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*Thirty-ninth session*

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*President* : Mr. A. MATSUI (Japan)

*Present* :

Representatives of the following States, members of the Council: Algeria, Argentina, Austria, Canada, Chile, Czechoslovakia, Ecuador, France, Gabon, Iraq, Japan, Luxembourg, Pakistan, Peru, Romania, Union of Soviet Socialist Republics, United Kingdom of Great Britain and Northern Ireland, United States of America.

Representatives of the following States, additional members of the sessional committees: Cameroon, Denmark, Ghana, India, Iran, Madagascar, Mexico, United Arab Republic, United Republic of Tanzania.

Observers for the following Member States: Bulgaria, Greece, Italy, Philippines, Sweden, Tunisia, Zambia.

Observers for the following non-member States: Federal Republic of Germany, Holy See, Switzerland.

Representatives of the following specialized agencies: International Labour Organisation, Food and Agriculture Organization of the United Nations, International Bank for Reconstruction and Development, World Health Organization.

The representative of the International Atomic Energy Agency.

AGENDA ITEM 31

**Report of the United Nations High Commissioner for Refugees (E/4058 and Add.1)**

1. Mr. SCHNYDER (United Nations High Commissioner for Refugees), introducing his annual report (E/4058 and Add.1), said that the General Assembly had entrusted the protection of refugees to the High Commissioner and had later authorized him to collect voluntary contributions to help countries of reception. Nevertheless, the work of international co-operation on behalf of refugees, of which UNHCR was one of the driving forces, went far beyond the limited assistance which the Office of the High Commissioner itself could provide.

2. As refugee problems were continuously changing, the action of the Office had to be continuously adapted to the requirements of changing circumstances. When suddenly confronted with the many new problems which had arisen, particularly in Africa, UNHCR had been none the less able to round off the activities undertaken on behalf of the "old" European refugees and to initiate the new current programme of assistance. That programme had successfully undergone the test of events during the past year and had undoubtedly been assisted by General Assembly resolutions which had enabled the High Commissioner to use the good offices procedure hitherto reserved for refugees not coming within his mandate.

3. The problem of the refugees from Rwanda, which had been complicated by the disturbances in the Congo (Leopoldville), where the refugees had found asylum, had overshadowed all others. Not only had the implementation of the plans drawn up for the settlement of those refugees had to be partially suspended in the areas of Kivu province most directly affected by the disturbances, but those events had led the Government of the Congo to issue an order for the expulsion of the refugees from Rwanda; although that order had not been carried out in practice, it had none the less seriously disturbed the mass of those refugees. It was to be hoped that the order would shortly be rescinded and that it would be possible to resume the implementation of the programme for the settlement of those refugees drawn up in co-operation with the International Labour Office.

4. In Burundi, where the settlement of more than 35,000 refugees was proving difficult because of the country's small size and limited resources, arrangements had been made, at the urgent request of the Government, to transfer 10,000 of the refugees to Tanzania. Thanks to the sympathetic attitude of the Tanzanian Government, a plan had been drawn up for their settlement in the Mwesi area, and the World Lutheran Federation had assumed responsibility for its execution. But when the time had come to make the transfer, it had been found that the tribal chiefs were opposed to the move. The preparations made had not, however, been in vain, because the Tanzanian authorities had agreed to accept a group of 3,000 other refugees of the same origin, but coming from the Congo (Leopoldville), in order to reduce the number of refugees in the Kivu area. As circumstances precluded any crossing of the adjacent frontiers by land, the refugees had been transferred by air.

5. New plans had therefore had to be prepared in Burundi for the settlement of the refugees who had remained in the country and of the further refugees who had taken refuge there from the Congo. Those plans, which provided for the settlement of 25,000 refugees in

the Muger district had been drawn up after consultation with the competent international organizations and would be put into effect under the supervision of a governmental body, the King Mwambutsa IV Fund, with assistance from a Belgian non-profit-making organization, the *Association internationale du développement rural outre-mer*. The zonal development plan established in co-operation with the International Labour Office was making satisfactory progress.

6. Among the other governments which had appealed for the assistance of UNHCR, he would mention Uganda, which was sheltering some 50,000 refugees from Rwanda as well as several thousand refugees from Sudan and about 30,000 refugees from the Congo; Tanzania, where there were 10,000 refugees from Mozambique in addition to 15,000 from Rwanda; Senegal, with 50,000 refugees from Portuguese Guinea; and the Central African Republic, which had several hundred refugees from Sudan and from the Congo. At the same time, the High Commissioner's Office was continuing the implementation of the last major aid programme on behalf of the "old" refugees.

7. The problems raised by refugees in Africa illustrated the aims of UNHCR and the methods used to achieve them. The first of those aims was obviously to encourage the African countries in the liberal and generous policy of asylum which they had adopted from the outset, despite the numerous difficulties which beset them. The nature of the action taken by UNHCR was determined by the kind of solution that the African countries themselves had in mind or could apply to those problems; that solution, generally speaking, lay in the local settlement of the refugees on the land. For those reasons and because developing countries were involved, UNHCR had had to seek, to a far greater extent than in the past, the co-operation of the United Nations agencies which were already in the field and whose activities were directed towards economic and social advancement — TAB, FAO, UNESCO, WHO and the World Food Programme. Moreover, steps were taken to ensure that those programmes for refugees could be incorporated in plans covering the entire population. A steadily increasing degree of co-ordination was thus developing at the various levels.

8. The High Commissioner's Office was naturally concerned to foresee how the refugees would fare after the measures to provide them with tools and limited assistance to meet their immediate needs had taken effect. There again, his Office turned to the specialized agencies of the United Nations, asking them, where appropriate, to help governments continue the work it had begun. In so doing, the Office was acting in accordance with its consistent policy, as determined by its mandate and by the directives received from the Executive Committee of the High Commissioner's Programme.

9. The programme itself retained its essentially complementary character and was continuing to play its proper part as a stimulus or catalyst. The considerable supporting contributions illustrated the complementary character of the programme, as did the implementation of bilateral agreements and the co-operation of voluntary agencies.

10. At its thirteenth session the Executive Committee of the High Commissioner's Programme had had to raise the financial target for the 1965 programme from \$3.2 million to \$3.5 million (see E/4058/Add.1). The increase in needs raised a very serious financial problem to which he wished to draw the attention of the governments represented on the Council. They could rest assured that UNHCR was doing its utmost to limit the financial effort asked of them, but he thought it permissible to request them in return to raise their contributions to the level necessary to finance in full that minimum programme. It was encouraging to see that the number of countries contributing to the financing of the programme had risen from thirty-five in 1963 to fifty-two in 1964; but the fact remained that many of the new contributions could only be regarded as token contributions.

11. At the same time, the Office of the High Commissioner did not forget that the protection of refugees was its main reason for existence and it followed step by step the development of legislation concerning them. A forty-eighth country — Congo (Leopoldville) — had acceded to the 1951 Convention relating to the Status of Refugees, which was indeed the refugees' charter. No doubt, some slight changes were desirable in the Convention; in particular, its universal character could be confirmed by eliminating the date line of 1 January 1951 which prevented its immediate and automatic application to new groups of refugees. That question had been considered by the Colloquium on Legal Aspects of Refugee Problems, attended by eminent jurists, which had met at Bellagio, Italy, in April 1965.

12. There was one principle which the High Commissioner's Office regarded as specially important: the need to deal with refugee problems without any political bias and at a purely humanitarian level. He therefore welcomed the fact that the Organization of African Unity, with which his Office was now in constant contact, was engaged in drawing up certain provisions concerning the implications of refugee problems to regulate relations between African States.

13. Mr. BOUATTOURA (Algeria) recalled that his country had been represented on the Executive Committee since the latter had been enlarged. Algeria had come up against the refugee problem at the time when it was struggling for its national liberation. At that time, despite difficulties of a "legal" description, UNHCR had been anxious to meet its obligations.

14. His delegation noted with interest that the programme devoted to the "old" refugees was on the way to completion. The scene of UNHCR's work was now in places outside Europe, and particularly in Africa. As the High Commissioner had rightly pointed out, the African countries of asylum, whose resources were very limited, needed help from the international community in dealing with the flow of refugees. Where there was no freely agreed repatriation, the refugee must be integrated, for the African countries had adopted a very liberal reception policy. The problem was being solved gradually by co-ordinated action; and the work of UNHCR which was both realistic and constructive, was happily directed towards that objective. But it was urgent to provide an

adequate framework for the solution of refugee problems in Africa, which would be very likely to spread.

15. The High Commissioner's programme was, it must be admitted, a very modest one, so far as the resources available were concerned. UNHCR certainly had a part to play as catalyst, and in that capacity it could and should institute a many-sided international co-operation; but the High Commissioner must have the means of financing his activities, for they represented the indispensable minimum. It was encouraging to note that the number of countries which had made voluntary contributions had increased, and it was to be hoped that the number would rise further in order to meet a task of growing dimensions.

16. The High Commissioner had very rightly stressed the universality of UNHCR. It was important that the 1951 Convention, whose scope was now limited, should once more become a universal one. The Government of Algeria had attached importance in that connexion to the colloquium of jurists held in Italy, to which it had sent its Minister of Justice as delegate. He supported the recommendation of the colloquium that the option to adhere to the Protocol should not be limited to the States which were parties to the 1951 Convention but should be open to all States.

17. His delegation noted with pleasure the establishment of working relations between UNHCR and the Organization of African Unity. The effort to co-ordinate work on a regional basis with that of the international community as a whole was creditable to both sides. The relations so instituted should be developed so that the Organization of African Unity could have the benefit of UNHCR's experience and resources in dealing with the problems arising from the influx of refugees, for those problems threatened the stability which was indispensable to Africa.

18. Mr. RAE (Canada) noted that during the past few years the efforts of UNHCR had been extended from the still incompletely resolved problem of the refugees in Europe to the problems of refugees in other continents, notably Africa. The High Commissioner must obviously be in a position to act quickly if the countries of first asylum were to continue their current generous policy, which, in the present difficult conditions, was most praiseworthy. Those countries needed the help which the international community, stimulated by UNHCR, could provide.

19. In those new refugee situations, which arose very suddenly and required rapid decisions, UNHCR had displayed a remarkable degree of flexibility. The governments concerned, aided by the High Commissioner and his staff, by the voluntary agencies and by specialized agencies like the ILO and FAO, had worked tirelessly and successfully to resettle the refugees quickly before the situation could deteriorate and cause serious local problems.

20. There must be no neglect of the less spectacular but essential task of UNHCR: to provide legal protection for those who had no government to which they could turn.

21. The Government and people of Canada would continue to support the High Commissioner's work. In dealing with the problem of the "old" refugees, it was essential that the flow of refugees from the countries of first asylum to the countries of resettlement should suffer no interruption, and that the refugee camps should not again make their appearance. To that end, Canada had received more than 300,000 refugees since the end of the Second World War. During World Refugee Year, Canada had accepted a number of tubercular refugees, of whom only one was still in hospital. His Government had recently agreed to examine the applications of certain tubercular refugees in Italy, Austria and Germany, and had undertaken to admit them provided suitable sponsors could be found.

22. The new refugee situations raised real and difficult problems, in dealing with which certain general guide lines should be followed. On the one hand, the good offices role of UNHCR should be borne in mind, and also its functions as a catalyst and the need to act quickly in new situations to prevent the problems from growing so much more serious as to become insoluble. On the other hand, there was the need to achieve concerted action between the various United Nations agencies operating in the field, the governments immediately concerned, and the voluntary agencies; the question should be, not whether a job should be done, but rather how it should be done and who should do it. Moreover, since the High Commissioner was there to provide his good offices, his main aim should be to help the governments concerned to find solutions for refugee problems, the long-term responsibility being assumed by the receiving governments. Lastly, since the resources available to the Office were limited, so were the tasks it could undertake, and a rigorous order of priorities should be established. In following those guidelines, the human factor must not, of course, be lost sight of.

23. He drew the Council's attention to the important statement made by the High Commissioner at the thirteenth session of the Executive Committee of the High Commissioner's Programme concerning the work of his Office (see E/4058/Add.1).

24. Mr. NADIM (Iran) said that the number of refugees in Iran was small, so that the refugee question was not acute there. Moreover, Iran had many economic problems to face and was not able to make any considerable contribution to the financial effort required to carry out UNHCR's humanitarian task. However, his country had never ceased to support the High Commissioner's work and to contribute thereto within the limits of its resources. He had had occasion to state his view on UNHCR's work as a member of the Executive Committee of the High Commissioner's Programme, but his delegation wished to emphasize a few other questions which in its view were of particular importance.

25. The question of the "old" refugees in Europe was in process of final settlement. The High Commissioner had given the necessary attention to the problem of Cuban refugees in Spain. Mention should also be made of other complex problems which had arisen in various parts of Africa — in Rwanda, Sudan and Portuguese Guinea.

Further, there was the question of the refugees in Asia, including the Tibetan refugees in India and Nepal, and the Chinese refugees.

26. The resources at the High Commissioner's disposal were small and the tasks which fell to him were very heavy; nevertheless, adopting a realistic approach, he had been able to deal with all the problems arising and to carry out the programmes envisaged, particularly so far as the refugees in Europe and Africa were concerned.

27. His delegation was grateful to UNHCR for the help already extended to refugees from Macao and Tibet, and it considered that the urgency, scope and complexity of African refugee problems should not be allowed to divert the attention of UNHCR from the refugee problems of other regions, particularly Asia, a continent in which the efforts of the developing countries were not adequate to deal with the complex issues involved.

28. His delegation once more emphasized the importance of the question of the financial resources available to UNHCR. The contributing countries represented barely half the Member States. There should be more contributors, even if some contributions were small and symbolic, for such an increase would both improve UNHCR's financial situation and give the Office and the refugees themselves moral support.

29. It was obvious, however, that even if the number of contributing States increased, the resources available would not be sufficient to meet all needs. The function of UNHCR was rather to stimulate, on the one hand, international co-operation, and, on the other, the goodwill and resourcefulness of governments; and that function the Office could be said to be discharging.

30. The High Commissioner had very rightly stressed the importance of co-operation between governments as well as of the co-ordination of UNHCR's work with that of governments, the specialized agencies and the non-governmental and regional organizations. The efforts of UNHCR depended for their success on the willingness of all those parties to co-operate, and it was only by such close collaboration that the urgent economic and social development projects for the refugees could be carried out.

31. Mr. VIAUD (France) congratulated UNHCR on the work it had accomplished and deplored the fact that, twenty years after the end of the Second World War, mankind was still confronted with the spectacle of populations uprooted from their natural environment and obliged to live in precarious conditions. There was some consolation to be found in the profoundly humanitarian nature of the High Commissioner's activities. For a long time, those activities had been confined to Europe, but the High Commissioner had found a way of adapting them to new circumstances, and the good offices procedure which the General Assembly had authorized had enabled him to concern himself with the fate of many refugees in need of protection.

32. Aid to African refugees was the more difficult since the economic and social structures of the host countries were entirely new and often those countries were very

poor: they could offer asylum only in the strict sense of that word and the refugees were exposed to conditions of under-development and unemployment. There was therefore an urgent need to give material aid to the refugees in question, whose first requirement was a chance to survive.

33. The activities of UNHCR must necessarily be limited in scope, but the Office should encourage international co-operation between countries, international agencies and voluntary agencies in helping the refugees. France was gratified at the efforts made in those host countries which had understood that acceptance of refugees must be accompanied by substantial economic aid; it wished to pay a tribute in particular to the efforts made by Senegal and Tanzania, and to the joint attempt by the ILO and FAO in Burundi to get refugees and local populations working together on rural development. More such integrated programmes should be instituted as a means of helping the refugees to settle down in host countries.

34. The High Commissioner's budget had been kept within acceptable limits in view of the resources on which he could hope to count. A rapid increase in the number of contributing countries was nevertheless desirable.

35. France was prepared to continue its support of UNHCR, which was doing good, constructive work.

36. Mr. BILLINGHURST (Argentina) said that, if its work were placed in the right perspective, the establishment of UNHCR would be seen to have met a real need and to have been inspired by true humanitarian motives. The circumstances which had led to the creation of UNHCR had, unfortunately, been repeated as a result of social and political events, and the High Commissioner was now faced with an immense task in Africa, where thousands of persons had to be resettled and integrated into new social and occupational environments. The Argentine delegation wished to congratulate the High Commissioner on the programme he was carrying out in the field of rural development in collaboration with the specialized agencies, and particularly with the ILO. The High Commissioner was especially to be commended for the work done during the current year, and the Argentine delegation wished him every success.

37. Mr. GMOSER (Austria) observed that refugee problems were always linked with economic and social problems, and that it was one of the Council's main tasks to find a solution for such problems. No country had admitted more refugees than had Austria, in relation to its size and economic capacity.

38. There had been, first of all, the refugees who had streamed into the country immediately after the Second World War and had had to be lodged and fed. Despite considerable international aid, Austria had had to make large budgetary allocations for assistance to them. Today, of the thirty-six refugee camps which had existed after the war, only one was left: it accommodated eighty families and those would be housed elsewhere in 1965. Austria had built more than 3,000 housing units for refugees, at a cost of 400 million Austrian schillings, of which 55 million schillings had been provided by the International Committee for the Organization of World

Refugee Year, and 80 million schillings by the Federal Republic of Germany. UNHCR had financed the construction of 180 housing units in Austria. At the present time, the Austrian authorities were completing the construction of dwellings for 1,350 families of disabled or invalid refugees.

39. Other groups of refugees had subsequently arrived, and most of those, thanks to international assistance and the co-operation of the Intergovernmental Committee for European Migration had been sent on to other countries; the remainder had been settled in Austria itself.

40. Refugees often raised very delicate problems in the host countries, particularly legal problems when cases did not exactly correspond with those for which provision had been made in the 1951 Convention relating to the Status of Refugees. In view of its neutrality, Austria was obliged to be completely impartial in the matter of admitting refugees; it took no decision in regard to the right of asylum without the agreement of UNHCR. He associated himself with the High Commissioner's view that the main aim of assistance to refugees was, in fact, to enable them to cease to be refugees — and that was an aim that had been achieved in Austria.

41. The High Commissioner's current programmes should aim at solving all the problems that might arise, and especially at providing rapid solutions for the "little" problems that arose in various parts of the world, to prevent them from becoming big problems. He was particularly gratified at the good results obtained in Africa. He noted with satisfaction, too, that despite the seriousness of the new problems with which he was confronted, the High Commissioner had been able to keep his estimated expenditure for 1965 within a limit of \$3.5 million.

42. In Austria, the High Commissioner seemed to be particularly concerned at present with legal assistance to refugees, and although such action was not strictly necessary in view of the legislation in force in the country, Austria was not opposed to such efforts and, in fact, considered them to be important in principle, since in other circumstances they might prove useful.

43. The Austrian delegation was aware of the deeply humanitarian nature of the High Commissioner's objectives and regarded his work as a very important international co-operative effort. At the present time, a sum of about \$72,000 was earmarked for work in Austria in the annual budget of UNHCR; the Austrian contribution to that budget had been \$15,000 in 1964 and was to be double that amount in 1965. Austria wished by its effort to demonstrate its readiness to do everything possible to facilitate the solution of all refugee problems — such as those which existed at present in Africa — despite the very considerable costs it still had to bear at home by reason of the fact that 2,500 to 3,000 persons requested political asylum in Austria every year. Lastly, he wished to thank those countries which had opened their doors to refugees of first asylum in Austria; such assistance was indispensable if Austria was to fulfil its obligations under the Charter of the United Nations and the 1951 Convention.

44. Mrs. KASTALSKAYA (Union of Soviet Socialist Republics) observed that, according to the annual report of UNHCR, of the 150,000 refugees assisted by the High Commissioner's Office in 1964, 140,000 were in Africa, and altogether, there were 400,000 refugees on that continent. As usual, the High Commissioner had made no comment on that state of affairs, but it was obviously due to oppression on the part of Portugal, which was forcing whole populations to flee. Were it not for that manifestation of colonialism, there would undoubtedly be far fewer refugees in Africa. The Council should study not only the problems of the High Commissioner's Office, but also those resulting from the fact that the still surviving colonial systems were at the root of African refugee problems.

45. Mr. WILLIAMS (United States of America) considered the report a very important and interesting document, although he had had very little time to study it since it had been circulated only the previous day. He recalled that aid to refugees had always been a matter to which much importance was attached by the United States of America, whose population was mainly descended from immigrants, most of whom had been forced to flee from hostile regimes.

46. No task was more important than the magnificent, humanitarian one of assisting refugees, now being undertaken by the United Nations. Refugee problems knew neither geographical nor political boundaries; at present there were refugees in Europe, Asia, Latin America and Africa south of the Sahara. It was not for the High Commissioner's Office to seek reasons for their existence, but to help them and to try to resettle them. In that connexion, he praised the efficient and flexible way in which the High Commissioner's Office had switched a major part of its activities from Europe to Africa.

47. His delegation shared the concern of the High Commissioner about financing and supported his appeal for increased contributions. The contributions announced for 1965 amounted to a little less than \$2.5 million; if it were assumed that that amount would be used to help 180,000 refugees, each refugee would receive about \$14. That figure was definitely inadequate. It was reassuring, however, to note that the number of countries which had promised a contribution had risen to sixty-four. It was important that every country should make a contribution, if only a token one. He pointed out that in 1965 the United States alone would supply \$600,000, i.e. roughly a quarter of the promised contributions.

48. He wished to take the opportunity to express the great satisfaction of his Government with the manner in which the High Commissioner had discharged his duties. Specifically, it was pleased to note the very useful work done for the legal protection of refugees, particularly with a view to ensuring that no refugee was compelled to return to his country of origin against his will. His delegation hoped that countries would eschew all political considerations in connexion with assistance to refugees.

49. Sir Samuel HOARE (United Kingdom) said that the High Commissioner's work was supported not only by the United Kingdom Government but by the people of

his country, as was shown by the work of the voluntary agencies. He congratulated the High Commissioner on the tact, energy and devotion he had displayed in the performance of his duties. He had established excellent relations with the different African countries. The influx of new refugees into African countries had imposed a heavy burden on UNHCR. All credit was due to African countries which had adopted an extremely liberal attitude on the refugee problem.

50. Although everyone was eager to recognize the humanitarian and non-political character of UNHCR's activities, there seemed to be no such recognition of the need to endow the Office with sufficient resources. At present, 117 countries were contributing to the Special Fund. It was to be hoped that a similar number of countries would contribute towards the noble and generous work of UNHCR.

51. Mr. SULAIMAN (Pakistan) emphasized that the protection of refugees should be the main concern of UNHCR, which should endeavour to persuade countries of the need to offer asylum. His delegation was gratified to note that projects relating to "old" refugees from Europe were due to end around 1966/67. Unfortunately, the task of UNHCR would not be finished then, because it had now to concentrate all its attention on African problems. In view of the very limited funds available to UNHCR, it would be necessary for governments, international organizations and private bodies to increase their aid. The fact that Pakistan's contribution was merely a token one must not be taken to mean that his country did not firmly support all the activities of UNHCR, for Pakistan, too, had important refugee problems to solve.

52. Mrs. AFNAN (Iraq) saw in the work accomplished by UNHCR a reassuring example of international solidarity. She was pleased to learn that the problem of the "old" European refugees would be finally solved in 1966/67, but she could not help noting with some bitterness that the last refugees to be settled had been living in precarious circumstances for twenty years. The receiving countries in Africa should not be asked to bear alone the burden of helping refugees. They were not responsible for the upheavals which disrupted the African continent. The international community had a basic responsibility which she hoped it would discharge by substantially increasing its contributions to the High Commissioner's budget. Like the High Commissioner, her delegation considered the voluntary return of refugees to their own countries to be the most humane, efficient, and expeditious solution of the refugee problem. The international community should therefore encourage the return of refugees to their own countries and refrain particularly from taking any steps which might hamper that solution and create lasting refugee problems.

53. Mr. PONCE y CARBO (Ecuador) pointed out that the distressing problem of refugees was no longer confined to Europe, but had spread to Africa and Asia, and even to Latin America, where hitherto it had not arisen. He paid a tribute to the efficient way in which the High Commissioner was performing his good offices mission by remaining aloof from all political considerations.

Ecuador was ready to promote any measure designed to strengthen the role of UNHCR and facilitate its work.

54. Mr. WALDRON-RAMSEY (United Republic of Tanzania) expressed his Government's gratitude to the High Commissioner for the assistance he had rendered to the African continent as a whole and to Tanzania in particular.

55. The question of political asylum was an old and complicated issue. What was surprising was that in 1965 hundreds of thousands of persons were compelled to flee their countries in order to escape from political dangers. The problem had never before assumed such proportions. To determine the causes of such a mass flow of refugees would be to find the remedy. The main cause of the African refugee problem was the persistence of a cruel and immoral colonial system, the oppression of Africans in their own countries and the refusal to recognize their legitimate rights. That was the situation in South Africa, the countries under Portuguese domination, and Rhodesia, where 200,000 Europeans were claiming the right to decide the fate of millions of Africans. As for South West Africa, the Pretoria authorities had refused to give up a mandate which actually ought never to have been exercised by them.

56. The influx of Congolese refugees into Uganda and Tanzania was due to the interference of the big Powers in the internal affairs of the Congo, in flagrant violation of Article 2 of the United Nations Charter.

57. Although the acceptance of refugees constituted a heavy financial burden, Tanzanians would continue to give asylum to their brothers from South Africa, South West Africa, Mozambique, Angola and the Congo. The High Commissioner had spoken of 25,000 refugees as being in Tanzania. In fact, more than 200,000 refugees from Mozambique who had been compelled to flee their native country due to Portuguese oppression were now in his country. The Tanzanian Government was endeavouring to resettle them in a strip of territory 100 miles wide between Tanzania and Mozambique.

58. There was reason to suppose that the number of refugees from Mozambique, South Africa and Rhodesia would increase in the next few years, and the Organization of African Unity would have to see that they were properly lodged.

59. It had often been said that every country, and particularly every rich country, should increase its contribution to UNHCR. Such a demand was justified, but it was necessary above all to attack the root of the problem. The refugees were asking, not for charity, but for recognition of their legitimate rights. The friends of Portugal, South Africa and Rhodesia should make clear to those colonialist countries that their policy was roundly condemned by world public opinion and that the oppressed African peoples demanded the restoration of their legitimate rights and the possibility of realizing their aspirations on the African continent. Once outside interference ceased the African refugee problem would disappear.

60. Naturally, the Tanzanian Government understood the spirit which animated those who advocated increased

assistance to refugees. It would continue to accept the assistance of UNHCR and other bodies with similar objectives, but considered it necessary, above all, to put an end to colonialist oppression on the part of Portugal, South Africa and Rhodesia. That was the only way to secure an effective remedy for refugee problems in Africa.

61. The PRESIDENT noted that no draft resolution had been submitted concerning the report of the United Nations High Commissioner for Refugees and suggested that the Council should adopt a resolution taking note with appreciation of the report prepared by the High Commissioner for transmission to the General Assembly at its twentieth session (E/4058 and Add. 1).

*The resolution was adopted.*

#### AGENDA ITEM 24

#### Report by the Secretary-General on the United Nations Institute for Training and Research (E/4049)

62. Mr. d'ARBOUSSIER (Executive Director, United Nations Institute for Training and Research), introducing the progress report by the Secretary-General (E/4049), said he would try to satisfy the general desire to know more about the new Institute's functions and its place within the United Nations system.

63. The development of the new body since the adoption of resolution 1037 (XXXVII), in which the Council had expressed the hope that the Secretary-General would be in a position to establish the Institute before the end of 1964, had taken longer than expected. However, long before the members of the Board of Trustees had been appointed by the Secretary-General, the Institute had, with generous help from the Rockefeller Foundation, acquired its own headquarters, opposite the United Nations, and a fund-raising campaign had begun in earnest. In early 1965 it had actually become possible to recruit a group of distinguished persons of international repute with a particular interest in United Nations activities to serve on the Board of Trustees.

64. The report contained an account of the Board's first session, held at New York on 24 and 25 March 1965. It would be noted that the members of the Board came from different parts of the world and represented a variety of political and cultural trends. Quite recently the Secretary-General had announced the appointment of an additional member, Professor Manfred Lachs of Poland, and it was hoped that there would be a further appointment soon to complete the Board's outstanding team.

65. Since his appointment as Executive Director he had tried to suit his actions and decisions to his interpretation of the Institute's aims and of the part it was to play within the United Nations system. The Institute's aims had been laid down in General Assembly resolutions 1827 (XVII) and 1934 (XVIII), in a note by the Secretary-General dated February 1964, in the Council's discussions at its thirty-seventh session, and in the deliberations of the Board of Trustees at its first session. In his note of February 1964, the Secretary-General had stated that the

purpose of the Institute was to enhance the effectiveness of the United Nations in pursuing its two major objectives, namely, the maintenance of peace and security and the promotion of economic and social development. The Secretary-General had reiterated his views in the Council (1373rd meeting), when he had said that the launching of the Institute should strengthen the United Nations in carrying out its tasks in the economic and social, as well as the political, fields.

66. The Institute was an autonomous body within the framework of the United Nations. Its freedom of action derived from two basic factors: (1) the special composition of its Board of Trustees, which decided its basic policy and adopted its budget on the proposal of the Executive Director; and (2) the fact that its funds were provided by voluntary contributions from governments, inter-governmental organizations, foundations and other private sources.

67. The Institute's unique character was, in his opinion, a prerequisite for the effective performance of its vital functions. It was responsible to the General Assembly, the Council and other United Nations organs as appropriate. It had a special relationship with the Secretary-General, not only because he was a member of the Board of Trustees and appointed the Executive Director and the other members of the Board, but also because the Institute would undertake certain activities, particularly in research, at his request.

68. Then, again, the Institute's autonomous status would facilitate its relations with other United Nations organs, the specialized agencies, and other governmental and non-governmental organizations.

69. Its special status and organizational position thus clarified its functions in its dual spheres of training for international and national service and of research on peace-keeping and economic and social development. It had often been said that the Institute should concentrate on training for United Nations service. On the other hand, some felt that it provided the means to train cadres for the developing countries. Some, again, contended that training should come before research; but others opposed that view. Every opinion expressed had its merits. Warnings had rightly been uttered about the danger of overlapping with the activities of other members of the United Nations system or of competing with the United Nations as a whole for the use of human and material resources. Such apprehensions were, in fact, incompatible with the Institute's terms of reference — a point that had been made quite clear by the Board of Trustees at its first session and had since been regularly reiterated by him.

70. As a central training and research agency within the United Nations system, and as an instrument of that entire system, the Institute was expected, with its limited initial resources, to undertake a number of main activities.

71. First, it was called upon to review the various training schemes now in operation and to decide what changes needed to be made in the programmes and which programmes should be taken over immediately or gradually. The donor governments, several of which were represented in the Council, had emphasized the need for prompt co-

ordination of United Nations activities in that field so as to avoid confusion and to obtain better results. All would agree, he was sure, that resources should be pooled.

72. Secondly, it was to institute, at its headquarters and in the field if necessary, training programmes for international service as required by the United Nations and the various agencies. The TAB, the Special Fund and the United Nations Office of Personnel had already approached the Institute regarding programmes of the kind at different levels.

73. Thirdly, it would administer *ad hoc* fellowships offered by governments or private organizations for specific projects in keeping with the Institute's goals.

74. Fourthly, it would undertake research at the Secretary-General's request on questions of special interest to him. Requests for research might also be made by the specialized agencies, provided that they met the costs of the work. The Institute could conduct research in a wide variety of fields such as, for example, evaluation of the impact of United Nations technical assistance operations, particularly in relation to development. But peace-keeping problems also came within its range of activities and must not be neglected.

75. Fifthly, it would collaborate with all agencies linked with the United Nations and with the economic development institutes. Such constant concern for co-ordination reflected views frequently expressed, particularly in the Council's Co-ordination Committee. The Institute proposed to introduce all the machinery necessary for co-operation with United Nations regional agencies, and with that end in view he had recently been in communication with the executive secretaries of the regional economic commissions.

76. Lastly, the Institute would gradually expand its activities so as to act as a clearing-house for all training and research facilities at the international or national level; it would endeavour to become a link between the United Nations system and the academic world at large.

77. As he had promised the Board of Trustees, he had arranged for the first panel of consultants to meet at Bellagio, Italy, from 26 July to 1 August 1965. That panel, comprising 13 experts highly qualified in their own fields and representing different political and cultural backgrounds, would advise him on the formulation of the Institute's initial work programme. Several senior United Nations officials and three specialized agency representatives would also attend the meetings.

78. The draft agenda for the meetings would include an item on the Institute's relations with other United Nations bodies. In that connexion, he would draw the Council's attention to a relevant passage in the thirty-first report of ACC (E/4029, para. 73 and 74). He intended to put to the Board of Trustees some specific proposals concerning attendance by the specialized agencies at the Board's meetings. He was also considering setting up a consultative group — before the end of the year, if possible — to advise him on the execution of the Institute's programmes, in which the specialized agencies might also be represented.

79. The Institute's financial situation was in many respects promising. Annex II to the Secretary General's report needed to be brought up to date to include the additional pledges and contributions by governments which raised the total from \$2,865,374 to \$3,060,339. The countries which had made that increase possible were: Argentina (\$60,000), Brazil (\$25,000), Ecuador (\$30,000), Iran (\$10,000 — for 1965 only), Italy (\$60,000) and Malaysia (\$3,265 — as a token contribution).

80. It was also very encouraging to find that the total number of countries which had so far contributed to the Institute, whether in payments or in pledges, was in the region of sixty. Mention should be made, too, of a contribution of \$6,600 from the Carnegie Endowment for International Peace towards the costs of the meeting at Bellagio.

81. The Secretary-General and himself, as Executive Director, had also received pledges from various governments amounting approximately to a further \$3 million. There were nevertheless many more ways of increasing financial support for the Institute; and he was counting on the States Members of the United Nations and on all the agencies in that regard. There were extensive areas of the world still to be visited in the search for contributions. Several donor governments had already increased their contributions, and he had reason to hope that others would follow suit. Also, non-governmental sources of financial support had yet to be tapped.

82. He was sure that the Council would wish to make another appeal, even more pressing than that of the thirty-seventh session, since the Institute was now a reality — one demanding all the sympathy, all the support and all the encouragement not only of Council members but of all governments and all peoples.

83. Mr. OSMAN (United Arab Republic) recalled that his delegation had been one of the sponsors of General Assembly resolutions 1827 (XVII) and 1934 (XVIII) concerning the establishment of the Institute. Any action capable of improving the efficiency of the United Nations and contributing to the well-being of the developing countries was warmly welcomed by the United Arab Republic. The dual tasks of training and research assigned to the Institute were complementary; and the United Nations as a whole, and the developing countries in particular, would undoubtedly benefit from the work done.

84. His delegation was pleased to note from the Secretary-General's progress report that, in its essential aspects, the organization of the Institute was now complete or on the point of completion. The general aims of the Institute had been defined by the General Assembly, and its basic financial means were assured. An Executive Director had been appointed and the Board of Trustees set up, although there were still some essential problems outstanding so far as concerned the permanent staff, the co-ordinating role of the Institute, the decentralization of work and the respective places of research and training in the Institute's programme of work.

85. The permanent staff would in a sense constitute the nucleus of the Institute, and in that connexion the United Arab Republic delegation wished to re-emphasize the



need to ensure the widest possible geographical representation. Co-ordination was also an essential factor, as it would obviate the possibility of duplication and ensure better utilization of the resources of the Institute, which could thus devote itself to a priority programme. To that end, as had been stressed in the report of the Special Committee on Co-ordination,<sup>1</sup> it would be desirable to establish close links between the various United Nations agencies at the initial programming stage. The Executive Director had implemented that recommendation by opening consultations with the ACC and the executive secretaries of the regional economic commissions.

86. The Institute's Board of Trustees had pertinently observed at its first session that the Institute was called upon to play a vital part in guiding the activities of other bodies in the fields of research and training. As to training, it might be anticipated that, besides its priority programmes, the Institute would offer a consultative service at the national or regional levels. So far as concerned the representation of the specialized agencies in the Institute, it would certainly not be difficult to devise a satisfactory formula for establishing harmonious relationships.

87. Decentralization of the Institute's work, particularly at the regional level, would strengthen its action and facilitate co-ordination. It would help to make the Institute aware of the diverse real needs of the different regions.

88. As to the relative importance of research and training in the initial programme of work, the principles adopted by the Board of Trustees showed a realistic approach and were deserving of support. The Board had not hesitated to give priority to training. Moreover, it had placed the emphasis on practical research linked to the process of development. The prodigious growth of the exact sciences, however, was raising fresh problems for the international community. Social sciences had fallen far behind the exact sciences, and the international community was now practically without a branch of the social sciences which would enable it to analyse social phenomena at the international level. Although there was no question of the Institute turning from its immediate tasks, it might at a later stage devote itself to objective research in the field of international relations, drawing on the experience of the United Nations and its specialized agencies; for it would be dangerous to think solely in terms of technical progress.

89. There was no question of the Institute's encroaching on the exclusive territory of other United Nations bodies or imposing its opinions on a particular State. Its essential task was to help the United Nations, through training and research in the fields assigned to it, to further the purposes and principles of the Charter within the framework of the United Nations and its competent bodies.

90. He urged delegations which had expressed apprehension regarding the Institute to reconsider their attitude, for it was on their contributions that the success of the Institute would depend.

91. Mr. VERNENGO (Argentina) said his delegation was satisfied with the report presented by the Executive Director of the Institute and would wish the Executive Director and members of the Board of Trustees complete success in their work. It approved the general principles adopted as guidelines for drawing up the Institute's programme of work, particularly those which stressed that training should not be subordinate to research and that the Institute should strive to resolve the practical problems facing the developing countries.

92. The Institute had an important part to play in training personnel, largely from the developing countries, who would in the future be called upon to work for the United Nations and its specialized agencies.

93. The Institute would have to work in close collaboration with other United Nations bodies, including the planning institutes set up in Latin America, Asia and Africa, and it would have to help in training national civil servants from States members of the regional economic commissions.

94. The Argentine delegation was pleased to announce that, through its permanent mission to the United Nations, the Argentine Government had informed the Secretary-General that it was prepared to make a contribution of \$60,000 toward financing the Institute's work.

95. Mr. WILLIAMS (United States of America) said that his delegation welcomed the statement of the Executive Director of the Institute. The United States Government had asked Congress to approve a grant of \$400,000 toward financing the Institute. His delegation was pleased that a contribution by a United States foundation had already enabled the Institute to set up its headquarters near United Nations Headquarters. It was encouraging to see that a large number of governments had already decided to participate in the financing of the Institute. The fact that many of them were governments of lesser developed countries showed the importance those countries attached to the Institute. It was to be hoped that the new United Nations organ, under its capable head, would make an important contribution towards attaining the purposes of the United Nations Charter.

96. Mr. RAE (Canada) said that his country attached great importance to the Institute. Canada had been one of the sponsors of General Assembly resolution 1827 (XVII) proposing the establishment of the Institute, and at the General Assembly's eighteenth session it had associated itself with a number of other delegations in submitting a draft resolution authorizing the Institute's establishment (see resolution 1934 (XVIII)). At the beginning of 1965 the Canadian Government had pledged \$300,000 toward financing the work of the Institute during the first five years.

97. The Canadian delegation congratulated the Executive Director of the Institute on his brilliant statement. In his capable hands, the Institute would undoubtedly fulfil the hopes of the governments which had supported its establishment and were now helping to pay for its launching.

<sup>1</sup> *Official Records of the Economic and Social Council, Thirty-sixth Session, Annexes, agenda item 4, document E/3778, para 21.*

98. The task of the Institute, as laid down by the General Assembly, was not an easy one. Hitherto no systematic attempt had been made to provide training for international service. There were already numerous institutions, at the national and at the international level, concerned with training for national administrations; but that would in no way prevent the Institute from playing a valuable part in that respect also. Experience showed that training was one of the most effective forms of assistance, and that requirements in that field were virtually unlimited. And no training was more important at present than training in methods of government and administration, particularly since prospects for national development depended to a large extent upon governmental decisions and the carefully planned use of national resources. A considerable amount had already been done in those fields under the United Nations regular programme of technical assistance and EPTA. The Institute would now be making it possible for programmes to be undertaken on a much larger scale and for training to be intensified by means of specialized courses.

99. The Canadian delegation was fully alive to the need to secure the best possible co-ordination of activities undertaken by the international community in that vitally important field. Obviously it was necessary to avoid duplication with courses or programmes already organized by other training and research institutions at the international level, in particular those established by the specialized agencies or the regional economic commissions. It was gratifying, therefore, that the consultations instituted between the Executive Director of the Institute and the specialized agencies with a view to defining priorities and securing maximum co-operation between all the bodies concerned were to continue.

100. The problem of co-ordination, which was a matter of major concern to the Council, would not be so serious if the Institute concentrated exclusively on well-defined fields. The Institute intended to provide training for international service and to undertake research in fields of direct interest to the United Nations; and it would be devoting a large proportion of its efforts and resources to those tasks. The Institute's relations with other organs engaged in similar work would to a large extent be decided upon when its programme of work was drawn up. The Canadian delegation accordingly welcomed the fact that a first panel of consultants was to meet shortly at Bellagio to consider the programme to be recommended to the Board of Trustees in September 1965. The Executive Director, the Board of Trustees and the panel would not fail to take into account the general comments made by the Council and, in particular, to ensure that the new body pursued the two main objectives of the United Nations — the maintenance of peace and security and the promotion of economic and social development.

101. The Secretary-General had expressed the view that \$10 million would be needed to establish the Institute and keep it going. It was to be hoped that the governments which were not yet doing so would participate in financing the Institute during the first five years of its existence. The promised contributions represented already one-third of the sum required; it was to be hoped that those pledges would be followed by others, and that the contributions would be paid quickly, so that the work of the Institute would not be hampered by financial insecurity.

The meeting rose at 6.45 p.m.