Personal Representative had a series of discussions with the President of the Republic of Guinea and with the President and the Foreign Minister of the Ivory Coast. However, no procedure acceptable to both sides for the release of the persons detained could be arrived at. Then, on 28 July, the Secretary-General addressed a communication to the Minister for Foreign Affairs of the Ivory Coast formally requesting the immediate release of the Guinean personalities.

On 20 September, the Secretary-General requested the inclusion in the agenda of the twenty-second session of an item entitled "The Situation which has arisen between Guinea and the Ivory Coast involving section 11 of the Convention on the Privileges and Immunities of the United Nations". Section 11 of the Convention determines certain details of the privileges and immunities of representatives of Member States. It provides that "representatives of Members to the principal and subsidiary organs of the United Nations and to conferences convened by the United Nations shall, while exercising their functions and during their journey to and from the place of meeting, enjoy", among other things, "immunity from personal arrest or detention" and "exemption in respect of themselves and their spouses from immigration restrictions, alien registration or national service obligations in the State they are visiting or through which they are passing in the exercise of their functions". The Ivory Coast had previously acceded to the Convention while Guinea had not, at that time, become party to it.

At the Secretary-General's request, in view of unofficial reports reaching him regarding the release by Guinea and by the Ivory Coast of the various persons detained, the General Committee delayed its consideration of whether to recommend the inclusion of the above item in the agenda. On 25 September, the Secretary-General received an official communication from the Ivory Coast to the effect that it was on that day releasing the Guinean nationals referred to above, following an earlier decision by Guinea to set free the Ivory Coast nationals and residents detained by it. On 26 September, Guinea officially informed the Secretary-General that it had released the Ivory Coast's residents and nationals on 22 September.

While gratified at these developments and considering that the immediate practical issue had been resolved, the Secretary-General was, nevertheless, of the opinion that an important question of principle had arisen concerning the privileges and immunities specified in Article 105 of the Charter of the United Nations and section 11 of the Convention on the Privileges and Immunities of the United Nations. The General Assembly might consider it timely to reaffirm those provisions and to call upon all Member States to ensure that their representatives to the principal and subsidiary organs of the United Nations and to conferences convened by the United Nations enjoy immunity from arrest or personal detention during their journey

to and from the place of United Nations meetings. The Secretary-General therefore requested the inclusion in the agenda of the twenty-second session, as an additional item of an important and urgent character, of an item entitled "Reaffirmation of an important immunity of representatives of Member States to the principal and subsidiary organs of the United Nations and to conferences convened by the United Nations".

After consideration of the request of the Secretary-General, the General Committee recommended and the General Assembly decided to include the following item in the agenda of its twenty-second session (sub-item (b) being the item proposed by the Secretary-General): "Question of diplomatic privileges and immunities: (a) measures tending to implement the privileges and immunities of representatives of Member States to the principal and subsidiary organs of the United Nations and to conferences convened by the United Nations and the privileges and immunities of the staff and of the Organization itself, as well as the obligations of States concerning the protection of diplomatic personnel and property; (b) reaffirmation of an important immunity of representatives of Member States to the principal and subsidiary organs of the United Nations and to conferences convened by the United Nations." In the deliberations of the Sixth Committee, to which the item was referred, there was widespread agreement on the importance of diplomatic privileges and immunities for the maintenance of friendly relations between States and for the effective functioning of international organizations. All speakers recognized that the United Nations, representatives of Member States to the United Nations and members of the staff of the Organization ought to enjoy appropriate privileges and immunities. It was also generally agreed that the Organization itself had an interest in the enjoyment by the representatives of Member States of the privileges and immunities necessary to enable them to carry out their tasks and that the Secretary-General should maintain his efforts to ensure that the privileges and immunities concerned were respected.

At the close of the Committee's discussion of the item, the Legal Council, speaking as the representative of the Secretary-General, made a statement in which he emphasized the special character of the Convention on the Privileges and Immunities of the United Nations. He noted that section 35 of the Convention, which provided that the Convention "shall continue in force as between the United Nations and every Member which has deposited an instrument of accession", made it clear that Members' obligations ran from each Member to the Organization. Moreover, the Organization itself had a real interest in assuring the privileges and immunities necessary to enable the representatives of Members to attend and participate freely in all meetings and conferences. It therefore seemed elementary that the rights of representatives should properly be protected by the Organization and not left entirely to bilateral action of the States immediately involved. The Secretary-General would therefore continue to feel obligated to assert the rights and interests of the Organization on behalf of representatives of Members as occasion might arise.

With regard to the legal framework of the régime of privileges and immunities of the United Nations, the Legal Counsel pointed out that, in the first place, Article 105 of the Charter accorded such privileges and immunities as were "necessary". By paragraphs 1 and 2, it imposed an obligation on all Members



of the United Nations to accord such privileges and immunities as were necessary for the fulfilment of the purposes of the Organization or for the independent exercise of the functions of representatives and officials, irrespective of whether or not they had acceded to the Convention. In accordance with paragraph 3, the purpose of the Convention was merely to determine the details of the application of the first two paragraphs of the same Article. In the second place, the Convention, in determining the details of certain privileges and immunities, in effect provided the minimum privileges and immunities which the Organization required in all Member States. Additional privileges and immunities necessary for special situations, such as at the Headquarters in New York or for peace-keeping or development missions in various areas of the world, were provided for by special agreements. In the third place, ninety-six Member States had acceded to the Convention while, in most of the remaining Member States as well as in some non-member States, the provisions of the Convention had been made applicable by special agreements. It could thus be said that in the nearly twenty-two years since the adoption of the Convention by the General Assembly, the standards and principles of the Convention had been so widely accepted that they had now become a part of the general international law governing the relations of States and the United Nations.

On 6 December 1967 the Sixth Committee adopted a draft resolution by a vote of 88 to none, with one abstention. This draft resolution was adopted by the General Assembly on 18 December 1967 by a vote of 101 to none, with one abstention. As adopted, the resolution deplores all departures from the rules of international law governing diplomatic privileges and immunities and privileges and immunities of the Organization; urges States Members of the United Nations which have not yet done so to accede to the Convention on the Privileges and Immunities of the United Nations; urges States Members of the United Nations, whether or not they have acceded to the Convention, to take every measure necessary to secure the implementation of the privileges and immunities accorded under Article 105 of the Charter to the Organization, to the representatives of Members and to the officials of the Organization; urges States which have not yet done so to ratify or accede to the Vienna Convention on Diplomatic Relations of 18 April 1961; and urges States, whether or not they are parties to the Vienna Convention on Diplomatic Relations, to take every measure necessary to ensure the implementation of the rules of international law governing diplomatic relations and, in particular, to protect diplomatic missions and to enable diplomatic agents to fulfil tasks in conformity with international law.

#### CONVENTIONS ON PRIVILEGES AND IMMUNITIES

During the year under review, Guinea and Mali acceded to the Convention on the Privileges and Immunities of the United Nations. The number of States parties to the Convention thus stands at ninety-eight.

Hungary acceded to the Convention on the Privileges and Immunities of the Specialized Agencies. There are now sixty-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 of the United Nations. Besides standard agreements relating to technical assistance, the Special Fund, operational assistance and the United Nations Children's Fund, there were, for example, an Agreement with Zambia relating to arrangements for the international seminar on *apartheid*, racial discrimination and colonialism in southern Africa to be held at Lusaka; an Agreement with India regarding arrangements for the second session of the United Nations Conference on Trade and Development to be held at New Delhi; an Agreement with Iran regarding arrangements for the International Conference on Human Rights to be held in Teheran; an Agreement with the Republic of Austria regarding arrangements for the United Nations Conference on the Law of Treaties to be held at Vienna; and an Agreement with the United Kingdom of Great Britain and Northern Ireland relating to a United Nations seminar on freedom of association to be held in London.

#### M. Rules of procedure of United Nations organs

##### MECHANICAL MEANS OF VOTING

In a letter dated 12 October 1967, addressed to the Secretary-General, the Mexican delegation, noting the advantages offered by the installation of mechanical means of voting, especially in roll-call votes, proposed the addition of a second paragraph to rules 89 and 128 of the rules of procedure of the General Assembly, which would simplify the requirements set out in those two rules. By a letter dated 24 October, the President of the General Assembly transmitted the Mexican proposal to the Sixth Committee for its consideration in accordance with rule 164 of the rules of procedure and in conformity with the principle set forth in paragraph 1 (c) of annex II to the rules of procedure.

The Sixth Committee considered the Mexican proposal at two meetings, on 28 and 29 November. It noted that, since the installation of the mechanical system of voting in the General Assembly, the terms "recorded vote" and "non-recorded vote" had come into general usage. It was further noted that when the mechanical system is used a "non-recorded vote" replaces a vote by show of hands or by standing; no record of each delegation's vote is made on the voting sheet and the voting equipment and subsequently the relevant summary or verbatim records of the meetings indicate only the numerical result of the voting. Similarly, when the mechanical system is used, a "recorded vote" replaces a roll-call vote in that a record of each delegation's votes is made by the equipment, such a record being subsequently inserted in the relevant summary or verbatim records of the meeting together with the numerical results of the voting. On this understanding the Sixth Committee recommended that rules 89 and 128 of the Assembly's rules of procedure be amended by adding to both rules a new paragraph reading as follows:

"When the General Assembly [committee] votes by mechanical means, a non-recorded vote shall



replace a vote by show of hands or by standing and a recorded vote shall replace a roll-call vote. Any representative may request a recorded vote. In the case of a recorded vote, the General Assembly [committee] shall, unless a representative requests otherwise, dispense with the procedure of calling out the names of the Members; nevertheless, the result of the voting shall be inserted in the record in the same manner as that of a roll-call vote."

On 16 December the General Assembly unanimously adopted the Sixth Committee's recommendation (resolution 2323 (XXII)).

On 20 October the Secretary-General submitted a report to the General Assembly stating that the experience with the mechanical voting equipment in the General Assembly had demonstrated the desirability of extending the system to one or two main committee rooms. Should the General Assembly share that view, the Secretary-General would propose to undertake in 1968 the preparation of engineering plans and the development of firm cost estimates. At the twenty-third session of the Assembly the Secretary-General would present detailed recommendations for the proposed installation and request the necessary authorization. Accordingly, the Secretary-General requested authorization to proceed with the development of such plans.

On 16 December the General Assembly took note of the Secretary-General's report.

#### CORRECTION TO THE FRENCH TEXT OF RULE 15 OF THE RULES OF PROCEDURE OF THE GENERAL ASSEMBLY

Rule 15 of the *rules of procedure* provides for the inclusion of additional items in the agenda of the General Assembly. On 5 October 1967, at the 169th meeting of the General Committee, an observation made by the representative of Dahomey drew attention to the fact that there was a discrepancy between the English and French texts of rule 15, in that the English text referred to "Additional items of an important *and* urgent character" while the French text read: "Des questions nouvelles présentant un caractère d'importance *ou* d'urgence". The representative of the United States requested that the Secretariat investigate this discrepancy. He also pointed out that only the French text referred to items of an "important *or* urgent character", whereas the texts in all the other languages qualified such items as being of an "important *and* urgent" character.

In the light of the request of the representative of the United States, the Secretariat undertook a study of the legislative history of rule 15. This study clearly demonstrated that the French text was not correct in that it failed to take account of an express decision that the rule should refer to items which were "important *and* urgent" not "important *or* urgent". The Secretary-General therefore reported that it was his intention to make the necessary change when the next edition of the rules of procedure was issued. On 13 December the General Assembly took note of the report of the General Committee concerning the correction to the French text of rule 15.

#### N. *Legal aspects of the peaceful uses of outer space*

The most significant developments were the entering into force on 10 October 1967 of the Treaty on Prin-

ciples Governing the Activities of States in the Exploration and Use of Outer Space, including the Moon and Other Celestial Bodies, and the signing on 22 April 1968 of the Agreement on the Rescue of Astronauts, the Return of Astronauts and the Return of Objects Launched into Outer Space.

The Legal Sub-Committee of the Committee on the Peaceful Uses of Outer Space held its sixth session in Geneva between 19 June and 14 July 1967. It continued its discussion of draft agreements on assistance to and return of astronauts and space vehicles and on liability for damage caused by the launching of objects into outer space. It also dealt briefly with questions relating to the definition of outer space and to the utilization of outer space and celestial bodies, including the various implications of space communications.

In its consideration of the first item the Sub-Committee had before it three draft agreements, one submitted by the USSR, one by the United States and one, jointly, by Australia and Canada. Before the session, the Soviet Union and Australia and Canada had revised their drafts while the United States had made some changes in its proposal. In the course of the discussions amendments were submitted by Argentina, Australia, Italy, the United Kingdom, the Soviet Union and the United States. As a result of the consideration of the three proposals and the amendments thereto the Sub-Committee reached agreement on two articles, namely, article I concerning the notification of accident, and article II pertaining to the assistance in the territory of a contracting party.

On the question of liability for damage caused by the launching of objects into outer space, the Sub-Committee had before it three draft conventions: a revised draft convention submitted by Belgium; a draft convention submitted by the United States in place of its previous draft convention; and a draft convention submitted by Hungary to the Sub-Committee at its fourth session. In the course of the Sub-Committee's discussion of the three texts proposals were made by Argentina in regard to the definition of "space vehicle", and by India and Canada with respect to the definition of "damage". A proposal was also made by Argentina concerning procedures for the settlement of claims for compensation under the convention. Poland proposed the inclusion in the Hungarian draft of provisions concerning the application of the convention to international organizations which engage in activities in outer space. The United Kingdom submitted an amendment to the United States draft concerning the liability of States which are members of international organizations and also contracting parties to the convention. On the question of the liability of States and/or international organizations participating in joint space activities, proposals were made by Argentina and Italy and by France. Italy submitted certain proposals on the question of definitions, field of application, and the nature of liability. The Sub-Committee registered agreement on the following points: (1) provisionally "damage" was to mean loss of life, personal injury or other impairment of health, or damage to property of States or of their persons, natural or juridical, or of international organizations; (2) the term "launching" should include "attempted launching"; in defining the term "launching State" the following elements should be included: (a) the State which launches or attempts to launch the space object or the space device; (b) the State from whose territory the space object

or the space device was launched; (c) the State from whose facility the space object or space device was launched; (3) the provisions of this convention were not to apply to damages sustained by (a) nationals of the launching State or (b) foreign nationals in the immediate vicinity of a planned launching or recovery area as the result of an invitation by the launching State; (4) international organizations that launch objects into outer space should be liable under the convention for damage caused by such activities; (5) a claim might be presented not later than one year following the date of the occurrence of the accident or the identification of the party that was liable; (6) a claim might be presented by the Applicant State through the diplomatic channel; presentation of a claim under the convention should not require the prior exhaustion of any local remedies that might be available in the launching State; (7) if a claim presented under the convention was not settled within six months from the date on which the Applicant State completed its documentation, the Applicant State might refer the matter to an arbitral commission.

During the general discussion of questions relative to (a) the definition of outer space and (b) the utilization of outer space and celestial bodies, including the various implications of space communications, a proposal was submitted by the representative of France on the basis of which the Sub-Committee adopted a questionnaire and requested the Chairman to transmit it to the Scientific and Technical Sub-Committee. In the questionnaire the Legal Sub-Committee, *inter alia*, invited the Scientific and Technical Sub-Committee to draw up a list of scientific criteria that could be helpful in a study relative to a definition of outer space; to give its views on the selection of scientific and technical criteria that might be adopted by the Legal Sub-Committee, and to indicate, on scientific and technical grounds, the advantages and disadvantages of each of them in relation to the possibility of a definition which would be valid for the long-term future.

In its report to the Committee the Sub-Committee recorded a number of points on which agreement had been reached and outlined the difficulties which stood in the way of reaching agreement on other issues.

Between 13 and 15 September the Committee on the Peaceful Uses of Outer Space held its tenth session. In its report to the General Assembly the Committee, *inter alia*, expressed the hope that the Legal Sub-Committee would be able to make more progress in the future on the issues it had been discussing.

The Committee's report was discussed by the First Committee between 17 and 26 October. On 26 October the First Committee adopted by acclamation a draft resolution sponsored by twenty-seven Powers. On 3 November the text was adopted unanimously by the General Assembly as resolution 2260 (XXII). By this resolution the Assembly, among other things, endorsed the recommendations and decisions contained in the report of the Committee on the Peaceful Uses of Outer Space, and requested the Committee to continue with a sense of urgency its work on the elaboration of an agreement on liability for damage caused by the launching of objects into outer space and an agreement on assistance to and return of astronauts and space vehicles, and to pursue actively its work on questions relative to the definition of outer space and the utilization of outer space and celestial bodies including the various implications of space communications.

On 14 and 15 December 1967 the Legal Sub-Committee was reconvened to consider a draft Agreement on the Rescue of Astronauts, the Return of Astronauts and the Return of Objects Launched into Outer Space circulated as a sub-committee working paper at the request of the delegations of the USSR and the United States. In his opening remarks the Chairman of the Sub-Committee explained that in response to General Assembly resolution 2260 (XXII) a series of informal consultations had been held among members of the Sub-Committee, as a result of which a significant *rapprochement* of views had taken place on a number of provisions of the draft Agreement. In the course of the debate and as a result of informal consultations the Sub-Committee accepted an amendment submitted by France to article 2 and an amendment submitted by the United Kingdom to article 6. Changes were also made in article 5. The Sub-Committee then approved the draft Agreement and submitted a report to the Committee.

At its special session on 16 December 1967, the Committee on the Peaceful Uses of Outer Space approved the draft Agreement and submitted it to the General Assembly. On 19 December the Assembly unanimously adopted a draft resolution, to which the Agreement on the Rescue of Astronauts, the Return of Astronauts, and the Return of Objects Launched into Outer Space was annexed, as resolution 2345 (XXII). In that resolution the General Assembly, *inter alia* (a) commended the Agreement; (b) requested the Depositary Governments to open it for signature and ratification at the earliest possible date; (c) expressed its hope for the widest possible adherence to the Agreement; and (d) called upon the Committee on the Peaceful Uses of Outer Space to complete urgently the preparation of the draft agreement on liability for damage caused by the launching of objects into outer space and, in any event, not later than at the beginning of the twenty-third session of the General Assembly, and to submit it to the Assembly at that session.

The Agreement provided, in brief, for the following: (1) the immediate notification of the launching authority and of the Secretary-General of the United Nations by each Contracting Party which receives information or discovers that the personnel of a spacecraft have suffered accident or are experiencing conditions of distress or have made an emergency or unintended landing in territory under its jurisdiction or on the high seas or in any other place not under the jurisdiction of any State; (2) immediate and all possible steps to be taken by a Contracting Party to rescue astronauts who landed in its territory; co-operation of the launching authority with the Contracting Party in search and rescue operations, should the assistance of the launching authority contribute substantially to the effectiveness of such operations; direction and control of such operations by the Contracting Party; (3) the obligation of a Contracting Party which is in a position to do so to assure the speedy rescue of astronauts who alighted on the high seas or in any other place not under the jurisdiction of any State; (4) the safe and prompt return of astronauts to the launching authority; (5) the return to the launching authority of space objects or their component parts; practicable steps to be taken by a Contracting Party to recover such objects or parts with the assistance from the launching authority, if requested; the obligation of the launching authority to eliminate possible danger of harm if it is notified by a Contracting Party that a discovered space

object is of a hazardous or deleterious nature; the reimbursement by the launching authority of expenses incurred in recovering and returning a space object; (6) application of the Agreement to an international inter-governmental organization responsible for launching which is recognized as a launching authority if that organization declares its acceptance of the rights and obligations provided for in the Agreement and a majority of the States members of that organization are Contracting Parties to the Agreement and to the Treaty; (7) signature and ratification or accession by all States; the designation of the Governments of the USSR, the United Kingdom and the United States as Depositary Governments; entry into force upon the deposit of instruments of ratification by five Governments including the Depositary Governments.

The Legal Sub-Committee was scheduled to hold its seventh session in Geneva from 4 to 28 June 1968 in accordance with the decision taken after consultations between the Chairman of the Committee on the Peaceful Uses of Outer Space, the Chairman of the Sub-Committee and members.

An account of the other aspects of the question of the peaceful uses of outer space is given in chapter III section C.

### *O. United Nations Administrative Tribunal*

The Administrative Tribunal met in New York from 2 to 25 October 1967 and in Geneva from 8 April to 3 May 1968. In New York the Tribunal examined six cases and held its annual plenary session for the election of its President and Vice-Presidents and the consideration of matters affecting its operation. In Geneva the Tribunal examined four cases and held a special plenary session for the study of a number of questions relating to its rules. The judgements delivered by the Tribunal are summarized below.

#### JUDGEMENT No. 108 DELIVERED ON 18 OCTOBER 1967 ON AN APPLICATION AGAINST THE UNITED NATIONS JOINT STAFF PENSION BOARD

The applicant, a staff member of the United Nations—and a participant in the Joint Staff Pension Fund—from 1949 to 1953, had joined FAO in 1958 and thereby re-entered into participation in the Pension Fund. In 1959, he submitted to the FAO Pension Fund Committee a request that his previous contributory service credit should be restored to him. His request was denied under article XII of the Pension Fund regulations in force at the time for the reason that his participation in the Pension Fund had been interrupted by a period of more than three years. An amendment to article XII having deleted the condition relating to the length of interruption of service in 1963, the applicant made another request which the Pension Board rejected on the ground that the new text of article XII could not be applied retroactively.

The Tribunal, to which the case was referred, found that by virtue of the new text of article XII the applicant was entitled to restoration of his prior service. It considered that the construction to be placed on that new text was that the rule applied to participants in the Fund generally, whether they joined the Pension Fund before or after the effective date of the amendment. It pointed out the absurdity and the inequities to which restricted application of article XII only to

staff members who rejoined after the effective date of the amendment would lead. The Tribunal also examined the scope of article XXXVII of the Pension Fund Regulations concerning amendments and found that neither the text of that article nor the principles governing non-retroactivity contradicted the application of the new article XII to the applicant.

#### JUDGEMENT No. 109 DELIVERED ON 18 OCTOBER 1967 ON AN APPLICATION (VALIDATION OF NON-PENSION- ABLE SERVICE) AGAINST THE SECRETARY-GENERAL OF THE INTERNATIONAL CIVIL AVIATION ORGANIZATION

The applicant, a technical assistance official of ICAO, requested the Tribunal principally to declare that by refusing his request for validation by the United Nations Joint Staff Pension Fund of his period of employment from 5 October 1951, the date of his entry on duty, to 1 January 1958, the date of his participation in the Fund, the respondent and the ICAO Staff Pension Committee had infringed his contract of employment.

The Tribunal rejected the application as irreceivable. It found that the application, directed against a decision of the respondent, had no substance since it had been the ICAO Staff Pension Committee, competent to decide the question of the applicant's right to validation of his prior service, which had denied the request for validation. The Tribunal noted that it was open to the applicant to appeal to the Joint Staff Pension Board and, since the applicant alleged that he had sustained injury, further noted that no compensation for the alleged injury had been requested from the respondent and that the point had not been considered by the Joint Appeals Board.

#### JUDGEMENT No. 110 DELIVERED ON 20 OCTOBER 1967 ON AN APPLICATION AGAINST THE SECRETARY-GEN- ERAL OF THE INTERNATIONAL CIVIL AVIATION OR- GANIZATION

The applicant, a former staff member of ICAO, requested the Tribunal to rule that he was entitled to the salary and allowances to which he would have been entitled if a decision of the ICAO Council amending the definition of dependency had not been applied to him, or alternatively that he was entitled to the personal allowance to make up for loss in take-home pay caused by that amendment.

The Tribunal rejected the principal request on the ground that, since no appeal had been filed with the Advisory Joint Appeals Board of ICAO within fifteen days after receipt of the administrative decisions implementing the amendment as to his case, any appeal by the applicant was barred. On the merits, the Tribunal found that the applicant's arguments challenging the legality of the Council's decision were irrelevant. The Tribunal also rejected the alternative request on the ground that the applicant's take-home pay had not been lessened.

#### JUDGEMENT No. 111 DELIVERED ON 20 OCTOBER 1967 ON AN APPLICATION (REIMBURSEMENT OF INCOME TAX) AGAINST THE SECRETARY-GENERAL OF THE INTERNATIONAL CIVIL AVIATION ORGANIZATION

The applicant, a technical assistance official of ICAO, requested the Tribunal to rescind a decision of the Secretary-General refusing to refund to the applicant

payments to be made by him to the United Kingdom authorities as income tax on an annuity paid to a dependant under a Court Order.

The Tribunal rejected the request on the ground that the tax claimed by the United Kingdom authorities was not on the emoluments received by the applicant from ICAO but on the annuity payments received by the beneficiary under the order of Court. Since under section 170 of the United Kingdom Income Tax Act, 1952, a person making annuity payments has to deduct from them a sum representing the amount of the tax on the recipient at the standard rate in force at the time of the payment, the obligation that the United Kingdom tax authorities were enforcing arose out of the annuity payments and not out of the receipt of emoluments from ICAO.

**JUDGEMENT No. 112 DELIVERED ON 25 OCTOBER 1967  
ON AN APPLICATION AGAINST THE SECRETARY-  
GENERAL OF THE INTERNATIONAL CIVIL AVIATION  
ORGANIZATION**

The applicant had entered the service of ICAO in 1962 under a short-term appointment as an air traffic controller for the ICAO Technical Assistance Mission in the Democratic Republic of the Congo and his appointment had subsequently been extended four successive times. When the Secretary-General decided not to grant him a further extension, the applicant requested the Tribunal to rescind that decision which he attributed to prejudice and the personal animosity of the Chief of Mission.

The Tribunal rejected the request. It observed that the decision taken by the respondent not to renew the applicant's contract had been within the former's discretion. Furthermore, that decision could not impair or prejudice any legitimate right or expectation since, under rule 2.3 (c) of the Field Service Staff Rules, the appointment did not carry any expectation of or imply any right to renewal. There were therefore no grounds for examining the presumed or possible motives for non-renewal of the contract, for in order to give rise to the possibility of considering rescission of a discretionary administrative decision for misuse of power, on the basis of an inquiry into its motivation, that decision must impair a right or a legitimate expectation.

**JUDGEMENT No. 113 DELIVERED ON 25 OCTOBER 1967  
ON AN APPLICATION AGAINST THE SECRETARY-  
GENERAL OF THE INTERNATIONAL CIVIL AVIATION  
ORGANIZATION**

The applicant, holder of a short-term appointment as an Air Traffic Controller with the ICAO Technical Assistance Mission in the Congo, had been held responsible by the Congolese Government for an air incident that occurred at N'Djili airport. The Government had requested his departure and, although the ICAO Committee of Inquiry had exonerated him, the Secretary-General of ICAO had terminated his appointment "in the interest of the Organization" on the basis of rule 9.4 (d) of the Field Service Staff Rules.

The Tribunal found that the decision to terminate his appointment was invalid. It recalled that the right to end a contract "in the interest of the Organization" conferred on the Secretary-General a discretionary power, but that the exercise of this power should con-

form to certain general principles. It noted that the request of the Congolese authorities cast doubt on the applicant's professional competence and that the respondent had not followed the procedure which he had undertaken to follow in order that the facts might be clarified and the applicant enabled to explain his actions. The applicant had therefore been deprived of fundamental guarantees, and his right to be heard in a case involving his professional competence had been disregarded. Inasmuch as the reinstatement of the applicant was impossible in practice, the Tribunal awarded to him, for the prejudice suffered, an indemnity equivalent to his base salary for the period of the contract remaining as from the date of termination, less the sums already paid following the termination.

**JUDGEMENT No. 114 DELIVERED ON 23 APRIL 1968 ON  
AN APPLICATION AGAINST THE SECRETARY-GENERAL  
OF THE UNITED NATIONS**

The applicant, alleging a permanent disability attributable to the performance of official duties on behalf of the United Nations, had submitted a claim for compensation, which the Secretary-General had rejected on the recommendation of the Advisory Board on Compensation Claims. The applicant having filed an appeal against this decision under article 17 of appendix D to the Staff Rules, the Medical Board provided for in that article had adopted by a majority opinion a report the conclusions of which were favourable to the applicant. Nevertheless, the Advisory Board, pointing out that, in the Medical Board, votes had been divided and that the report of the Medical Board was inconclusive and ambiguous, had maintained its previous recommendation; the Secretary-General had also maintained his original decision.

The Tribunal stressed in its Judgement that, so far as the medical aspects of an appeal under article 17 of appendix D to the Staff Rules were concerned, the report of the medical board was of crucial importance and that in the present case this report had been to all intents and purposes set aside by the Advisory Board. The Tribunal found that the recommendation of the Advisory Board was made under misapprehension of the functioning of the Medical Board and of the purport of article 17 in providing for the appointment of a third medical practitioner selected by agreement between the medical practitioners appointed by the parties. The Tribunal, without deciding the merits of the case, ordered that the case be remanded for correction of the procedure in accordance with article 9, paragraph 2, of its Statute, and it awarded to the applicant as compensation a sum equivalent to three months of her net base salary for the loss caused to her by the procedural delay.

**JUDGEMENT No. 115 DELIVERED ON 24 APRIL 1968 ON  
AN APPLICATION AGAINST THE SECRETARY-GENERAL  
OF THE UNITED NATIONS**

The applicant had passed a United Nations examination for English translators but was subsequently rejected for employment on medical grounds. He requested the Tribunal to rescind this decision, while the respondent requested the Tribunal to decide that it lacked competence.

The Tribunal declared itself not competent to hear and pass judgement upon the application. It found that the applicant was neither a staff member nor a



former staff member of the Secretariat of the United Nations, and that he was not in one of the other situations referred to in article 2, paragraph 2, of the Statute. The Tribunal also pointed out that there had never been at any time an offer of employment made by a competent authority and that the case was therefore different from the Camargo and Vasseur cases. The Tribunal found that, in the absence of statutory or regulatory provisions governing the steps preceding recruitment, it was clear that no right capable of being invoked before the Tribunal could have arisen for the benefit of the applicant.

**JUDGEMENT No. 116 DELIVERED ON 24 APRIL 1968 ON AN APPLICATION AGAINST THE SECRETARY-GENERAL OF THE UNITED NATIONS**

The applicant was to have received a salary increment on 1 September 1965. On 22 September 1965, this increment was withheld with effect from 1 September 1965 for insufficient punctuality. On 13 May 1966, the increment was reinstated as of 1 June 1966 and the date of the next salary increment was indicated as September 1966. On 3 June 1966, a "correction" postponed the date of the next salary increment from September 1966 to June 1967.

The applicant requested the Tribunal to order the rescinding of the decision of 22 September 1965 and, as a corollary, the rescinding of the decision of 3 June 1966, or alternatively the rescinding of the decision of 3 June 1966 only.

The Tribunal rejected the main plea. Although it regretted the procedural irregularities and, in particular, the fact that the contested decision was taken after 1 September 1965, the Tribunal was of the opinion that these irregularities were not such as to affect the validity of the decision of 22 September 1965 which otherwise complied with the conditions of substance set forth in the Staff Regulations and Rules.

The Tribunal decided in favour of the alternative plea. It pointed out that the decision of 3 June 1966

in effect deprived the applicant of eighteen months of salary increment instead of the nine months initially contemplated and that, inasmuch as the applicant's next salary increment date was properly fixed at September 1966 by the decision of 13 May 1966, the decision of 3 June 1966 described as a "correction" was without legal foundation.

**JUDGEMENT No. 117 DELIVERED ON 26 APRIL 1968 ON AN APPLICATION AGAINST THE UNITED NATIONS RELIEF AND WORKS AGENCY FOR PALESTINE REFUGEES IN THE NEAR EAST**

The applicant, whose temporary indefinite contract had been terminated on the basis of regulation 9.1 of the International Staff Regulations of UNRWA, under which the Commissioner-General might terminate the appointment of a staff member if, in his opinion, such action would be in the interest of the Agency, requested the Tribunal to rescind this decision on the grounds that the abolition of his post and conversion thereof into an area post was unwarranted, that even if the post was abolished the applicant should have been retained in preference to staff members more junior to him in service, and that the contested decision was motivated by prejudice.

The Tribunal rejected the application. It refused to substitute its judgement for that of the Administration in evaluating the merits of the abolition or the conversion of the applicant's post. As for the obligation to prefer the more senior staff in the case of abolition of post, the Tribunal said that it did not apply in the absence of specific provisions to that effect. The Tribunal acknowledged, on the other hand, that UNRWA had been under an obligation to seek to place the applicant in another appropriate post, but it considered that the Agency had properly discharged this obligation. Lastly, the Tribunal found that there was nothing on record to show that the abolition of the post and notice of termination of the applicant had been influenced by prejudice.

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## CHAPTER XIV

### Public information activities

During the past year, the Office of Public Information, in accordance with its mandate, continued to assist national and international information media in providing comprehensive and continuous coverage of the activities of the United Nations.

The facilities of the Office of Public Information were fully extended in meeting the requirements of the news media during the Middle East crisis in the summer of 1967, in connexion with the numerous meetings of both the Security Council and the General Assembly at its fifth emergency special session.

During this period the Office of Public Information was called upon, to a greater extent than ever before, to provide press, radio, television and film coverage of important meetings away from Headquarters. Teams of information officers were assigned to such field activities as the United Nations Special Mission on Aden, the International Symposium on Industrial Development, held in Athens, the second session of the United Nations Conference on Trade and Development, held in New Delhi, the visit to Africa 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, the United Nations Council for South West Africa, the International Conference on Human Rights, held in Teheran, the United Nations Conference on the Law of Treaties, held in Geneva, the International Seminar on *Apartheid*, Racial Discrimination and Colonialism in Southern Africa, held at Kitwe, Zambia, and the hearings of the working group of experts on the treatment of prisoners in South Africa.

In addition to completing arrangements for coverage of the International Tourist Year (1967), the Office of Public Information undertook a number of special programmes in the publications, radio and visual fields in connexion with the International Year for Human Rights (1968) and completed the planning for such important meetings as the United Nations Conference on the Exploration and Peaceful Uses of Outer Space and the Conference of Non-Nuclear-Weapon States, both to be held during the second half of 1968.

Details of these and other activities during 1967-1968 are given below.

#### PRESS SERVICES

Press Services continued to provide, through press releases and briefings, information on all major United Nations activities.

Approximately 3,700 press releases were issued during the year for use by news media at Headquarters

and by United Nations information centres throughout the world. These included general coverage of United Nations meetings, statements and transcripts of press conferences by the Secretary-General, notes to correspondents, background releases, reference papers, an annotated agenda of the General Assembly session and a round-up of Assembly resolutions. The *Weekly News Summary* appeared regularly in separate English, French and Spanish versions.

At Headquarters, daily press briefings were held 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 other United Nations bodies. About fifty such news conferences were held.

Press officers were sent to Africa, Asia and Europe to cover such major meetings as the United Nations Conference on Trade and Development, the International Conference on Human Rights, the International Symposium on Industrial Development, the United Nations Conference on the Law of Treaties, the United Nations Council for South West 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, the United Nations Special Mission on Aden, the International Seminar on *Apartheid*, Racial Discrimination and Colonialism in Southern Africa, and the working group of experts on the treatment of prisoners in South Africa.

#### PUBLICATIONS SERVICE

The *UN Monthly Chronicle*, which is published in English, French and Spanish, continued to provide monthly coverage of the proceedings and decisions of all major organs of the United Nations, as well as of the activities of the sessional and special committees. During the year, the *Chronicle* also presented a number of signed articles on the work of both the United Nations in specific fields and of the specialized agencies. Most of these articles were reproduced as pamphlets.

The twentieth edition of the principal reference work of the Organization, the *Yearbook of the United Nations, 1966*, was issued. The *Yearbook* gives a compact, authoritative and fully indexed account of the proceedings and decisions of United Nations organs and surveys the main activities during the year of the inter-governmental organizations related to the United Nations. Editorial work was begun on the 1967 edition.

The eighth edition of *Everyman's United Nations* was published in an English edition. The book summarizes,

in encyclopædic fashion, the work and achievements of the United Nations, its organs and related agencies, covering a twenty-year span from 1945 to 1965. Versions in other languages are in preparation. Another major reference book, *The United Nations and Disarmament, 1945-1965*, was printed in French.

The Publications Service continued to publish pamphlets and leaflets on the work of the Organization, both at Headquarters and at United Nations information centres.

A booklet, *Space Science and Technology: Benefits to Developing Countries*, was printed in English, French, Spanish and Russian as background to the United Nations Conference on the Exploration and Peaceful Uses of Outer Space.

A pamphlet, *The Threat of Nuclear Weapons (Questions and Answers on the Effects of Their Possible Use)*, was printed in some twenty languages to give, as requested by the General Assembly, publicity to the Secretary-General's report on the effects of the possible use of nuclear weapons and on the security and economic implications for States of the acquisition and further development of these weapons.

A number of publications were undertaken for the commemoration of the International Year for Human Rights. They included reprints of the Universal Declaration on Human Rights, in some sixty-seven languages, the International Covenants on Human Rights, the Declaration on the Rights of the Child, the Declaration on the Promotion among Youth of the Ideals of Peace, Mutual Respect and Understanding, and publications, such as the booklet entitled *The United Nations and Human Rights*, in some ten languages, the pamphlet *The United Nations and the Human Person (Questions and Answers on Human Rights)* in some twenty-two languages and a bi-monthly newsletter entitled "1968 International Year for Human Rights".

Special emphasis continued to be placed on the problems of *apartheid* and decolonization. Among the publications on these problems were reprints, some in several languages, of the Declaration on the Granting of Independence to Colonial Countries and Peoples, the Declaration on the Elimination of All Forms of Racial Discrimination, the International Convention on the Elimination of All Forms of Racial Discrimination, a booklet of affidavits and statements entitled *Treatment of Prisoners in South Africa*, an article from the *UN Monthly Chronicle* called "*Apartheid and Repressive Measures in South Africa*" and publication features "*The United Nations and Apartheid*", "*The United Nations and Decolonization, 1967*", "*The United Nations and Southern Rhodesia*". Also planned for publication during 1968 are other booklets and pamphlets, such as *The Anatomy of Apartheid*, *The United Nations and Decolonization*, *The Special Committee of 24: How It Works*, *Foreign Interests Impeding Decolonization*, *The United Nations and Decolonization of Territories under Portuguese Administration*.

Among other publications planned or produced during the year were: *Basic Facts about the United Nations*; *United Nations: What It Is, What It Does, How It Works*; *The International Court of Justice*; leaflets in the series entitled *Decisions of the General Assembly*; and a publication feature "The United Nations and the Middle East" summarizing the views of Member States on the subject as expressed in the

general debate during the twenty-second session of the General Assembly.

Assistance was given to outside writers and publishing houses in the preparation of books and articles about the United Nations and special efforts were made to stimulate the publication of books on the United Nations by private publishers.

#### TELEVISION AND FILM SERVICES

In a year when television continued to develop rapidly as a prime vehicle for conveying information, the United Nations was provided with numerous opportunities to reach a widening audience with news materials and documentary programmes. At the end of May 1968 there were some 260 million receivers in service in over 100 countries and existing satellite communication systems made it possible for United Nations events to be within instant reach of some thirty Member States in Europe and Asia.

Despite a continuing lack of adequate equipment, the meetings of the Security Council in mid-1967 and of the fifth emergency special session of the General Assembly were widely covered by means of the communication satellites; during this period alone fifty-one transmissions originated from United Nations Headquarters reaching simultaneously as many as twenty-four participating television organizations. In addition, several messages of special urgency, recorded by the Secretary-General, were transmitted *via* satellite, as were dispatches by many national television correspondents. This growing use of satellites put a strain on the available manpower and equipment resources, and also gave rise to consideration of the need for a future agreement with the owners of the satellite systems on the utilization by the United Nations of communication satellites both for operational and information purposes.

Besides the situation in the Middle East, the major subjects and events dealt with by the visual services included the situations in Southern Rhodesia and South West Africa, the twenty-second session of the General Assembly, the International Symposium on Industrial Development, the second session of the United Nations Conference on Trade and Development and the International Conference on Human Rights.

A one-hour documentary programme on the plight of the refugees in the Middle East was produced in the early summer of 1967 and is still being widely shown. The meetings 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 and of the International Seminar on *Apartheid*, Racial Discrimination and Colonialism in Southern Africa were filmed in Africa by United Nations crews for immediate world-wide use by international television news agencies. The material subsequently formed the basis of three United Nations documentaries for television and group use.

In support of the aims of the International Year for Human Rights, the co-operation of television organizations in Member States was solicited by bringing to their attention relevant General Assembly resolutions and declarations in a wide campaign stressing the importance of their own productions on human rights and informing them of the availability of United Nations



films and scripts for this purpose. Reports received so far show that the results have been encouraging.

The heightened interest in 1967 shown by national television organizations in news coverage on the Middle East situation again underlined the need to provide United Nations Headquarters with adequate colour television equipment. Television networks in North America and a growing number of national networks in the Far East, Europe and Latin America require material in colour; its availability in colour determines in many cases the selection of news for inclusion in their own programmes. With the co-operation of some of these organizations, which are willing to underwrite the acquisition of specialized colour electronic equipment, United Nations Television has acquired the nucleus of a colour capability. These arrangements are, however, limited in scope and cannot meet the imminent demand from the rapidly expanding list of television organizations around the world which are equipping themselves for colour telecasts.

Television or feature documentary programmes which deal with problems of economic and social development, or illustrate aspects of political questions before the General Assembly, continued to be produced in English, French, Spanish and Arabic, and a number of Member States are adapting many of these programmes in their own languages.

The series of basic information films on the United Nations family, now comprising thirteen titles, are distributed in English, French, Spanish and Arabic, and when requested, in Russian. This series, and selected television productions, form the core of some 118 film depository libraries established within information centres and UNDP offices in 105 countries. Reports from the field on screenings indicate a marked growth in their use by educational organizations, particularly in the developing countries.

United Nations Television has undertaken a new project during the 1967-1968 season by producing, on commission from a school system, a series of seven educational programmes intended for use in secondary schools, primarily by closed-circuit broadcasts. In general, an increasing number of United Nations-produced educational programmes are being used for classroom and instructional telecasts.

#### RADIO SERVICES

A total of 139 countries and territories, of which 101 are States Members of the United Nations, availed themselves of the programming service extended by United Nations Radio during the year. Basically organized to assist and stimulate national organizations in their coverage of the Organization's activities, United Nations Radio works through short-wave broadcasts and transcription service. In addition, technical facilities are made available to national radio correspondents accredited at United Nations offices and access to sound archives is given to the national broadcasting organizations.

On short wave, the meetings of the General Assembly and the Security Council are made available for monitoring or rebroadcast. A news service is provided on short wave daily during the General Assembly and weekly at other times. The news bulletins, two to fifteen minutes in length, are made available

upon request for monitoring and rebroadcast by national organizations.

The transcription service offers newsreels, feature programmes and special documentaries in twenty-seven languages and adaptations are being made by national broadcasting organizations in some fifteen others.

The programming pattern is designed to cover the entire range of problems dealt with by the United Nations and its related agencies. The emphasis, however, varies according to special circumstances. Thus, the human rights theme was especially prominent in 1968. A six-part documentary series explaining the advances achieved and the problems still unresolved was prepared for world-wide distribution as part of the observance of the International Year for Human Rights. A kit of informational material was assembled for broadcasters to facilitate the production of national programmes on related themes. The Human Rights Conference in Tehran was extensively covered.

Another major theme—decolonization and the struggle against *apartheid* and all forms of racial discrimination—was given equal prominence. In addition to day-by-day coverage of developments, multilingual coverage was provided of meetings of relevant United Nations bodies away from Headquarters.

The proceedings of the UNCTAD Conference in New Delhi were reported as news developments and subsequently analysed in programmes specially devoted to the subject. Other programmes in the economic and social field were concerned with the work of the regional economic commissions. A number of other programmes dealt with political, legal and outer space questions.

Reports from national radio organizations indicate that the series of documentary programmes produced in previous years continued to be broadcast. Such was specifically the case with the 1966 series on urbanization, the 1967 series on economic development, and the 1967 edition of basic educational programmes on the United Nations.

#### PHOTOGRAPHIC AND EXHIBITS SERVICE

In addition to the regular photo coverage of United Nations meetings at Headquarters and at the European Office, special arrangements were made during the year to cover important United Nations meetings and conferences throughout the world.

In addition, special photo missions to a number of countries in Africa and Latin America were organized to obtain coverage of UNDP projects, and new coverage on the Asian Highway was undertaken. In addition, under Fuller Reporting Procedures, photographic missions were organized to cover UNDP activities in Bolivia, Chile, Costa Rica, Ecuador, Ethiopia, India, Iran, Malawi, Mexico, Peru and Venezuela.

Photographers from agencies, newspapers and magazines were provided with facilities for the coverage of those events and detailed briefings were given on UNDP activities in the field.

Government information services and editors and publishers of newspapers, periodicals and books throughout the world made wise use of the United Nations photo library, both through the collection at Headquarters and through the United Nations information centres and the regional visual information offices.

Photographs from the United Nations photo library form the basis for current visual productions, including the picture section of the *UN Monthly Chronicle*, which is prepared by this Service. A total of 17,500 sets of the annual photographic display set, consisting of sixteen enlarged pictures covering the work of the United Nations and the specialized agencies, was distributed and printed—in many cases locally—in some forty-four languages. Revised versions of the two wallsheets on the work of the Economic and Social Council were produced in English, French and Spanish and in blank versions for over-printing in local languages.

In connexion with 1968 celebrations of Human Rights Year, 30,000 posters of the text of the Universal Declaration of Human Rights were distributed in Arabic, Chinese, English, French, Russian and Spanish and arrangements were made for the reprinting of 15,000 copies in English, French and Spanish to meet further demands. Two-tone photographs of the Human Rights Year poster design were sent to all information centres to be made available for national reproduction and distribution. An Arabic translation of the United Nations filmstrip on the Universal Declaration of Human Rights was prepared and distributed in addition to previously available language versions.

#### INFORMATION CENTRES

The information centres continued to maintain direct contact in their areas with both government and private information media, as well as with non-governmental organizations and professional groups. They worked closely with educational authorities and institutions on programmes of teaching about the United Nations and the activities of the agencies. For purposes of redissemination, the centres also provided Headquarters with coverage of United Nations development projects and other programmes taking place in their respective areas.

In July 1967, arrangements were completed for the information centre in Rome to provide services to Malta and in March 1968 similar arrangements were made for the information centre in Sydney to provide services to the Republic of Nauru.

#### PUBLIC SERVICES

In the area of public services, increased opportunities for informing non-governmental organizations, students and the public at large about the work of the United Nations presented themselves during the year. Demands for information about economic and social problems were particularly heavy. Initial steps taken to meet these added demands indicated that effective results could be obtained on a far larger scale than at present, particularly in generating public support for economic and social programmes in which the United Nations was co-operating with Governments.

The effectiveness of the Visitors' Service at Headquarters has led to an exploration of the possibility of developing similar services at the Geneva Office and at the headquarters of the regional economic commissions. As at Headquarters these services would relate to increased regional activity in the field of non-governmental organizations and education.

#### *Fellowship and interne programmes*

Under the seventh annual Triangular Fellowship Programme, the third in a series of seminars for writers of textbooks and other instructional aids for use in teaching about the United Nations family in Member States, grouped on a language basis, was held from 3 to 28 July 1967 at the United Nations Office in Geneva and at UNESCO Headquarters in Paris. Seventeen participants attended from developing countries in which French is widely used. UNESCO collaborated in organizing and conducting the programme; other agencies provided speakers, working papers and extensive documentation. Similar seminars for participants from developing countries where English and Spanish are used extensively were held in 1965 and 1966, respectively. The teaching materials resulting from the seminars are being published by education authorities or other issuing bodies in Member States, without cost to the United Nations.

As in previous years, two interne programmes for university students and graduates were conducted during the summer of 1967—one at Headquarters and the other at the United Nations Office at Geneva. Fifty students from twenty-five countries attended the Headquarters programme and one hundred participants from thirty countries attended the programme at Geneva, which was held concurrently with the summer session of the Economic and Social Council. Both programmes are designed to provide an opportunity for selected groups of outstanding students from various countries, specializing in international relations, economics, law and related subjects, to study the United Nations and its agencies at first hand through briefings, group discussions, attendance at meetings of United Nations bodies and individual study projects. Both programmes are conducted without direct cost to the United Nations.

#### *Teaching about the United Nations*

Close co-operation was maintained with the specialized agencies, particularly UNESCO, and with educational authorities and non-governmental organizations, to encourage and assist programmes of teaching about the United Nations family in educational institutions at all levels and among adult education groups. Facilities, materials and services for this purpose were provided by Headquarters and by the information centres.

On a continuing basis the centres maintain contacts with education authorities in their areas to extend and strengthen the study of the United Nations in schools, teacher-training institutions, colleges and universities.

Throughout the year, documentation for use in educational programmes planned for the International Year for Human Rights was sent to educational conferences, national committees and teachers' organizations, both by Headquarters and the information centres.

As in previous years, special attention was given to assisting seminars for teachers, including national or provincial seminars held in Argentina, Colombia, India, Italy, Japan, Paraguay and Uruguay. Other special educational projects, assisted by the information centre in the country concerned, included the provision of an extensive teaching kit on UNESCO and the United Nations, with special emphasis on human rights, sent to secondary schools throughout Australia.

through the good offices of the Australian National Advisory Committee for UNESCO; university lecture series and symposia on United Nations subjects held in Brazil and in France; and the provision of United Nations films, wallcharts and other materials for adult literacy programmes in Tunisia. At Headquarters, three educational television programmes, with accompanying study guides, were produced on a contract basis for the University of the State of New York.

### *Non-governmental organisations*

International and national non-governmental organizations listed with the Office of Public Information continued to play a valuable role in encouraging the widest possible public understanding of the United Nations and of the specialized agencies.

Non-governmental organizations were requested, in a number of resolutions adopted by the General Assembly at its twenty-second session, to help inform the public about specific decisions and programmes of the United Nations, including those dealing with the Secretary-General's report on the effects of the possible use of nuclear weapons, the International Year for Human Rights, and the policies of *apartheid* of the Government of the Republic of South Africa. The representatives of non-governmental organizations were provided with information about these and other questions through weekly briefings, press releases, pamphlets and other publications.

In line with a resolution adopted at the second session of the United Nations Conference on Trade and Development on measures to inform world public opinion of the work of UNCTAD and of the problems of development, the 1968 Annual Conference of Non-Governmental Organizations at Headquarters had as its theme "Trade, Aid and People in an Interdependent World". The conference was arranged to give non-governmental organizations concrete proposals for follow-up action in the information field in support of trade, aid and development.

Much of the information activity of non-governmental organizations focused on observance of the International Year for Human Rights. These activities included the preparation of special publications containing suggestions for community action in support of the Year and the organization of conferences, speaking engagements, seminars and other community projects on human rights themes. Many organizations published articles on the Year, on the Universal Declaration of Human Rights and on the need for ratification of international treaties on human rights, and participated in radio and television programmes in support of the Year. The theme of the 1967 Conference of Non-Governmental Organizations at Headquarters was "Preparations for the International Year for Human Rights", including ways in which non-governmental organizations could contribute to its success in the information field. Some 305 participants representing 163 organizations, 51 of them international, took part in this conference.

A number of steps were taken during the year to strengthen co-operation between non-governmental organizations and the Office of Public Information, including arrangements aimed at a wider distribution by non-governmental organizations of the publications produced by the Office.

In response to Economic and Social Council resolution 1225 (XLII), the Secretary-General also issued a report on the procedures for associating international and national non-governmental organizations with the Office of Public Information and on the possibilities for increasing the number of associated national non-governmental organizations from all Member States.

### *Visitors' Service*

A continuation of the promotional efforts begun in 1966 contributed to a notable increase in the interest shown by the public in the United Nations, both in the number of people who took the guided tours (1,116,337 in 1967 as compared to 1,064,008 in 1966) and in the number of requests for information. The total number of visitors to Headquarters would have been higher had the building not been closed to the public for nine days in June during the emergency special session of the General Assembly. It is estimated that during those days some 40,000 persons were prevented from taking tours.

Special programmes were arranged in 1967 for 2,121 groups totalling 110,476 persons, as compared to 1,963 groups with a total attendance of 110,119 persons in 1966. The audiences for film showings in 1967 were also more numerous, numbering 113,264 as compared to 109,758 in 1966.

The Public Inquiries Unit handled 80,000 requests for information. The greatest number of inquiries referred to two major political topics of concern to the United Nations: the question of Chinese representation and peace-keeping operations. In the economic field the emphasis was on technical co-operation, economic questions generally, international trade and industrial development, in that order. In the social field an increase of over 100 per cent in the demand for information on housing was noted. Human rights continued to be a major topic of interest and a special effort was made to disseminate materials on *apartheid*, the human rights covenants and the declaration and convention on racial discrimination.

Among business firms, college teachers and students, there continued to be a special interest in the United Nations studies regarding the economic and social problems of developing countries, with Africa still leading in interest, followed by Latin America and Asia.

### *Special observances*

In 1967, United Nations Day was widely observed in countries and territories in most parts of the world. In many areas, observances have been extended to cover a week or even a month, making possible the planning of many events to reach more people with greater cumulative impact. Moving beyond the formal ceremonies of earlier years, held chiefly in the capitals and other large cities, reports from Member States show that observances have become nation-wide in scope and have acquired a distinctly public character through the participation of large numbers of people in activities undertaken by United Nations associations and other non-governmental organizations. Study and action programmes involving teachers and students in schools, colleges and universities and other educational institutions were also widely held. These encouraging trends appeared to be due both to the increasing membership in the United Nations and its related agencies and to

the active role played by United Nations Day committees in an increasing number of countries. Observances included the issuance of messages or statements by the Head of State or Government, the signing of United Nations conventions and other international agreements, public forums, lectures and seminars, special press features, radio and television programmes, school lessons, model United Nations assemblies, contests and sports events. As 1967 was designated by the General Assembly as International Tourist Year, special attention was devoted in many countries to the importance of tourism in improving international understanding and fostering economic growth.

To assist in the observances, the Office of Public Information produced almost one million United Nations Day leaflets in forty languages, 180,000 school leaflets in three languages and 30,000 copies of a booklet offering suggestions for speakers on United Nations Day in three languages. In addition, several thousand copies of these items were produced locally in other languages. United Nations films and television programmes were widely shown. Radio tapes and film recordings of the messages of the Secretary-General and the President of the General Assembly were dispatched to radio and television outlets in more than 100 countries and territories. A special fifteen-minute radio documentary entitled "The UN at Twenty-Two" was produced in the five official languages and also issued and used in a large number of regional or local languages. The commemorative concert held at United Nations Headquarters in New York was televised or broadcast in North America, Europe and the Middle East; tapes of the concert were later sent to United Nations information centres throughout the world for local distribution and to national broadcasting services on request.

Human Rights Day, 10 December 1967, marked the nineteenth anniversary of the Universal Declaration of Human Rights. Most Member States observed the Day in the already traditional way with mass meetings, artistic performances, radio and television programmes, speeches and newspaper articles. Invariably this year the Day was observed as an opening to the International Year for Human Rights. In some places national committees for the Year were established on both a local and a national basis.

At United Nations Headquarters, Human Rights Day was celebrated by a concert where international artists performed. The President of the General Assembly and the Secretary-General issued special messages which were widely publicized in the press, radio and television. In many countries, Heads of State and other high officials issued special messages.

Special information material produced by the Office of Public Information in collaboration with the Division of Human Rights included a background paper on human rights entitled "Human Rights: A Challenge and an Opportunity". Special press releases were issued by information centres, and the text of the Universal Declaration of Human Rights as well as material related to *apartheid* and decolonization were issued in various languages by centres to information media and non-governmental organizations.

The International Day for the Elimination of Racial Discrimination, 21 March 1968, was observed in various Member States with assistance from the information centres, which provided information material produced by the Office of Public Information.

#### ECONOMIC AND SOCIAL INFORMATION UNIT

In line with the request made by the Economic and Social Council to achieve a wider understanding of and support for economic and social programmes of the United Nations, the Economic and Social Information Unit further intensified its efforts to reach general and specialized information media in both the developed and developing countries.

Through correspondents at Headquarters and at information centres and by means of specialized mailing lists, the Unit provided information on the operational activities of UNDP, the first International Symposium on Industrial Development, the second session of UNCTAD and on major issues before the Economic and Social Council, such as the development of natural resources, population problems, development planning, flow of capital, and application of science and technology to development. Greater emphasis was placed on information of regional, local or specialized technical interest, particularly in connexion with field operations, special missions and research activities.

The Unit produced and distributed more than 200 releases, features and background and publications notes, maintained liaison with information media and served as a reference centre. It provided not only general public information and material for specialized publications but also selected texts of major policy statements made by officials of the United Nations, UNDP, UNCTAD and UNIDO.

The Unit also provided staff members for information teams to cover the symposium on industrialization in Athens and the UNCTAD Conference in New Delhi. In addition, one member of the Unit participated in a "fuller reporting" mission in India and Iran which sought to meet a need for first-hand material, suitable for information purposes, on some of the UNDP projects executed by the United Nations.



## CHAPTER XV

# Administrative and financial questions

### A. *Staff administration*

The principal developments in staff administration were the reorganization of the senior posts of the Secretariat, the introduction of the concept of a linguistic balance within the Secretariat into the guidelines for staff recruitment and management, and progress towards the definition of revised principles for the international salary system.

It was on the initiative of the Secretary-General that the organization of the Secretariat at the higher level underwent its first change since 1955. The concept of a linguistic balance which had been put forward by the Fifth Committee in the course of its consideration of the Secretary-General's report on the composition of the Secretariat at the General Assembly's twenty-first session, was further delimited by resolution 2359 B (XXII) of 19 December 1967. Interim proposals regarding the principles and methods to be used in the determination of salaries for the international staff of the United Nations were agreed upon in inter-agency consultation in response to a recommendation of the International Civil Service Advisory Board (ICSAB).

#### REORGANIZATION OF THE SECRETARIAT

With effect from 1 January 1968, the Secretary-General introduced changes in the organization of the Secretariat by the establishment of two senior levels in place of the single level of Under-Secretary.

In announcing his proposals for the reorganization of the top echelon of the Secretariat, in a note submitted to the Fifth Committee during the twenty-second session of the General Assembly, the Secretary-General observed that the responsibilities of the Secretariat had greatly expanded since its last reorganization in 1955. The time was therefore opportune for a new look at its structure. It was his conclusion that, considering the difference in the level of responsibility attached to the existing posts of the senior officials of the United Nations and to the position of these officials in relation to their opposite numbers in the specialized agencies, it would be appropriate to reintroduce the concept of two levels in the top echelon.

The structure of the Secretariat would otherwise be kept unchanged except in regard to the combination of the posts of Controller and Director of Personnel. One official at the higher level would be in charge of the joint offices, assisted by two officials at the lower level of the top echelon.

The eleven officials of the higher level, who would be designated Under-Secretaries-General, would include

the Chef de Cabinet and Under-Secretary for General Assembly Affairs, the two Under-Secretaries for Special Political Affairs, the Under-Secretaries in charge of Finance and Management, Political and Security Council Affairs, Trusteeship and Non-Self-Governing Territories, Economic and Social Affairs and the Office of Conference Services, as well as the Secretary-General of the United Nations Conference on Trade and Development (UNCTAD), the Executive Director of the United Nations Industrial Development Organization (UNIDO) and the Director-General of the United Nations Office at Geneva.

The Secretary-General felt that of the heads of offices of subsidiary organs, which were financed mainly by voluntary contributions, the Executive Director of the United Nations Children's Fund (UNICEF) could justifiably be placed at the higher level, but noted that this was primarily a matter for the Executive Board of that organ to decide.

As regards the Administrator of the United Nations Development Programme (UNDP), the Secretary-General considered that in view of the level of his broad responsibilities, both substantive and financial, his post should be equated with that of the head of a major specialized agency, the other senior officials in UNDP being given appropriate ranks by the Administrator in consultation with the Secretary-General.

The Secretary-General also proposed to appoint a small team of experts to review other important aspects of the organization of the Secretariat, including the division of responsibilities of the various units and their interrelationship, and to make its recommendations to him.

The Fifth Committee took note of the proposals of the Secretary-General for the reorganization of the top echelon and decided to amend the United Nations Staff Regulations accordingly. It recommended a resolution to that effect, which was adopted unanimously by the General Assembly as resolution 2369 (XXII).

In January, the Secretary-General acted on the proposals to designate as Under-Secretaries-General the holders of all the eleven posts indicated above. The post of Under-Secretary-General in charge of Finance and Management would be filled later in the year. The Governing Council of UNDP endorsed the arrangements for implementation of the Secretary-General's proposals with respect to the Administrator of UNDP. The Governing Council also approved the proposal that for the duration of its existence the post of Co-Administrator should have a status equivalent to that of a senior deputy executive head of a major specialized agency and should be assimilated to the new level of Under-Secretary-General. At the same time the Gov-



erning Council authorized the Administrator to establish the level of the Assistant Administrators as equivalent to that of Assistant Director-General of a major specialized agency, this arrangement to be subject to review by a committee of experts.

In April, the Secretary-General announced the appointment of the seven members of the Committee of Experts on the Reorganization of the Secretariat.

#### RECRUITMENT

The guidelines for staff recruitment adopted by the General Assembly in 1962 were the subject of detailed consideration by the Fifth Committee at the Assembly's twenty-second session. The discussion focused upon the proportion of fixed-term to career appointments; on the proposed revision in the light of developments since 1962 of the basis for the establishment of the desirable range for the number of nationals of each Member State in the Secretariat; on the possible introduction into the system of desirable ranges of a factor to take into account the relative importance or "weight" of each post; and on measures to improve the linguistic balance in the recruitment of staff and to achieve a more equitable use of the working languages of the Organization in the Secretariat.

The Secretary-General in his report to the General Assembly on the composition of the Secretariat, which served as a basis for the Committee's discussion, noted that the number of Member States whose nationals were members of the Secretariat had increased from 94 out of 104 Member States in 1962 to 112 out of 122 in 1967 as a result of his efforts to recruit staff on as wide a geographical basis as possible in accordance with Article 101 of the Charter. All the regions except Eastern Europe approximated closely to their desirable range and Eastern Europe had advanced in terms of numbers of staff members from 114 in 1962 to 221 in 1967.

The Secretary-General recommended that the figure of 2,000 be adopted as the new base for the calculation of the desirable ranges for each Member State instead of the present figure of 1,500 which had lost its validity with the increase to 1,789 in the number of professional posts subject to geographical distribution. He recommended that the membership factor should be adjusted at the same time from a minimum entitlement for each Member State of one to five posts to a minimum of one to six posts and that the population factor should be adjusted at the same time from 100 to 130 posts. The possibility of introducing into the calculation a factor based on the importance or weight of posts was examined but the Secretary-General concluded that only marginal refinements would result.

With respect to the General Assembly's request in resolution 2241 B (XXI) that a study be made of the methods which could be used to ensure a more equitable use of the working languages of the Organization and a better balance among those languages in the recruitment of staff, the Secretary-General pointed out that while English, French and Spanish were working languages of the Assembly and the Economic and Social Council, the working languages of the Security Council, Trusteeship Council and the Secretariat were English and French. The distinction between working and official languages in the Secretariat had broad practical implications whereas the distinction in the other four principal organs had steadily diminished. The

factors controlling the use of languages in the Secretariat were chiefly external to it and serious administrative considerations would have to be taken into account if a linguistic criterion was incorporated into the recruitment procedures or if a language factor was introduced into the system of desirable ranges. The Secretary-General concluded that considerable advances had been made towards the goal of an effective Secretariat enjoying the confidence of all Member States and that only limited modifications in the system of calculating desirable ranges were required in the light of the changed circumstances in 1967. The system was not susceptible to easy or useful refinement by the application of weights or by the introduction of a linguistic factor but equity in the use of working languages by the Secretariat and a better balance among them in the recruitment of staff was best served by the continuing efforts to meet the desirable ranges at all levels.

Many delegations expressed their appreciation of the efforts of the Secretary-General and of the progress achieved towards the objectives set out by the Assembly in resolution 1852 (XVII), but it was generally recognized that much remained to be done. A number of delegations noted that the proportion of staff on fixed-term rather than career appointments had risen above the desirable proportion of 25 per cent to 30.6 per cent. Some stressed the influx of new blood into the Secretariat and of talents not otherwise available which resulted from the use of fixed-term appointments while others attached importance to the maintenance of a high proportion of staff on permanent appointments to ensure the continuity and efficiency of the Secretariat.

The Secretary-General's proposals for the revision of the base for calculating the desirable ranges were generally accepted. Concern was, however, expressed by a number of delegations at the distribution of staff, which they considered was not satisfactory, particularly in the higher policy-making posts of the Secretariat. Opposing views were expressed on whether to introduce a weighting factor in the calculation of desirable ranges.

The linguistic imbalance of the Secretariat, particularly at the senior levels, and the over-representation among English-speaking countries was deplored by many delegations which insisted that there should be no inequity between the working languages of the Organization. The possibility of Russian becoming a working language was discussed and the General Assembly took note of a request by the Fifth Committee that the Secretary-General should study the question of including Russian among the working languages of all principal organizations except, for the time being, the Secretariat and the International Court of Justice.

The introduction of a language bonus, as well as an accelerated programme of language instruction, was widely discussed as a means of improving the linguistic balance within the Secretariat. Opposition was expressed to the introduction of a bonus because of the difficulty of its administration and because of its budgetary implications which would affect the specialized agencies and other organizations applying the common system of salaries and allowances. At the conclusion of its debates, the Fifth Committee adopted two draft resolutions which were subsequently adopted by the General Assembly as resolution 2359 (XXII). In resolution 2359 A (XXII) the Assembly approved the measures outlined by the Secretary-General in his

report for the adjustment of the base for the calculation of desirable ranges and of the population and membership factors and requested the Secretary-General to include in his future reports a table showing the geographical distribution of posts prepared on a weighted basis. In resolution 2359 B (XXII) on the use of the working languages, the Assembly invited the Secretary-General to continue to take steps to achieve progress in the implementation of its resolution 2241 B (XXI) with a view to a better utilization of the linguistic abilities of the staff and a better balance among the working languages in the recruitment of staff at all levels and in particular at the higher level. It also invited the Secretary-General to take steps to ensure a linguistic balance within the Secretariat, including in particular the services responsible for the recruitment of staff, and the early introduction of an accelerated language instruction programme and of a bonus for professional staff who use two working languages, on the understanding that the bonus system would not be implemented before 1969 so that the Assembly could consider a report by the Secretary-General on the question at its twenty-third session.

In implementation of the resolution, measures have been taken to bring about further improvement in the geographical distribution of the staff and in its linguistic composition. Within the resources made available for 1968, the accelerated language instruction courses in English and French, begun on an experimental basis last September, have been placed on a continuing basis. Proposals have been worked out for the extension of the facilities for language instruction in 1969. Further proposals relating to the broadening of the linguistic proficiencies of the staff, including the introduction of incentives, will be submitted to the General Assembly at its twenty-third session.

As part of the preparatory work undertaken pursuant to the resolution, steps have also been taken, through the inter-agency co-ordination machinery, to formulate a common position on the institution of special incentives to encourage greater use of the working languages by the staff of the Secretariat.

#### CONDITIONS OF SERVICE

The broad-scale review of the principles of the United Nations salary system, undertaken by ICSAB in 1966 and resumed in 1967, led the Board to the formulation of new methods for fixing the salaries of staff in the professional and higher categories.

In putting forward its proposals the Board observed that the international civil service had been subject to dynamic growth in programme, membership, and diversity of personnel required. In the United Nations family of organizations there were in 1967 nearly 16,000 professional staff serving at approximately 500 duty stations throughout the world. The Board at the same time defined two considerations of fundamental importance to the structure of the remuneration system: (a) the level of over-all remuneration must be kept high enough to attract and retain staff from all Member States, including those with the highest salary levels in their own national services; and (b) the real value of the total remuneration, that is, its actual purchasing power, should, so far as possible, be the same at all duty stations.

The Board recommended that, since the recruitment of the professional personnel required by the interna-

tional organizations encountered competition not only from national civil services but also from the growing world market for the skills of such personnel, the United Nations salary rates should be set "on the basis of what may broadly be called 'world market rates' for the required skills". A review of the "world market rates", covering both home civil services and various expatriate services, should be conducted once in five years. Adjustments in salary in the intervening years between major reviews might be determined through the use of an international salary index constructed on the basis of salary movements in national civil services of the host countries of the United Nations and related agencies.

A report on the construction of an international salary index has been submitted to the Board for its consideration at the 1968 session.

#### COMPOSITION OF THE SECRETARIAT

The Secretariat of the United Nations consisted of 9,215 staff members on 31 May 1968. Of these, 7,284 were serving with the principal organs in the major organizational units of the United Nations and 1,931 were serving with specific subsidiary organs. Staff members holding appointments for a year or more and those holding probationary, regular and permanent appointments are included in these figures but not staff members on conference and other short-term service and certain local staff.

The 7,284 staff members serving with the principal organs consisted of 2,585 in the Professional and higher categories, 4,448 in the General Service and related categories and 251 in the Field Service category. They were serving with the following organs and offices: United Nations Headquarters, 3,564; United Nations Office at Geneva (except ECE), 796; Economic Commission for Europe, 194; Economic Commission for Asia and the Far East, 367; Economic Commission for Latin America, 416; Economic Commission for Africa, 340; United Nations Economic and Social Office in Beirut, 25; United Nations information centres, 256; Special missions, 468; International Court of Justice, 32; United Nations Conference on Trade and Development, 403; United Nations Industrial Development Organization, 423.

The 1,931 staff serving with specific subsidiary organs of the Organization consisted of 766 in the Professional and higher categories and 1,165 in the General Service and other categories. They were serving with the following organs: United Nations Children's Fund, 809; United Nations Development Programme (excluding local staff), 741; United Nations High Commissioner for Refugees, 272; United Nations Institute for Training and Research, 38; United Nations Relief and Works Agency for Palestine Refugees in the Near East (excluding local staff), 71.

A further 1,065 staff members were serving as technical assistance experts in projects managed by the Secretariat; 499 under the regular programme, 379 under the Special Fund programme and 187 under UNIDO and the special industrial services programme. Another 52 persons were engaged under the operational, executive and administrative programmes of the Organization with a status equivalent to that of national officials.

## INTER-AGENCY CO-ORDINATION

At its fifteenth session held in Geneva from 28 June to 12 July 1967, ICSAB considered the subject of common grading standards, the question of remuneration of staff in the General Service category and the principles of the salary system for staff of the professional and higher categories. In its report to the Administrative Committee on Co-ordination (ACC), the Board recommended a new approach to the question of establishing and revising salaries for the international civil service and a modified formula for payment of the education grant.

The Consultative Committee on Administrative Questions held its twenty-ninth session in Geneva from 18 to 30 March 1968.

The Committee, whose working arrangements have been revised by ACC in order to enable it to give greater attention to financial and budgetary matters, agreed on a number of measures to be taken in implementation of the recommendations of the *Ad Hoc* Committee of Experts to Examine the Finances of the United Nations and the Specialized Agencies.

In regard to personnel matters, the Committee agreed upon reports to be submitted to ICSAB on the construction of an international salary index, staff consultation, common grading standards and language staff co-ordination.

The Committee also agreed to seek the advice of ICSAB on the institution of incentives for greater use of working languages by professional and higher level staff and on certain aspects of the system of establishing general service salaries.

The Expert Committee on Post Adjustments held its tenth session at Geneva in April 1968. In its report to ACC, the Committee proposed the establishment of a new special index for Geneva, designed to measure the movement of the cost of living over a period of time and to be computed by the Swiss Federal Office of Statistics. It also proposed a revision in the level of the post adjustment index for New York to take account of rentals paid by international staff.

As regards other headquarters duty stations, the Committee proposed revisions in the post adjustment indexes for Rome and Vienna on the basis of new cost-of-living data and interpreted the results of the new surveys of the cost of living in Paris and Montreal as confirming the existing post adjustment indexes for these two locations.

### 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 relevant services of the secretariats of the regional economic commissions provide the interpreters, translators, précis-writers and revisers, and also the requisite assistance from the various editorial, conference and documents units, for all United Nations meetings and other meetings held under United Nations auspices. With the establishment of UNIDO at Vienna in 1967, similar arrangements were made there in co-operation with IAEA.

Difficulties continued to be met in servicing the growing number of meetings and conferences, and in coping with the increasing volume of documentation. The

concern expressed by the Advisory Committee on Administrative and Budgetary Questions that the problems of locating and recruiting the hundreds of qualified technical staff needed to service such conferences had assumed proportions so great as to raise doubts whether all the conferences scheduled for 1968 could be staffed adequately, has indeed been justified by events. As a result it has sometimes not been possible to accommodate some of the meetings that were desired, and in a number of cases documentation has not been available on time in all the necessary languages. The following figures illustrate the trend at Headquarters:

	1963	1966	1967
Meetings held .....	2,100	2,561	2,492
Interpreter assignments .....	13,400	16,819	16,185
Meetings provided with:			
Verbatim records ...	400	399	436
Summary records ...	989	1,183	1,240
Pages of translation (in all languages) .....	153,000	209,900	227,500
Pages of typing (in all languages) .....	371,750	416,532	404,099
Pages edited for inclusion in official records	84,500	89,617	102,190
Page-units reproduced internally .....	346,000,000	511,738,263	594,666,490

The trend at the Geneva Office is illustrated by the number of meetings of United Nations bodies held there:

	1963	1966	1967
Meetings held .....	2,143	2,422	2,896

In its resolution 2239 (XXI), the General Assembly expressed its conviction of the need to achieve a proper balance each year between the calendar of meetings and conferences desired by Member States and the resources, both human and material, available to the Organization for this purpose and established a Committee on Conferences to draw up a yearly calendar for approval by the General Assembly. The Committee on Conferences met in 1967 and submitted a calendar of conferences and meetings for 1968 but, as the Committee indicated in its report, it was primarily concerned at its first session with acquainting itself with the dimensions of the problems. The Committee has resumed its work and will submit a further report to the General Assembly at its twenty-third session.

The General Assembly, at its twenty-second session, adopted resolution 2292 (XXII) containing a number of specific recommendations to United Nations organs and requests to the Secretary-General relating to the control and limitation of documentation. The Secretary-General is taking the steps requested of him by the resolution and is bringing it to the attention of all United Nations bodies as they meet. It is not possible to foresee the results of this action or to predict whether any reductions that may be achieved will offset the growth of documentation which may be expected as a result of the increased activity of the Organization.

To alleviate the contractual printing budget, more use was made of the internal reproduction capacities. The acquisition, in 1967, of heavier and more up-to-date printing equipment has made it possible to reproduce internally the increased volume of documentation and at the same time to alleviate the contractual printing budget by making greater use of internal facilities for

the processing of the documentation for international conferences.

The amount of budgeted work processed internally, based on outside prices, corresponded to \$489,986 in 1967 as compared to \$468,727 in 1966, not taking into account the savings resulting from the internal reproduction of the documentation prepared for international conferences. The internal facilities were also used to a greater extent for the processing of various papers on economic and social questions and for statistics.

Printing expenditures in the Headquarters area represented 37.34 per cent of the total as compared to 34.28 per cent the previous year.

The sales programme was further developed and dissemination of United Nations information increased substantially during the year. It is estimated that the sales programme will reach a gross total of \$1,365,000 in 1968 as compared to \$1,104,215 for 1967.

#### LIBRARY SERVICES

The growth in the membership and activities of the Organization has been reflected in increased demands made upon library services. In the past year the Dag Hammarskjöld Library received 13 per cent more books, documents, periodicals and other printed matter than in 1966; it catalogued 9 per cent more books, replied to 9 per cent more reference queries, loaned 13 per cent more volumes and indexed 100 per cent more periodical articles than in the previous year.

The fact that in 1967 the General Assembly was in almost continuous session from the latter part of April increased the pressure on the Library services. A report entitled "*Questionnaire on documentation needs of the Secretariat and of the missions and delegations to the United Nations*" showed that there was an overwhelming demand among the missions and in the Secretariat for considerably expanded indexing and other bibliographical services. The increase in the pressure of work was not accompanied by a corresponding increase in the numbers of the staff. The growing discrepancy between the relatively slow increase in the staff and the far more rapid rise in the volume of its work was emphasized by some delegations on the Fifth Committee at the twenty-second session of the General Assembly.

The situation as regards indexing is particularly serious. The production of United Nations and specialized agencies documents has grown from 81,000 in 1959 to 156,000 in 1968. Without the necessary budgetary support the Library cannot keep abreast of the mounting tide of documentation. The proportion of published documents indexed during the 1964-1967 period decreased from 8.2 to 6.9 per cent. The number of documents that have not been indexed has reached a total of 1,215,000. This backlog is likely to grow by 120,000 to 140,000 each year.

Since the present conventional means and methods of storage, information retrieval and indexing of United Nations documents appeared inadequate to cope with the rising demand for services and the ever-increasing number of documents produced, new and more appropriate methods had to be considered and developed as fast as possible. In searching for ways and means to solve this problem, the Library continued in 1967 the investigation of the possibility of applying computer techniques to the indexing and control of United

Nations documentation. An experiment in the production of a number of indexes in English, French, Russian and Spanish was successfully conducted to test the proposed computer-aided indexing system and to lay the groundwork for its operation. From all indications it would seem that the full indexing of the United Nations documents can be accomplished with a rather modest budgetary appropriation. It must be emphasized in this connexion that, if it is not properly indexed, the rapidly growing United Nations documents collection and the information it contains will remain a useless heap of paper, inaccessible to users and researchers. A pilot project on the microficheing of United Nations documents was conducted in parallel.

The replies to the 1966 questionnaire to the United Nations depository libraries were analysed in 1967 by the Library and a report on the results was submitted to the Publications Board. Revised texts of the "Principles governing United Nations depository libraries" and of the "Instructions for depository libraries receiving United Nations material" were also prepared by the Library and approved by the Publications Board.

### C. Financial questions

#### 1. Budgetary and related matters

##### REGULAR BUDGET

During its twenty-second session, the General Assembly, by its resolution 2362 (XXII) of 19 December 1967, approved revised gross appropriations for 1967 in the amount of \$133,084,000 and revised estimates of income amounting to \$22,652,894, including \$13,472,800 as income from staff assessment. By resolution 2363 (XXII), the Assembly approved gross appropriations for 1968 in the amount of \$140,430,950 and adopted income estimates amounting to \$14,620,700 for income from staff assessment and \$9,014,300 for other income for a total estimated income of \$23,635,000.

The gross budget expenditure, including unliquidated obligations, for 1967 amounted to \$131,486,813. Income from staff assessment was \$13,654,512 and from other sources \$8,933,212, leaving a net expenditure of \$108,899,089.

The balance in the surplus account on 31 December 1967 was \$3,280,256 after \$2,899,512 had been applied as a credit against the contributions of Member States for 1967.

The initial budget estimates for 1969, forming part of the documentation for the Assembly's twenty-third session, anticipate a gross expenditure of \$140,520,210. Income from staff assessment is estimated at \$16,500,000 and other income at \$8,516,440, leaving an estimated net expenditure of \$115,503,770.

##### WORKING CAPITAL FUND

By its resolution 2365 (XXII) of 19 December 1967, the General Assembly established the Working Capital Fund for the financial year 1968 at \$40 million, the advances from Members to the Fund being according to the scale of assessments for the 1968 budget.

At the end of May 1968, there was an unpaid balance of \$452,000 in respect of advances due from Member States.



Under the authority granted by the General Assembly in resolution 2365 (XXII), paragraph 5, the Secretary-General had, as of 31 May 1968, made advances from the Fund, totalling \$39,548,000 as follows: for unforeseen and extraordinary expenses, \$39,528; for self-liquidating purchases and activities, \$380,334; towards the financing of the United Nations Emergency Force, \$11,943,392; and for financing regular budget expenditure pending receipt of assessed contributions, \$27,184,746.

#### CONTRIBUTIONS TO THE REGULAR BUDGET

The contributions of Member States to the United Nations regular budget for 1968 were established under General Assembly resolution 2363 C (XXII) of 19 December 1967, on the basis of the scale of assessment

	1968	1967	1966	1965	1964
	\$	\$	\$	\$	\$
Total assessments .....	119,207,685	109,413,985	105,129,231	91,897,565	85,194,632
Payments received .....	26,805,239	83,980,088	99,141,523	90,568,294	85,169,600
Balance due .....	92,402,446	25,433,897	5,987,708	1,329,271	25,032

#### SPECIAL ACCOUNT FOR THE UNITED NATIONS EMERGENCY FORCE

For the last completed year, 1967, the gross budget expenditure, including unliquidated obligations, for the maintenance and operation of the United Nations Emergency Force and covering its withdrawal, amounted to \$11,395,107.

The General Assembly, in its resolution 2304 (XXII) of 13 December 1967, took note of the revised cost estimates submitted by the Secretary-General for the financial year 1967 in the amount of \$11,396,000. In the same resolution the General Assembly decided that, in connexion with any necessary expenditures after 31 December 1967 relating to the disposal of United Nations-owned equipment and supplies and the termination of the Force, including the closing of the accounts, the Secretary-General, with the concurrence of the Advisory Committee on Administrative and Budgetary Questions, would be authorized to utilize for those purposes, to the extent required, any balance remaining as at 31 December 1967 in the Special Account and, notwithstanding the provisions of rule 104.1 of the Financial Rules for the Special Account, the proceeds from the sales or other disposition, after 31 December 1967, of United Nations-owned property.

The balance in the Special Account as of 31 December 1967 was \$3,306,943, consisting of unspent appropriations in the amount of \$2,781,629 and miscellaneous income in the amount of \$525,314.

#### *Ad Hoc* ACCOUNT FOR THE UNITED NATIONS OPERATION IN THE CONGO

By its resolution 1885 (XVIII) of 18 October 1963, the General Assembly decided that, in connexion with any necessary expenditure after 30 June 1964 relating to the disposal of United Nations-owned equipment and supplies and the termination of the Operation, including the closing of the accounts, the Secretary-General, with the concurrence of the Advisory Committee on Administrative and Budgetary Questions, would be authorized to utilize, to the extent required, any balance remaining in the *Ad Hoc* Account. The amount utilized for the year 1967 totalled \$13,009.

for 1968, as approved by the General Assembly in resolution 2291 (XXII) of 8 December 1967.

In terms of resolution 2291 (XXII), the Secretary-General was authorized to accept a portion of the contributions of Member States for the years 1968, 1969 and 1970 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 other currencies for 1968. Three Member States have so far availed themselves of this prerogative.

As of 31 May 1968, the status of the contributions to the regular budget for 1968 and prior years was as follows:

The amount on surplus account as of 31 December 1967 was \$35,906,850. This amount consisted of \$33,049,705, derived from the unencumbered balances of the appropriations for 1960 to 1964 inclusive, and the 1965, 1966 and 1967 allotments, as well as miscellaneous income from 1961 to 1967 in the amount of \$7,254,895, less an amount of \$4,397,750 transferred to finance the liquidation of the Operation during 1964, 1965, 1966 and 1967 pursuant to General Assembly resolution 1885 (XVIII).

#### SPECIAL ACCOUNT FOR THE UNITED NATIONS FORCE IN CYPRUS

In its resolution 186 (1964) of 4 March 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 247 (1968) of 18 March 1968, which provided for an extension to 26 June 1968.

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 9 March 1968, the Secretary-General stated that the estimated costs to the United Nations of maintaining the Force from its inception on 27 March 1964 to 26 March 1968 totalled \$84,435,000, and that the estimated costs to the Organization for a three-month extension beyond 26 March 1968 would be \$5,765,000. Accordingly, the total costs to the Organization from 27 March 1964 to 26 June 1968 were estimated to be \$90,200,000. This estimate included provision for the final repatriation of contingents and for subsequent liquidation costs. It did not, however, take account of the extra costs which were being borne by Member States providing contingents and units to the Force—namely, Australia, Austria, Canada, Denmark, Finland, Ireland, New Zealand, Sweden and the United Kingdom.

As of 31 May 1968, total pledges of voluntary contributions received were \$80,367,845. Accordingly, a



total additional amount of 2,832,155 was required to fulfil past commitments and maintain the Force until 26 June 1968.

## 2. Administrative and budgetary procedures of the United Nations

### *Ad Hoc* COMMITTEE OF EXPERTS TO EXAMINE THE FINANCES OF THE UNITED NATIONS AND THE SPECIALIZED AGENCIES

The General Assembly, by its resolution 2150 (XXI) of 4 November 1966 unanimously approved the recommendations contained in the second report of the *Ad Hoc* Committee and invited the Secretary-General to submit to it at its twenty-second session a report on the implementation of those recommendations. Accordingly, an initial report was submitted to the General Assembly at that session and, in response to resolution 2360 (XXII) of 19 December 1967, a more detailed report on 16 April 1968, indicating the positions and action taken or to be taken by individual organizations on each of the recommendations of the *Ad Hoc* Committee in so far as they were addressed to them.

In accordance with one of the main recommendations of the *Ad Hoc* Committee a Joint Inspection Unit was established with effect from 1 January 1968. After consulting with ACC, the Secretary-General appointed as members candidates nominated by the following Member States: Argentina, France, India, the United Kingdom of Great Britain and Northern Ireland, the Union of Soviet Socialist Republics, the United Republic of Tanzania, the United States of America and Yugoslavia. The Unit is based in Geneva and the inspectors have met with the Executive Heads of the various organizations both individually and collectively. It has been agreed that contact would be maintained between the Unit and the ACC on matters of common interest.

## D. General services

The shortage of office, parking and documents storage space remained a major problem. The documents storage situation has been somewhat eased by the rental of outside warehouse space. Unless a long-range solution to the space problem as a whole can be found, the costly expedient of renting outside accommodation may have to be resorted to, not only for storage purposes but also for office space. Governmental authorities and interested civic organizations are continuing to carry out surveys in their endeavours to find a long-term solution and it is anticipated that a detailed report on the matter will be submitted to the General Assembly at its twenty-third session.

Improvements and major buildings repairs at Headquarters included the automation of additional elevators in the Secretariat building, the air-conditioning of certain working areas in the second and third basements, the replacement of telecommunications facilities in two conference rooms, the installation of an electronic fire alarm system in the General Assembly and Conference Buildings, and the waterproofing of the Conference Building roof. The Office of General Services continued to give technical advice and assistance in the planning and execution of various construction projects for United Nations buildings, particularly in connexion with the extension, costing \$15 million, of the conference facilities at the Palais des Nations in Geneva.

The expansion of technical co-operation programmes continued to place heavy demands on the procurement and contracting services. Orders exceeding \$20 million for goods and services were placed during the period under review and of this total approximately 50 per cent represented expenditures in connexion with technical co-operation and UNDP projects administered by the United Nations. The increase in the activities of the Organization was also reflected in the costs of travel arranged by the Purchase and Transportation Service, which amounted to \$6 million.

The Office of General Services provided administrative and financial services for the Office of the Secretary-General's Special Representative in the Near East from 11 July to 1 September 1967 and the United Nations Middle East Mission established in November 1967. Similar support was also given to all other political missions as well as those concerned with Non-Self-Governing Territories and trusteeship matters. To cope with the situation resulting from the developments in the Middle East in June 1967, the United Nations Truce Supervision Organization (UNTSO) was significantly strengthened. At the same time emergency and long-range plans were put into operation for the liquidation of UNEF. As much equipment and material from UNEF as possible were transferred to other United Nations activities such as UNRWA.

The communications needed to service these many field operations as well as the regional economic commissions in Asia and Africa required particular attention during the year. The UNTSO communications centre, which had been destroyed in June 1967, was replaced and extended to service new areas such as the Suez Canal Zone; the internal network of the United Nations Military Observer Group in India and Pakistan was modernized and new equipment installed. The network is now based on radio teletype and the installation of teletype equipment in Bangkok has been completed, so that the United Nations offices in Geneva, Jerusalem, Karachi and Bangkok are now linked with Headquarters by the Organization's own teletype network. Efforts continued to be made to limit the cost of all forms of communications despite the growing volume of letters, cables and telephone calls to and from Headquarters. The expansion in colour television transmission and video tape recording at Headquarters has also extended the technical services of the Department and placed new demands on the engineering staff.

During the year the United Nations Postal Administration not only achieved a record sale of stamps amounting to nearly \$4 million but also made its exhibits, film strips and displays on United Nations activities available to millions of viewers. The sale of stamps was particularly influenced by the popularity of the United Nations Art series which featured reproductions of the Chagall window and the Henrik Starcke statue in the Trusteeship Council. Moreover, the special issue which was valid for postage only at the Pavilion on the United Nations at EXPO '67 in Montreal proved to be of great interest to collectors. In addition to the general publicity on the United Nations generated by the United Nations Postal Administration at the pavilion in Montreal, the Postal Administration organized and conducted a mobile philatelic exhibit which toured Switzerland, France, Spain and the United Kingdom, publicizing United Nations stamps and the programmes they depict.

## REFERENCES

**A. Staff administration**

For relevant documents, see:

- (a) *Official Records of the General Assembly, Twenty-Second Session*, agenda items 73, 74, 79, 82 and 83;
- (b) E/4486, paras. 103-109.

**B. Meetings and documents services**

For relevant documents and a list of relevant records, see *Official Records of the General Assembly, Twenty-second Session, Annexes*, agenda items 75 and 81.

**C. Financial questions**

For relevant documents see:

- (a) *Official Records of the General Assembly, Twenty-second Session, Annexes*, agenda items 21, 73, 77 and 80;
- (b) *Official Records of the General Assembly, Twenty-second Session, Supplement No. 5 (A/6705), Supplement No. 5A (A/6705/Add.1) and Supplement No. 7 (A/6707)*.
- (c) *Official Records of the General Assembly, Twenty-third Session, Supplement No. 5 (A/7205), Supplement No. 5A (A/7205/Add.1) and Supplement No. 7 (A/7207)*.



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