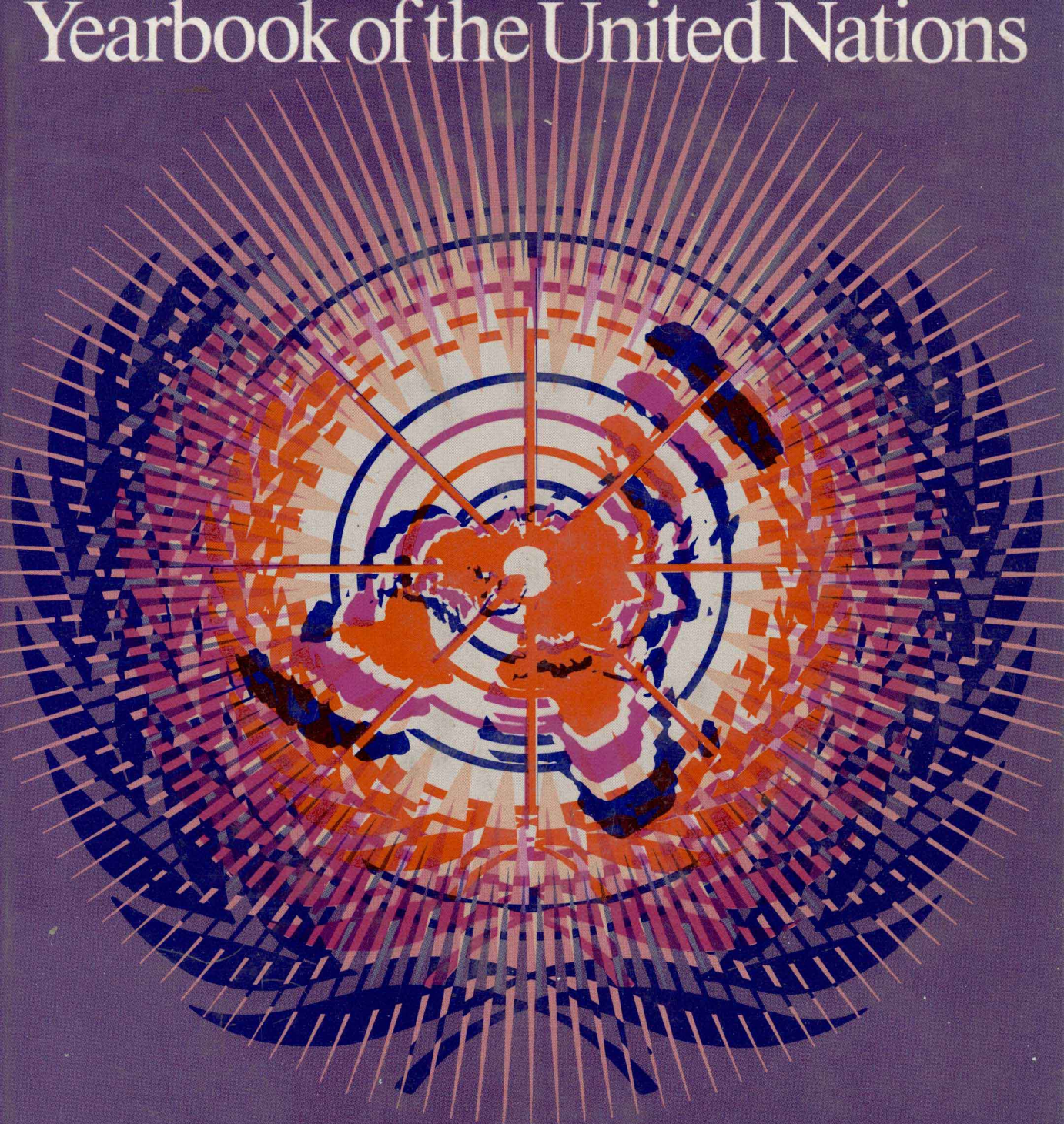


Yearbook of the United Nations



1978

YEARBOOK OF THE UNITED NATIONS 1978

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Foreword

SINCE its creation in 1945, the United Nations has achieved virtual universality in its membership. It has also expanded the scope and nature of its activities far beyond what was envisaged by the signatories of the Charter. Today, the concerns of the world Organization encompass almost every area of human endeavour, and the international community increasingly looks to the United Nations for solutions to new and demanding problems.

The *Yearbook of the United Nations* gives a comprehensive account of the response of the United Nations to these challenges. It is a chronicle of the initiatives undertaken and the approaches adopted, and clearly demonstrates the complexity as well as the interdependence of the issues involved. This record of one year's striving for peace and justice can serve as a valuable guide to all those who wish to understand the workings of human society as mirrored in the United Nations.

KURT WALDHEIM
Secretary-General

LIST OF ABBREVIATIONS

ACABQ	Advisory Committee on Administrative and Budgetary Questions	NGO	Non-governmental organization
		OAS	Organization of American States
		OAU	Organization of African Unity
ACC	Administrative Committee on Co-ordination	UNCITRAL	United Nations Commission on International Trade Law
CCD	Conference of the Committee on Disarmament	UNCTAD	United Nations Conference on Trade and Development
CMEA	Council for Mutual Economic Assistance	UNDOF	United Nations Disengagement Observer Force
CPC	Committee for Programme and Co-ordination	UNDP	United Nations Development Programme
ECA	Economic Commission for Africa	UNDRO	Office of the United Nations Disaster Relief Co-ordinator
ECE	Economic Commission for Europe	UNEF	United Nations Emergency Force
ECLA	Economic Commission for Latin America	UNEP	United Nations Environment Programme
ECWA	Economic Commission for Western Asia	UNESCO	United Nations Educational, Scientific and Cultural Organization
EEC	European Economic Community		
ESCAP	Economic and Social Commission for Asia and the Pacific	UNFDAC	United Nations Fund for Drug Abuse Control
FAO	Food and Agriculture Organization of the United Nations	UNFICYP	United Nations Peace-keeping Force in Cyprus
GATT	General Agreement on Tariffs and Trade	UNFPA	United Nations Fund for Population Activities
IAEA	International Atomic Energy Agency	UNHCR	United Nations High Commissioner for Refugees (Office of)
ICAO	International Civil Aviation Organization	UNICEF	United Nations Children's Fund
		UNIDO	United Nations Industrial Development Organization
ICITO	Interim Commission for the International Trade Organization	UNIFIL	United Nations Interim Force in Lebanon
ICJ	International Court of Justice		
ICSC	International Civil Service Commission	UNITAR	United Nations Institute for Training and Research
IDA	International Development Association	UNRWA	United Nations Relief and Works Agency for Palestine Refugees in the Near East
IFAD	International Fund for Agricultural Development	UNTSO	United Nations Truce Supervision Organization in Palestine
IFC	International Finance Corporation	UPU	Universal Postal Union
ILO	International Labour Organisation	WFP	World Food Programme
		WHO	World Health Organization
IMCO	Inter-Governmental Maritime Consultative Organization	WIPO	World Intellectual Property Organization
ITC	International Trade Centre		
ITU	International Telecommunication Union	WMO	World Meteorological Organization
		WTO	World Tourism Organization
JIU	Joint Inspection Unit	Y.U.N.	<i>Yearbook of the United Nations</i>

EXPLANATORY NOTE ON DOCUMENTS

To assist readers who wish to make a more detailed study of subjects discussed in Part One of this *Yearbook of the United Nations*, documentary references are provided at the end of each chapter and subchapter. These references give the symbols and titles of documents of the principal organs of the United Nations dealing with the subject concerned, records of voting and texts of adopted resolutions. Also listed are the numbers of the meetings of the various organs at which the subject dealt with was discussed. These meeting numbers indicate the relevant summary or verbatim records. The following is a guide to the principal document symbols:

A/- refers to documents of the General Assembly, numbered in separate series by session since the Assembly's thirty-first (1976) session, rather than consecutively as had been done through the thirtieth session. Thus, A/33/- refers to documents issued for consideration at the thirty-third session, A/33/1 to the first document in the series, A/33/2 to the second document, and so forth. Documents of the Assembly's special and emergency special sessions are similarly numbered, with the exception that "S" (for special) and "ES" (for emergency special) precede the session number. A/C.- refers to documents of six of the Assembly's Main Committees, e.g. A/C.1/- is a document of the First Committee, A/C.6/-, a document of the Sixth Committee. The symbol for documents of the seventh Main Committee, the Special Political Committee, is A/SPC/-. A/AC.- documents are those of the Assembly's *ad hoc* bodies and A/CN.-, of its commissions; e.g. A/AC.105/- identifies documents of the Assembly's Committee on the Peaceful Uses of Outer Space, A/CN.4/-, of its International Law Commission. Assembly resolutions and decisions are identified by two Arabic numerals: the first indicates the session of adoption; the second, the sequential number in the series. Resolutions are numbered consecutively from 1 at each session. Decisions of regular sessions are numbered consecutively, from 301 for those concerned with elections and appointments, and from 401 for all other decisions. Decisions of special sessions are numbered consecutively, from 11 for those concerned with elections and appointments, and from 21 for all other decisions.

E/- refers to documents of the Economic and Social Council, numbered in separate series by year as of 1978, instead of consecutively as had been done through the Council's sixty-third

(1977) session. Thus, E/1978/- refers to documents issued for consideration by the Council at its 1978 sessions, E/1978/1, to the first document in the series, E/1978/2, to the second document. E/AC.-, E/C.- and E/CN.-, followed by permanent identifying numbers, refer to documents of the Council's subsidiary *ad hoc* bodies, committees and commissions. For example, E/C.1/-, E/C.2/- and E/C.3/- refer specifically to documents of the Council's sessional committees, namely, the First (Economic), Second (Social) and Third (Programme and Co-ordination) Committees, respectively; E/CN.5/- refers to documents of the Council's Commission for Social Development, E/CN.7/-, to documents of its Committee on Natural Resources. E/ICEF/- documents are those of the United Nations Children's Fund (UNICEF). Symbols for the Council's resolutions and decisions were changed in 1978 to consist of two Arabic numerals, the first to indicate the year of adoption and the second, the sequential number in the series, the series beginning with 1 for resolutions as well as for decisions.

S/- refers to documents of the Security Council.

T/- refers to documents of the Trusteeship Council.

DC/- refers to documents of the Disarmament Commission.

DP/- refers to documents of the United Nations Development Programme.

ID/- refers to documents of the United Nations Industrial Development Organization.

ITC/- refers to documents of the International Trade Centre.

TD/B/- refers to documents of the Trade and Development Board of the United Nations Conference on Trade and Development.

UNEP/- refers to documents of the United Nations Environment Programme.

U.N.P. designates United Nations sales publications.

"L" in a symbol refers to documents of limited distribution, so designated because of their temporary nature; "CONF," to documents of a conference; "INF," to those of general information.

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PART ONE

The United Nations

Report of the Secretary-General on the work of the Organization

I

In the past year the United Nations has been actively engaged on an unprecedentedly wide range of problems. In terms of hours worked, meetings held or journeys made, there has never been a more active or more arduous year. While the purpose of some of its most important activities may be rather to prevent the worst from happening than to achieve a spectacular solution, the Organization has also achieved notable progress this year on some extremely difficult problems. The pragmatic and realistic approach which has begun to emerge over the last few years has resulted in practical results which provide an opportunity for the Organization to show its potential and to develop its capacity. This is encouraging in terms of the problems themselves and also for the future of the United Nations.

Even the most casual consideration of the daily developments in our world provides clear evidence that global organization and global order, however imperfect or sometimes ineffective they may at present be, are an increasingly indispensable necessity. The fact that the world is becoming at the same time more nationally diverse and more interdependent, that power, in the old sense of the word, is more fragmented and that violence is ever more pervasive and dangerous, affords both the strongest argument for world order and the reason why it is so difficult to achieve. It is precisely because we live in a world of nation States jealous of their sovereignty and often fearful of their neighbours, a world of regional conflicts, deepening poverty, economic dislocation, exploding populations and deteriorating environments, a world overshadowed by the existence of weapons of mass destruction, that the development of a strong and effective United Nations system is a vital imperative. In such a situation we cannot afford despair or cynicism, tempting though such attitudes may sometimes be. We can, and must, develop a sense of human solidarity, finding practical expression in a strong family of international institutions, if our major international problems are to be contained and ultimately solved.

Such an approach requires simultaneous progress in several areas. It requires progress on disarmament. It requires concerted and constructive efforts to resolve conflicts peacefully, especially in the Middle East and southern Africa. It requires

a practical and effective approach to the better distribution of global economic opportunities. It requires realistic co-operative approaches to the correction of legitimate grievances. It requires, above all, a universal effort to rise above narrow nationalistic aims in the pursuit of global objectives.

Much groundwork has already been done in all of these fields, but it would be idle to ignore the feelings of frustration which persist in many quarters for different reasons. Some are frustrated by the difficulty of securing practical action or the redress of long-standing grievances and inequities, others by what they regard as the prevalence of unrealistic rhetoric over workable and realistic compromise. All too often these frustrations are vented on the international organizations which provide the best hope of relieving them.

It is important that this tendency should not conceal the true causes of our difficulties or weaken the organizations which have been set up to solve them. It is no longer widely questioned that some of our greatest problems can only be handled by multilateral action. It is essential therefore to develop international organizations in such a way that Governments and people have confidence in them and give them the means to secure practical results. Used properly, for example, the United Nations can be the instrument for overcoming much of the sense of mistrust and insecurity which makes so many international problems insoluble. I am glad that it is being increasingly used for this purpose.

There is one source of disillusionment with the United Nations as an instrument of international co-operation which is due in some degree, I believe, to the way in which we are accustomed to speak of great problems. In the United Nations, as in the world at large, we speak much of settlements—usually just and lasting—and solutions—usually long-term and comprehensive. This habit of speech gives the impression that, with sufficient application and ingenuity, a total solution can and will be found even to the most intractable of problems. The assumption that a total solution can always be achieved can lead to disillusionment. The problems which come to the United Nations are usually immensely complex questions. Many of them also constitute a potential threat to international peace and security. The

United Nations provides a political framework where such problems can be contained, defused and treated. It also provides a place where all can agree to work together for a solution or a settlement. Very often, however, such a settlement can only come slowly through a period of evolution, during which the problem must be treated and positive forces constantly channelled in the right direction. This is a vital practical function of the United Nations which should not be overshadowed by the frustrations which arise from a failure to achieve quick and comprehensive solutions.

In the economic and social field also, talk of new strategies and programmes of action may tend to produce an over-optimism quickly succeeded by frustration. We must never forget that we are engaged in an infinitely complex historical process. We can, and must, work hard for gains that are often small in themselves, as long as we are moving forward in the right direction. The struggle for improvement is very often in itself the difference between victory and defeat, between a reasonable degree of order and total chaos. I must, however, here express my deep concern about the existing stalemate in the North-South dialogue and on major aspects of the establishment of a new international economic order. If these are not overcome soon, there will be fundamental political repercussions as well as economic ones.

What we require, as we face the critical years ahead, is the realism and determination to develop our practical capacity to build on the foundations which have already been laid down and on the purposes and principles of the Charter of the United Nations, which all accept.

II

There are some aspects of the world situation in which the United Nations is not directly involved but which none the less affect deeply the atmosphere and the general framework in which its efforts to promote international co-operation are pursued. Last year I noted that East-West relationships appeared to be going through a phase of reassessment which inevitably had repercussions on many major world problems. While East-West differences are less prominent in international organizations than they used to be, they remain a key element in the current world situation and in the approach which other Governments take to the affairs of the world. We have seen this recently in the special session of the General Assembly devoted to disarmament, where the concurrent discussions of a second strategic arms limitation agreement are clearly of crucial importance to any other undertaking. All possible efforts should be made to ensure that

East-West problems will not increase tensions in some of the very difficult situations which have developed in Africa, especially during the past year. Initial Security Council action on Namibia shows an encouraging tendency to work together on agreed approaches. I hope that this tendency will be reflected in other areas as well and will eventually become the predominant approach to African problems.

Any deterioration in great power relations is inevitably a major factor in the international climate. I continue to be convinced that the great powers are far too experienced and too wise to allow their relationships to deteriorate to the point of being a serious danger to world peace. I am, however, very much concerned at the possible interaction between the tensions which exist between them and the regional conflicts which erupt in various parts of the world from time to time. It seems to me that the major potential threat to world peace at the present time is the possibility that one or other regional conflict may unexpectedly become closely connected with the complex relationship of the great nuclear powers and strain that relationship to the breaking point. This preoccupation is in turn connected with the problem of intervention or non-intervention in events around the world and with the highly controversial and difficult situations which arise out of military pacts, requests for military assistance and the massive supply of armaments to the opposing sides in regional conflicts.

I very much hope that the Governments of the world, and especially the greater powers, will find, in their wisdom, a means to turn away from the struggle for spheres of influence. This struggle has led to great suffering and destruction throughout recorded history, especially for the innocent bystanders who have always constituted the overwhelming majority of the human race. One of the main reasons for setting up the United Nations was to replace the struggle for spheres of influence with a more civilized and more representative system of world order in which the nations of the world governed their relations and tackled their common problems with the agreement and participation of all, the weak as well as the strong. But this new system can succeed only if all nations whole-heartedly support it and honour the obligations and responsibilities they have accepted under the Charter. It would indeed be a tragic step backwards if we were now to give up this fundamental and hard-won advance in world affairs and revert to a system which has in the past meant the domination of the many by the few and which has constituted a permanent risk of world war. We must strive to reach a point where the system and the principles of the Charter, and not the rivalries of great

powers, are the decisive and dominant elements of the international order.

The United Nations was intended, among other things, to be the guarantor of justice and peace for all nations, and most especially for defenceless or small countries which would otherwise have no recourse in a world dominated exclusively by power politics. We have to face the fact that at the present time the United Nations is not always in a position to exercise this essential function, and that there are many situations in which military power or political influence are far more significant factors than the principles of justice and the rights of all nations as expressed in the Charter. In the present political circumstances, the United Nations is seldom, if ever, in a position to enforce its decisions and has little means of making them effective in the face of determined opposition. This fact has tended to downgrade the prestige and effectiveness of the Organization and to detract from its primary purpose as the impartial and respected guarantor of international peace and security. The practical result has been that some small States no longer turn to the United Nations as the protector of their sovereign rights.

For this and other reasons, there are now, as always, conflict situations which Governments do not wish to bring before the United Nations. Recent developments in the Horn of Africa and in Zaire are good cases in point. While I do not question the reasons why Governments have not seen fit to bring such problems to the United Nations, I do believe that when problems of such magnitude do not come before the world Organization, and when they cannot be dealt with effectively by the appropriate regional organization, they constitute a potential risk to international peace and security which is of legitimate concern to all Governments. I know there are understandable reasons why it is often considered inadvisable to involve the Security Council in such matters. However, the world community must come to terms with the danger of unexpected developments and connexions arising from regional conflicts. A more reliable and generally accepted international security system is the only logical answer to this fundamental problem.

For this to happen, Governments will have to develop far greater confidence in the Security Council's wisdom, objectivity and capacity for even-handed and effective action. This is, in the end, a challenge of historic importance to the members of the Security Council and especially to the permanent members. If we could reach a point where Governments in trouble had no hesitation in bringing their problems to the Security Council and where the Council had both the will and the means to deal objectively and effectively

with such problems on their merits alone by availing itself, when necessary, of the powers conferred on it by the Charter, we would have made a decisive step forward towards world order.

In the meantime, the United Nations must continue to do its best to contain the conflicts which are before it and to strive for a solution of their underlying causes. This effort is in itself a major contribution to international peace which should not be minimized. I hope, as the Organization proves itself increasingly effective in the situations with which it is already dealing and develops both its capacity and the confidence of its Member States in its ability to act effectively, that it will prove possible steadily to transform the present partial and improvised system of international order into something far more consistent, reliable and comprehensive.

III

The organs of the United Nations, the Secretary-General and his staff, and various Governments and groups of Governments have continued their efforts to make progress on the main political problems where the Organization has specific responsibilities. These include especially the Middle East, the problems of southern Africa, and Cyprus.

In the Middle East, despite all efforts and some new elements, real peace still eludes us. Last year most efforts to make progress were connected in one way or another with a resumption of the Geneva Peace Conference on the Middle East. In November 1977, however, President Sadat's historic visit to Israel provided a new approach. It remains to be seen what will finally come of the current attempt to break the prevailing impasse.

I remain convinced, however, that whatever developments may emerge, it will in the end be essential for all the parties concerned in the Middle East to be brought together again in a joint effort to find a way forward to a just and lasting settlement. I have made various suggestions in this regard and I shall not fail to do anything in my power to help the parties concerned to overcome the present stalemate. To this end I have kept close contact with the leaders in the region and the co-Chairmen of the Geneva Conference.

The Middle East situation, for a mixture of compelling reasons, vitally affects not only international peace and security but the interests of the world community as a whole. However formidable the difficulties, we cannot afford to relax for a moment the attempt to find a peaceful way forward. It bears repeating that in the Middle East time is not in favour of peaceful developments. Nothing could demonstrate this point more clearly than the events in Lebanon, a country which has literally been torn apart by the