

DOCUMENTS
INDEX UNIT

MASTER

SEP 15 1955

UNITED NATIONS



GENERAL ASSEMBLY

OFFICIAL RECORDS: TENTH SESSION

SUPPLEMENT No. 1 (A/2911)

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

CORRIGENDA (English only)

Introduction, page xv

The last sentence of the section under the heading "Technical assistance" should read as follows:

"The technical assistance programme of the United Nations can realize its promise only to the extent that it can be planned and administered on a long-range basis with assured and steadily expanding resources. Surely the political and economic importance of this vital programme merits new efforts to achieve these results."

The penultimate sentence of the section under the heading "Community development" should read as follows:

"This activity has the capacity to evoke the energy and loyalty of great numbers of individual human beings in co-operative endeavours for the improvement of their common life."

Introduction

The tenth year

I submit herewith the tenth annual report of the Secretary-General to the Member States on the work of the United Nations.

The role of the Organization in world affairs is subject every year to reflection and judgment in the light of the ever-changing flow of developments. This year, the cumulative experience of ten years provides a basis for a longer view of which we should make use.

Article 109 of the Charter requires the General Assembly at its coming tenth session to consider the proposal to hold a conference to review the present Charter. Since the question is posed in this form—leaving it open as to both whether and when to hold such a conference—the forthcoming discussion seems clearly to have been intended to afford an opportunity to the Governments of Member States for consideration on a wider basis than on purely constitutional grounds.

The lessons to be drawn from the whole course of history since 1945, the past development of the international institutions based on the Charter, the desirable and attainable course for the future so far as this can be foreseen in the light of all the factors involved—these must necessarily be weighed before a sound judgment can be reached. Such a review, if it is to contribute in future years to strengthening the influence of the United Nations for peace and for the other purposes set forth in the Charter, will require time for discussion and analysis. As pointed out in the preface to the *Repertory of Practice of United Nations Organs* which has been circulated to Members, there may thus be valid arguments for a decision at the coming Assembly session in favour of holding a Charter review conference, while leaving until later the question of when it should be convened. The coming discussion will, I hope, maintain and carry further the spirit of re-dedication and the broad approach that characterized the tenth anniversary meetings of Members in San Francisco in June.

In this, the tenth year of the United Nations, there seems to be a trend toward lesser tension in world affairs. During its first nine years the United Nations has had to operate in an atmosphere poisoned by the failure to reach agreed settlements of problems arising out of the Second World War and its aftermaths in Europe and in Asia. Now the Treaty for Austria has at last been concluded. The first meeting since 1945 of Heads of Governments of four of the Great Powers will have taken place by the time this report is circulated to the Member States. In the Far East, the Bandung Conference of Asian and African nations reflected an attitude and approach that may bear increasing fruit in the future and affirmed the strong support of all the peoples represented there for the Purposes and Prin-

ciples of the United Nations. These developments give reason for hope that they may be followed by others in the same direction.

One measure of the direction in which we are moving will be the manner in which the institutions of the United Nations are used by the Member Governments. In recent years, the main attention has been concentrated on arrangements designed to give a measure of security on a regional basis, in the absence of a more universal system of security. If there is now to be serious and sustained exploration of the possibilities for co-operation on a wider basis, the role of world organization must necessarily gain a new dimension.

The role of the Organization in diplomacy

The value of the United Nations as a common meeting ground has often been affirmed. In the past, however, the United Nations in this respect has been regarded more as a symbol of hope for the future than as a source of present progress towards reducing the danger of a new major war, though much else of general benefit has resulted from its activities. Now, in the situation that seems to be developing, this role of the United Nations should acquire a new diplomatic and political significance.

There are strong reasons for using the institutions of the United Nations for questions appropriate to world organization, unless special circumstances make it necessary to go outside those institutions. One reason is the interest of the Member Governments in strengthening the institutions which they have endowed with a primary responsibility for world peace, by using them when they should be used. Another reason derives from the great upheaval in the relationship of nations and peoples that is under way. We are still in the early stages of this development, but its direction, in one respect at least, is clear enough. The peoples of Asia today, of Africa tomorrow, are moving towards a new relationship with what history calls the West. The world organization is the place where this emerging new relationship in world affairs can most creatively be forged.

We have only begun to make use of the real possibilities of the United Nations as the most representative instrument for the relaxation of tensions, for the lessening of distrust and misunderstanding, and for the discovery and delineation of new areas of common ground and interest. The Organization should be more than an instrument of what may be described as conference diplomacy. This new diplomacy, with its public debates, serves and will continue to serve many essential needs in the international life of our times. It is not, however, sufficient for the efforts towards understanding and reconciliation which are of such impor-

tance now. The United Nations can and should support these efforts in other ways. Conference diplomacy may usefully be supplemented by more quiet diplomacy within the United Nations, whether directly between representatives of Member Governments or in contacts between the Secretary-General and Member Governments. The obligations of the Charter, the environment of institutions dedicated to seeking out the common ground among the national interests of Member States, the wide representation from all continents and cultures, the presence of the Secretariat established as a principal organ of the United Nations for the purpose of upholding and serving the international interest—all these can provide help not to be found elsewhere, if they are rightly applied and used.

Within the framework of the Charter there are many possibilities, as yet largely unexplored, for variation of practices. The United Nations is at a very early stage in that development of constitutional life based on the written word which is familiar and normal in the life of nations. It is my hope that solid progress can be made in the coming years in developing new forms of contact, new methods of deliberation and new techniques of reconciliation. With only slight adjustments, discussions on major issues of a kind that have occurred outside the United Nations could often be fitted into its framework, thus at the same time adding to the strength of the world organization and drawing strength from it. There is, for example, the provision of the Charter, so far unused, for special periodic meetings of the Security Council. Might not this provision be invoked and procedures developed in the Council which would give increased continuity and intensified contact in the treatment of certain questions of world concern? Let us hope that possibilities of this and similar kinds will be explored in an imaginative spirit and in full recognition of the need to give to the United Nations a chance to develop its full potentialities as an institution and to bring to bear, with greater effect, the influence of the Charter upon the peaceful resolution of the issues of our time.

Universality

So long as the United Nations continues to fall so far short of universality of membership, it is true that there will remain serious obstacles to its effective use in some questions of world concern. I have referred to this problem in my previous reports. Members are familiar with the reasons for the present state of affairs and with the difficulties that have lain in the path of a solution. Developments in the past year have made more acute than before the need to renew the search for a solution more nearly in accord with the most fundamental purposes of world organization. If we were really to move in the direction of a calmer atmosphere one of the first fruits should be a solution to the membership problem in the light of the strongly felt needs of the present situation.

Report on negotiations with Peking

The General Assembly requested me last December to make continuing and unremitting efforts to obtain the release of the American fliers and any other cap-

tured personnel of the United Nations Command still detained in the People's Republic of China. Since the Government of the People's Republic of China was not represented in any of the organs of the United Nations, it was necessary for me to establish a direct contact with this Government in order to carry out the mandate given to me. My visit to Peking, aimed primarily at clarifying the substantive and legal reasons for the release of the prisoners, established this contact on a personal basis. The conversations which I had there with the Foreign Minister of the People's Republic of China have been continued since in a series of personal communications. I shall make a special report to the Members of the General Assembly on these contacts.

Disarmament

The effort to make progress towards agreement on the road to disarmament will continue to be one of the most important activities of the United Nations in the coming year. The Member Governments have been right never to give up this effort during all the years when no real advance was made towards closing the gap between the respective positions. It is, of course, true that the actual establishment of an agreed international system for the control and reduction of armaments and armed forces can take place only in an atmosphere of confidence, trust and understanding among the nations, an atmosphere which has not yet come into being. But it was a mistake to draw from this the conclusion, as some did, that there was no use in the meantime striving for such agreement. The exchanges of views, the explorations of the respective positions, that have been taking place in the Disarmament Sub-Committee and in the General Assembly have been an essential part of the processes through which the Member Governments have sought to find their way in their search for increased understanding and confidence. The most recent meetings of the Disarmament Sub-Committee in London, while leaving vital questions unresolved, nevertheless did result in an important measure of progress towards the reconciliation of positions. By that much they represented also a step forward in a more general sense.

Peaceful uses of atomic energy

In last year's annual report, I expressed concern that the atmosphere of fear and suspicion should not be permitted to prevent a constructive approach to international partnership in the development of atomic energy for peaceful purposes. One of the most encouraging developments of the current year has been such a constructive approach by Governments in the preparations for this summer's International Conference on the Peaceful Uses of Atomic Energy in Geneva. Because of this attitude the Conference should bring about a world-wide sharing of knowledge in this field of even greater significance for the future than we had hoped. This most universal of all scientific meetings, though non-political, may also set in motion new and important influences towards the reduction of political tensions. I shall make a special report to the General Assembly on the results of the Conference and intend to submit such proposals for further action to sustain

the momentum of this promising beginning as the proceedings of the Conference make desirable and appropriate.

International law

The world of order and justice towards which we are striving can be built only on firm foundations of international law. During the past ten years, progress towards establishing the rule of law in the relations between nations has been disappointingly slow and uncertain. We are now, I hope, entering a period that will provide a more favourable atmosphere for strengthening the influence of law in international affairs.

One may recognize that the reluctance of Governments to submit their controversies to judicial settlement stems in part from the fragmentary and uncertain character of much of international law as it now exists. Where wide margins of uncertainty remain in the law, the tendency to seek a political settlement even in cases where questions of law lie at the heart of the dispute is understandable. Yet in the longer view, it is surely in the interest of all Member States to restrict as much as possible the sphere where sheer strength is an argument and to extend as widely as possible the area ruled by considerations of law and justice. In an interdependent world, a greater degree of authority and effectiveness in international law will be a safeguard, not a threat, to the freedom and independence of national States.

If the system of international law remains insufficiently developed, there are many ways in which this situation may be progressively corrected. The beginnings of a "common law" of the United Nations, based on the Charter, are now apparent; its steady growth will contribute to stability and orderliness. Advisory opinions of the International Court of Justice have added substantially to the law of the United Nations; their more frequent use should be encouraged. In appropriate cases, arbitral proceedings may usefully be employed in connexion with controversies on legal points; the use of such proceedings would tend both to facilitate immediate solutions and to further the long-range goal of strengthening the authority of law. The systematic examination within the United Nations of the practice of States can bring to light areas of agreement and divergence in the law and stimulate efforts to seek a reconciliation of opposing views.

To some extent, this process is taking place through the work of the International Law Commission and through the adoption of conventions by the Economic and Social Council and the General Assembly. It is apparent, however, that the resources devoted to these purposes have been far from adequate, and it is important that Member States and the United Nations as a whole should give renewed consideration to the task. It may well be that each Government should constitute a specialized group of highly qualified jurists, either within or outside the Government, to carry on the work on a national level, and thus to facilitate well-informed and considered decisions by the responsible governmental authorities. Within the United Nations, similarly, there is room for making better use of the machinery and improving the procedures for the development of international law.

The more frequent submission by the Member States of their legal disputes to the International Court of Justice is essential to progress in this direction. It is apparent that there are a number of controversies between Governments which continue to be sources of tension but which are suitable, in whole or in part, for judicial settlement through the Court. Only half the Member States have so far accepted the compulsory jurisdiction of the Court, under Article 36, paragraph 2, of the Statute. To those States which have not yet accepted the compulsory jurisdiction of the Court, I draw attention to the resolution of the General Assembly of 1947 calling for such acceptance, and propose again that these States should give favourable consideration to this recommendation. The Court has fully demonstrated that it merits their confidence.

Palestine

During the past year the situation in Palestine has continued to be a major concern of the United Nations. After a period of relative quiet, a succession of serious incidents in the Gaza Strip caused grave concern to the Security Council, the Secretary-General and the United Nations Truce Supervision Organization. The Security Council unanimously endorsed proposals of the Chief of Staff for easing the tension and for making more effective the administration of the armistice régime along the demarcation lines. I regret to report that, despite the efforts of the Secretary-General and the Chief of Staff, these proposals had not yet been put into effect when this report was written, but I most earnestly hope that a more positive report of progress can be made before long.

The armistice régime must be maintained and strengthened so long as the goal of real peace in the Palestine area must, unfortunately, be recognized as not yet within reach. It should be one of the principal objectives of the United Nations in the coming year so to influence conditions in the area as to create a basis on which the parties may find it possible to consider a more lasting settlement. The fate of the Palestine refugees has been far too long upon our conscience. The security and the economic and social progress of all the nations in the area depend upon the outcome. Even a partial solution of the problems of the refugees might well be the beginning of a general stabilization of conditions in the area. Projects such as those for the development of the Jordan River for power and irrigation are in this respect of the greatest interest to all, as they may provide a better basis for such a solution than so far has been available.

African problems

In the preoccupation with more immediate problems, too little attention has been given to planning and study that may help the international community to meet the emerging problems of the continent of Africa in a spirit consonant with the aims of the Charter.

The United Nations has been concerned with many of the problems of this continent, but on a piece-meal basis. These problems are partly economic and social. Partly they are political in nature. Partly they belong to the sphere of trusteeship arrangements. In the north,

there have been the questions of Libya, Somaliland and Eritrea, as well as the complaints that have been brought to the General Assembly about Tunisia and Morocco; in the main body of the continent, there are the African Trust Territories and the other Non-Self-Governing Territories; in the south, there have been the questions of South West Africa, the treatment of people of Indian origin in South Africa, and *apartheid*. In Togoland next year, the United Nations has been requested to consult the wishes of the inhabitants for their future. Through the United Nations, Libya has gained independence, Eritrea has chosen federation with Ethiopia and Somaliland has been promised independence in 1960. Among the Non-Self-Governing Territories, the Gold Coast and Nigeria are rapidly approaching independence and eligibility for membership in the United Nations.

The great changes that are under way in Africa present a challenge to the rest of the world—a challenge to give aid in guiding the course of events in orderly and constructive channels. It is apparent that in the next ten years the peace and stability of the world will be strongly affected by the evolution in Africa, by the national awakening of its people, by the course of race relations and by the manner in which the economic and social advancement of the African peoples is assisted by the rest of the world.

I believe that this is an area of concern to the United Nations in which the Secretariat may prove helpful. As a first step in the Secretariat approach it is essential to bring together and into focus the many problems concerning Africa with which the United Nations is already dealing or will have to deal in the years ahead. For this purpose, I have established a Secretariat working party to advise me. I shall, of course, make available to Members in due course the results of our study of both the organizational and substantive problems involved.

World economy

The growing economic strength of many parts of the world provides both an opportunity and a challenge to the Member States to use the institutions of the United Nations and the specialized agencies for more rapid and more widely shared progress towards the economic and social goals of the Charter.

Much has been achieved during the past year among the more highly industrialized countries along the road towards a balanced international economy, but even in their case the target has only partially been reached. It is necessary to remember that international economic equilibrium must be sufficiently dynamic and flexible to provide for the attainment of the three interrelated economic goals of the Charter: higher standards of living, full employment and economic development. Any economic balance which fails to provide for satisfactory progress towards these goals would be a false balance and could not be maintained.

Our understanding of economic forces and our ability to influence them through properly conceived measures have increased to the point where we may hope to avoid extended periods of peace-time inflation or depression. But the economic world has no true equivalent to the thermostat; though greater reliance is placed in many countries on built-in economic stabilizers, there are no

automatic devices for expanding or depressing demand to keep it in continuing balance with supply. So long as the possibility of even short periods of recession or inflation exist, the maintenance of international equilibrium cannot be taken for granted. Continued vigilance is necessary to check both inflationary and deflationary tendencies, the effects of which are not confined to national boundaries; rather, they tend to spill over to the world economy by upsetting the international balance. While the primary responsibility for checking inflationary or deflationary developments must rest with the country in which they originate, understanding and good will, mutual co-operation and international assistance can help to prevent unfavourable repercussions. Experience in western Europe in recent years has indicated possible lines of progress.

Unfortunately, the development in the industrial countries has not been matched in other countries, neither as concerns economic stabilization nor in regard to economic growth. Lacking, as those countries do, a modern agriculture or industry, they are not only poor but also extremely dependent upon foreign trade in only a few primary products. International division of labour along lines dictated by the theory of comparative advantage is certainly the most efficient method for utilizing the world's limited resources; as economists have repeatedly demonstrated, it leads to maximum output from the use of given resources. We must, nevertheless, recognize that the theory cannot be validly applied without modification within a static framework that is based on the continued absence of a modern technology in the less economically developed countries. It is only through economic and social development that those countries can attain that degree of economic strength and flexibility which will make it possible for them and the world at large to reap the true benefits of international specialization.

While the world has increasingly come to understand the need for such development, it does not yet sufficiently appreciate the urgency of that need. Much remains to be done before we will have mastered the techniques for utilizing the man-power now wasted in disguised unemployment, for tapping the natural resources now unused owing to lack of sanitation, irrigation, power and transportation, for creating a spirit of dynamic entrepreneurship, private and public, in areas where it is non-existent, for introducing modern technology and economic, social and political institutions appropriate to a market economy, for developing effective demand to absorb the newly produced supplies and, above all, for obtaining the financing, both internal and external, necessary to support a programme of balanced economic development without crippling inflation and without unmanageable balance-of-payments problems.

We may, nevertheless, derive encouragement from the fact that our knowledge of the manifold social, political and economic problems involved in economic development is greatly expanding. United Nations agencies and the Secretariat have contributed to this process by collecting and analyzing much of the information that is required, and there is a wider measure of agreement on how to deal with these problems. Some of the measures that have already been taken, both nationally and internationally, to promote economic development constitute a remarkable demonstration of international co-operation. At the same time, it is clear

that these measures have so far been on too small a scale and too narrowly conceived to deal adequately with the problem of overcoming the heritage of untold generations of poverty among the great majority of mankind.

Technical assistance

The United Nations Expanded Programme of Technical Assistance is an example of international economic co-operation on an unprecedented scale. Thus last year, almost 1,600 experts in many fields were recruited from over sixty different countries, and 1,500 fellowships were awarded for specialized training and study in ninety-four countries and territories. Seventy-four Governments contributed to the Programme and ninety-seven countries and territories received technical assistance in some form. Nevertheless, the Programme has continued to fall short of the great challenge it was created to meet. Approved requests by Governments for sound technical assistance projects continue greatly to exceed the financial resources made available, and uncertainty from year to year as to what these resources will be has made more difficult what is at best a highly complex problem of administration. It is evident that the measures so far taken to achieve greater financial stability and improved administrative procedures are not sufficient. The technical assistance programme of the United Nations can realize its promise only to the extent that it can be planned and administered on a long-range basis and economic importance of this vital programme merits new efforts to achieve these results.

Financing economic development

Shortage of domestic capital continues to be a major obstacle to the economic development of the industrially less-advanced countries, and the need to increase the international flow of both private and public capital funds far above the present level is more apparent than ever. It is encouraging that the long-projected international finance corporation, to facilitate the flow of private capital, is likely to come into being in the near future, and that the special United Nations fund for economic development, to provide grants and loans for basic development projects not suitable for financing on a commercial basis, has gained further support as its purposes are more widely understood and its structure more clearly defined. These institutions, when they are established, will be important and useful tools of the community of nations in speeding the processes of economic development. But the necessary increase in the flow of capital can come only from the industrially advanced nations. We may feel that the hope of such an increase is related to an evolution in the world political climate releasing for constructive purposes some part of the resources now devoted to armaments. Nevertheless, the recent advances in the world economy to which I have referred should make possible a beginning even now. A substantial increase in the capital resources made available to the under-developed countries would represent only an insignificant fraction of the capital accumulated each year in the industrial countries. Such investments could bring, over a period of years, economic and political benefits that would more than justify a bold approach to the problem.

Regional planning and action

The regional activities of the United Nations in different parts of the world are showing increasing promise for the future. In Europe, for many years, while the European character of the United Nations Economic Commission has been maintained, political tensions have handicapped it in the performance of much useful work that needed to be done. In the year under review, there has been increased participation by the countries of Eastern Europe in the day-to-day work of the Commission and patient east-west trade consultations have begun to yield results. In Asia and Latin America, the Economic Commissions for Asia and the Far East and for Latin America are concentrating their efforts increasingly on problems of economic development, particularly in assisting countries in shaping their development programmes in such a way that technical assistance projects may be more effectively integrated in over-all planning. It is with great regret that I have to record that the lack of any improvement in the political situation in the Middle East has continued to prevent the United Nations from assisting countries in that region in the way in which it should do so. In this area, economic and social problems accumulate. Under existing conditions, some of the means of economic and social development which have proved most effective in other regions are denied to this area. I hope that in the coming year it may prove possible to find some remedy for this state of affairs, which has an immediate bearing also on political conditions. I have already referred to the refugee problem, which is of essential significance also in this context.

Community development

One of the most promising activities of the United Nations family of agencies lies in the field of community development. It is the meeting-ground on the local level for economic policies designed to advance social welfare by increased productivity and for social policies designed to encourage the direct participation of the people in programmes for economic and social development. Its emphasis is on local improvements, but it is also a reminder that community progress is dependent in many ways on national and international action. Programmes of community development, with international participation and aid, have taken root and are expanding in many areas. This activity has the capacity to evoke the energy and loyalty for the improvement of their common life. It deserves, and should have, increasing support from the Governments, both nationally and through the international institutions of the United Nations.

The United Nations Children's Fund

The United Nations Children's Fund is joining this year with the World Health Organization in a worldwide campaign to aid Governments in achieving the eradication of malaria. This new project is the latest in a series which have helped over 80 million children and their mothers since the Children's Fund was established: in campaigns against tuberculosis, yaws, trachoma and leprosy; in the extension of elementary

maternal and child welfare services to rural areas; and in improving the nutrition of children in under-developed areas. I am sure that Governments share with me in recognizing the value and fitness of this United Nations programme for the "succeeding generations" of which the Charter speaks, and that they will continue to give it their support.

Human rights

The consolidation and extension of human rights throughout the world continue to be a solemn obligation of the United Nations. It is perhaps in this field that future lines of action are most difficult to define. International instruments embodying the principles contained in the Universal Declaration of Human Rights do not yet appear to meet with general acceptance, and it is doubtful whether the technical assistance approach, which has proved so fruitful in other fields, could contribute significantly to the promotion of human rights.

It should not be surprising that, having laid down universal standards in an area where cultural differences are so wide and fundamental, the United Nations should experience some difficulties in finding practical methods to enhance the adoption and implementation of these standards on a world-wide basis. These inevitable difficulties should not generate a sense of frustration, nor should they prompt the Organization to actions with doubtful implications. In carrying out its obligations under the Charter in the field of human rights, the Organization should favour initiatives leading forward without introducing the risk of sterile and endless controversy.

Reorganization of the Secretariat

During the year marked progress has been made in carrying out the programme of reorganizing the Secretariat along the lines proposed to and approved by the General Assembly. The primary purpose of making the Secretariat a more efficient and flexible instrument of the United Nations has continued to motivate all decisions of detail affecting organization. The functions of the Secretariat have been reappraised from the point of view of strengthening as need be those areas in which its most constructive contribution can at present be made. At the same time, through a better grouping of functions, tighter organization and constant attention to the principle of flexible use of staff, the Secretariat's contribution in other fields is being maintained and, as the opportunity develops in the future, can be expanded in the light of the over-all purposes of the United Nations.

Particular emphasis during the period under review has been given to the study of overseas offices and to the more effective co-ordination of their work with that of the departments and services at Headquarters.

An accomplishment which has accompanied tighter organization and the more efficient use of the Secretariat's facilities has been an over-all reduction in the size of the establishment with appreciable consequential financial savings. But this reduction is being made with a minimum dislocation of staff members of long seniority and good performance, many of whom are being assigned to different functions. I am confident that the reorganization programme can be completed early in 1956 without any significant change in this general picture.



Dag HAMMARSKJÖLD
Secretary-General

8 July 1955