# Article 85

## Table of Contents

| Paragraphs |
|------------------|------------------|
| **Introductory Note** | 1 - 6 |
| **I. General Survey** | 7 - 11 |
| **II. Analytical Summary of Practice** | 12 - 79 |
| **A. Questions concerning the approval, alteration or amendment of Trusteeship Agreements** | 12 |
| **B. Questions concerning the exercise by the General Assembly of functions under Articles 87 and 88** | 13 - 66 |
| **1. Requests for reports from the Administering Authorities:**  
  consideration of these reports; recommendations concerning the content of certain annual reports submitted by the Administering Authorities under Article 88 | 13 - 66 |
| 2. The hearing of oral presentations by the Fourth Committee of the General Assembly | 13 - 66 |
| a. The question whether the Fourth Committee should hear oral presentations | 29 - 37 |
| b. The question whether oral presentations should be made in the first instance to the Trusteeship Council | 38 - 41 |
| c. The question of establishing a procedure for dealing with requests for oral hearings in the Fourth Committee | 42 - 57 |
| d. The question of the representation of petitioners before the Fourth Committee | 58 - 63 |
| e. Action taken to facilitate the travel of representatives of petitioners to United Nations Headquarters | 64 - 66 |
| **C. The question of the relationship between the General Assembly and the Trusteeship Council** | 67 - 79 |
| 1. Actions taken by the General Assembly with respect to the exercise by the Trusteeship Council of its responsibilities | 67 - 78 |
| a. Action taken by the General Assembly on the annual reports submitted to it by the Trusteeship Council | 67 |
| b. Endorsement by the General Assembly of certain specific conclusions, recommendations and observations of the Trusteeship Council | 68 - 70 |
| c. Recommendations regarding measures to be taken by the Trusteeship Council in dealing with questions or problems concerning Trust Territories; requests to the Trusteeship Council to carry out special studies | 71 - 74 |
| **d. Requests that the Trusteeship Council make recommendations to the Administering Authorities** |
TEXT OF ARTICLE 85

1. The functions of the United Nations with regard to trusteeship agreements for all areas not designated as strategic, including the approval of the terms of the trusteeship agreements and of their alteration or amendment, shall be exercised by the General Assembly.

2. The Trusteeship Council, operating under the authority of the General Assembly, shall assist the General Assembly in carrying out these functions.

INTRODUCTORY NOTE

1. The provisions of Article 85 are essentially an elaboration of the terms of Article 16 of the Charter. During the period under review, most of the procedures followed by the General Assembly and the Trusteeship Council in connexion with Article 85 continued, in effect, in the manner described in the previous Repertory studies of this Article.

2. As explained in the Introductory Note to the study in the Repertory, the term "functions of the United Nations" referred to in Article 85 has been interpreted in its widest sense in the practice of the General Assembly. Article 85 has thus been regarded as applying not only to the approval of terms of Trusteeship Agreements, but to all functions of the United Nations in supervising the administration of Trust Territories not designated as strategic areas.

3. In the Repertory study, section A of the Analytical Summary of Practice dealt with questions concerning the approval, alteration or amendment of Trusteeship Agreements. During the period covered by the present study, the Trusteeship Agreement for one Trust Territory was terminated, and issues leading to the termination of the Trusteeship Agreements for four other Trust Territories were considered.

4. Section II B of the earlier Repertory studies concerned the exercise by the General Assembly of supervisory functions in the administration of Trust Territories under Articles 87 and 88. In the period under review, the General Assembly continued the practice of not considering directly the reports submitted by the Administering Authorities, but of taking them into consideration as they were reflected in reports submitted to the General Assembly by the Trusteeship Council. The Fourth Committee of the General Assembly continued to grant requests for hearings by petitioners wishing to appear before it, and it discussed further the question of establishing a procedure for dealing with such requests in the future. In the
period under review, developments occurred with regard to special questionnaires for New Guinea, Nauru and Tanganyika and to the time limit for the submission of annual reports. 1/

5. Section II C of the previous Repertory studies concerned the relationship between the General Assembly and the Trusteeship Council. The section was divided by several headings and subheadings to facilitate analysis of all types of action by both organs bearing on that relationship. The present study repeats the earlier headings that remain applicable.

6. A list of the resolutions relating to Trusteeship that were adopted by the General Assembly during its eleventh, twelfth and thirteenth sessions appears in this Supplement in the annex to the study of Article 16.

I. GENERAL SURVEY

7. The termination of the Trusteeship Agreement for the Trust Territory of Togoland under British administration and the question of the future of Togoland under French administration, of the Cameroons under British administration, of the Cameroons under French administration and of Western Samoa under New Zealand administration are dealt with in this Supplement under Article 76. 2/

8. It will be recalled that under article 24 of the Trusteeship Agreement with regard to Somaliland under Italian administration, trusteeship was to cease to be in force ten years after the date of its approval by the General Assembly, at which time the Territory was to become an independent sovereign State.

9. The special report 3/ presented by the Administering Authority to the Trusteeship Council during its twenty-fourth session described the stages through which the Trust Territory had gone at that time in its path towards the realization of the objectives of the International Trusteeship System. All that then remained was to complete the final formalities preceding the granting of full independence on the agreed date of 2 December 1960, if the Government or Legislative Assembly of Somalia so requested. The powers of administration would then pass to the Head of the State, to the Ministry of Foreign Affairs of Somalia and to such other government organs as were provided for in the Constitution. The objectives of the International Trusteeship System with regard to Somaliland under Italian administration would have been realized, thus rendering the Trusteeship Agreement pertaining to the Territory inoperative from that date.

10. The Administering Authority stated that, should constitutional arrangements be completed before the appointed date and should the Government of Somalia so desire, it would support a request for the termination of the Trusteeship Agreement at an earlier date. 4/

1/ See this Supplement, under Article 88, for a more detailed treatment of this question.
2/ Sections II B 5 d and e.
3/ "Plan for the transfer of the functions of government from the Italian Government to the Somali Government", T C (XXIV), Annexes, a.i. 3, p. 58 (T/1477; briefly summarized in G A (XIV), Suppl. No. 4 (A/4100), part II, chapter III, paras. 30 and 31.
4/ The actual date of independence was 1 July 1960.
11. The General Assembly continued the practice of adopting resolutions relating to the reports of the Trusteeship Council, following its examination of the reports.

II. ANALYTICAL SUMMARY OF PRACTICE

A. Questions concerning the approval, alteration or amendment of Trusteeship Agreements

12. During the period under review, the only action taken by the General Assembly in this connexion was the termination of the Trusteeship Agreement for Togoland under British administration. 6/

B. Questions concerning the exercise by the General Assembly of functions under Articles 87 and 88

**1. Requests for reports from the Administering Authorities: consideration of these reports; recommendations concerning the content of certain annual reports submitted by the Administering Authorities under Article 88

2. The hearing of oral presentations by the Fourth Committee of the General Assembly

13. During the eleventh session of the General Assembly, the Fourth Committee received twenty requests for oral presentations to be made before it and granted all of them. One request came from an organization in Tanganyika; nine from organizations in the Cameroons under French administration; two from political parties and one from an individual in Togoland under British administration; one from an organization concerned with Togoland under British administration and Togoland under French administration; and six from organizations and political parties in Togoland under French administration. Representatives from seven of the organizations in the Cameroons under French administration, and the individual petitioner from Togoland under British administration, did not appear before the Committee.

14. With regard to certain requests, the representative of Belgium stated that if they had been put to vote, he would have voted against granting them since hearing petitioners before the Trusteeship Council had examined their cases showed lack of courtesy towards the Council.

15. In connexion with the nine requests from, or concerning, the Cameroons under French administration, the granting of two was objected to on the grounds that the organizations concerned had Communist affiliations and had been dissolved as a result of their part in subversive movements in May 1955. The two requests were granted by a vote of 30 to 13, with 5 abstentions. In considering the requests of

5/ G A resolutions 1066 (XI), 1205 (XII) and 1280 (XIII).
6/ G A resolution 1044 (XI); see also treatment in this Supplement under Article 76 b.
8/ G A (XI), 4th Com., 552nd mtg., para. 12. The representative mentioned requests from Association Bamiléké and those concerning Togoland under British administration and Tanganyika.
9/ Ibid., para. 8.
10/ Ibid., para. 9.

308
two other associations - one from the Cameroons under British administration - the
representative of the United Kingdom stated 11/ that his delegation had no knowledge
of either of these associations. Another representative drew the attention of the
Fourth Committee to the fact that it had granted the requests of petitioners without
knowing who they were, whereas the representatives of Member States were not admitted
to meetings of the Committee unless they had proper credentials. In the event, the
representatives of only one of these two associations appeared before the Committee.
In the case of another organization, objection to granting its request was made 12/ on
the grounds that it had been dissolved. The request was granted 13/ by 30 votes to 11,
with 6 abstentions. The representative of France stated 14/ that he would not attend
the hearing of this petitioner. Granting the request of another association was
objected to 15/ because it was said to have become the spokesman for illegal
organizations. This request was granted 16/ by 36 votes to 9, with 9 abstentions, but
no representative from the association appeared before the Committee. The requests of
the remaining three organizations from the Cameroons under French administration were
granted without objection, but the representative of only one of them actually
appeared 17/ before the Committee.

16. The ten requests from organizations, political parties and one individual
petitioner in the two Trust Territories of Togoland were granted without objection. As
stated above, the individual petitioner from Togoland under British administration did
not appear before the Committee. The representatives of seven organizations and
political parties made presentations to the Committee in connexion with the question of
the future of Togoland under British administration 18/ The same representatives,
together with those of two additional organizations, made presentations in connexion
with the question of the future of Togoland under French administration. 19/

17. During the twelfth session of the General Assembly, the Fourth Committee granted
eight requests for oral presentations. Five of the requests came from organizations in,
or concerned with, the Cameroons under French administration. Two of these requests
were granted 20/ without objection. An objection to granting one request was made 21/
on the grounds that the petitioner had appeared before the Fourth Committee during
the eleventh session of the General Assembly as the representative of a party which had
been banned by decree; though he appeared on behalf of a new party, he would undoubtedly
seek to express opinions that were identical with those he had expressed at the
previous session. The request was granted 22/ by 42 votes to 8, with 10 abstentions.
In the case of another request, the representative of France, while not objecting to
granting a hearing, thought 23/ that the request would have been more suitably
addressed to the Trusteeship Council, which was better qualified than the Fourth
Committee to deal with the kind of question the petitioner was likely to raise. The
request for a hearing before the Fourth Committee was granted 24/ by 38 votes to 2,
with 13 abstentions. An objection to granting the fifth request was made 25/ by the representative of France, who stated that the applicant represented a party which had been legally dissolved on account of its subversive activities. These activities had led to disorders and bloodshed and had been censured by the Trusteeship Council; the leaders, who were fugitives from justice, had taken refuge in a neighbouring Trust Territory, from which they had recently been expelled. He did not think that these men, who had been away from their own country for a long time and were considered undesirable elsewhere, could give useful evidence about the Cameroons under French administration, which had its own Government, institutions and administration. The request was granted 26/ by 32 votes to 11, with 10 abstentions.

18. The three remaining requests came from political organizations in Togoland under French administration; their representatives wished to make oral presentations in connexion with the question of the future of that Territory. Two of these requests were granted, 27/ one by 60 votes to none, with 11 abstentions and the other by 57 votes to none, with 17 abstentions. The third request was granted without objection.

19. During the first part of the thirteenth session of the General Assembly, the Fourth Committee granted four requests for oral presentations concerning the future of the Trust Territories of the Cameroons under British administration and of the Cameroons under French administration, and one request concerning Ruanda-Urundi.

20. The representative of France objected 28/ to the granting of two requests concerning the future of the Cameroons under French administration on the ground that they came from members of parties that had been outlawed by the Government of France, and most of their leaders were sought by the police for ordinary crimes; moreover, the persons concerned could not have any knowledge of the current situation in the Territory because momentous political and constitutional changes had taken place since they had left it to take refuge abroad. The two requests were granted, 29/ one by a vote of 43 to 10, with 18 abstentions; and the other, by 44 to 10, with 16 abstentions. The third request concerning the Cameroons under French administration was granted without objection. 30/

21. With regard to granting a request from a political party concerning the future of the Cameroons under British administration, the representative of the United Kingdom considered 31/ that it would not be good procedure for the Fourth Committee to hear a petitioner who could be expected to present his views to the United Nations Mission about to visit the Territory. The request was granted 32/ by a vote of 45 to 10, with 17 abstentions.

22. The representative of Belgium expressed reservations 33/ regarding the admissibility of a request from a petitioner who asked to be heard concerning conditions in Ruanda-Urundi, since he was not a resident of the Trust Territory and was not qualified to speak about conditions there. Furthermore, the Trusteeship
Council was the proper organ to hear petitioners. Some representatives argued that the request should be denied because the petitioner did not represent a group of the population or a political party, and because the political and educational situation he mentioned was not sufficiently urgent to justify a hearing. After extended discussion, the request was granted on a roll-call vote of 36 to 23, with 16 abstentions.

23. During the resumed thirteenth session of the General Assembly, concerning the future of the Trust Territories of the Cameroons under British administration and the Cameroons under French administration, the Fourth Committee again heard four petitioners who had been granted hearings at the first part of the session in connexion with the question of the Cameroons. The Committee also granted requests, without objection, for twenty-six other hearings; two from associations concerned with the Cameroons under British administration and the remainder from associations, organizations or political parties concerned with the Cameroons under French administration. The representative of France made it known that though he did not oppose granting a hearing in the case of one of these requests, he did not endorse the request in view of the terms in which it was couched. Two of the associations did not send their representatives to be heard by the Fourth Committee.

24. At the eleventh, twelfth and thirteenth sessions of the General Assembly, the petitioners who had been granted hearings had an opportunity to express their views in oral statements which were, for the most part, also circulated as unofficial documents for the information of the members of the Fourth Committee. The petitioners replied to questions, and in some cases made supplementary statements, before the Committee began its discussions concerning action on relevant agenda items or after the general debate had been opened. The Committee either made reference to the oral presentations in its draft resolutions or simply noted the views expressed by the petitioners in the course of its discussions.

25. The resolution concerning the future of the Trust Territory of Tanganyika, adopted by the General Assembly at its eleventh session, drew the attention of the Administering Authority and the Trusteeship Council to the views expressed by the President of the Tanganyika African National Union and to the relevant debates in the Fourth Committee. In its resolution on the hearings of petitioners from the Cameroons under French administration, the General Assembly took note of the statements of the petitioners and transmitted them to the Trusteeship Council for further study. The General Assembly also took note of the views expressed by the petitioners before the Fourth Committee in its resolution concerning the future of Togoland under French administration.

26. At the twelfth session, a reference to oral petitioners appears in the resolution on the future of Togoland under French administration, to the effect

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34/ Ibid., para. 27; 781st mtg., paras. 5 and 9.
35/ See below, paras. 32-37 and 43-45.
36/ G A (XIII), 4th Com., 781st mtg., para. 38.
37/ G A (XIII), Annexes, a.i. 13, p. 25, A/4095, paras. 6 and 7.
38/ G A (XIII), 4th Com., 851st mtg., para. 2.
39/ See paras. 47-57 below.
40/ G A resolution 1065 (XI).
41/ See para. 14 above.
42/ G A resolution 1067 (XI).
43/ G A resolution 1046 (XI).
44/ G A resolution 1182 (XII).
that the General Assembly had heard the views expressed by the petitioners during the hearings granted by the Fourth Committee. The resolution 45/ on the situation in the Trust Territories of the Cameroons under British administration and the Cameroons under French administration also mentioned that the General Assembly had heard and considered statements of petitioners from these Territories in the course of the hearings granted by the Fourth Committee.

27. A resolution 46/ adopted at the thirteenth session of the General Assembly drew the attention of the Trusteeship Council to an oral presentation concerning the Trust Territory of Ruanda-Urundi. The General Assembly also included a reference, in the preamble to its resolution 47/ on the question of the future of the Trust Territories of the Cameroons under French administration and the Cameroons under United Kingdom administration, to the petitioners who had made oral presentations on conditions in these Territories during the first part of the thirteenth session.


a. THE QUESTION WHETHER THE FOURTH COMMITTEE SHOULD HEAR ORAL PRESENTATIONS

29. At the eleventh session of the General Assembly, when the Fourth Committee was considering requests for oral presentations from organizations in, or concerned with, the Cameroons under French administration, the representative of France stated 49/ that his delegation considered that the Fourth Committee should not receive petitions from organizations which were no longer legally in existence nor hear their representatives. During the eleventh, twelfth and thirteenth sessions, objections to the granting of requests from such organizations were made on these grounds by the same representative, as noted above. 50/

30. At the twelfth session, when a request for an oral presentation from a trade union in the Cameroons under French administration was being considered, a representative in the Fourth Committee stated 51/ that the request would have been more suitably addressed to the Trusteeship Council, which was better qualified than the Fourth Committee to deal with the kind of question the petitioner was likely to raise. Another representative 52/ voted against granting this request because his delegation considered that it was not for petitioners to decide by which organ of the United Nations they should be heard. The competence of United Nations organs was established by the Charter, and the Trusteeship Council was the organ best fitted to grant hearings to petitioners.

31. During the thirteenth session of the General Assembly, when examining requests for oral presentations on the Cameroons under French administration, the

45/ G A resolution 1211 (XII).
46/ G A resolution 1279 (XIII).
47/ G A resolution 1282 (XIII).
48/ G A resolution 1349 (XIII).
49/ G A (XI), 4th Com., 552nd mtg., para. 8.
50/ Paras. 15, 17 and 20.
51/ G A (XII), 4th Com., 670th mtg., para. 2.
52/ G A (XII), 4th Com., 670th mtg., paras. 2-4.
Fourth Committee heard 53/ the representative of France question the advisability of granting hearings to persons outside the law who had tried to overthrow the established régime by force, and whose violent and illegal activities in a Trust Territory had retarded the Territory's development.

32. In connexion with a request for an oral hearing on Ruanda-Urundi, the point was made 54/ by the representative of Belgium and by others that it would be an abuse of the right of petition to grant a hearing to a person who was not a resident of the Trust Territory in question and who was not authorized to represent the inhabitants of the Trust Territory. Though it was considered that requests for hearings should be dealt with as generously as possible, doubt was expressed as to whether it was advisable to grant every request and to maintain that every individual in a Trust Territory had an unquestionable right to be heard. The Fourth Committee should determine, in each case, whether the hearing was likely to contribute to the welfare of the people of the Trust Territory and to the advantage of the International Trusteeship System.

33. The representative of the United Kingdom pointed out 55/ that the Charter allowed discretion to the General Assembly and to the Trusteeship Council to hear petitioners, or not to hear them. The Fourth Committee was under no obligation to grant a hearing to anyone who asked for it. The Committee should be guided by certain principles, and the right of petition safeguarded. As an essential minimum requirement, he thought that a petitioner who was not an inhabitant of a Trust Territory should at least be able to show that he was the spokesman of a section of the people of that Territory and that he had some particular reason for asking to be heard by the Committee.

34. On the other hand, the representatives of the United Arab Republic, India and Yugoslavia, among others, considered 56/ that the Charter and the rules of procedure of the Trusteeship Council did not confine the right of petition to the inhabitants of Trust Territories or to representatives of groups or organizations in the Territories. In any event, the fact that an individual was not a resident of a Trust Territory at the time of seeking a hearing should not disqualify him from being heard. It was sufficient for the purposes of the Fourth Committee that a petitioner should have definite knowledge of conditions in a Trust Territory. Individuals living outside a Territory might, as a matter of fact, be able to provide even more information than the inhabitants themselves.

35. Some representatives thought that 57/ the Fourth Committee should take advantage of an opportunity to acquaint itself with conditions in a Trust Territory which had not previously been represented by oral petitioners. It was pointed out, 58/ however, that it would not be practicable for the Fourth Committee to hear all petitioners, merely because only a limited number had presented themselves until then.

36. The further point was made 59/ that the petitioner in question had not established the urgency of the problems which he wished to discuss before the Fourth Committee;

54/ Ibid., 774th mtg., paras. 11, 21 and 27; 781st mtg., paras. 1, 4, 8, 10, 11, 20, 31, 41, 42, 45 and 46.
55/ Ibid., 781st mtg., para. 9.
56/ G A (XIII), 4th Com., paras. 12, 17, 19, 24, 26 and 34; 781st mtg., paras. 12, 17, 20, 24, 27, 31, 33 and 39.
57/ G A (XIII), 4th Com., paras. 20, 22 and 23; 781st mtg., para. 44.
58/ Ibid., 781st mtg., para. 9.
52/ Ibid., paras. 5 and 10.
these problems had been dealt with exhaustively in the report of the Trusteeship Council. Urgency, according to other representatives, was essentially a subjective matter; what did not seem urgent at the time might soon become so in view of the rapid development of the Trust Territories.

37. The representative of the United Kingdom suggested that the petitioner could be advised to submit his views to the Trusteeship Council in an appropriate written petition. The discussion during the eleventh and thirteenth sessions of the General Assembly concerning the question of the relative competence of the General Assembly and of the Trusteeship Council in the matter of hearing oral presentations is described below.

b. THE QUESTION WHETHER ORAL PRESENTATIONS SHOULD BE MADE IN THE FIRST INSTANCE TO THE TRUSTEESHIP COUNCIL

38. In addition to the opinions noted above to the effect that a request for an oral presentation should have been addressed to the Trusteeship Council rather than the Fourth Committee, similar opinions were voiced on other occasions. During the eleventh session, when the Fourth Committee was considering requests for oral presentations, the representative of New Zealand stated that his delegation did not object in principle to the Committee's hearing petitioners from Trust Territories. The Charter provided that the General Assembly might accept petitions and examine them in consultation with the Administering Authority. The Trusteeship Council was a principal organ of the United Nations, set up to supervise the administration of the Trust Territories, and it was therefore primarily to the Trusteeship Council that the task of examining the petitions should fall. In the instance under discussion, the Trusteeship Council might properly have heard at least two of the petitioners. The representative of Belgium said that his delegation had always opposed the hearing of petitioners in the Fourth Committee because they should properly be heard by the Standing Committee on Petitions and the Trusteeship Council. At the same session, during consideration of a request by a group from a village in the Cameroons under French administration, the representative of Australia, though he did not ask for a vote, thought that the matter was one for consideration by the Standing Committee on Petitions. Subsequently, when a request from a group from the coastal area of Kribi was being considered, a representative stated that normal procedure would have been for such a hearing to be granted first by the Trusteeship Council. The petitioners in the two latter cases did not appear before the Fourth Committee.

39. At the thirteenth session of the General Assembly, when the Fourth Committee was examining a request for an oral hearing addressed to it under Article 87 of the Charter, the representative of Belgium pointed out that Article 87 formed a part of Chapter XIII of the Charter and concerned the functions and powers of the Trusteeship Council. The Charter did not rule out the possibility of consideration of petitions by the General Assembly; the General Assembly had supervisory powers. Nevertheless, such powers should be exercised with discretion and should not duplicate the functions of

60/ Ibid., paras. 21, 28 and 39.
61/ Ibid., para. 11.
62/ Paras. 38-40.
63/ Paras. 14, 17, 22, 30 and 37.
64/ G A (XI), 4th Com., 552nd mtg., para. 13.
65/ Ibid., 587th mtg., para. 65.
66/ Ibid., 585th mtg., para. 2.
67/ Ibid., 627th mtg., para. 18.
68/ G A (XIII), 4th Com., 774th mtg., paras. 3 and 4.

314
the Trusteeship Council. The rules of procedure of the Trusteeship Council included provisions for considering written or oral petitions in consultation with the Administering Authority concerned, whereas the rules of procedure of the General Assembly had no provisions in that respect. Thus, the organ of the United Nations which normally received petitions or heard oral statements by petitioners was the Trusteeship Council, and petitioners should not be the ones to decide before which organ of the United Nations they should state their views. Observance of this rule would safeguard the prestige of the General Assembly, the rights of the Administering Authorities and the interests of the petitioners themselves.

40. The representative of Yugoslavia opposed the argument that the General Assembly should not hear petitioners until after the Trusteeship Council had done so; the Charter clearly indicated that the Trusteeship Council operated under the General Assembly, which meant that the functions of the Council could be exercised by the General Assembly. The representative of India expressed the view that since the Fourth Committee was a committee of the General Assembly, there was no need for requests for hearings to be submitted first to the Trusteeship Council, which was a subsidiary organ. The representative of Iraq considered that if a petitioner was entitled to be heard by the Trusteeship Council, he was entitled to be heard by the Fourth Committee. The representative of Ceylon did not think it preferable that petitioners should first appear before the Trusteeship Council; he held that the General Assembly was entitled to hear all petitioners concerning any matter on which their views were relevant.

41. No proposal was put to the vote, at the eleventh, twelfth or thirteenth sessions of the General Assembly, to refer petitioners who had requested oral hearings to the Trusteeship Council. The Committee decided, however, to suggest to one petitioner whose request had been received after the Committee had completed its consideration of a certain item, that he might address himself to the Trusteeship Council if he so wished.

42. The form in which certain requests for oral hearings were submitted at the thirteenth session of the General Assembly gave rise to discussion in the Fourth Committee. In objecting to granting a hearing on the question of the Cameroons under British administration, because the request was formulated in a very brief telegram, without any indication as to what the petitioner wished to speak about or why he had not asked to be heard by the Trusteeship Council, the representative of the United Kingdom advocated more careful regulation of relevant procedures in the Fourth Committee.

43. In connexion with a request submitted by an individual petitioner concerning Ruanda-Urundi, it was pointed out by some representatives that adequate information as to whose spokesman a petitioner was, and the nature of the questions of substance he desired to raise before the Fourth Committee, had a material bearing on the right of

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69/ Ibid., para. 19.
70/ Ibid., 781st mtg., para. 29.
71/ Ibid., 774th mtg., para. 24.
72/ Ibid., para. 26.
73/ G A (XII), 4th Com., 736th mtg., paras. 11-13.
74/ G A (XIII), 4th Com., 745th mtg., paras. 28 and 29.
75/ G A (XIII), 4th Com., 774th mtg., paras. 7-11, 18, 21, 27 and 28; 781st mtg., paras. 2 and 5.
petition; the Fourth Committee should exercise vigilance and caution in the matter of
granting hearings. The Committee might do well to seek supplementary information when
there was doubt as to the legitimacy of the grounds on which petitioners asked to be
heard. The Committee had the right to ask for such information, and any petitioner
who requested a hearing for the first time and who had a genuine grievance should give
it freely and fully, as the undisputed right of Members of the United Nations. Hasty
and indiscriminate granting of hearings might otherwise result in serious deterioration
of the entire concept of the system of hearings and might damage the prestige of the
United Nations.

44. The representative of the United Kingdom maintained \(^1\) that the Committee should
have some principles for its guidance, in order to safeguard the right of petition.
The representative of Spain regretted \(^2\) that the regulations did not stipulate
limiting conditions for granting oral hearings; there was danger that abuse of the
right of petition would lower the prestige of the Fourth Committee and impair the
authoritative character of its proceedings.

45. The representatives of Ethiopia, Iraq and the Union of Soviet Socialist Republics,
on the other hand, did not consider \(^3\) it necessary to seek further information from,
or about, petitioners before granting them hearings; the important thing was to hear
what they had to say about the Territory.

46. A proposal during the thirteenth session of the General Assembly that a
petitioner should submit further information as to whether he intended to speak in a
personal or in a representative capacity, and as to the nature or subject matter of
his oral presentation, was adopted \(^4\) by the Fourth Committee by 36 to 2, with
30 abstentions.

47. During the twelfth session of the General Assembly, a request by a petitioner to
be allowed to speak again after the opening of the general debate on the report of the
Trusteeship Council elicited protests \(^5\) from the representatives of Australia,
Belgium, New Zealand and United Kingdom; it was variously argued that petitioners
should not intervene in the general debate, should not comment on statements of
representatives of Member States made in the general debate, or be given the right of
reply, and should not be placed upon an equal footing with representatives of Member
States. The Chairman noted \(^6\) that according to established practice, petitioners
stated their views and answered questions put to them, but did not take part in the
general debate.

48. It was suggested \(^7\) that petitioners might be allowed to speak again, after the
general debate and before the Fourth Committee voted on the draft resolutions. The
representative of the Philippines recalled \(^8\) a draft resolution \(^9\) which his
degregation did submit to the Trusteeship Council at an earlier session and which had
been rejected; by this draft resolution, representatives of Trust Territories would

\(^1\) G A (XIII), 4th Com., 781st mtg., para. 9.
\(^2\) Ibid., para. 32.
\(^3\) Ibid., 774th mtg., paras. 14, 24 and 34.
\(^4\) Ibid., para. 32.
\(^5\) G A (XII), 4th Com., 720th mtg., paras. 8-10, 16-18 and 28.
\(^6\) Ibid., para. 10.
\(^7\) Ibid., paras. 12-14 and 17.
\(^8\) Ibid., paras. 22 and 23.
\(^9\) T C (IV), Annexes, p. 23, T/238.
have taken part in the Council’s debates concerning their own Territories. In the case at issue, he proposed that the petitioners should be allowed to remain at the Committee table without participating in the discussion. The proposal was approved by a vote of 32 to 17, with 17 abstentions. The representative of India endorsed the proposal, but thought the decision should not set a precedent. The representative of Costa Rica suggested that the Committee should consult a competent authority on the principle involved, since the problem would arise on future occasions.

49. A vote was taken at a subsequent meeting whether to grant the requests of certain petitioners to be allowed to make supplementary statements, with the understanding that they would not be allowed to refer to statements by members of the Committee during the general debate. The requests were granted by a vote of 36 to 6, with 19 abstentions. Some representatives thought that this was tantamount to reopening the general debate.

50. A similar request by certain petitioners, during the first part of the thirteenth session of the General Assembly, that they should be allowed to make supplementary statements after the opening of the general debate, resulted in approval by the Fourth Committee of a proposal to invite the petitioners to make further statements, using for that purpose any legitimate elements that had been adduced concerning the question under discussion, namely, the future of the Cameroons under British administration and of the Cameroons under French administration; (b) to provide for questions to be put to the petitioners by members of the Committee; (c) not to retain the petitioners on the floor of the Committee thereafter; (d) to allow members of the Committee, at the conclusion of the general debate and before the discussion of draft resolutions, to recall the petitioners if they so wished, or if the petitioners themselves requested it, to make further supplementary statements or to answer further questions; and also (e) to recall the petitioners during the debate, at the Committee’s discretion, if their presence was required to elucidate certain points. This proposal was approved by a roll-call vote of 34 to 9, with 27 abstentions.

51. The above proposal represented a compromise; some representatives thought that a clear differentiation should be maintained between statements by petitioners and those made by representatives of sovereign States. It was recalled that the Fourth Committee had agreed during the twelfth session that, as a matter of principle, it would not be advisable for petitioners to participate in a general debate. Several representatives indicated that they had supported the compromise proposal with the understanding that the petitioners would not participate in the general debate. The proposal was interpreted to mean that the general

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85/ G A (XII), 4th Com., 720th mtg., paras. 23 and 31.
86/ Ibid., para. 39.
87/ Ibid., para. 38.
88/ Ibid., 727th mtg., paras. 25-35.
89/ Ibid., para. 33.
90/ Ibid., para. 34; 728th mtg., para. 8.
92/ G A (XIII), 4th Com., 805th mtg., paras. 36 and 46; 806th mtg., para. 30; 807th mtg., paras. 12 and 14.
93/ See paras. 47-49, above.
94/ G A (XIII), 4th Com., 805th mtg., paras. 32 and 37.
95/ Ibid., 805th mtg., paras. 30, 31 and 33.
96/ Ibid., 807th mtg., paras. 11 and 12.

317
debate would be formally suspended whenever the petitioners were heard, and they would not be allowed to refer to speeches made by representatives during the general debate. One representative, though he had accepted the compromise, was nevertheless opposed to having the general debate interrupted to hear petitioners. Another representative thought the Committee should follow the precedent created when it heard petitioners from Togoland and should allow petitioners to be present during debates without having the right to speak. According to another representative, petitioners should have the right, not only to explain their views, but also to hear statements made by representatives of Member States.

52. The point was stressed that the proposal was an ad hoc compromise on a matter concerning which no rigid rule had ever been laid down; in no circumstances would this constitute a precedent. The entire question should be re-examined in due course in order to prevent the United Nations from becoming a forum in which any person was free to speak on any subject.

53. The main argument invoked against the adoption of the proposal was that it would grant petitioners less favourable treatment than that afforded to petitioners during previous sessions of the Fourth Committee, when they were allowed, at the Chairman's suggestion, to remain in their seats during the general debates and were given an opportunity to make supplementary statements afterwards. The petitioners agreed to the compromise. A suggestion was made, but not put to the vote, that when the Fourth Committee examined an item which involved the termination of a Trusteeship Agreement, petitioners should be allowed to take part in the debate.

54. During the resumed thirteenth session of the General Assembly, the Fourth Committee carried out its decision, taken during the thirteenth session, to impose a fifteen-minute time limit on oral presentations; petitioners were at liberty, however, to submit written statements without restriction. Opposition to this procedure was voiced by the representative of the Union of Soviet Socialist Republics.

55. The question of granting supplementary hearings to petitioners who had already been heard was again discussed at the resumed thirteenth session. No objection was raised to granting a supplementary hearing to a petitioner who wished to present the views of two organizations whose representatives had not been able to appear before the Committee.

56. Though the request was granted, opposition was voiced to a second hearing for a petitioner, concerning the Cameroons under French administration, on the grounds that

97/ Ibid., 806th mtg., para. 31.
98/ Ibid., paras. 1 and 17.
99/ Ibid., paras. 23 and 29; 807th mtg., para. 6.
100/ G A (XIII), 4th Com., 806th mtg., paras. 17-22 and 28; 807th mtg., paras. 2 and 10.
102/ G A (XIII), 4th Com., 806th mtg., para. 4; see also ibid., paras. 9 and 25; 807th mtg., paras. 5, 9 and 14.
103/ Ibid., 805th mtg., para. 35.
104/ Ibid., 842nd mtg., paras. 76-81; 844th mtg., para. 9.
105/ Ibid., 843rd mtg., para. 1.
106/ Ibid., 871st mtg., paras. 36-40.
107/ Ibid., 872nd mtg., paras. 1, 18 and 35; see also para. 66, below.
108/ Ibid., 871st mtg., paras. 37 and 38; 872nd mtg., para. 25.
the decision to limit hearings to fifteen minutes had been very generously interpreted; if petitioners were given the right to speak after the general debate, there was a risk that they would comment on statements made by representatives of sovereign States and thus be in a position to exercise undue influence on the Committee’s decision. It would not be in accordance with United Nations practice to allow a private individual to have the final word in a general debate by representatives of Member States. 109/

A suggestion was made, 110/ but not put to the vote, that the petitioner should be granted a supplementary hearing provided he did not comment on statements by representatives of Member States or on draft resolutions or amendments before the Committee, and provided he did not speak for more than fifteen minutes. Some opposition was voiced 111/ to any restriction on such hearings. The suggestion was then made 112/ that petitioners should be asked to circulate their additional statements in writing. The hearing was granted 113/ by a roll-call vote of 3 to 17, with 23 abstentions; France did not participate in the vote.

57. Another request concerning the Cameroons under French administration was objected to on the ground that if the petitioner spoke after the general debate had begun, it would constitute an abuse of the right of petition. The request was granted 114/ by 35 to 10, with 27 abstentions; France did not participate in the vote. Two other requests were granted without objection. 115/ One request was not granted because it was received after the expiration of the time limit fixed by the Committee. 116/

d. THE QUESTION OF THE REPRESENTATION OF PETITIONERS BEFORE THE FOURTH COMMITTEE

58. When the Fourth Committee was considering a request from petitioners concerning the Cameroons under French administration, during the eleventh session of the General Assembly, the point was made 117/ by the representative of Yugoslavia that the Charter did not stipulate that petitioners must be representatives of organizations; they could also be heard as individuals.

59. At the twelfth session of the General Assembly, a question was raised 118/ regarding representation, in connexion with a request for an oral presentation from an organization concerned with the Cameroons under French administration. The Fourth Committee had agreed to hear a petitioner as the representative of the organization in question, but the organization had subsequently designated another person as its representative. The question was then raised as to whether it was the Committee’s policy to grant hearings to organizations, which were then free to designate their representatives, or to individuals.

60. In reply, the Chairman of the Fourth Committee said 119/ that requests for hearings had to be submitted by persons in their own name or on behalf of an

109/ Ibid., 872nd mtg., para. 22.
110/ Ibid., paras. 8 and 13.
111/ G A (XIII), 4th Com., 872nd mtg., paras. 1-4, 9-11, 18 and 24.
112/ Ibid., para. 25; 875th mtg., para. 2.
113/ Ibid., 872nd mtg., para. 30.
114/ Ibid., 875th mtg., para. 1-10.
115/ Ibid., 873rd mtg., para. 59; 875th mtg., para. 40.
116/ Ibid., 875th mtg., para. 11; 876th mtg., para. 3.
117/ G A (XI), 4th Com., 627th mtg., para. 22.
118/ G A (XII), 4th Com., 701st mtg., para. 22.
119/ G A (XII), 4th Com., 702nd mtg., para. 53.
organization. In the former case, the hearing, if granted, was personal, and the petitioner himself appeared before the Committee. If the request was on behalf of an organization, the hearing was granted to the organization. Occasionally, in its request for a hearing, an organization mentioned the name of its representative, but more often it designated him only when its request had been granted. In such cases, as soon as the Secretary-General was given the name of the representative, he informed the Committee in an addendum to the request. If a member of the Committee objected to the representative of the petitioning organization, he could raise the question in the Committee; it would then be for the Committee to decide whether or not it would hear the representative. It was presumed that in the absence of an express objection, the Committee agreed to hear the representative thus designated. The representative of France, was of the opinion that persons appearing before the Committee should be limited to bona fide persons who had come in accordance with a decision of the United Nations itself.

61. Earlier at the twelfth session, when doubt had been expressed as to who was the legitimate representative of a certain organization, the Chairman of the Fourth Committee pointed out that it had been the Committee's practice to grant hearings to petitioners on an individual basis, without conducting an investigation into their qualifications.

62. In addition to the procedural discussion which took place during the thirteenth session of the General Assembly with regard to the admissibility of a petitioner's request to be heard on conditions in a certain Trust Territory while not a resident therein, the representatives of Australia, Belgium and France suggested that the names and standing of petitioners requesting hearings should be made known to the Committee before it was asked to decide on such requests. The representative of Yugoslavia, on the other hand, considered that the organizations were responsible for appointing their representatives, and their credentials could be examined upon their arrival in New York.

63. During the resumed thirteenth session, the Fourth Committee agreed, without objection, to have the views of two organizations, whose representatives had not been able to appear before it, explained by a petitioner who represented a third organization and who happened to be present. Similar designations of proxies occurred during the eleventh session of the General Assembly and the first part of the thirteenth session.

e. ACTION TAKEN TO FACILITATE THE TRAVEL OF REPRESENTATIVES OF PETITIONERS TO UNITED NATIONS HEADQUARTERS

64. At its 510th meeting, during the tenth session of the General Assembly, the Fourth Committee had adopted a resolution which suggested that the Secretary-General should examine measures that could be taken to enable petitioners who had been granted oral hearings, but had been refused passports or travel documents by an Administrating
Authority, to appear before the Fourth Committee of the General Assembly. The Secretary-General accordingly submitted a memorandum 127/ on travel documents, a subject which was considered 128/ by the Fourth Committee during the eleventh session of the General Assembly. During this session, some petitioners to whom the Committee had granted hearings had requested assistance from the United Nations in obtaining travel documents. 129/

65. Following its discussions regarding difficulties encountered by certain petitioners in the two Trust Territories of the Cameroons in obtaining travel documents, the Fourth Committee submitted a draft resolution on this subject which the General Assembly subsequently adopted without change. The text of this resolution 130/ follows:

"The General Assembly,

"Having received and granted several requests for hearings from petitioners in the Trust Territories of the Cameroons under British administration and the Cameroons under French administration,

"Having also received a memorandum by the Secretary-General on this question,

"Noting that the petitioners are finding it difficult to obtain travel documents,

"Considering that the exercise of the right of oral petition to the United Nations by the inhabitants of Territories under the International Trusteeship System should be facilitated,

"Invites the Administering Members concerned to grant the petitioners referred to in the present resolution travel documents to enable them to appear before the proper organs of the United Nations for hearings, when granted by such organs, and to return thereafter to their places of residence."

66. At the twelfth session of the General Assembly, some difficulties were encountered by petitioners in connexion with travel to United Nations Headquarters, 131/ but all appeared before the Fourth Committee. At the thirteenth session, several petitioners requested assistance from the United Nations in connexion with their travel documents. 132/ The representative of two organizations whose requests had been granted were unable to appear before the Committee because they had not received the necessary visas. 133/

127/ G A (XI), vol. I, Annexes, a.i. 13, p. 20, A/0.4/333.
128/ G A (XI), 4th Com., 627th mtg., paras. 31-36, 38, 42, 43 and 46; 632nd mtg., paras. 1-40.
129/ Ibid., 627th mtg., para. 24; see also 636th mtg., paras. 1 and 2.
130/ G A resolution 1062 (XI).
131/ G A (XII), 4th Com., 683rd mtg., para. 1.
132/ A/0.4/394 and Add.1 and 2 (mimeographed).
133/ G A (XIII), 4th Com., 871st mtg., para. 36.
C. The question of the relationship between the General Assembly and the Trusteeship Council

1. Actions taken by the General Assembly with respect to the exercise by the Trusteeship Council of its responsibilities

a. Action taken by the General Assembly on the annual reports submitted to it by the Trusteeship Council

67. At its eleventh, twelfth and thirteenth sessions, the General Assembly, after considering the annual reports of the Trusteeship Council, continued the practice of adopting resolutions 134/ which took note of the reports and recommended that the Trusteeship Council, in its future deliberations, should take into account the comments and suggestions made during the discussion of the reports in the General Assembly.

b. Endorsement by the General Assembly of certain specific conclusions, recommendations and observations of the Trusteeship Council

68. No conclusions of the Trusteeship Council were specifically endorsed by the General Assembly during the period under review. In resolution 1044 (XI), the General Assembly noted that it had received the report of the United Nations Plebiscite Commissioner for the Trust Territory of Togoland under British administration 135/ as well as that of the United Kingdom Plebiscite Administrator 136/ for the same Territory. Resolution 1046 (XI) mentioned that the General Assembly had received the special report of the Trusteeship Council, 137/ the document entitled "Memorandum by the Government of the Autonomous Republic of Togoland" 138/ and the report of the Referendum Administrator in Togoland, 139/ all in connexion with the question of the future of Togoland under French administration.

69. At its twelfth session, the General Assembly, in resolution 1182 (XII), stated that it had received a special report 140/ transmitting the report of the United Nations Commission on Togoland under French administration, 141/ and the proceedings of the Trusteeship Council on the subject; 142/ it took note 143/ of Trusteeship Council resolution 1785 (S-VII) of 19 September 1957.

70. During its thirteenth session, the General Assembly, in resolution 1253 (XIII), took note of the report of the United Nations Commissioner for the Supervision of the Elections in the Trust Territory of Togoland under French administration, 144/ on the organization, conduct and results of the elections which had taken place on 27 April 1958 in the Territory.

134/ G A resolutions 1066 (XI), 1205 (XII) and 1280 (XIII).
135/ G A (XI), Annexes, vol. I, a.i. 39, Addendum, A/3173 and Add.1 (T C (XVIII), Annexes, a.i. 12, T/1258 and Add.1).
136/ T C (XVIII), Annexes, a.i. 12, T/1269 and Add.1.
139/ Ibid., p. 5, A/3169/Add.1, Annex II.
140/ G A (XII), Annexes, a.i. 37, A/3676.
141/ T C (S-VII), Suppl. No. 2 (T/1343), documents T/1336 and Add.1 and 2.
142/ T C (S-VII), 541st-547th mtgs.
143/ G A resolution 1182 (XII).
144/ G A (XIII), Annexes, a.i. 40, Addendum, A/3957.
C. RECOMMENDATIONS REGARDING MEASURES TO BE TAKEN BY THE
TRUSTEESHIP COUNCIL IN DEALING WITH QUESTIONS OR PROBLEMS
CONCERNING TRUST TERRITORIES; REQUESTS TO THE TRUSTEESHIP
COUNCIL TO CARRY OUT SPECIAL STUDIES

71. Resolutions 1065 (XI), 1209 (XII) and 1277 (XIII) of the General Assembly
requested the Trusteeship Council to consider the way in which scholarships and
training facilities offered by Member States were being utilized by inhabitants of
Trust Territories, and to report thereon to the General Assembly.

72. Resolutions 1206 (XII) and 1278 (XIII) of the General Assembly requested the
Trusteeship Council to continue its study of the economic advancement of Somaliland
under Italian administration in consultation with the Administering Authority and the
Government of Somalia; the latter resolution requested the Council to consider the
prospects of further assistance from the Special Fund, from the Expanded Programme of
Technical Assistance and from the specialized agencies, and to report to the General
Assembly so that it might have a complete picture of the economic prospects of
Somalia when that Territory should achieve independence in 1960.

73. Following its previous recommendations 145/ regarding the rural economic
development of the Trust Territories, the General Assembly, by resolution 1208 (XII),
recommended that the Trusteeship Council, through the Committee on Rural Economic
Development of the Trust Territories or by such other means as it deemed appropriate,
should ensure the early submission of its study of prevailing policies, laws and
practices relating to land tenure, land utilization and land alienation in Trust
Territories, taking into account the present and future needs of the indigenous
inhabitants, from the standpoint of the basic objectives of the International
Trusteeship System and the future economic requirements of the Territories, as well as
the social and economic consequences of the transfer of land to non-indigenous
inhabitants; and requested the Council to include the results of its study in its
ensuing report to the General Assembly.

74. Having observed that the treaty establishing the European Economic Community (EEC)
provided that certain Trust Territories were to be associated with EEC, the General
Assembly, in its resolutions 1210 (XII) and 1275 (XIII), requested the Trusteeship
Council to include in its report to the General Assembly the results of its examination
of the effects that such an association might have on the development of these
Territories.

**d. REQUESTS THAT THE TRUSTEESHIP COUNCIL MAKE RECOMMENDATIONS
TO THE ADMINISTERING AUTHORITIES

e. RECOMMENDATIONS MADE BY THE GENERAL ASSEMBLY CONCERNING THE
PROCEDURES OF THE TRUSTEESHIP COUNCIL AND THE ANNUAL REPORTS
OF THE COUNCIL TO THE GENERAL ASSEMBLY

75. In accordance with the special procedure for dealing with the attainment by Trust
Territories of self-government or independence, set out in its resolutions 1254 (XVI)
and 1369 (XVII), the Trusteeship Council continued to devote a chapter to this
question in its reports to the General Assembly. The General Assembly, for its part,
continued to pay attention to this question by adopting resolutions 146/ at its

145/ G A resolutions 438 (V) and 561 (VI).
146/ G A resolutions 1064 (XI), 1207 (XII) and 1274 (XIII).
eleventh, twelfth and thirteenth sessions requesting the Council to report on the progress made in implementing the resolutions of the General Assembly.

76. Regarding the future of the Trust Territory of Tanganyika, the General Assembly recommended that the Trusteeship Council should instruct its periodic Visiting Mission to that Territory to study particularly the question of its political development, and further recommended that the Council should include in its ensuing reports a special study of the political development of the Territory, in the framework both of its examination of conditions in the Territory and of the question of the attainment by the Trust Territories of the objective of self-government or independence.

77. Having heard the statements of petitioners from the Cameroons under French administration, the General Assembly in its resolution 1067 (XI) recommended that the Trusteeship Council should continue to pay attention to the matters dealt with in the resolution and to report thereon to the General Assembly.

78. General Assembly resolutions 1182 (XII) and 1211 (XII), concerning the future of the Trust Territories of Togoland under French administration and the Cameroons under British and under French administration, recommended that the Trusteeship Council should adopt special procedures; these are described in the relevant sections of Article 76 in this Supplement.

2. Action taken by the Trusteeship Council on the recommendations made to it by the General Assembly

79. In all cases in which the General Assembly made recommendations to the Trusteeship Council, appropriate action was taken and reports thereon were included in the reports of the Council to the General Assembly. Thus, in response to resolutions, the Council included in its reports relevant sections dealing with the attainment by Trust Territories of the objective of self-government or independence; with the effects of the European Economic Community on the development of certain Trust Territories; with administrative unions affecting Trust Territories; with rural economic development of Trust Territories; with the dissemination of information on the United Nations and on the International Trusteeship System in Trust Territories; with offers by Member States of study and training facilities for inhabitants of Trust Territories; with the revision of the Questionnaire; with economic aid for Somalia; and with the future of the Trust Territories of Togoland under French administration, the Cameroons under French administration, the Cameroons under United Kingdom administration; and of Tanganyika.

147/ G A resolution 1065 (XI) of 26 February 1957.
148/ G A resolutions 1064 (XI), 1207 (XII) and 1274 (XIII).
149/ G A resolutions 1210 (XII) and 1275 (XIII).
150/ G A resolution 1208 (XII).
151/ G A resolution 1276 (XIII).
152/ G A resolutions 1063 (XI), 1209 (XII) and 1277 (XIII).
153/ See this Supplement, under Article 85, for more detailed treatment.
154/ G A resolutions 1206 (XII) and 1278 (XIII).
155/ G A resolution 1253 (XIII).
156/ G A resolution 1282 (XIII).
157/ G A resolution 1065 (XI).
Chapter XIII

THE TRUSTEESHIP COUNCIL