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OF THE

SECRETARY-GENERAL

ON THE

WORK OF THE ORGANIZATION

United Nations
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INTRODUCTION

The idea which first took formal shape at the Moscow Conference in 1944—the idea of a world organization for the maintenance of peace and security and the promotion of the welfare of humanity built around the wartime union of free peoples in defence of civilization—has become a reality.

At Dumbarton Oaks and Yalta, and finally at the great San Francisco Conference a year ago, the Charter of the United Nations was hammered out. As a result of long and arduous work, detailed plans for the working of the Organization set up under the Charter were then drawn up by the Preparatory Commission and its Executive Committee. These plans and the programmes of work recommended were adopted by the General Assembly at the first part of the first session, held in London in January and February of this year, when the Organization came into effective operation.

This report deals with the first few months following the close of the London session. The chapters which follow give a detailed account of developments in each of the main fields of the Organization's activities. In this Introduction I shall confine myself to a brief summary of work accomplished and of problems and difficulties encountered.

The record of the past few months has been one of intense activity on the part of the Security Council, the Economic and Social Council and their dependent Committees and Commissions.

The Security Council has held forty-nine meetings since it was established last January and has dealt with six concrete issues relating to the maintenance of peace and security which have been brought before it under Chapter VI of the Charter.

Much of its time has been occupied by questions of procedure. Although preoccupation with such questions was to be expected where the highest issues of policy are involved, other developments in the Security Council's debates present disquieting aspects to which I shall refer below.

Two bodies of vital importance attached to the Security Council—the Military Staff Committee and the Atomic Energy Commission—are actively pursuing their tasks. The Military Staff Committee is preparing the basis for the agreements provided for under Article 47 of the Charter upon which will rest the system of military enforcement at the disposal of the Security Council. Still more crucial is the work of the Atomic Energy Commission, upon the success of which, indeed, as emphasized by all its members, the entire issue of world peace or world destruction may depend.

Let me turn now to the work of the Economic and Social Council. While the Security Council and its organs stand guard against threats to the peace, the Economic and Social Council, to quote President Truman, "mobilizes the constructive forces of mankind for the victories of peace."

The five nuclear Commissions set up by the Council in February—the Commission on Human Rights (with its Sub-Commission on the Status of Women), the Economic and Employment Commission, the Temporary Social Commission, the Statistical Commission and the Temporary Transport and Communications Commission—met in April and May and drew up recommendations concerning the permanent organization and the programme of work in their respective fields. A Special Committee on the much discussed question of the form of the international organization to deal with refugees and displaced persons produced an agreed scheme after two months consideration.

These various reports formed the basis of the discussions at the second session of the Economic and Social Council lasting from 25 May to 21 June, and decisions were reached on all of them. The terms of reference and the constitution of the permanent technical organs of the Council have been approved. A Sub-Commission to study and report on the conditions, and needs of devastated areas has been set up and asked to submit a preliminary report in time for consideration by the General Assembly in September.

At the same session of the Economic and Social Council, draft agreements were negotiated with three of the most important specialized agencies—the International Labour Office, the United Nations Food and Agriculture Organization and the United Nations Educational, Scientific and Cultural Organization—with a view to bringing these agencies into relationship with the United Nations in accordance with Articles 57 and 63 of the Charter.

When these draft agreements come before it, the General Assembly will no doubt wish to examine carefully whether adequate provision has been made for co-ordination in administrative and

budgetary matters as well as in regard to the efficient distribution of work and the over-all direction of policy.

The World Health Conference, which was called upon the initiative of the Economic and Social Council at its first session in London, is in session at the time of writing and is preparing for the creation of a World Health Organization, the draft constitution of which was prepared by a Technical Preparatory Committee in April.

Because of the special character of its work the World Health Conference is being attended not only by delegates of the fifty-one United Nations but also by observers from fifteen non-member countries and from the Allied Control Authorities in Germany, Japan and Southern Korea.

Preparations for holding a meeting of the Preparatory Committee for the International Trade Conference in October are under way. In the same month there will be a meeting of the Commission on Narcotic Drugs which has taken over the functions of the League's Advisory Committee in this field.

Completion of the structure of the United Nations Organization has been delayed by the fact that the Trusteeship Council has not yet been brought into being. I had hoped that some progress toward the organization of this Council might have been achieved by this date through the submission, for consideration by the General Assembly, of trusteeship agreements. This, in fact, has not transpired.

Last February, the General Assembly invited States which are administering mandated territories to negotiate, in concert with the other States directly concerned, agreements by means of which the mandated territories would be placed under the Trusteeship system, with a view to submitting such agreements for approval preferably not later than during the second part of the General Assembly's first session. I have reminded the States concerned of this resolution, pointing out that unless agreements can be submitted by that date, there may be a delay of another year before the Trusteeship Council can be set up.

On the basis of the Common Plan approved by the General Assembly in February, and endorsed by the Assembly of the League of Nations in April, detailed arrangements have been made with the Swiss Confederation and with the League authorities concerning the transfer to the United Nations of the League buildings in Geneva and other League assets.

An Interim Arrangement on Privileges and Immunities for the United Nations in Switzerland, based upon the general convention approved by the General Assembly, has likewise been concluded.

Acting upon the instructions of the General Assembly and the Economic and Social Council, I have arranged, in agreement with the Secretary-General of the League, for the assumption by the United Nations of various functions hitherto performed by the League and for the employment by the United Nations Secretariat of certain categories of experienced League staff.

Title to the League properties will pass to the United Nations after 31 July 1946, and decisions will have to be taken by the General Assembly regarding the use to which these properties are to be put. I propose to visit Geneva in July and hope as a result of this visit, to be in a position to make certain suggestions on this matter. Attention should moreover be drawn to the report of the Negotiating Committee which will be submitted to the Assembly.

Arrangements for obtaining the use of the Peace Palace at The Hague for the International Court of Justice were successfully concluded by the Negotiating Committee at an early date and the International Court of Justice held its inaugural meeting there in April.

The task of building up an efficient and truly international Secretariat has been immensely complicated by the speed with which the recruitment of staff has had to be accomplished under pressure of the activities described above. It is a task that requires much time for its proper accomplishment. We have had no such respite as the Administration of the League of Nations enjoyed in the first months of its existence.

The Secretariat of the United Nations now numbers about twelve hundred. It has been organized in accordance with the recommendations of the General Assembly, to cover every phase of the activities of the Organization. It has performed creditably in view of the strain exerted upon it by the multiplicity of the meetings which have been held, the transfer of its working quarters on two occasions, the physical hardships induced by lack of permanent housing and the lack of experience of a large part of the personnel, recruited from all parts of the world.

Attempts have been made to secure the best possible personnel but the Organization has not always been able to acquire the services of such people at short notice. While several governments have co-operated by lending skilled staff, governments have not, in all cases, felt able to release

persons whose skilled services were urgently required in the Secretariat. Inevitably, it has been impossible as yet to ensure a proper balance in the geographical distribution of posts. The painful process of trial and error in working out appropriate administrative patterns has been accentuated by the factors mentioned above.

Every effort is being made to rectify our deficiencies. By the autumn of this year I believe that improvements will be apparent. Within a year a really satisfactory organization should be in existence. It may be noted that personnel specialists are now on missions in various parts of the world to organize interim machinery for the recruitment of qualified candidates from countries not now represented, or still under-represented, in the Secretariat.

The move from London to New York, a great city suffering from the most serious housing crisis in its history, was a further source of complication in recruiting and organizing the Secretariat and enormously increased the cost of running the organization. Furthermore, in spite of much goodwill on the part of the officials and private individuals, it has been attended by serious difficulties of an administrative character. With the help of the Federal and Municipal authorities, fairly satisfactory temporary accommodation for the Secretariat and the main organs of the United Nations was, it is true, found at Hunter College; and complete arrangements have now been made for the move to larger and more suitable quarters at Lake Success in July and August, as well as for the holding of the General Assembly at Flushing in September. But all this has been accomplished only with the utmost difficulty and at great expense, and serious problems remain in regard to the housing of staff and delegations and in regard to the procurement of supplies. It must be observed, too, that an important question remains unsettled between the Organization and the United States authorities, namely, the regime of privileges and immunities, affecting the staff of the Organization. Since this question involves the fiscal position of the members of the Secretariat, its solution is a matter of urgency.

While the problems directly affecting the Secretariat and the installation of the Organization are naturally of particular concern to me, I also find it desirable to call attention to some broader issues.

The final paragraph of the Introduction to the Report of the Preparatory Commission reads as follows:

"If by its early actions the new Organization can capture the imagination of the world it will surely not belie the expectations of those who see in it the last chance of saving themselves and their children from the scourge of war."

Where do we stand now, six months after these words were written?

Has the United Nations succeeded in capturing the imagination and in harnessing the enthusiasm of the peoples of the world? I, for one, do not feel that it has done so in the degree that might be hoped for. What is the explanation, and what measures can, or should be, taken?

Part of the explanation lies no doubt in the inevitable slowness of United Nations proceedings at this stage which, in turn, is due to preoccupation with matters of procedure and organization. Much could be done to "educate" public opinion to appreciate more fully the significance of the often undramatic but fundamental work that is being performed, and the fact that many of our difficulties are of a temporary character. The world is in the midst of a giant post-war upheaval, its economic life is dislocated, many regions still present a picture of distress and destruction, and many political frontiers and forms of government, as well as the terms of the peace settlement, are still undecided. It is too often overlooked that while such conditions remain, the working of the Charter system will inevitably be affected.

In this educative process, the Secretariat can certainly contribute, and I trust that, with the assistance of Members, the work of the Public Information Services may be substantially expanded in the near future. I should wish it to give attention to bringing home the immense promise of the work already accomplished in the economic and social fields, to which public interest has not yet been fully awakened. I should wish it also to correct certain widespread misunderstandings of the Charter and the functions and limitations of the Organization as laid down in that document.

The United Nations was not designed to perform the functions of a Peace Conference nor was it equipped to act as a referee between the Great Powers. It was founded upon the basic assumption that there would be agreement among the permanent members of the Security Council upon major issues.

The fact that the Charter gave the right of veto to each of these permanent Members imposes upon them an obligation to seek agreement among themselves. Many of the issues which have come before the Security Council have arisen from inability to reach such agreement.

While the United Nations must take responsibility for its success or failure to fulfil its functions as laid down in the Charter, it cannot properly be held responsible for inability to achieve goals which by the terms of the Charter may not be within its reach.

I should be failing in my duty, in presenting this report, if I did not emphasize the absolute necessity that the Powers should seek agreement among themselves, in a spirit of mutual understanding and a will to compromise, and not abandon their efforts until such agreement has been reached.

Misunderstanding of our problems and discouragement with the results so far achieved may also be attributed, in no small degree, to a lack of historical perspective in surveying the world as we find it today. Without excusing our failure to settle our problems more rapidly, it must be understood that any war on a world-scale is bound to bring vast problems in its wake and that many of these problems demand careful and methodical treatment. It is unquestionably better that time be employed in the proper settlement of controversies when hasty agreement could only lead to future trouble.

We may find some source of encouragement and inspiration for the successful settlement of our difficulties, by recalling that in certain important respects the international situation in 1919 and 1920 was more serious than it is today. And the very existence of the United Nations is now a factor of inestimable value. If anyone doubts this, he has only to ask himself what would now be the state of relationships between peoples and the prospects for the peace of the world if the United Nations were not in being. There is no cause for discouragement, still less for pessimism. But are there not nevertheless very real dangers facing us? Has not the lively desire of all peoples and governments to establish the authority of the United Nations, and to combine their efforts in achieving the victories of peace, sometimes been impeded by a lack of mutual trust among the Members of the Organization?

The United Nations is no stronger than the collective will of the nations that support it. Of itself it can do nothing. It is a machinery through which the nations can co-operate. It can be used and developed in the light of its activities and experience, to the untold benefit of humanity, or it can be discarded and broken. As in the control of atomic power, the choice is between life and death. The failure of the United Nations would mean the failure of peace, the triumph of destruction.

As the Preparatory Commission foresaw, the Secretary-General in certain circumstances must speak for the Organization as a whole. It is with a deep sense of responsibility that I appeal to the Members of the United Nations, and more especially to those Powers which have special rights and obligations under the Charter, to ponder the dangers to which I have called attention and to exert every effort to overcome them. There is much that the Secretariat can do, and, given the approval and co-operation of the Members and the voting of the necessary credits, it will not fail. But upon the Members of the Organization lies the ultimate responsibility; upon them it ultimately depends whether the United Nations fulfils the hope that is placed in it.

26 June 1946.



Trygve LIE,
Secretary-General.

CHAPTER I

POLITICAL AND SECURITY QUESTIONS

A. CONSTITUTION AND WORK OF THE SECURITY COUNCIL

The Charter of the United Nations provides that a Security Council shall be established consisting of eleven members, including China, France, the Union of Soviet Socialist Republics, the United Kingdom and the United States of America, and that this Council, acting on behalf of all the Members of the United Nations, shall have primary responsibility for the maintenance of international peace and security. Accordingly, on 12 January 1946, at the fourth and fifth plenary meetings of the first part of its first session, the General Assembly elected Australia, Brazil and Poland non-permanent members of the Security Council for a term of two years, and Egypt, Mexico and the Netherlands for a term of one year.

The Preparatory Commission of the United Nations had drafted the provisional agenda for the first meetings of the Security Council and had drawn up Provisional Rules of Procedure. The Commission had also recommended that the representative of the first member of the Security Council, in the English alphabetical order of the names of members of the Council, should act as temporary Chairman.

The Council held its first meeting in London on 17 January 1946, and set up a Committee of Experts. At its second meeting the Council adopted a directive to the Military Staff Committee. The proceedings of the Committee of Experts and the Military Staff Committee are dealt with later in this chapter.

The first twenty-three meetings of the Council and the first seven meetings of the Committee of Experts were held in London. After the twenty-third meeting of the Council on 16 February 1946, the two bodies adjourned for the transfer to New York. The eighth meeting of the Committee of Experts was held in New York on 20 March 1946, and the twenty-fourth meeting of the Council was held in New York on 25 March 1946.

In fulfilling its primary responsibility for the maintenance of international peace and security, the Council has dealt with the following questions:

- (1) The Iranian Question
- (2) The Greek Question
- (3) The Indonesian Question
- (4) The Syrian and Lebanese Question
- (5) The Spanish Question

B. MAJOR POLITICAL ISSUES EXAMINED BY THE SECURITY COUNCIL

1. THE IRANIAN QUESTION

In a letter dated 19 January 1946, the Head of the Iranian delegation to the United Nations stated that, owing to the interferences of the Union of Soviet Socialist Republics, through the medium of its officials and armed forces, in the internal affairs of Iran, a situation had arisen which might lead to international friction. He requested the Executive Secretary, in accordance with the terms of Article 35, 1, of the Charter, to bring the matter to the attention of the Security Council so that the Council might investigate the situation and recommend appropriate terms of settlement.

The application was considered at the Council's third and fifth meetings, the Iranian representative participating in the discussion, and the following resolution was adopted unanimously on 30 January 1946:

"The Council . . .

"Considering that both parties have affirmed their readiness to seek a solution of the matter at issue by negotiation; and such negotiations will be resumed in the near future,

"Requests the parties to inform the Council of any results achieved in such negotiations. The Council in the meanwhile retains the right at any time to request information on the progress of the negotiations."

In a letter dated 18 March 1946, the Iranian Ambassador to the United States of America stated that, pursuant to Article 35, 1, of the Charter, Iran brought to the attention of the Security Council a dispute between Iran and the Union of Soviet Socialist Republics, the continuance of which was likely to endanger the maintenance of international peace and security. He also stated that the Union of Soviet Socialist Republics was maintaining Soviet troops in Iranian territory after 2 March 1946, contrary to the express provisions of Article V of the Tripartite Treaty of Alliance of

29 January 1942, and that the Union of Soviet Socialist Republics was continuing to interfere in the internal affairs of Iran through the medium of Soviet agents, officials and armed forces.

The application was considered at the twenty-fifth, twenty-sixth, twenty-seventh, twenty-eighth, twenty-ninth and thirtieth meetings, the Iranian Ambassador participating in the discussions at the twenty-seventh, twenty-eighth, twenty-ninth and thirtieth meetings. After various procedural decisions, the Security Council adopted the following resolution on 4 April 1946 by nine votes, the representative of the Union of Soviet Socialist Republics being absent and the representative of Australia abstaining:

“ . . . resolved that the Council defer further proceedings on the Iranian appeal until 6 May, at which time the Soviet Government and the Iranian Government are requested to report to the Council whether the withdrawal of all Soviet troops from the whole of Iran has been completed and at which time the Council shall consider what, if any, further proceedings on the Iranian appeal are required . . . ”

By a letter dated 6 April 1946, the representative of the Union of Soviet Socialist Republics proposed that the Iranian question be removed from the agenda of the Council, on the ground that, under the understanding between the Iranian Government and the Soviet Government, full evacuation of Soviet troops from Iran had been started on 24 March 1946 and would be completed in five or six weeks. He pointed out that, as was known from the joint Soviet-Iranian communiqué published on 4 April 1946, an understanding on all points had been reached between the Soviet and the Iranian Governments. He submitted that the above resolution of the Council was incorrect and illegal, being in conflict with the Charter.

In a letter dated 9 April 1946, the Iranian Ambassador stated that it was his Government's desire that the question should remain on the agenda of the Council as provided by the above resolution.

By a letter dated 15 April 1946, the Iranian Ambassador communicated the text of a telegram from his Government stating that it had complete confidence in the word and pledge of the Soviet Government and for this reason withdrew its complaint from before the Council.

At the thirty-second meeting, on 15 April, the removal of the Iranian question from the agenda of the Council was discussed.

At the thirty-third meeting, the Secretary-General submitted a memorandum to the President of the Council setting out his views with respect to the legal aspects of the question of the retention of the Iranian question on the agenda. After an analysis of the relevant provisions of the Charter, the Secretary-General concluded that, following withdrawal by the Iranian representative, and since the Council had not chosen to vote an investigation under Article 34, or to invoke Article 36, 1, by deciding that a dispute existed under Article 33 or that there was a situation of like nature, and since no member of the Council had brought the question up as a situation or dispute under Article 35, it might well be that there was no way in which the Council could remain seized of the matter. The Council referred this memorandum to the Committee of Experts.

At the thirty-sixth meeting, the Council considered the report of the Chairman of the Committee of Experts. The Committee of Experts had been unable to formulate a common opinion concerning the arguments advanced by the Secretary-General, and the report summarized the arguments advanced during its discussions on this subject. The Council continued its discussion of the issues raised in the above letters from the representative of the Union of Soviet Socialist Republics and the Iranian Ambassador. The representative of the Union of Soviet Socialist Republics associated himself with the following resolution proposed by the representative of France at the thirty-third meeting:

“ . . . that the Security Council request the Secretary-General to collect the necessary information in order to complete the Security Council's report to the Assembly, in accordance with Article 24 of the Charter, on the manner in which it dealt with the case placed on its agenda on 26 March last at the request, now withdrawn, of the Government of Iran.”

The resolution received three votes (France, Poland and the Union of Soviet Socialist Republics) and was declared lost. Accordingly, the Council remained seized of the Iranian question.

The representative of the Union of Soviet Socialist Republics said that the decision of the Council to retain the Iranian question on its agenda was contrary to the Charter. Accordingly, the Soviet delegation did not consider it possible to take any further part in the discussion of the Iranian question in the Council.

By a letter dated 6 May 1946, the Iranian Ambassador, pursuant to the Council's resolution of 4 April, reported on the withdrawal of Soviet troops. He stated that investigations made by respon-

sible officials of the Government of Iran showed that Soviet troops had been completely evacuated from the Provinces of Khorassan, Gorgan, Mazanderan and Gilan. Because of the interferences previously complained of, officials of the Government of Iran had been unable to verify by direct observation reports that the evacuation from Azerbaijan had been going forward and would be completed by 7 May 1946.

At the fortieth meeting, on 8 May, the Council adopted by ten votes (the representative of the Union of Soviet Socialist Republics being absent) the following resolution proposed by the representative of the United States of America:

“The Security Council resolves,

in view of the statement made by the Iranian Government in its preliminary report of 6 May, submitted in compliance with the resolution of 4 April 1946, that it was not able as of 6 May to state whether the withdrawal of all Soviet troops from the whole of Iran had been completed;

to defer further proceedings on the Iranian matter in order that the Government of Iran may have time in which to ascertain through its official representatives whether all Soviet troops have been withdrawn from the whole of Iran;

that the Iranian Government be requested to submit a complete report on the subject to the Security Council immediately upon the receipt of the information which will enable it so to do; and that in case it is unable to obtain such information by 20 May, it report on that date such information as is available to it at that time;

and that immediately following the receipt from the Iranian Government of the report requested, the Council shall consider whether any further proceedings are required.”

In letters dated 20 May and 21 May 1946, the Iranian Ambassador, in compliance with the Council's resolutions of 4 April and 8 May 1946, submitted additional information with respect to the matter brought to the Council's attention by the Iranian Government. In his letter dated 20 May 1946, the Iranian Ambassador stated that, as a consequence of the interferences previously complained of, the Iranian Government was still being prevented from exercising any effective authority in the Province of Azerbaijan, and that Soviet interferences in the internal affairs of Iran had not ceased. Therefore, it had not been possible to make such investigation as was required to establish that all the Soviet troops had been withdrawn from the whole of Iran. In his letter dated 21 May 1946, the Iranian Ambassador communicated the text of a telegram received by him that afternoon from the Iranian Prime Minister. The telegram stated that the Iranian Prime Minister had despatched a commission of investigation which in the course of one week had investigated carefully the regions of Azerbaijan surrounding a number of important centres named in the telegram. Telegraphic reports were to the effect that no trace whatever of Soviet troops, equipment or means of transport had been found, and that, according to trustworthy local people who were questioned in the places mentioned, Soviet troops had evacuated Azerbaijan on 6 May 1946.

At the Council's forty-third meeting, on 22 May, the Iranian Ambassador participated in the discussion. The Council adopted the following resolution submitted by the representative of the Netherlands:

“The discussion of the Iranian question is adjourned until a date in the near future, the Council to be called together at the request of any of its members.”

The Council remains seized of the Iranian question.

2. THE GREEK QUESTION

By a letter dated 21 January 1946, the Acting Chief of the delegation of the Union of Soviet Socialist Republics, under Article 35 of the Charter of the United Nations, requested the Security Council to discuss the situation in Greece, on the grounds that the presence of British troops in Greece after the termination of the war constituted an interference in the internal affairs of Greece and caused extraordinary tension fraught with grave consequences both for the Greek people and for the maintenance of peace and security.

The Greek question was not actually brought up until the sixth meeting of the Security Council on Friday, 1 February 1946, and a final decision on it was taken on 6 February at the tenth meeting.

The points of view of representatives of the Union of Soviet Socialist Republics, and of Great Britain were heard. Greece, not being a member of the Security Council, was especially invited to participate in the discussion, and was represented first by the Greek Ambassador to Great Britain and later by the Greek Foreign Minister.

The members of the Security Council were given detailed evidence to corroborate the points of view held by these representatives. Representatives of all the other members on the Security Council also participated in this discussion.

At the tenth meeting of the Security Council, on 6 February 1946, the President summed up the views of the members in the following statement:

"I feel we should take note of the declarations made before the Security Council by the representatives of the Soviet Union, the United Kingdom and Greece, and also the views expressed by the representatives of the following members of the Security Council: the United States of America, France, China, Australia, Poland, the Netherlands, Egypt and Brazil in regard to the question of the presence of British troops in Greece, as recorded in the proceedings of the Council, and consider the matter as closed."

This statement was found satisfactory and the Greek question was considered closed.

3. THE INDONESIAN QUESTION

By a letter dated 21 January 1946, the representative of the Ukrainian Soviet Socialist Republic, under Articles 34 and 35 of the Charter, drew the attention of the Security Council to the situation which had arisen in Indonesia which, it was alleged, created a threat to the maintenance of international peace and security, and asked the Security Council to carry out the necessary investigations and to take the measures provided for by the Charter.

The letter was placed on the agenda for the twelfth meeting of the Security Council on 7 February 1946. The procedure of hearing various points of view was adopted, and the representative of the Ukrainian Soviet Socialist Republic was invited to participate in the discussions of the Security Council.

After a long discussion, in which the representatives of the United Kingdom, the Ukrainian Soviet Socialist Republic, the Netherlands, China, Egypt, France, Mexico, Poland, Brazil, the United States of America, the Union of Soviet Socialist Republics and Australia participated, a vote was taken, on the proposal of the representative of the Ukraine, on 13 February 1946 at the eighteenth meeting of the Security Council. The Ukrainian representative proposed to set up a Commission consisting of representatives of the United States, the Soviet Union, China, Great Britain and the Netherlands which should carry out an enquiry on the spot, establish peace in Indonesia and report to the Security Council on the result of its work.

The resolution was lost.

Another proposal by the Egyptian representative, with an amendment by the representative of the Union of Soviet Socialist Republics, was made. The Egyptian representative proposed that the British troops should not be used in any circumstances against the National Indonesian Movement and that they should be withdrawn from Indonesia as soon as the surrender of Japanese troops and the liberation of Allied prisoners of war and Allied nationals had been accomplished, and that the Council should express its will to be informed of the result of the negotiations between the Netherlands Government and the chiefs of the Indonesian movement.

The Soviet amendment proposed to despatch a Commission to Indonesia consisting of the representatives of China, the Netherlands, the United Kingdom, the United States of America and the Union of Soviet Socialist Republics.

Neither the Soviet amendment nor the Egyptian proposal obtained the required number of votes, and the matter was closed.

4. THE SYRIAN AND LEBANESE QUESTION

By a letter dated 4 February 1946, the Heads of the Lebanese and Syrian delegations to the United Nations, in accordance with Article 34 of the Charter, brought to the attention of the Security Council the presence of French and British troops in Syria and the Lebanon. The letter stated that the Governments of Syria and the Lebanon had expected that these foreign troops would be withdrawn immediately on the cessation of hostilities with Germany and Japan, but that a Franco-British Agreement of 13 December 1945 made the withdrawal of troops subject to conditions which were inconsistent with the spirit and letter of the Charter.

The question was discussed at the Council's nineteenth, twentieth, twenty-first, twenty-second and twenty-third meetings, and the representatives of Syria and the Lebanon participated in the discussion at those meetings. After several resolutions had been defeated, the following resolution, submitted by the representative of the United States of America, received seven votes:

"The Security Council,

takes note of the statements made by the four parties and by other members of the Council;

expresses its confidence that the foreign troops in Syria and the Lebanon will be withdrawn as soon as practicable, and that negotiations to that end will be undertaken by the parties without delay;

and requests the parties to inform it of the results of the negotiations.”

The representative of the Union of Soviet Socialist Republics did not vote in favour of this resolution, and it was agreed that the resolution had been lost since it had not received the concurring votes of the permanent members as required under Article 27, 3, of the Charter.

The representatives of France and the United Kingdom stated that their Governments would give effect to the above majority decision of the Council.

By a letter dated 30 April 1946, the representative of France reported that, as regards Syria, the French and British Governments had jointly made the arrangements necessary for the full evacuation of Syrian territory by 30 April 1946. After negotiations between British and French experts and between the French and Lebanese Ministers for Foreign Affairs, and in view of promises by the Lebanese Government to give certain assistance in matters of transport, etc., the French Government had stated that the withdrawal of French troops as a whole could be completed by 31 August 1946. A small group remaining for the control and transport of materials would be evacuated not later than 31 December 1946. The French Government stressed its desire to ensure the withdrawal of the bulk of the fighting forces before 30 June 1946. In conclusion, the letter referred to the exchange of letters between the French and Lebanese Ministers for Foreign Affairs on 23 March 1946, noting the happy outcome of the negotiations recommended in the above proposal of the representative of the United States of America.

By a letter dated 1 May 1946, the representative of the United Kingdom reported that, pursuant to the above proposal of the representative of the United States of America, the following agreement had been reached between the British and French Governments:

- (a) All British troops to be withdrawn from Syria by 30 April 1946.
- (b) The first thousand British troops to be withdrawn from the Lebanon with a similar number of French troops by 31 March 1946.
- (c) The remainder of the British troops, except for a small liquidation party, to be withdrawn from the Lebanon by 30 June 1946.

This plan had been communicated to the Syrian and Lebanese Governments, which had suggested no modifications.

As regards (a) above, British troops had actually been withdrawn from Syria by 15 April 1946. The movement required under (b) above had been carried out by the date mentioned.

By a telegram dated 19 May 1946, the Syrian Prime Minister and Minister for Foreign Affairs stated that the evacuation of foreign troops from Syrian territory had been completed during the first two weeks of April 1946.

By a letter dated 9 May 1946, the Lebanese Minister for Foreign Affairs stated that the negotiations with the French Foreign Minister concerning the evacuation of French troops from the Lebanon had resulted in an agreement established by an exchange of letters dated 23 March 1946. He enclosed copies of these letters, which contained the full text of the agreement summarized in the letter from the representative of France dated 30 April 1946, to which reference is made above.

In conclusion, the Lebanese Minister for Foreign Affairs stated his Government's satisfaction with the outcome of the negotiations.

5. THE SPANISH QUESTION

By letters dated 8 and 9 April 1946, the Polish representative, under Articles 34 and 35 of the Charter, requested the Council to place on its agenda the situation arising from the existence and activities of the Franco regime in Spain, for consideration and for the adoption of such measures as are provided for in the Charter.

At the thirty-fourth meeting, on 17 April, the Polish representative proposed that the Security Council should declare that the existence and activities of the Franco regime in Spain had led to international friction and endangered international peace and security and, under Articles 39 and 41 of the Charter, should call upon all Members of the United Nations which maintain diplomatic relations with the Franco Government to sever such relations immediately.

At the thirty-fifth meeting, the Australian representative moved that a Committee of five should be appointed to examine the Spanish situation.

At the thirty-ninth meeting, the Australian resolution was adopted by ten votes, with the Soviet representative abstaining.

The Security Council resolved:

“to make further studies in order to determine whether the situation in Spain has led to international friction and does endanger international peace and security, and if it so finds, then to determine what practical measures the United Nations may take;

“to this end, the Security Council appoints a sub-committee of five of its members and instructs this sub-committee to examine the statements made before the Security Council concerning Spain, to receive further statements and documents, and to conduct such enquiries as it may deem necessary and to report to the Security Council before the end of May.”

It was agreed that the Sub-Committee should be composed of the representatives of Australia (Chairman), Brazil, China, France and Poland.

The representative of Poland said that he did not withdraw his earlier resolution demanding a collective breaking of diplomatic relations with Spain. He understood that his earlier resolution would again be considered after the Sub-Committee had presented its report.

The Sub-Committee held nineteen meetings and completed its report on 31 May 1946.

At the forty-fourth meeting, on 6 June 1946, the Chairman of the Sub-Committee submitted to the Security Council the Sub-Committee's report and a supplementary memorandum containing its factual findings concerning the Spanish situation.

The conclusions of the Sub-Committee were as follows:

“(a) Although the activities of the Franco regime do not at present constitute an existing threat to the peace within the meaning of Article 39 of the Charter and therefore the Security Council has no jurisdiction to direct or to authorize enforcement measures under Article 40 or 42, nevertheless such activities do constitute a situation which is a potential menace to international peace and security and which therefore is a situation ‘likely to endanger the maintenance of international peace and security’ within the meaning of Article 34 of the Charter.

(b) The Security Council is therefore empowered by Article 36, 1, to recommend appropriate procedures or methods of adjustment in order to improve the situation mentioned in (a) above.”

The Sub-Committee also recommended:

“(a) The endorsement by the Security Council of the principles contained in the declaration by the Governments of the United Kingdom, the United States of America and France, dated 4 March 1946.

(b) The transmitting by the Security Council to the General Assembly of the evidence and reports of this Sub-Committee, together with the recommendation that unless the Franco regime is withdrawn and the other conditions of political freedom set out in the declaration are, in the opinion of the General Assembly, fully satisfied, a resolution be passed by the General Assembly recommending that diplomatic relations with the Franco regime be terminated forthwith by each Member of the United Nations.

(c) The taking of appropriate steps by the Secretary-General to communicate these recommendations to all Members of the United Nations and all others concerned.”

At the forty-fifth meeting, on 13 June 1946, the following resolution, submitted by the Chairman of the Sub-Committee, was discussed by the Council:

“It is hereby resolved that the Security Council adopt the three recommendations of the Sub-Committee set out above, subject to the addition to recommendation (b) after the words ‘each Member of the United Nations’ of the following words ‘or alternatively such other action be taken as the General Assembly deems appropriate and effective under the circumstances prevailing at the time’.”

The votes on the recommendations of the Sub-Committee were nine affirmative and one negative (USSR). The President declared that the three recommendations of the Sub-Committee were adopted, but that they were not carried because of the veto of the representative of the Union of Soviet Socialist Republics.

At the forty-eighth meeting, on 24 June, the representative of Poland asked the Council to reconsider his original resolution. It was put to the vote, but was not carried.

The representative of Poland then proposed that the situation in Spain should be kept under continuous observation and that the question should be kept on the list of matters with which the Council is seized, and that the Security Council should take up the matter again not later than 1 September 1946. The representative of the United Kingdom proposed certain amendments to the new Polish resolution.

After discussion, a Drafting Committee, consisting of the representatives of Australia, Poland and the United Kingdom, was appointed to prepare an agreed text.

At the forty-ninth meeting, the representative of Australia reported that it had not been possible to find a text acceptable to all three members of the Drafting Committee. The text, submitted with the dissent of the representative of Poland, read as follows:

“Whereas the Security Council, on 29 April 1946, appointed a Sub-Committee to investigate the situation in Spain;

“and whereas the investigation of the Sub-Committee has fully confirmed the facts which led to the condemnation of the Franco regime by the Potsdam and San Francisco Conferences, by the General Assembly at the first part of its first session and by the Security Council by resolution of the date above-mentioned;

“and whereas the Sub-Committee was of the opinion that the situation in Spain is one the continuance of which is likely to endanger the maintenance of international peace and security;

“it is hereby resolved that, without prejudice to the rights of the General Assembly under the Charter, the Security Council keeps the situation in Spain under continuous observation, and maintains it upon the list of matters of which it is seized, in order that it will be at all times ready to take such measures as may become necessary to maintain international peace and security. Any member of the Security Council may bring the matter up for consideration by the Council at any time.”

It was agreed by a majority vote, with the dissent of the representatives of the Union of Soviet Socialist Republics and Poland, that this draft resolution should be considered as an amendment.

A vote was taken on the resolution with the following result: nine affirmative and two negative (Poland and USSR).

The President's ruling that the above resolution was a procedural question was also put to the vote. The results were eight affirmative and two negative votes (USSR and France) and one abstention (Poland).

As two permanent members had voted against it, the question could not be considered procedural and the resolution was, therefore, not carried.

Votes were then taken on the amendments proposed by the representative of the Union of Soviet Socialist Republics to the text submitted by the Drafting Committee, and the final resolution adopted by the Council was as follows:

“Whereas the Security Council on 29 April 1946, appointed a Sub-Committee to investigate the situation in Spain;

“and whereas the investigation of the Sub-Committee has fully confirmed the facts which led to the condemnation of the Franco regime by the Potsdam and San Francisco Conferences, by the General Assembly at the first part of its first session and by the Security Council by resolution of the date above-mentioned;

“the Security Council decides to keep the situation in Spain under continuous observation and maintains it upon the list of matters with which it is seized, in order that it will be at all times ready to take such measures as may become necessary to maintain international peace and security. Any member of the Security Council may bring the matter up for consideration by the Council at any time.”

The following resolution was then proposed by the representative of Australia:

“That in the opinion of the Security Council, the carrying of the resolution on the Spanish question dated 26 June does not in any way prejudice the rights of the General Assembly under the Charter.”

There were nine votes in favour of this resolution, but it was not carried due to the veto of the representative of the Union of Soviet Socialist Republics.

The final resolution adopted by the Council therefore stands unamended, and the Council remains seized of the Spanish question.

C. OTHER MATTERS CONSIDERED BY THE SECURITY COUNCIL

1. ADMISSION OF NEW MEMBERS OF THE UNITED NATIONS

(a) *Applications for the Admission of Albania and Siam as Members of the United Nations:*

At the date of this report only Albania and Siam have applied for admission as Members of the United Nations.

(i) *Albanian Application*

By a letter received on 25 January 1946, the Vice-Premier of Yugoslavia requested that the Security Council recommend to the General Assembly the admission to the United Nations of the People's Republic of Albania. The letter enclosed a telegram from the President of the People's Republic of Albania, addressed to the President and Vice-Presidents of the General Assembly, applying for the admission of Albania as a Member of the United Nations. In the telegram, the President declared, on behalf of his Government, that his country was prepared to assume all the obligations arising from the Charter of the United Nations.

At the Council's third meeting, on 28 January 1946, it was agreed without objection that this application be placed on the agenda.

By a letter dated 9 February 1946, the Yugoslav Deputy Minister for Foreign Affairs requested that his delegation be allowed to be heard at the meeting of the Security Council at which the Albanian application would be examined.

By a letter dated 12 February 1946, the Greek Foreign Minister stated that Albania had joined the Axis powers by sending 15 battalions against Greece. He further stated that the admission of Albania specially affected the interests of Greece and asked the Security Council to invite Greece to participate, in accordance with Article 31 of the Charter, in the discussions of the Security Council regarding this matter.

At the Council's eighteenth meeting, on 13 February, it was agreed to receive the letter from the Greek Foreign Minister, but the question of its consideration was deferred. At the same meeting the following resolution, submitted by the United States representative, was adopted by seven votes:

"I move that this item be kept on our agenda, but disposition be deferred pending further study until the Security Council convenes at the temporary headquarters."

(ii) *Siamese Application*

By a letter dated 20 May 1946, the Siamese Minister for Foreign Affairs requested the admission of Siam as a Member of the United Nations, and stated that, animated as ever by the noble ideals of the United Nations, Siam and the Siamese people were ready to assume their full responsibility in carrying out the obligations as set forth in the Charter of the United Nations.

No action by the Security Council has yet been taken on the above matters.

(b) *Resolution adopted by the Security Council at its forty-second Meeting on 17 May 1946:*

"The Security Council,

taking into account the fact that, under Article 4 of the Charter, membership in the United Nations is open to all peace-loving States which accept the obligations contained in the Charter, and, in the judgment of the Organization, are able and willing to carry out these obligations; and

taking into account the fact that the General Assembly, which acts to admit applicant States to membership on the recommendation of the Security Council, will meet for the second part of its first session on 3 September 1946;

Resolves that:

1. Applications for membership which have been or may be received by the Secretary-General shall be considered by the Security Council at a meeting or meetings to be held in August 1946 for this specific purpose.

2. Applications for membership which have been or may be received by the Secretary-General before 15 July 1946, shall be referred to a committee composed of a representative of each of the members of the Security Council for examination and report to the Council not later than 1 August 1946."

2. WORK OF THE COMMITTEE OF EXPERTS ON THE RULES OF PROCEDURE

At its first meeting, on 17 January 1946, the Security Council adopted the Provisional Rules of Procedure recommended by the Preparatory Commission. It was agreed that a Committee of Experts should be formed to examine and report on these Provisional Rules.

At the Council's sixth meeting, on 1 February, the Committee of Experts was instructed to make recommendations concerning non-governmental communications.

The report of the Committee of Experts concerning the Provisional Rules of Procedure and non-governmental communications was submitted to the Council's twenty-third meeting, on 16 February. Consideration of the report was deferred, and the Committee of Experts was instructed further to review the Rules of Procedure in the light of recent Council proceedings.

The Committee of Experts submitted to the Council's thirty-first meeting, on 9 April, recommendations concerning non-governmental communications and Provisional Rules of Procedure concerning meetings, agenda, representation and credentials, presidency, secretariat, conduct of business, languages, voting, publicity of meetings, records and admission of new Members of the United Nations. After minor amendments, the Council adopted these Rules of Procedure and recommendations. It was agreed that the Committee of Experts should formulate additional Rules of Procedure for submission to the Council. The Committee of Experts submitted to the Council's forty-first and forty-second meetings, in May 1946, additional Rules of Procedure concerning conduct of business, voting, languages, publicity of meetings, records and admission of new Members. After minor amendments, the Council adopted these additional Rules of Procedure.

At its forty-fourth meeting, the Council adopted additional Rules of Procedure recommended by the Committee of Experts concerning the powers of the Secretary-General. The entire body of Rules of Procedure adopted by the Council up to its forty-fourth meeting is reproduced as document S/83.

3. SPECIAL AGREEMENTS UNDER ARTICLE 43 OF THE CHARTER

On 25 January 1946, at its second meeting, the Council adopted the provisional agenda for its first meetings recommended by the Preparatory Commission. However, it deferred consideration of Item 10 of the provisional agenda:

“Discussion of the best means of arriving at the conclusion of the special agreements referred to in Article 43 of the Charter.”

This question is being examined by the Military Staff Committee.

D. MILITARY STAFF COMMITTEE

By Article 47 of the Charter, the United Nations have agreed that there shall be established a Military Staff Committee to advise and assist the Security Council, and that the Military Staff Committee shall consist of the Chiefs of Staff of the permanent members of the Security Council or their representatives.

At its second meeting on 25 January 1946, the Security Council adopted the directive to the Military Staff Committee as recommended by the Preparatory Commission.

The representatives of the Chiefs of Staff of Armed Forces of China, France, the Union of Soviet Socialist Republics, the United Kingdom and the United States of America assembled in London on 4 February 1946, and the Military Staff Committee was established.

The Military Staff Committee drew up proposals on its organization and procedure and submitted them to the Security Council for approval. At the Council's twenty-third meeting, on 16 February, it was agreed to postpone consideration of the report of the Military Staff Committee concerning its Statute and Rules of Procedure. The Committee of Experts was instructed to examine the report. It was also agreed that, pending the approval by the Council of the report of the Military Staff Committee, that Committee was authorized to carry on its business along the lines suggested in the report.

The Committee of Experts has been engaged in consideration of the Provisional Rules of Procedure for the Security Council and has not yet examined the report of the Military Staff Committee.

E. ATOMIC ENERGY COMMISSION

The General Assembly, at its seventeenth plenary meeting on 24 January 1946, decided in a resolution adopted unanimously to establish a Commission to deal with the problems raised by the discovery of atomic energy and other related matters. According to this resolution the Commission was to be composed of one representative from each of the States represented on the Security Council and Canada when that State was not a member of the Security Council.

The Commission was required to enquire with the utmost despatch into all phases of the problems, and to submit its reports and recommendations to the Security Council. In the appropriate cases, the Security Council was required to transmit these reports to the General Assembly and to the Members of the United Nations as well as to the Economic and Social Council and other organs within the framework of the United Nations.

The resolution provided for the following terms of reference of the Commission:

- (a) for extending between all nations the exchange of basic scientific information for peaceful ends;

- (b) for control of atomic energy to the extent necessary to ensure its use only for peaceful purposes;
- (c) for the elimination from national armaments of atomic weapons and of all other major weapons adaptable to mass destruction;
- (d) for effective safeguards by way of inspection and other means to protect complying States against the hazards of violations and evasions.

The Rules of Procedure of the Atomic Energy Commission required approval by the Security Council.

On 2 March 1946, the Secretary-General of the United Nations addressed a letter to the members of the Security Council and to Canada, requesting them to communicate to him, if possible not later than 15 March, the name of their representative and those of his advisers on the Atomic Energy Commission.

By 28 May, all States entitled to representation on the Commission had appointed their representatives. The Secretary-General of the United Nations convened the first meeting of the Atomic Energy Commission for 14 June in the Council Chamber, Hunter College. The Commission decided, at the Secretary-General's suggestion, to appoint the United States representative to be the provisional Chairman.

The Commission then decided that the Chairmanship of the Commission should be held in turn by the members of the Commission in the English alphabetical order of their names. In accordance with this principle, the representative of Australia took the chair. He suggested that a Committee on Rules of Procedure should be set up to draft a text which could be used provisionally until such time as the Committee would be able to submit a more definite proposal in the light of the Commission's experience.

This Committee on Rules of Procedure, on which each member of the Commission is represented, met on Monday, 17 June, and Tuesday, 18 June, and adopted a draft which was submitted to the second meeting of the Commission on 19 June.

At the first meeting of the Commission, the representative of the United States of America submitted a United States plan based upon the creation of an International Atomic Development Authority entrusted with all phases of the development and use of atomic energy. He stressed the fundamental importance of immediate punishment for infringements of the rights of this Authority, and declared that, accordingly, "there must be no veto to protect those who violate their solemn agreements not to develop or use atomic energy for destructive purposes."

The plan contains the following specific proposals:

1. The Authority should conduct continuous surveys of world supplies of uranium and thorium, and bring the raw materials under its dominion.
2. The Authority should control and operate all of the primary production plants producing fissionable products in dangerous quantities, and all plants dealing with uranium or thorium after it had once reached the potential of dangerous use.
3. The Authority should possess the exclusive right to conduct research in the field of atomic explosives, and all other atomic research should be open only to nations under licence of the Authority, which would furnish them with denatured materials.
4. Dangerous activities of the Authority, and its stockpiles, should be decentralized and strategically distributed.
5. Freedom for any inspection deemed necessary by the Authority should be granted by nations.

The representative of the United States of America proposed that, once renunciation of the bomb as a weapon had been agreed upon and an adequate system of control put into effective operation with punishments set up for any violations, manufacture of atomic bombs should stop, existing bombs should be disposed of under treaty, and the Authority should be given full information as to the know-how for atomic energy production. Subject to constitutional approval, the United States Government would make available to the Authority, at successive stages specified in the charter of the Authority, the information necessary for its effective functioning at each of these stages in its progressive assumption of control.

The representative of Canada supported the United States proposals, especially that concerning the veto of the permanent members of the Security Council.

The representative of the United Kingdom accepted the United States plan as a basis for con-

sideration and endorsed, in particular, the emphasis on progressive development of the system of control, and on the necessity for effective punishment of any violation.

At the second meeting of the Commission on 19 June 1946, the representative of the Union of Soviet Socialist Republics made the following proposition:

In order to carry out the decision of the General Assembly of 24 January, one of the first measures should be a study of the question of the conclusion of an international agreement to forbid the production and use of weapons based upon the use of atomic energy for the purposes of mass destruction.

The essentials of such an agreement are as follows:

1. The production and use of a weapon based upon the use of atomic energy shall be forbidden.
2. Within a period of three months from the entry into force of the agreement all stocks of atomic energy weapons shall be destroyed.
3. Any violation of the agreement shall be regarded as a serious threat against humanity.
4. Violation of the terms of the agreement shall be severely punished under the domestic legislation of the contracting parties.
5. The agreement shall be of indefinite duration, coming into force after approval by the Security Council, and after ratification by all the permanent members of the Security Council.
6. All States (whether Members or not of the United Nations) shall be obliged to fulfil all provisions of the agreement.

In pursuit of the aims indicated in the decision of the General Assembly "to proceed with the utmost despatch and enquire into all phases of the problem," the representative of the Union of Soviet Socialist Republics proposed to establish two committees. Each committee would be composed of one representative of each State represented on the Commission. Each representative could have advisers. The Rules of Procedure of the committees should be drawn up by the Atomic Energy Commission.

The first committee would be for the exchange of scientific information. Among the tasks of this committee would be that of elaborating recommendations concerning practical measures for the organization of exchange of information: (1) concerning the contents of scientific discoveries connected with the splitting of the atom and other discoveries connected with the obtaining and use of atomic energy; (2) concerning the technology and the organization of technological processes for obtaining and using atomic energy; (3) concerning the organization and method of industrial production of atomic energy and the use of such energy; (4) concerning the forms, sources and location of raw materials necessary for obtaining atomic energy.

The task of the second committee would be to prepare recommendations on the following subjects concerning the prevention of the use of atomic energy for the harm of humanity.

1. The preparation of a draft international agreement to outlaw weapons based upon the use of atomic energy and to forbid the production and use of such weapons and all similar forms of weapons destined for mass destruction.
2. The elaboration and creation of methods to forbid the production of weapons based upon the use of atomic energy and to prevent the use of atomic weapons and all other similar weapons of mass destruction.
3. Measures, systems and organization of control in the use of atomic energy to ensure the observance of the above-mentioned conditions in the international agreement to outlaw atomic weapons.
4. The elaboration of measures for application against the unlawful use of atomic energy.

The representative of China supported the United States proposals, especially that concerning the right of veto. He urged that the Authority include a substantial representation of small States.

The representative of Brazil approved the principles contained in the United States plan.

The representative of Mexico stated that the United States proposals were generally acceptable, although the question of managerial control of uranium deposits would require separate consideration. He had explicit instructions to approve the elimination of the veto power, as proposed by the United States of America.

The representative of France, speaking at the third meeting of the Commission, on 25 June 1946, considered that the plans submitted by the United States and Union of Soviet Socialist Republics delegations were not irreconcilable, but emphasized that it was unnecessary to decide at the outset on the relative importance of the various questions of principle raised in these two plans. Instead, he suggested that a single Working Committee be set up to study the methods of work of

the Commission, with one sub-committee to examine a convention outlawing atomic warfare and the structure of an international authority for enforcing the application of this convention, and a second sub-committee to collect the necessary scientific information.

The representative of Poland urged that, without prejudice to long-range plans, the Commission should immediately adopt measures for outlawing atomic warfare such as the representative of the Union of Soviet Socialist Republics had proposed. He wished, in particular, to embody the principle of individual responsibility for violations of such international agreements, to provide that these violations be considered breaches of the peace under Article 39 of the Charter, and to direct that the prohibition of atomic warfare be written into the Constitutions of Member States.

The representative of the Netherlands believed that the United States and Soviet plans were not incompatible.

The representative of Egypt strongly endorsed the United States proposal concerning the veto.

The representative of Australia thought that the Soviet proposal could be fitted into the general plan outlined by the United States representative. He stressed the importance of drafting a clear and equitable timetable for the disclosure of information to the Authority, and opposed any extension of the veto to the proceedings of the Commission itself or to the proposed Authority.

At the same meeting the Atomic Energy Commission decided unanimously to adopt the proposal of the Chairman to establish a Working Committee composed of one representative from each of the twelve members of the Commission. It was decided that the Working Committee would consider all proposals and suggestions that were made in the Commission with regard to the control of atomic energy. The Working Committee will appoint such sub-committees or bring in such technical advisers or panels of advisers as it thinks fit to help in its work. The Committee is to report regularly and frequently to the Commission on its work.

On 19 June 1946, the acting United States representative on the Security Council wrote to the Secretary-General of the United Nations to inform him that the United States Government invited him, as Secretary-General of the United Nations, to witness the atomic bomb test known as "Operation Crossroads," which was to be held in the Pacific Ocean during July and August of this year. The Secretary-General, in his letter of 24 June 1946, expressed his deep appreciation of this invitation, which he was compelled to decline in view of the heavy programme of work involved in the immediate functions of the Secretariat.

CHAPTER II

ECONOMIC AND SOCIAL QUESTIONS

A. ECONOMIC AND SOCIAL COUNCIL

Chapter IX of the Charter sets forth the obligations of the United Nations in the fields of economic and social co-operation. The United Nations shall promote:

- a. higher standards of living, full employment, and conditions of economic and social progress and development;
- b. solutions of international economic, social, health, and related problems; and international cultural and educational co-operation; and
- c. universal respect for, and observance of human rights and fundamental freedoms for all without distinction as to race, sex, language, or religion."

Moreover, the Charter provides that specialized agencies established by inter-governmental agreement and having wide international responsibilities, as defined in their basic instruments, in economic, social, cultural, educational, health, and related fields, shall be brought into relationship with the United Nations, which shall make recommendations for the co-ordination of their policies and activities. Provision is also made for the creation of any new specialized agencies which may be required to accomplish the purposes of the Charter in the fields of economic and social co-operation.

The responsibility for the discharge of these functions is vested, by Article 60 of the Charter, in the General Assembly and, under the authority of the General Assembly, in the Economic and Social Council.

The eighteen members of the Council were elected by the General Assembly on 12 and 14 January 1946, during the first part of its first session. These are, for the three-year term: Belgium, Canada, Chile, China, France and Peru; for the two-year term: Cuba, Czechoslovakia, India, Norway, the Union of Soviet Socialist Republics and the United Kingdom; for the one-year term: Colombia, Greece, Lebanon, the Ukrainian Soviet Socialist Republic, the United States of America and Yugoslavia.

The Council held the first meeting of its first session on 23 January 1946, at Church House, Westminster, London, and rapidly completed its organizational work, set up six Commissions and appointed the members of five Committees. In addition, the Council discussed a number of substantive questions which had been referred to it by the General Assembly.

During the course of its first session the Council adopted resolutions on the following matters:

1. Economic and Employment Commission.
2. Temporary Transport and Communications Commission.
3. Statistical Commission.
4. Commission on Human Rights and Sub-Commission on the Status of Women.
5. Temporary Social Commission.
6. Commission on Narcotic Drugs.
7. Committee on Negotiations with Inter-governmental Agencies.
8. Committee on Arrangements for Consultation with Non-Governmental Organizations.
9. Calling of an International Health Conference.
10. Committee on Refugees and Displaced Persons.
11. Calling of an International Conference on Trade and Employment.
12. Organization of the Secretariat.
13. Non-Political Functions and Activities of the League of Nations.

At its second session, which was held from 25 May to 21 June in New York, the Council considered the work which had been accomplished on the basis of these resolutions, and in particular, the reports of the Commissions and Committees, the draft agreements negotiated with three specialized agencies and the arrangements for consultation with non-governmental organizations.

B. CONSTITUTION OF THE COMMISSIONS OF THE ECONOMIC AND SOCIAL COUNCIL

During its first session in London the Economic and Social Council adopted resolutions establishing six Commissions and one Sub-Commission, the setting up of which had been recommended by the Preparatory Commission and approved by the General Assembly. These Commissions were the following:

1. Economic and Employment Commission
2. Temporary Transport and Communications Commission
3. Statistical Commission
4. Commission on Human Rights and Sub-Commission on the Status of Women
5. Temporary Social Commission
6. Commission on Narcotic Drugs

Only one of the Commissions, that on narcotic drugs, was fully constituted. The others consisted of a comparatively small nucleus of nine members each, appointed in their individual capacity for a term of one year. While the broad terms of reference of the Commissions were clearly stated in the Council's resolutions, the main tasks of the nuclear Commissions in the initial organizational stage were to examine in greater detail the future programme of work and the composition of the permanent Commissions, and to make recommendations on these matters to the second session of the Economic and Social Council.

With the exception of the Narcotics Commission, which is scheduled to meet after the second part of the first session of the General Assembly, the nuclear Commissions met at Hunter College in the latter part of April and early in May and completed their work by 25 May. Their reports and recommendations were fully examined by the Council. The main features of these reports and of the action taken by the Council are reviewed in the sections below under separate headings.

The Council accepted the recommendation of the nuclear Commission on Human Rights that the Sub-Commission on the Status of Women should be constituted as a full Commission. It also approved the recommendation of the Economic and Employment Commission to set up a Sub-Com-

mission on the areas devastated by war. This Sub-Commission was fully constituted and is expected to submit a preliminary report to the third session of the Council.

The nuclear Commissions recommended that a certain proportion of the members of the permanent Commissions should be persons appointed by the Council in their individual capacity. The Council decided, however, that the Commissions should consist of representatives of governments. A specified number of Members of the United Nations will be selected by the Economic and Social Council to name representatives to serve on the various Commissions. The Statistical Commission will consist of twelve representatives, the Transport and Communications Commission and the Commission on the Status of Women of fifteen representatives each, and the Commission on Human Rights and the Social Commission of eighteen representatives each.

With a view to securing a balanced representation in the various fields covered by each Commission, the Secretary-General was authorized to consult with the governments of nations which will be selected to appoint representatives to the Commissions before these representatives are finally nominated by their governments and confirmed by the Council. It was further decided that the regular term of office should be three years. Vacancies which might arise during this period are to be filled by a representative designated by the government of the nation originally selected, subject to preliminary consultation with the Secretary-General.

In the initial period, one third of the members will serve for two years, one third for three years and one third for four years. These terms of office will be determined by drawing lots. Retiring members will be eligible for re-election.

Finally, it was decided that ten to fifteen corresponding members of the Economic and Employment Commission, and not more than twelve corresponding members of the Statistical Commission might be appointed in their individual capacity by the Economic and Social Council. Such members will be chosen, with the approval of the governments concerned, from countries not represented on the Commissions.

In view of the crowded agenda and the limited time at its disposal, the Economic and Social Council decided to defer until its third session the selection of the Members of the United Nations which are to be represented on the permanent Commissions. For the same reason the Council deferred the setting up of the three additional Commissions as recommended by the Preparatory Commission and approved by the General Assembly—the Fiscal Commission, the Demographic Commission and the Co-ordination Commission.

1. ECONOMIC AND EMPLOYMENT COMMISSION

At its first session in February 1946, the Economic and Social Council established a nuclear Economic and Employment Commission which met at Hunter College in New York City from 29 April to 17 May. The Commission studied its terms of reference, its composition, the establishment of sub-commissions and the services required of the Secretariat. It also considered the following problems of substance:

1. Allocation of materials in short supply;
2. Continuance of certain activities of UNRRA;
3. Economic reconstruction of devastated areas.

Terms of Reference

The terms of reference of the Commission are contained in the resolution of the Economic and Social Council of 16 February 1946, setting up the nuclear Commission. These were studied by the Commission and reviewed further by the Economic and Social Council during its second session. As defined by the Council's resolution, based on the nuclear Commission's report of 21 June, the tasks of the Commission are to advise the Economic and Social Council on economic questions in order to promote higher standards of living; to examine such questions as may be submitted to it by the Council, and on its own initiative to report to the Council on problems which, in its opinion, require urgent attention; to make recommendations to the Council with reference to economic questions involving concerted study and action by more than one specialized agency or Commission of the Council; to make recommendations on the probable influence of the policies and activities of other Commissions of the Council, the specialized agencies or other international organizations on the following categories of problems, regarding which it is the particular responsibility of the Commission to advise the Council:

1. the prevention of wide fluctuations in economic activity and the promotion of full employment by the co-ordination of national full employment policies and by international action;

2. problems of the reconstruction of devastated areas and other urgent problems arising from the war, with a view to developing means of giving real help, which is so necessary, to various Members of the United Nations whose territories have been devastated by the enemy as a result of occupation and war activities;
3. the promotion of economic development and progress with special regard to the problems of less-developed areas.

The resolution of the Council stated that "in carrying out its functions the Commission shall take account of the close relationship between the short-term problems and the long-term objectives of an expanding and integrated world economy."

Allocation of Materials in Short Supply

In view of the shortages of food and raw materials, the nuclear Commission expressed the view that it was of the greatest importance that control and allocation machinery be assured "until reconstruction and rehabilitation have reached the stage where the free flow of such goods in world trade on the sole basis of world price will not seriously interfere with the return to economic stability on the part of the impoverished nations."

Continuation of Certain Functions of UNRRA

The nuclear Commission expressed concern over the fact that there is at present no provision for continuing UNRRA beyond early 1947. It stated as its considered opinion that some agency to perform many of UNRRA's functions in the field of food and rehabilitation will be essential during at least a large part of 1947 if the world is to be assured of any substantial measure of economic stability. The Commission recommended that the necessary new machinery be established well before the end of 1946 in order to avoid interruption of essential relief services.

Economic Reconstruction of Devastated Areas

The nuclear Commission unanimously recommended the immediate establishment of a Temporary Sub-Commission on the Economic Reconstruction of Devastated Areas. At the same time it proposed terms of reference for the Sub-Commission and procedures for both the Sub-Commission and the Secretariat.

The Economic and Social Council, at its second session in New York, in accordance with the recommendations of the Commission, established a Temporary Sub-Commission on the Economic Reconstruction of Devastated Areas and determined that the Sub-Commission's terms of reference should be to advise the Council on:

- "(a) the nature and scope of the economic reconstruction problems of those countries which face great and urgent tasks in this field, whether by reason of occupation or physical devastation; and
- (b) the progress of reconstruction and the measures of international co-operation by which reconstruction in those countries might be effectively facilitated and accelerated."

The Sub-Commission was authorized, with the assistance of the Secretariat, to make enquiries in countries which have been occupied or devastated by war, except Germany and Japan, with a view to making a preliminary report, not later than 2 September 1946, on the problems of economic reconstruction in the countries visited, bearing in mind the special claims of countries Members of the United Nations. In considering the reconstruction problems of these countries, the Sub-Commission will take into account their economic relations with Germany and Japan and obtain information as required through the occupying authorities. Relations with neutral countries will likewise be considered and, where feasible, the co-operation of the governments of such countries will be enlisted.

The Secretary-General is authorized to form two working groups of the Sub-Commission, one for Europe and Africa, and one for Asia and the Far East.

The first meeting of the Sub-Commission is scheduled to be held in London on 29 July, and the Secretariat is proceeding with preparations for this meeting.

Establishment of Other Sub-Commissions

The Economic and Social Council, at its second session, also instructed the Economic and Employment Commission to establish three additional Sub-Commissions on Employment, Balance of Payments, and Economic Development. The Sub-Commission on Employment is to study national and, in consultation with the Sub-Commissions on Balance of Payments and Economic Development, international methods of promoting full employment, and related problems; and to analyse information regarding employment and unemployment in the various countries. The Sub-Commission on Balance of Payments will study and advise the Commission on balance of payments problems, especially in so far as they require for their solution concerted action by governments, or by more than one specialized agency. The Sub-Commission on Economic Development will advise the Commission on the long-term development of production and consumption throughout the world, and, in particular on the methods of increasing production, productivity and levels of consumption in the less-developed regions of the world; on the effects of industrialization and technological changes on world economic conditions and on the adjustments required.

2. TEMPORARY TRANSPORT AND COMMUNICATIONS COMMISSION

The Temporary Transport and Communications Commission was set up during the first session of the Economic and Social Council to advise the Council on the adequacy of the structure of international organization in the fields of transport and communications, and on related substantive problems. Although it was considered premature to enter into the negotiation of agreements establishing formal relationships with existing inter-governmental agencies in these fields, the Council decided that some form of preliminary contact should be established with these agencies. The Commission was therefore directed to make a general review of international organization in the field of transport and communications, to establish preliminary contacts with inter-governmental agencies, to advise the Council with respect to the disposition of the functions of the Communications and Transit Organization of the League of Nations, and to report to the Council, after consultation with the appropriate inter-governmental agencies, on substantive problems requiring immediate attention.

The first session of the Commission was held between 30 April and 17 May 1946. Its report was submitted to the Economic and Social Council during its second session, and the following measures were approved: A Permanent Transport and Communications Commission will be established to replace the Temporary Commission. The latter will continue to function until the date fixed by the Council for its replacement, and its functions will be in the meantime those which the Economic and Social Council has assigned to the Permanent Commission.

As approved by the Council these functions shall be to assist the Economic and Social Council in its tasks concerned with transport and communications problems; to assist the Security Council and the Trusteeship Council, if so desired by the Economic and Social Council, in accordance with Articles 65 and 91, respectively, of the Charter; to advise the Council on the co-ordination of the work of the specialized agencies in the sphere of transport and communications, to report to the Council, on its request, on the work of these agencies, and to suggest to the Council the creation of new agencies or the conclusion of new conventions; to perform the task of conciliation in cases of disputes between States and specialized agencies, subject to certain specified conditions; and to perform such other tasks as the Economic and Social Council may require in connection with international transport and communications.

The Council directed the Committee on Negotiations with Inter-governmental Agencies to enter into negotiations with the Provisional International Civil Aviation Organization for the purpose of bringing it into relationship with the United Nations, in accordance with Article 57 of the Charter, and to request the Transport and Communications Commission to study further the question of establishing relations between the United Nations and inter-governmental agencies in the field of inland transport.

The Secretary-General was directed to convene a meeting of telecommunications experts from all the countries Members of the United Nations which might desire to participate, with a view to drafting proposals to be submitted to the forthcoming world Telecommunications Conference with respect to bringing the International Telecommunications Union into relationship with the United Nations. He was further directed to convene a meeting of postal experts from all the countries Members of the United Nations which might desire to participate, for the purpose of drafting proposals, to be submitted to the forthcoming Congress of the Universal Postal Union, with respect to bringing the latter into relationship with the United Nations.

The Permanent Transport and Communications Commission is to examine fully the question of the establishment of a world-wide inter-governmental shipping organization to deal with technical problems, and the Secretary-General was authorized to seek the views of the United Maritime Consultative Council at its meeting in Amsterdam on this matter.

A Committee of Experts will be convened in order to prepare for a world conference on the subject of passports and frontier formalities.

The Transport and Communications Commission will study the co-ordination of activities in the fields of aviation, shipping and telecommunications with regard to safety at sea and in the air, for the purpose of making recommendations on the machinery required for such co-ordination.

The continuation of certain activities hitherto dealt with by the Organization for Communications and Transit of the League of Nations was entrusted to inter-governmental organizations whereas others will be taken over by organs of the United Nations. The study of the problem of the unification of transport statistics will be taken over by the Statistical Commission in collaboration with the Transport and Communications Commission and the interested specialized agencies; the publication of a monthly summary of important events in the field of transportation and the periodical publication of lists of multilateral conventions, agreements, etc., relating to transport and communications questions will be undertaken by the Transport and Communications Division of the Secretariat.

The Council drew the attention of the interested Governments to two specific problems mentioned in the Commission's report. These were the re-establishment and re-organization of inter-governmental and other international machinery for the co-ordination of railway problems in Europe, and the need for improvement in the present situation of inland waterways in Europe.

3. STATISTICAL COMMISSION

The Economic and Social Council considered that it would require expert advice on statistical matters and at its first session set up a nuclear Statistical Commission. As a result of the recommendations made by this Commission the Council decided that the functions of the permanent Commission should be to assist the Council (a) in promoting the development of national statistics and the improvement of their comparability; (b) in the co-ordination of the statistical work of the specialized agencies; (c) in the development of the central statistical services of the Secretariat; (d) in advising the organs of the United Nations on general questions relative to the collection, interpretation and dissemination of statistical information; (e) in promoting the improvement of statistics and statistical methods generally. The Commission was directed to make studies and prepare recommendations and to provide information and other services at the request of the Council.

The Council, at its second session, approved the establishment by the Statistical Commission of a Sub-Commission on Statistical Sampling consisting of not more than nine expert members. The Sub-Commission will examine the methods used in the application of statistical sampling methods in different countries and in different fields of subject matter. The Commission considered that owing to the comparatively low costs of these methods and to the rapidity with which reliable data could be secured, statistical sampling offered great promise for the development and improvement of statistical information in all parts of the world.

The Council approved the suggestion of the Statistical Commission that the activities of quasi-governmental and non-governmental statistical organizations should be related with the activities of the Commission. The Commission recommended that such organizations should be encouraged to broaden their efforts in the improvement of standards, long-range research, the sponsorship of international conferences and other means for interchange of scientific knowledge, etc. Accordingly, the Council directed the Statistical Commission to formulate recommendations concerning the methods by which the activities of such organizations might be related to those of the United Nations.

At the suggestion of the Commission, the Council requested the Secretary-General to take into special consideration the recommendations of the Statistical Commission concerning the organization of a central statistical unit in the Secretariat of the United Nations; the collection, analysis and evaluation of statistics from Members of the United Nations, specialized agencies and other sources; the publication of statistics; the co-ordination of statistical activities of specialized agencies;

the promotion of the development and improvement of statistics in general; the maintenance of the international centre for statistics; and the co-ordination with national governments on programme of statistical activities.

The Council also requested the Secretary-General to make arrangements to enable the Secretariat of the United Nations to maintain without interruption the valuable statistical activities of the League of Nations. Arrangements are now being made to establish a competent statistical unit as a Division within the Department of Economic Affairs.

In accordance with its terms of reference the nuclear Statistical Commission gave expert advice on the articles relating to statistical services in the draft agreements negotiated with the specialized agencies. Eight general provisions drafted by the Commission were incorporated in the agreements with the Food and Agriculture Organization, the International Labour Office and the United Nations Educational, Scientific and Cultural Organization.

4. COMMISSION ON HUMAN RIGHTS

In setting up the Commission on Human Rights, the Council decided, at its first session in February 1946, that in view of its responsibilities under the Charter for promoting universal respect for, and observance of, human rights and fundamental freedoms, the work of the Commission should consist of the preparation of proposals, reports and recommendations on an international bill of rights, international declarations or conventions on civil liberties, the status of women, freedom of information, the protection of minorities and the prevention of discrimination on grounds of race, sex, language, or religion.

The nuclear Commission fully realized the great importance of the task entrusted to the Economic and Social Council under the United Nations Charter. A study of the documents submitted by certain Members of the United Nations gave rise to a broad discussion on the need for promoting and guaranteeing the recognition of human rights and fundamental liberties for all, in the hope of drawing from the last world war the lessons which would help the peoples to achieve the highest aspirations of mankind. The Commission paid very special attention to the plans and suggestions submitted to it through hearings by qualified representatives of national and international organizations.

After considering the report of the nuclear Commission presented to the second session of the Council, the latter accepted, with only slight alteration, the recommendation of the Commission that its functions should be those set forth in the terms of reference of the Commission, approved by the Council in its resolution of 16 February.

The Council accepted the Commission's recommendation that it be authorized to call in *ad hoc* working groups of non-governmental experts in specialized fields or individual experts, without further reference to the Council, but with the approval of the President of the Council and the Secretary-General.

In addition to the general guidance provided in the report of the nuclear Commission, the Economic and Social Council instructed the Secretary-General to make arrangements for: (a) the compilation and publication of a yearbook on law and usage relating to human rights, the first edition of which should include all declarations and bills on human rights now in force in the various countries; (b) the collection and publication of information on the activities concerning human rights of all organs of the United Nations; (c) the collection and publication of information concerning human rights arising from trials of war criminals, quislings, and traitors, and in particular from the Nuremberg and Tokyo trials; (d) the preparation and publication of a survey of the development of human rights; (e) the collection and publication of plans and declarations on human rights by specialized agencies and non-governmental national and international organizations.

The Council accepted the recommendation of the Commission that Members of the United Nations be invited to consider the desirability of establishing information groups or local human rights committees within their respective countries to collaborate with them in furthering the work of the Commission on Human Rights.

The Council further decided that pending the adoption of an international bill of rights, the general principle shall be accepted that international treaties involving basic human rights, including to the fullest extent practicable treaties of peace, shall conform to the fundamental standards relative to such rights set forth in the Charter.

With regard to implementation, the Council requested the Commission on Human Rights to submit at an early date suggestions regarding the ways and means for the effective implementation of human rights and fundamental freedoms, with a view to assisting the Economic and Social Council in working out arrangements for such implementation with other appropriate organs of the United Nations.

The Council accepted the recommendation of the Commission that it be empowered to establish a Sub-Commission on Freedom of Information and of the Press, and that the function of the Sub-Commission should be, in the first instance, to examine what rights, obligations and practices should be included in the concept of freedom of information, and to report to the Commission on Human Rights on any issues that may arise from such examination.

In addition, the Council resolved that the Commission be empowered to establish Sub-Commissions on the Protection of Minorities and on the Prevention of Discrimination on the grounds of race, sex, language, or religion. Unless the Commission otherwise decides, the function of the Sub-Commissions shall be to examine what provisions should be adopted in the definition of the principles which are to be applied in the fields of the protection of minorities and prevention of discrimination respectively, and to deal with the urgent problems in these fields by making recommendations to the Commission.

5. COMMISSION ON THE STATUS OF WOMEN

The Economic and Social Council, having considered, at its second session, the report of the nuclear Commission on Human Rights and of the nuclear Sub-Commission on the Status of Women of 21 May 1946, decided to confer upon the Sub-Commission the status of a full commission to be known as the Commission on the Status of Women. The functions of the Commission are to prepare recommendations and reports to the Economic and Social Council on promoting women's rights in political, economic, social and educational fields. The Commission shall also make recommendations to the Council on urgent problems requiring immediate attention in the field of women's rights.

The Council decided that sections I and II of the report of the Sub-Commission, concerning policy and programme, be referred for study to the Commission on the Status of Women.

The Council requested the Secretary-General, in order to assist the Commission on the Status of Women, to make arrangements for a complete and detailed study of the legislation concerning the status of women and the practical application of such legislation.

6. TEMPORARY SOCIAL COMMISSION

The nuclear Temporary Social Commission presented to the Economic and Social Council a general review of international organizations in the social field and of problems not dealt with by existing organizations; it reported to the Council on the question of bringing the social activities of the League of Nations under the authority of the Council and on assuming on an interim basis the work of the League on such questions as traffic in women and children and child welfare.

The Economic and Social Council, by a resolution based on the Commission's report, took the following decisions:

Scope of the Commission

The wide variety of factors with which social policy is concerned were classified under various headings, e.g.:

Standard of living:

Housing, food and nutrition, clothing, health and medical care, education and recreation;

General aspects of the standard of living:

Income and cost of living, income in terms of goods and services secured, protection during work, conservation of family life, etc.;

Factors (quantitative and qualitative) in measuring the standard of living;

Social services for special groups:

Welfare of children and adolescents, rural populations, aged persons, prevention of crime and treatment of offenders, prevention of commercialized vice, etc.;

Social policy for special regions:

Countries directly affected by war, under-developed areas, care of refugees and displaced persons, especially homeless or abandoned children.

Main Principles

The standard of living, being based on the availability of goods and services, demands directly on the level of industrial and agricultural production; hence there is an interdependence of economic and social policy; economic policy is, in fact, merely a means for achieving social objectives. Thus national as well as international social and economic policy has to be co-ordinated for the proper adjustment of prices and incomes, which in conditions prevailing in some countries, are no longer correctly related to each other.

Such interdependence and co-ordination cannot be achieved by isolated individuals, and as the workers form the great majority of the beneficiaries of social institutions, the Commission considered that participation of labour, agricultural and similar unions was desirable in the determination and development of social policy.

International Organization in the Social Field

With information provided by representatives of the International Labour Organization, the Food and Agriculture Organization, the United Nations Relief and Rehabilitation Administration and the United Nations Educational, Scientific and Cultural Organization, the Commission made a study of the principal phases of existing social activities on the international plane.

The conclusions reached were that successful activity of the United Nations in the social field demanded the continuous co-operation of these specialized agencies, in addition to that of the World Health Organization now in process of formation; that the role of the United Nations would be to coordinate and stimulate their activities, whilst leaving to each of them freedom of action in order to achieve maximum efficiency through specialization; and that the United Nations should take direct charge of the social activities which do not come within the scope of any specialized agency.

Functions of the Permanent Commission

With these purposes in mind, the Commission recommended the establishment of a Permanent Social Commission, among whose duties would be:

- to advise the Economic and Social Council on the development of general social policy;
- to formulate social principles which would constitute guiding lines for the work of specialized agencies in the social field;
- to encourage and harmonize the work undertaken by the specialized agencies, and thereby to make the fullest possible use of all the resources available to the United Nations;
- to consider measures to be suggested to international agencies and governments for the application and further development of social policy.

The Social Commission would also be responsible for keeping the Economic and Social Council informed concerning the extent to which social policy is applied.

Special emphasis was laid on the need for a sub-committee on child welfare which would carry on and widen the scope of the work of the League of Nations Advisory Committee. As the efficiency of such a body would depend largely on the quality of its staff, it is essential that recognized experts trained in the sphere of child welfare be chosen to serve on this sub-committee.

Other Problems for which provision should be made

There being a close relationship between the prevention of crime and the treatment of offenders, and other social problems, this question would be studied by the Social Commission, and subject to the consent of the International Penal and Penitentiary Commission, a special sub-commission might be set up for this purpose.

After making a general review of the work done by the League of Nations in such matters as the traffic in women and children and child welfare, the Commission agreed that this work ought to be taken over on a provisional basis.

Problems requiring immediate attention

In this connection the Commission had the benefit of observations from representatives of UNRRA and suggestions from the members for Colombia, Cuba, Greece, Peru and Yugoslavia. The following subjects deserve special mention: child welfare in countries devastated by war; the problem of refugees and displaced persons with special reference to the guardianship and re-education of orphans living under abnormal conditions; the resettlement of those uprooted from their homes because of the war; methods of community organization; the rebuilding of social welfare

institutions; industrial problems in under-developed countries, where people in large numbers suffer from bad housing, undernourishment and insufficient clothing; the raising of workers' wages and increasing the economic capacity of these countries; and other subjects at present within the sphere of UNRRA. In all these questions practical help, as well as information, investigation and advice, was considered of paramount importance.

In making the above-mentioned recommendations to the Economic and Social Council, the Temporary Social Commission emphasized the urgency of the many problems involved, the need for correlating activities in the social field with those in the economic field, and the importance of stimulating and developing all activities designed to further the promotion of peace and the welfare of mankind.

Matters referred to the Secretary-General

The following recommendations of the Temporary Social Commission have been referred by the Council to the Secretary-General:

(a) The need for qualified staff for the Social Commission and any committees thereof that may be set up under its jurisdiction;

(b) Communication with governments which have hitherto made reports concerning traffic in women and children, and with national and international agencies, to ascertain the present position concerning such reports and obtain other relevant information.

C. SPECIALIZED AGENCIES

The multiplicity of international organizations calls for the provision of an effective system for the coordination of their activities. The Charter, in recognition of this need, has placed the responsibility for this coordination on the Economic and Social Council under the authority of the General Assembly. Pursuant to directives from the General Assembly, the Economic and Social Council, at its first session in London, began the work of bringing international organizations having wide international responsibilities into relationship with the United Nations.

Appointment of a Committee on Negotiations with Inter-governmental Agencies

On 16 February 1946, the Economic and Social Council appointed a Committee on Negotiations with Inter-governmental Agencies, and instructed it to enter into negotiations with the International Labour Organization, the United Nations Educational, Scientific and Cultural Organization, the Food and Agriculture Organization, the International Monetary Fund and the International Bank for Reconstruction and Development, with a view to bringing them into relationship with the United Nations in accordance with Articles 57 and 63 of the Charter.

Under the chairmanship of the President of the Economic and Social Council this Committee held its first meeting in London on 6 March 1946, reconvening in New York City on the eve of the second session of the Economic and Social Council. On the basis of principles contained in the observations on relationships with specialized agencies of the Report of the Preparatory Commission, agreements were negotiated with the International Labour Organization, the United Nations Educational, Scientific and Cultural Organization and the Food and Agriculture Organization, and these agreements were approved by the Economic and Social Council at its second session on 21 June 1946. At the request of the International Monetary Fund and the International Bank for Reconstruction and Development it was agreed to postpone the negotiating of agreements with these organizations, inasmuch as they were not at the present time in a position to consider definite agreements with the United Nations in view of the urgent organizational problems with which they were confronted.

Relationship with the United Nations

It will be noted that the documents that have been drawn up represent agreements between the United Nations as a whole and the specialized agencies, the Negotiating Committee having interpreted the relevant provisions of the Charter, and particularly Article 63, as clearly requiring that specialized agencies be brought into relationship with the United Nations as a whole and not with the Economic and Social Council alone. Thus, the possibility is not excluded of specialized agencies having direct relations with other principal organs of the United Nations where this is clearly to the mutual advantage of the parties concerned. Members of the United Nations having

undertaken to carry out decisions of the Security Council for the maintenance of peace and security, "through their action in the appropriate international agencies of which they are members," the draft agreement in each case includes an undertaking on the part of the specialized agency concerned to assist the Security Council, upon its request, in carrying out such decisions. Similarly provisions are included obliging each agency to assist the Trusteeship Council in carrying out its functions, and to furnish such information as may be requested by the International Court of Justice.

Reciprocal representation

The principle was readily accepted that representatives of the United Nations should be invited to attend meetings of the conferences and executive bodies of the agencies and to participate without vote in their deliberations. In determining the extent to which such representation should be reciprocal, agreement was reached on the basis of the following arrangements:

- (a) Representatives of the specialized agencies will be invited to participate, without vote, in meetings of the Economic and Social Council and of its commissions, and of the Trusteeship Council, with respect to items on their agenda relating to matters in which the agency has indicated that it has an interest, or which come within the scope of its activities;
- (b) Representatives of the specialized agencies will be invited to attend meetings of the General Assembly in a consultative capacity and to participate, without vote, in the deliberations of its main Committees when matters which come within the scope of the activities of an agency are under discussion;
- (c) Written statements will be distributed by the United Nations Secretariat whenever a specialized agency so requests.

Proposal of agenda items

The agreements contain also a reciprocal obligation under which the Economic and Social Council or the Trusteeship Council, on the one hand, and the specialized agencies on the other, agree to include on their agenda, items which either body may propose to the other.

Recommendations of the United Nations to the Specialized Agencies

While many of the provisions which have been written into the draft agreements refer to what may be described as mandatory obligations on the part of the specialized agencies, the United Nations expressly recognizes in Article 1 of each agreement the special competence of the agencies within their respective fields of activity as laid down in their basic instruments. Those functions and responsibilities which belong exclusively to the United Nations are nevertheless fully safeguarded. Each draft agreement requires the specialized agency to submit to its policy-making or executive organ all formal recommendations which the United Nations may make to it, to report to the United Nations (in accordance with Article 64 of the Charter) all action taken to give effect to these recommendations, and to enter into consultation with the United Nations upon request. Similarly, in recognition of the responsibility conferred on the General Assembly and on the Economic and Social Council for the coordination of the policies and activities of the specialized agencies and those of the United Nations, the specialized agencies specifically undertake to co-operate with the United Nations in whatever measures may be necessary to make such coordination fully effective.

Exchange of information and documents

Other important provisions of the agreements are on a fully reciprocal basis. For example, it is agreed that, subject to such arrangements as may be necessary for the safeguarding of confidential material, the fullest and promptest exchange of information and documents shall be made between the United Nations and each agency. In addition, each agency undertakes to furnish reports to the United Nations, including both regular reports as envisaged in Article 64 of the Charter, and special reports which the United Nations may at any time request.

Headquarters

The feasibility of a centralized administrative service will of course depend to a considerable extent on whether the specialized agencies whose headquarters have not been fixed under their constitutions decide to locate them at the seat of the United Nations. Consideration of this question has given rise to somewhat conflicting views as to the relative merits of a policy of centralization of international activities as compared to one of decentralization. On the whole, centralization

appeared desirable to the Negotiating Committee, subject however to recognition of the importance which several of the agencies properly attach to the establishment of strong regional offices. Except in the case of the United Nations Educational, Scientific and Cultural Organization, the headquarters of which will be established in Paris, the agreements, therefore, provide for consultation with the United Nations before any final decision is made by the agencies regarding their permanent headquarters.

Personnel arrangements

Emphasis was given to the desirability of securing as much uniformity as practicable in matters relating to personnel arrangements. The United Nations and the specialized agencies jointly affirm that the eventual development of a single unified international civil service is desirable. With this end in view, they undertake to develop common personnel standards, methods and arrangements designed to avoid serious discrepancies in terms and conditions of employment, to avoid competition in recruitment of personnel and to facilitate interchange of personnel, when desirable, on either a temporary or permanent basis. Initial steps have been taken at the Secretariat level to give effect to the principles stated in the draft agreements.

Statistical and administrative services

Among the technical services with respect to which inter-agency co-operation is essential are those relating to collection, analysis, publication and dissemination of statistics. A fairly detailed provision is included in each draft agreement based, for the most part, on recommendations made by the Statistical Commission in its report to the second session of the Economic and Social Council. A further provision requires the United Nations and the specialized agencies to consult together concerning the establishment and use of centralized administrative services and facilities in so far as these may from time to time be found practicable and appropriate. It is not possible at this time to foresee the scope and details of such arrangements and the maximum leeway has, therefore, been allowed to the Secretariats concerned in developing the necessary collaboration.

Budgetary and financial arrangements

In the interests of efficient and economical administration, the agreements require the specialized agencies to establish the closest possible budgetary and financial relations with the United Nations. First, provision is made for the possibility of supplementary agreements being subsequently entered into in which appropriate arrangements would be defined for the inclusion of the budget of a specialized agency within a general budget of the United Nations. Such arrangements, however, looking as they do to the eventual emergence of what was described by the Preparatory Commission as a "consolidated budget" would necessarily be a longer term objective. In the meantime, specialized agencies are committed to

- (a) confer with the United Nations in the preparation of their budgets;
- (b) transmit their proposed budgets annually to the General Assembly for examination;
- (c) conform as far as practicable to standard practices and forms recommended by the United Nations.

In addition, the specialized agencies are entitled to participate, without vote, in the deliberations of the General Assembly or any Committee thereof, whenever their budgets or general financial or administrative questions affecting them are under consideration; and the United Nations is empowered, subject to the terms of supplementary agreements to be negotiated at a later date, to undertake the collection of contributions from those members of a specialized agency which are also Members of the United Nations.

Implementation and revision of agreements

The United Nations itself, as well as most of the specialized agencies with whom relationship is sought, are in their formative stages from an organizational and administrative point of view. The agreements, therefore, had to be framed in general rather than specific terms, leaving more detailed working arrangements to be developed gradually in the light of day-to-day needs and experience.

The intention has been to seek basic arrangements within which the United Nations and the specialized agencies can most effectively achieve the close relationship and co-operation that is essential for the realization of their common objectives. The following provisions have therefore been included in each agreement: first, the agreements are open to revision by mutual consent at

any time, or (in the case of the United Nations Educational, Scientific and Cultural Organization) not later than three years after coming into force; second, the Secretary-General and the permanent head of each specialized agency are expressly authorized to enter into such supplementary arrangements for the implementation of the agreements as may be found desirable in the light of the operating experience of the respective organizations.

Consultation at Secretariat level

The members of the Negotiating Committee placed particular emphasis on the necessity for close and continuous consultation at the Secretariat level in order to assure effective co-ordination of activities. The Secretariat of the United Nations has already made substantial progress in developing the necessary technical and administrative liaison.

D. NON-GOVERNMENTAL ORGANIZATIONS

Many non-governmental organizations are in a position to make a valuable contribution to the work of the United Nations and it is desirable that full advantage shall be taken of what these organizations have to offer. In accordance with Article 71 of the Charter, and upon the recommendation of the General Assembly of 14 February, the Economic and Social Council, on 16 February 1946, appointed a Committee on arrangements for consultation with non-governmental organizations.

The Committee concerned itself with the elaboration of the principles according to which the Council may, as need arises, make arrangements with non-governmental organizations for consultation. It presented its first report to the Council on 7 June 1946 and the Council approved its revised recommendations on 21 June 1946.

Principles governing eligibility for consultation

According to the principles approved by the Council, arrangements for consultation will be made with a non-governmental organization only if it fulfills certain requirements. It shall be concerned with matters falling within the competence of the Economic and Social Council, its aims and purposes should be in conformity with the Charter of the United Nations, it shall represent a substantial proportion of the organized persons within the particular interest field in which it operates, and it shall have authority to speak for its members through its authorized representatives.

With regard to national organizations, the report recommended that they should normally present their views through their respective governments or through international non-governmental organizations to which they belong. However, they may be eligible for consultation if they cover a field not covered by any international organization, or have special experience. In determining the arrangements for consultation, consideration will be given to the degree of assistance which might be expected from an organization in carrying out the tasks set out in Chapter IX of the Charter.

Principles governing the nature of the Consultative Arrangements

The report provides that the arrangements for consultation will not be such as to grant to non-governmental organizations the same rights of participation accorded to States not members of the Council or to specialized agencies. Consultation will take place, on the one hand, to secure expert information or advice and, on the other hand, to enable organizations which represent important elements of public opinion to express their views. In order to avoid duplication of consultation, particularly with reference to specialized agencies, the Council will take into account the relations between these agencies and non-governmental organizations.

Arrangements for consultation with the Council

Organizations will be divided into three categories, which are as follows:

- (a) Organizations which have a basic interest in most of the activities of the Council, and are closely linked with the economic or social life of the areas which they represent;
- (b) Organizations which have a special competence but are concerned specifically with only a few of the fields of activity covered by the Council;
- (c) Organizations which are primarily concerned with the development of public opinion and with the dissemination of information.

Organizations in category (a) may send observers to all public meetings of the Council and circulate to members of the Council written communications, and they may be invited by the Council to consult with a standing committee if the Council so desires or the organization requests such consultation. It is also provided that upon recommendation of the standing committee, the Council as a whole may receive representatives of organizations in category (a) for the purpose of hearing their views.

Organizations in categories (b) and (c) may also send observers to public meetings of the Council. Their communications, however, would be placed on a list and would be distributed only on the request of a member of the Council. They may be invited by the Council to consult with a committee appointed for that purpose if the Council so desires or the organization specifically requests such consultation.

In pursuance of the General Assembly resolution, the Economic and Social Council decided to place the World Federation of Trade Unions, the International Co-operative Alliance and the American Federation of Labour in category (a).

Arrangements for consultation with Commissions

Organizations in category (a) would normally consult directly with the various Commissions themselves. Those in categories (b) and (c) would normally be linked for consultation purposes with the particular Commission or Commissions concerned with their particular field of interest. The Commission would be free to consult with these organizations either directly or through a committee established for that purpose.

Machinery for applying the principles of eligibility

A Standing Committee composed of the President of the Council and four members of the Council assisted by the Assistant Secretaries-General for Economic and Social Affairs respectively will review applications for consultative status, and will place the eligible organizations in one of the categories mentioned above.

E. INTERNATIONAL HEALTH CONFERENCE

At the San Francisco Conference the delegations of Brazil and China recommended that a general conference be called for the purpose of establishing an international health organization.

At its first session the Economic and Social Council felt the need for dealing with this question and, after discussions which lasted several days, decided by a resolution dated 15 February 1946, to convene a conference, to be held not later than 20 June 1946, for the purpose of establishing the International Health Organization.

In order to facilitate the work of the conference, the Council appointed a Technical Preparatory Committee with directions to prepare an agenda for the conference and detailed proposals as a basis for its work.

This Committee met in Paris between 18 March and 5 April 1946. It drew up general proposals for the constitution of the Health Organization and a number of resolutions to be submitted to the Economic and Social Council.

The recommendations made by the Committee concerned the establishment of a world-wide International Health Organization with which the health services of all countries were to co-operate in furtherance of the common weal. This Organization was to be the sole organization of its kind and absorb the League of Nations Health Organization and the *Office internationale d'Hygiène publique*, and assume in addition the functions entrusted to the United Nations Relief and Rehabilitation Administration under the International Sanitary Conventions of 1944.

The Organization was also to co-operate with other specialized agencies connected with the Economic and Social Council, such as the International Labour Organization, the United Nations Educational, Scientific and Cultural Organization, the United Nations Food and Agriculture Organization, etc. In order to get this co-operation properly started the Committee recommended that representatives of these agencies be invited to take part in the work of the conference.

The Council noted with satisfaction all the proposals submitted by the Committee. Since certain members of the Council made observations regarding a number of points raised by the report, the Council decided to inform the Conference of the views so expressed, some in the shape of recommendations, others as mere observations.

The Council, in accordance with the suggestion made by the Committee, decided to invite the Conference representatives of the following non-Member States in addition to representatives of States Members of the United Nations:

Afghanistan, Albania, Austria, Bulgaria, Eire, Finland, Hungary, Iceland, Italy, Portugal, Roumania, Siam, Sweden, Switzerland, Trans-Jordan, Yemen;

as well as the military authorities in occupation of the following countries:

Korea, Japan, Germany.

In consequence, the International Health Conference may be practically considered as a world wide conference, an eminently desirable feature in the establishment of a World Health Organization.

In addition, the Council invited representatives of the following ten international organizations interested in public health to attend the conference in the capacity of observers:

International Labour Organization;
United Nations Food and Agriculture Organization;
United Nations Relief and Rehabilitation Administration;
United Nations Educational, Scientific and Cultural Organization;
Provisional International Civil Aviation Organization;
Office internationale d'Hygiène publique;
Pan-American Sanitary Bureau;
League of Red Cross Societies;
Rockefeller Foundation (International Health Division);
World Federation of Trade Unions.

The fact that representatives of these organizations took part in the conference should enable the Health Organization to profit from the experience of several of them in drafting constitutions, to prepare the merger with certain of them, and to lay the foundations of co-operation with others.

The Council also saw fit to give formal approval to certain recommendations of the Technical Preparatory Committee regarding the essential unity of the Health Organization, its world-wide nature and, arising out of that, the absorption of the *Office internationale d'Hygiène publique* of Paris and the assumption, in due course, of certain functions of UNRRA in the health field, the establishment of an Interim Health Commission whose secretarial staff would be provided by the United Nations Department of Social Affairs, until the number of valid accessions to the convention establishing the Health Organization have been received and the organization is formally established as a specialized agency of the United Nations.

The constituent conference opened in New York on 19 June 1946.

F. QUESTION OF REFUGEES

The General Assembly resolved, on 12 February 1946, to refer the question of refugees and displaced persons to the Economic and Social Council for examination and report to the second part of the first session of the General Assembly. It recommended that the Council take into consideration the international scope of the problem, certain principles to be considered with regard to the early return of refugees and displaced persons to their countries of origin and the extent of international responsibility for the fate of those who might be considered as unrepatriable. The General Assembly further recommended that, under whatever international arrangements the Economic and Social Council might make for dealing with the problem of refugees and displaced persons, there should be no interference with the surrender and punishment of war criminals, quislings and traitors, in accordance with existing and future conventions and international agreements.

The General Assembly also resolved that Germans who have been transferred to Germany from other countries or *vice versa*, or who fled from or into Germany from their place of residence in order to avoid falling into the hands of the Allied Armies, should be excluded from any international arrangements to be made for the protection of refugees and displaced persons.

Pursuant to these recommendations, the Economic and Social Council, by a resolution adopted during its first session, established a Special Committee on Refugees and Displaced Persons, to carry out promptly a thorough examination of the problem and to make a report thereon to the Council at its second session.

The Committee met in London from 8 April to 1 June 1946, and held forty-five meetings.

The Committee agreed upon the necessity to establish a new international body to deal with the problem of refugees and displaced persons. It appointed the following Sub-Committees: a Sub-Committee on definitions, to decide which categories of persons should come under the mandate of

the new international body; a fact-finding Sub-Committee, to determine the number and location of refugees and displaced persons and to study the conditions preventing speedy repatriation, the special problems connected with refugees and displaced persons in the Far East and the possibilities of resettlement of unrepatriables; a Sub-Committee on organization and finance, to make suggestions regarding the form of the new international body, its constitution and internal administration; an *ad hoc* Sub-Committee, to examine the various statements and memoranda submitted to the Committee by private organizations.

The Special Committee recommended to the Economic and Social Council, *inter alia*: to set up an International Refugee Organization; to draw the attention of all the United Nations and of all appropriate international bodies to the necessity of making available to the Organization the necessary transport in order to continue the operations of repatriation before the winter sets in and to ensure that the greatest possible number of displaced persons are repatriated before 15 September 1946; to take all practical measures in order that repatriation shall not be impeded through difficulties in transit, reception, absorption and food supplies; to keep in mind the fact that in certain areas a considerable number of refugees and displaced persons are not fully employed and to make arrangements immediately, in areas where it seems necessary, for providing more work for them, pending their repatriation or resettlement; to draw the attention of any international body conducting a census of persons receiving international assistance or protection to the urgency of such a census; and to furnish the organization with the text of the document known as the "Moscow Declaration of 1 November 1943" relating to "war criminals," "quislings" and "traitors," and with all other available documents containing authoritative interpretation of the terms "war criminal," "quisling" and "traitor," and with the texts of all future documents relating to the same subject.

Data on refugees and displaced persons

The Special Committee ascertained that the total number of refugees and displaced persons in Europe, the Middle East and Africa being assisted by UNRRA, the League of Nations High Commissioner for Refugees, the Inter-governmental Committee on Refugees and United Nations Governments, on 31 March 1946, was approximately 1,675,000. However, the Committee was not able to establish or give any analysis of the nationalities of refugees and displaced persons or any classification as to their countries of origin.

The number of refugees and displaced persons in the Far East was estimated at roughly over 2,000,000 plus 100,000 of European origin.

Since the foregoing statistics are admittedly incomplete, it was recommended that additional information be collected from interested governments and organizations. This is considered to be particularly important in connection with refugees and displaced persons in the Far East. It was further recommended that the new international body should give attention to the solution of the problem of returning those Chinese subjects to their pre-war countries of residence outside China who had fled to China in the wake of the Japanese armies.

International Refugee Organization

The report of the Special Committee on Refugees and Displaced Persons was presented to the Economic and Social Council at its second session in New York. The Council, meeting as a Committee of the Whole, held eight meetings and reported back to the plenary meeting where the Council resolved to recommend to the General Assembly the establishment of a non-permanent organization to be called the International Refugee Organization, a specialized agency related to the United Nations. A draft Constitution was drawn up for submission to the Members of the United Nations for their comments.

It was agreed that no definition of persons coming within the mandate of the Organization could be generally accepted unless interpreted in the light of certain general principles laid down in advance, and the Council recommended that these principles should be as follows:—

The main object of the Organization will be to bring about a rapid and positive solution of the problem of *bona fide* refugees and displaced persons, which shall be just and equitable to all concerned.

The main task concerning displaced persons is to encourage and assist in every possible way their early return to their countries of origin, and in particular to give them enough food for a period of three months from the time of their departure from their present place of residence.

Resettlement in other countries of individuals or family units shall be facilitated to the extent necessary and practicable within the resources available and subject to relevant financial regulations.

No international assistance shall be given to traitors, quislings and war criminals, and nothing shall be done to prevent in any way their surrender and punishment.

It shall be the concern of the Organization to ensure that its assistance is not exploited to encourage subversive or hostile activities directed against the Governments of any of the United Nations.

It shall be the concern of the Organization to ensure that no *bona fide* and deserving refugee or displaced person is deprived of such assistance as it might be in a position to offer.

To ensure impartial and equitable application of the above principles and of the terms of the definitions which follow, some special system of semi-judicial machinery should be created, with appropriate constitution, rules of procedure and terms of reference.

Definition of refugees

The Economic and Social Council adopted the following definitions of the term "refugee":

Victims of Nazi or Fascist regimes or of regimes which took part on their side in the second world war.

Spanish Republicans and other victims of the Falangist regime in Spain, whether enjoying international status as refugees or not.

Victims of persecution for reasons of race, religion, nationality or political opinions, provided these opinions are not in conflict with the principles of the United Nations.

Persons who were considered refugees before the outbreak of the second world war.

Persons who are outside their country of nationality or former habitual residence and who, as a result of events subsequent to the outbreak of the second world war, are unable or unwilling to avail themselves of the protection of the Government of their country of nationality or former nationality.

Persons of Jewish origin and foreigners or stateless persons, who, having resided in Germany or Austria, were victims of Nazi persecution and who were detained in or were obliged to flee from, and were subsequently returned to, one of these countries as a result of enemy action, or of war circumstances, and who have not yet been firmly resettled therein.

War orphans or unaccompanied children who are outside their countries of origin.

Persons who will not be the concern of the Organization

In addition to war criminals, quislings and traitors and persons of German ethnic origin, categories which have already been mentioned above, the Council decided that the following categories are not to become the concern of the Organization:—

Persons who, since the end of hostilities in the second world war, have participated in any organization having as one of its purposes the overthrow by armed force of the government of their country of origin, being a Member of the United Nations; or have become leaders of movements hostile to the government of their country of origin, being a Member of the United Nations, or sponsors of movements encouraging refugees not to return to their countries of origin.

Persons who are in receipt of financial support and protection from their country of nationality.

Ordinary criminals who are extraditable by treaty.

Persons who are making no substantial effort towards earning their living when it is possible for them to do so.

The Council defined the term "displaced persons" and also adopted criteria which should be regarded as valid objections on the part of refugees and displaced persons to returning to their countries of origin.

The above-mentioned definitions and conditions, together with the draft Constitution, are to be submitted to the Members of the United Nations for their comments, and then put before the Economic and Social Council at its third session, thereafter to be presented to the General Assembly at its next session.

Draft Constitution

According to the draft Constitution of the Organization the relationship between the Organization and the United Nations shall be established in agreement between the Organization and the Economic and Social Council, as provided in Articles 57 and 63 of the Charter. All Members of the United Nations who sign and accept its Constitution can become members of the Organization. Membership is also open, upon recommendation by a two-thirds majority vote of the General Council, to any other peace-loving State not a Member of the United Nations.

The proposed principal organs of the Organization are the General Council and the Executive Committee. The General Council, consisting of one representative of each State Member, will be the ultimate policy-making body of the Organization and will convene not less than once a year. The Executive Committee, which will consist of the representatives of nine members of the Refugee Organization, each having been elected at a meeting of the General Council, may, between sessions of the General Council, make policy decisions of an emergency nature, which shall be subject to reconsideration by the Council.

The Chief Administrative Officer of the Organization will be the Director-General, who will be nominated by the Executive Committee and appointed by the General Council. He will be responsible to the General Council and will carry out the administrative and executive functions of the Organization in accordance with the decisions of the General Council or of the Executive Committee.

The Economic and Social Council requested the Secretary-General to draft such technical clauses as are necessary to complete the draft Constitution from a legal point of view. The Council also established a Committee on the Finances of the Organization, the functions of which are to prepare, in the light of the draft Constitution, provisional administrative and operational budgets for the first financial year of the Organization, and scales according to which contributions to these budgets might be allocated equitably among the Members of the United Nations. The Secretary-General invited the representatives of the Governments composing the Committee on Finances to meet in London on 5 July 1946. The Committee is to submit its report to the President of the Economic and Social Council and to the Secretary-General not later than 20 July 1946.

In addition, the Council adopted a resolution recommending that the Secretary-General of the United Nations take such steps as might be appropriate to plan, in consultation with UNRRA and the IGC, the initiation of the work of the Refugee Organization.

The Economic and Social Council was particularly concerned with interim measures relating to refugees and displaced persons which will have to be taken before the advent of the Organization.

It now remains for the Economic and Social Council to review the comments of the Members of the United Nations on the draft Constitution and submit it to the General Assembly at its next session.

G. PROPOSED INTERNATIONAL CONFERENCE ON TRADE AND EMPLOYMENT

The Economic and Social Council, at its first session, approved a resolution on 18 February 1946 concerning the calling of an International Conference on Trade and Employment in the latter part of 1946.

The preparation of an annotated draft agenda, including a draft convention, for consideration by the conference, taking into account suggestions which may be submitted to it by the Economic and Social Council or by any Members of the United Nations, was entrusted to a Preparatory Committee which the Council set up. The latter considered it essential that the co-operative economic measures already taken be supplemented by further international measures dealing directly with trade barriers and discriminations which stand in the way of an expansion of multi-lateral trade and by an undertaking on the part of nations to seek full employment. To this end the Council suggested that the agenda of the Preparatory Committee should include the following topics:

1. International agreements relating to:
 - (a) the achievement and maintenance of high and stable levels of employment and economic activity;
 - (b) regulations, restrictions and discriminations affecting international trade;
 - (c) restrictive business practices, and
 - (d) inter-governmental commodity arrangements.

2. The establishment of an international trade organization as a specialized agency of the United Nations having responsibilities in the fields of (b), (c) and (d) above.

The Council further requested the Preparatory Committee, when considering the foregoing items, to take into account the special conditions which prevail in countries whose manufacturing industry is still in its initial stages of development, and the questions that arise in connection with commodities which are subject to special problems of adjustment in international markets.

Finally, the Preparatory Committee was requested to make recommendations to a subsequent session of the Council regarding the date and place of the Conference and the agenda (including a draft convention) and also what States, if any, not Members of the United Nations, should be invited to the Conference on Trade and Employment.

In connection with the above resolution, the Council was informed that the Government of the United States had invited the Governments of fifteen countries controlling a substantial portion of world trade to convene for the purpose of negotiating the reduction of specific trade barriers and discriminations in advance of the general Conference.

At the second session of the Economic and Social Council, the Secretary-General made an announcement in which he stated that it would not be possible to hold the International Conference on Trade and Employment until next year in view of the scope and complexity of the preparatory work which will be necessary before the Conference can be held. The Secretary-General announced, however, that arrangements were being made for the Preparatory Committee of the Conference to meet in London on 15 October 1946.

Careful consideration of the time-table that will have to be followed in connection with the full accomplishment of the aims set out in the Economic and Social Council resolution of 18 February has indicated that the full Conference will probably not be held before the spring or summer of next year.

The Department of Economic Affairs has already begun to make arrangements for the meeting of the Preparatory Committee, both from the point of view of the physical arrangements and of the very important substantive work to be done. The Department will assist in the preparation of the Committee's report, assemble the necessary material and provide experienced personnel to staff the meetings.

H. COMMITTEE OF THE GENERAL ASSEMBLY ON UNRRA

The General Assembly, impressed with the great urgency that action be taken to facilitate the final stages of the work of the United Nations Relief and Rehabilitation Administration, established on 1 February 1946 a Committee to encourage support of the Administration. The Secretary-General was instructed to make arrangements with the Director-General of UNRRA whereby the General Assembly might be furnished with full reports on the work of the Administration and on the progress made towards economic rehabilitation in the countries assisted by it.

The Committee held its first meeting during the fourth session of the UNRRA Council at Atlantic City in March 1946. It engaged in consultation with the Director-General and other officials of UNRRA. It agreed upon plans to encourage members to contribute the full amount of their quota to the Administration at the earliest possible date and to inform non-member States which are Members of the United Nations of the procedure whereby they might become members of the Administration.

The UNRRA Council passed a resolution which established the basis of working co-ordination with the Committee, and with the Secretariat. Communications have been sent to the Members of the United Nations urging them to give full and prompt support to the work of UNRRA.

The Committee is expected to be represented at the fifth session of the UNRRA Council scheduled to meet in Europe in August. Representatives of the Secretariat will attend the Council meeting.

I. RESOLUTION OF THE GENERAL ASSEMBLY ON THE WORLD SHORTAGE OF CEREALS

The General Assembly, on 14 February 1946, adopted a resolution on the world shortage of cereals. The Secretary-General communicated with Member Governments drawing their attention to the resolution, urging them to publish full information on the food situation, and inviting them to supply the Secretariat with any relevant information including any indication of steps which had been taken or which might be taken to achieve the objectives of the resolution. The replies which have been received have been transmitted to the United Nations Food and Agriculture Organization for its information.

Following the adoption of the resolution by the General Assembly, the Food and Agriculture Organization arranged a Special Meeting on Urgent Food Problems. The meeting was held in Washington from 20 to 27 May, and was attended by representatives of the various international organizations concerned and by representatives of twenty-two governments of exporting and importing countries. At this meeting an appraisal of the world food situation was examined, recommendations were made to governments on the conservation and expansion of scarce food supplies, and recommendations were made concerning short-term and long-term international arrangements required in the field of food and agriculture.

Following the adoption by the Special Meeting of the recommendations concerning short-term arrangements an International Emergency Food Council, representing at the outset some twenty countries, was formed on 20 June to replace the Combined Food Board.

On the recommendations concerning longer-term arrangements, the Economic and Social Council, having noted the recommendations which had been transmitted by the Chairman of the Special Meeting on Urgent Food Problems, passed a resolution on 21 June requesting the Secretary-General to offer all possible assistance to the Director-General of the Food and Agriculture Organization in making surveys of existing and proposed inter-governmental organizations in this field and in preparing any new proposals, with a view to ensuring that such proposals are in harmony with the broad pattern of the United Nations for international economic organization and co-operation. In the same resolution the Secretary-General was requested to report on this subject to the next session of the Economic and Social Council.

In addition to action reported by individual governments and action resulting from the international meeting arranged by the Food and Agriculture Organization, related action was taken by the United Nations Relief and Rehabilitation Administration and the Emergency Economic Committee for Europe with reference to the aspects of the cereals situation of special concern to them.

Representatives from the Secretariat attended these various meetings and kept closely informed on other developments relating to the subject of the resolution of the General Assembly.

CHAPTER III

INTERNATIONAL TRUSTEESHIP AND NON-SELF-GOVERNING TERRITORIES

The work of the United Nations in the field of Non-Self-Governing Territories falls into two categories: (1) the specific functions of the United Nations with respect to those Non-Self-Governing Territories which are to be administered under the international trusteeship system, as provided for in Chapters XII and XIII of the Charter; and (2) the responsibility devolving upon the Secretary-General, under Article 73,e, in connection with the information on all territories the peoples of which have not yet attained a full measure of self-government, other than Trust Territories, to be transmitted regularly by Members of the United Nations having administering responsibilities over such territories.

A. TRUSTEESHIP COUNCIL

The Trusteeship Council is the sole principal organ of the United Nations which has not yet been established. The inability thus far to create the Trusteeship Council and to institute the trusteeship system derives in large measure from the very nature of the trusteeship system. That system, as set forth in the Charter, is based upon the necessity of positive action by States. Before the system can become operative, and before the Trusteeship Council can be set up, trusteeship agreements must be negotiated among the States directly concerned and submitted to the General Assembly, or, in the case of strategic areas, to the Security Council, for approval. Until such trusteeship agreements are concluded there can be no Trust Territories and therefore no Trusteeship Council.

In this regard, it should be noted that implicit in Article 86 of the Charter are the minimum conditions essential to the establishment of the Trusteeship Council. Two categories of Members will hold permanent membership on the Trusteeship Council: (1) those Members administering

Trust Territories, and (2) such of those Members mentioned by name in Article 23 as are not administering Trust Territories. Additional non-administering Members are to be elected by the General Assembly in so far as that may be necessary to maintain the required balance between administering and non-administering States.

It follows, therefore, that if two of the five States mentioned by name in Article 23 and one other State should be designated in trusteeship agreements as administering authorities over Trust Territories, the Trusteeship Council could be established immediately without the necessity of an election by the General Assembly. Or, if three of the five States mentioned by name in Article 23 should be designated as administering authorities, the Trusteeship Council could be established by the election of one non-administering Member by the General Assembly. It is thus a matter of great practical significance to the formation of the Trusteeship Council that three of the five States mentioned by name in Article 23 are either mandatory Powers or in military occupation of mandated territories.

In anticipation of the setting up of the Trusteeship Council and in pursuance of Article 91 of the Charter the draft agreements negotiated with the specialized agencies include specific provision for co-operative relationships, where appropriate, between the Trusteeship Council and such agencies.

B. GENERAL ASSEMBLY'S RESOLUTION ON NON-SELF-GOVERNING PEOPLES WITH REGARD TO THE TRUSTEESHIP SYSTEM

The meetings of the Executive Committee, the Preparatory Commission, and the first part of the first session of the General Assembly all reflected the unanimous desire of the Members of the United Nations to set up the Trusteeship Council at the earliest practicable date. It was generally recognized that the mandated territories, which already have an international status, are potentially the most readily available Trust Territories if these territories can be promptly transferred to the trusteeship system by means of individual trusteeship agreements.

In the resolution on Non-Self-Governing Peoples adopted unanimously, on 9 February 1946, the General Assembly, at the first part of its first session, expressed regret that the Trusteeship Council could not be brought into being at that time; recognized that any delay in putting into effect the system of international trusteeship would prevent the implementation of the principles of the trusteeship system and would deprive the populations of the Trust Territories of the advantages of that system; and noted that the Preparatory Commission had recommended that the General Assembly should call on those Members of the United Nations now administering territories held under mandates, to undertake practical steps in concert with the other States directly concerned to place them under the trusteeship system. Before this recommendation of the Preparatory Commission was considered by the General Assembly several of the mandatory States did in fact make declarations of their intentions to negotiate trusteeship agreements for the purpose of placing mandated territories under the trusteeship system.

The resolution of the General Assembly welcomed these declarations, and invited all the States administering mandated territories to undertake practical steps, in concert with the other States directly concerned, to negotiate the trusteeship agreements by means of which the mandated territories would be transferred to the trusteeship system, with a view to the submission of these agreements for United Nations approval, preferably not later than during the second part of the first session of the General Assembly.

C. RESOLUTION ON MANDATES ADOPTED AT THE FINAL SESSION OF THE ASSEMBLY OF THE LEAGUE OF NATIONS

At its final session in Geneva the Assembly of the League of Nations devoted attention to the question of the fulfilment by the League of its responsibilities to the peoples of the mandated territories. In the plenary meetings of the League Assembly representatives of the mandatory Powers made statements of their intentions as to the future of the territories mandated to them, which were in general similar to the statements made by their representatives in London during the first part of the first session of the General Assembly of the United Nations.

On 18 April 1946, the Assembly of the League adopted unanimously, with Egypt abstaining, a resolution concerning the mandated territories. This resolution noted the principles applying to mandated territories set forth in Article 22 of the League Covenant; expressed satisfaction with the operation of the mandates system; welcomed the achievement of independence by certain of the territories formerly under "A" Mandates; recognized that, on the termination of the League's existence, its functions with respect to the mandated territories would end; recognized that chapters XI, XII and XIII of the Charter embody principles similar to those in Article 22 of the League Covenant; and took note of "the expressed intentions of the Members of the League now administering

territories under mandate to continue to administer them for the well-being and development of the peoples concerned in accordance with the obligations contained in the respective mandates, until other arrangements have been agreed between the United Nations and the respective mandatory Powers."

D. NEGOTIATION OF TRUSTEESHIP AGREEMENTS

At the time of the preparation of this report no trusteeship agreements have been submitted to the United Nations, and no communications on the progress of the negotiations on such agreements have been received from the mandatory Powers or from any of the other States directly concerned.

It is recalled, however, that the Government of the United Kingdom stated, at the first part of the first session of the General Assembly, that it had prepared draft trusteeship agreements for the three African territories mandated to it and that these had been distributed to certain States as "directly concerned" and to certain other States "for information."

The Belgian Government, at that time, also announced that a draft trusteeship agreement for its African mandated territory had been formulated, and that Belgium was prepared to start immediate negotiations with the States directly concerned.

In view of the unequivocal expression in the resolution on Non-Self-Governing Peoples of the General Assembly's desire that the establishment of the Trusteeship Council should be expedited, a letter, dated 29 June 1946, was addressed by the Secretary-General to the States administering territories now held under mandate, calling their attention to paragraph 4 of that resolution, which invited such States to take practical steps, in concert with the other States directly concerned, toward the negotiation of trusteeship agreements with a view to their submission for approval, preferably not later than during the second part of the first session of the General Assembly. The letter pointed to the unfortunate probability of a further delay of a year in setting up this Council if agreements were not concluded by that time. The States receiving the letters were invited to provide such information as might be available to them on the prospects for the submission of trusteeship agreements with which they might be concerned in September and the progress of negotiations on such agreements.

The mechanical difficulties in setting up the Trusteeship Council are, of course, to be taken into account and the processes of diplomatic negotiation are inevitably slow, but these difficulties, inescapable as they may be, should not be permitted to prolong unduly the institution of the trusteeship system. A great moral responsibility of the United Nations is involved here. Moreover, it is to be borne in mind that the peoples concerned have no direct voice in its councils. World public opinion may not easily comprehend explanations of protracted inaction.

E. NON-SELF-GOVERNING TERRITORIES (CHAPTER XI OF THE CHARTER)

As was made clear by the first section of the resolution adopted by the General Assembly in London, and relating to Non-Self-Governing Peoples, the application of Chapter XI of the Charter is not dependent on the creation of the Trusteeship Council. The provisions which relate to Non-Self-Governing Territories in general are already in full force. The information which the Governments have undertaken to transmit under Article 73,e of the Charter will be in respect of such territories other than the Trust Territories for which the Trusteeship Council will be responsible. This information is, in accordance with the London resolution, to be summarized by the Secretary-General in his annual reports. It may be anticipated that such a summary can be provided for the second session of the General Assembly in 1947. Should, however, any Member transmit information for the coming part of the first session, a statement summarizing it will be prepared immediately.

In the meantime two steps taken by the United Nations require reporting.

The draft agreements drawn up between the United Nations and the specialized agencies (International Labour Organization, United Nations Educational, Scientific and Cultural Organization, and Food and Agriculture Organization) contain special reference to Chapter XI of the Charter. This appeared necessary since the definition of the relations between the agencies and the Security, the Economic and Social, and the Trusteeship Councils might appear to exclude the territories covered by Chapter XI for which no single authority on the Council level exists.

On the staff level useful informal discussions have already taken place on the means by which the United Nations Secretariat and the Secretariats of specialized agencies can function for the

benefit of Non-Self-Governing Territories and without duplication of work. It may also be noted that the International Labour Conference, the twenty-ninth session of which will open on 19 September, has on its agenda, the following item: Minimum Standards of Social Policy in Dependent Territories (provisions suitable for a convention).

The other matter for report is that, in preparation for the second part of the first session of the General Assembly, the Secretary-General has sent a circular letter to all Members inviting them to give their opinions on:

1. The factors to be taken into account in determining which are the Non-Self-Governing Territories referred to in chapter XI of the Charter.
2. An enumeration of the Non-Self-Governing Territories subject to their jurisdiction.
3. A general indication of the form in which information might be most usefully transmitted by Members directly concerned.

It is hoped that before the opening of the General Assembly sufficient replies will be received to enable a working paper on these initial problems to be prepared. If they can be solved in September, substantial progress will have been made in securing an effective combination of national and international responsibilities by means of information on economic, social and educational conditions relating to the advancement of peoples for whom a sacred trust has been declared.

CHAPTER IV

INTERNATIONAL COURT OF JUSTICE

The Statute of the International Court of Justice was adopted by the United Nations Conference in San Francisco on 26 June 1945, together with the Charter of the United Nations and the Agreement establishing the Preparatory Commission of the United Nations. Among the duties entrusted to this Preparatory Commission was the issue of invitations for the nomination of candidates for membership of the International Court of Justice in accordance with the provisions of the Statute of the Court, as the Secretary-General of the United Nations, whose function it is, under Article 5 of the Court's Statute, to issue these invitations, had not yet been appointed.

The invitations were issued on 12 September 1945, on the instructions of the Executive Committee of the Preparatory Commission, and 10 January 1946 was fixed as the final date for receiving nominations.

On 12 January 1946, immediately following the opening meeting of the General Assembly, a list of the candidates nominated for election was submitted to the Assembly and to the Security Council by the Executive Committee and, on 6 February, the elections took place.

The judges elected were as follows: M. A. Alvarez (Chile), M. Ph. Azevedo (Brazil), Abdel Hamid Badawi Pasha (Egypt), M. Jules Basdevant (France), M. Charles de Visscher (Belgium), M. Isidro Fabela (Mexico), M. J. G. Guerrero (Salvador), Mr. Green H. Hackworth (United States of America), M. Hsu Mo (China), M. Helge Klaestad (Norway), M. Sergei Borisovich Krylov (USSR), Sir Arnold Duncan McNair (United Kingdom), Mr. John E. Read (Canada), M. Bohdan Winiarski (Poland), M. Milovan Zoricic (Yugoslavia).

On 10 February 1946, the General Assembly adopted a resolution submitted by its Sixth Committee instructing the Secretary-General to take the necessary steps to summon a first meeting of the Court at The Hague as soon as could be arranged, to appoint a Secretary and other temporary officers to assist the Court and to act during the period preceding the appointment by the Court of its Registrar and its officers, and to conduct preliminary negotiations with the Board of Directors of the Carnegie Foundation in order to fix the conditions on which the premises in the Peace Palace at The Hague could be placed at the Court's disposal.

On 6 February, the Secretary-General had already written to the candidates who had been elected asking them whether they accepted appointment and whether they would be able to attend the first meeting of the Court at The Hague on or about 7 April 1946. Shortly afterwards, an informal meeting of those members of the Court who were available in London was held under the chairmanship of M. J. G. Guerrero; it was then decided that the first meeting of the Court should commence on 3 April 1946.

The Acting Secretary of the Court appointed by the Secretary-General of the United Nations, after a preliminary visit to The Hague in the middle of February, during which he made arrange-

ments for the coming meeting of the Court, including arrangements for the engaging of temporary staff, proceeded to The Hague in the middle of March with a small staff to prepare for the meeting.

Meantime, the United Nations' Negotiating Committee on League of Nations Assets negotiated agreements with the Carnegie Foundation at The Hague concerning the use of the Peace Palace by the International Court as from 1 April 1946.

The first meeting of the Court was held on 3 April. On 6 April, the Court elected M. J. G. Guerrero to be President and M. J. Basdevant to be Vice-President, and appointed Mr. E. Hambro, the Acting Secretary, to be Registrar of the Court. Subsequently, on 18 April, the Court appointed M. J. Garnier-Coignet to be Deputy Registrar.

On 3 May, the Court formed the Chamber for Summary Procedure provided for by Article 29 of the Statute. The following were elected:

Members:	MM. Guerrero, <i>President</i> Basdevant Sir Arnold McNair MM. Krylov Hsu Mo
Substitute Members:	MM. Fabela de Visscher

A solemn inaugural sitting of the Court was held on 18 April in the Great Hall of Justice in the Peace Palace in the presence of H.R.H. the Princess of the Netherlands and H.R.H. the Prince of the Netherlands. At this sitting, the judges (who were all present with the exception of M. Alvarez (Chile) who was unable to reach The Hague in time) made in turn the solemn declaration required under Article 20 of the Court's Statute. Speeches were made by H.E.M. P. H. Spaak, President of the General Assembly of the United Nations, M. Kerno, Assistant Secretary-General of the United Nations, representing the Security Council, the Economic and Social Council and the Secretary-General of the United Nations, H.E. Dr. van Roijen, Minister for Foreign Affairs of the Royal Government of the Netherlands, M. de Monchy, Burgomaster of The Hague, and the President of the Court.

The Court continued to sit until 6 May. It devoted itself to a number of administrative questions and the preparation of the Rules of Court. The latter, which are to be published in the near future, are extensively based upon the Rules of the Permanent Court of International Justice. It was generally agreed that, as the latter Rules had been adopted as recently as 1936 and represented the outcome of experience gained and had for the most part been adopted as a codification of practice, it was unnecessary to undertake any extensive amendment of them.

Accordingly, the changes introduced are for the most part designed to bring the old Rules into conformity with the Statute of the International Court of Justice in those respects in which it differs from the Statute of the Permanent Court. In particular, new Rules in regard to Chambers of the Court have been adopted in order to take account of the fact that, with the exception of the Chamber of Summary Procedure, the formation of Chambers is now left to the discretion of the Court, and of the fact that any Chamber, including the Chamber of Summary Procedure, may, with the consent of the parties, sit and exercise its functions elsewhere than at The Hague; with regard to the latter point it is provided that the Court, or if it is not sitting, the President, may fix the place.

In the same way, new Rules relating to assessors have also been adopted, since the appointment of assessors is now left in all circumstances to the discretion of the Court. Another new Rule, designed to ensure that the agents, counsel and advocates of parties will enjoy the privileges and immunities stipulated for them by the Statute, provides that their names and description are to be communicated to the Government of the country in which the Court, or a Chamber, is sitting. Again, the Rule relating to the admission to appear before the Court of a State which is not a party to the Statute has, in the absence of any decision by the Security Council as to the conditions to be fulfilled by such a State, been replaced by a provision to the effect that when a State, not a party to the Statute, is admitted by the Security Council to appear before the Court, it must satisfy the Court that it has complied with any conditions prescribed for its admission. Furthermore, as a result of the fact that the members of the Court were elected on 6 February 1946, and entered upon their duties at once, new Rules were necessary regarding the commencing date of the term of office of judges, the date of election of the President and the Vice-President of the Court and that of the members of the Chamber for Summary Procedure.

The Court had also been invited by a resolution of the General Assembly dated 13 February 1946, to consider the question of the privileges, immunities and facilities necessary for the exercise of its functions and the fulfilment of its purposes in the country of its seat and elsewhere. The Court appointed a committee to examine this question and adopted a report by this committee upon it. This report has been transmitted to the Secretary-General of the United Nations for submission to the General Assembly.

Among other matters considered by the Court were the Staff Regulations and Instructions for the Registry. The Court decided provisionally to adopt the Regulations and Instructions which had been in force for the Registry of the Permanent Court. The question will be reconsidered after the meeting of the General Assembly in September, when the Staff Regulations of the United Nations have been framed.

The Court also adopted its budget estimates for the years 1946 and 1947 and, on the proposal of the Registrar, approved the appointment of a certain number of officials to the Registry.

CHAPTER V

LEGAL AFFAIRS

A. ORGANIZATION OF THE LEGAL DEPARTMENT

The Legal Department of the United Nations Secretariat has many and varied duties to perform, acting frequently as a service department to other departments of the Secretariat and other organs of the United Nations, as well as dealing with the substantive matters of law entrusted to its jurisdiction. Inevitably, the service aspects have bulked large in the early months of establishment of the Organization at its interim headquarters.

The Advisory Group of Experts recommended the establishment of five Divisions. Four of these have now been organized or are in process of organization: the General Legal Questions Division, the Division for the Development of International Law, the Division of Immunities and Privileges, and the Division for Registration of Treaties and International Agreements. A Division for Liaison with the International Court of Justice will be established when warranted by the work load. In the meantime, this function of liaison has been entrusted to the General Legal Questions Division.

B. ESTABLISHMENT OF THE INTERIM HEADQUARTERS AND OF THE SECRETARIAT

The work of establishing the interim headquarters necessarily involved a considerable amount of legal work. Details of the substantive problems faced and steps taken appear in other parts of this report. The Legal Department participated in numerous negotiations and had the responsibility for drawing up or passing upon numerous contracts. The most important of these were:

Lease of Hunter College from 1 March 1946 to 15 August 1946.

Lease of the Sperry Plant at Lake Success, from 1 July 1946.

Lease of housing projects in Long Island at Jamaica, Fresh Meadows and Great Neck.

Numerous smaller contracts for construction work, purchase of supplies, etc., were also concluded.

The organization of the Secretariat also involved much legal work in connection with personnel contracts, the opening of bank accounts, interpretation of regulations adopted by the General Assembly, problems arising out of taxation of employees by national governments, and numerous minor administrative problems.

C. GENERAL CONVENTION ON PRIVILEGES AND IMMUNITIES

By a communication dated 10 June 1946, the Secretary-General requested Members to inform him of action taken by them to accede to the General Convention on Privileges and Immunities of the United Nations, approved by the General Assembly on 13 February 1946. To date the Secretary-General has not been informed of any accessions.

D. CONVENTION TO BE CONCLUDED WITH THE UNITED STATES OF AMERICA

During May and June 1946, negotiations were held between representatives of the Secretary-General and of the United States of America with a view to preparing a convention relating to the status of the permanent headquarters. The Secretary-General had, throughout these negotiations, the close and valuable assistance of the committee of ten members appointed by the General Assembly on 13 February 1946 to negotiate with the competent authorities of the United States of America the arrangements required as a result of the establishment of the seat of the United Nations in the United States.

As directed by the General Assembly, the draft Convention transmitted by the Assembly was used as the basis of discussion. The draft which the Secretary-General will lay before the General Assembly as a result of the negotiations follows, in general, the lines of the original draft, but numerous changes have been made.

E. PRIVILEGES AND IMMUNITIES GRANTED BY THE UNITED STATES OF AMERICA

Since neither the General Convention nor the special convention referred to in the preceding section are as yet in force in the United States, the privileges and immunities of the United Nations are now governed by the "International Organizations and Immunities Act" enacted 29 December 1945. In pursuance of this Act, the United States Department of State has requested the Secretariat to furnish the Department with a list of officials of the Secretariat, members of the staffs of delegations, and their families. This information is currently supplied to the Department. The United States has also taken the steps necessary to implement certain of the provisions of this Act, as for example in the granting of priorities on telegrams. At the instance of the Department of State, the Federal Communications Commission requested American cable and wireless companies to furnish the United Nations with preferential rates on overseas messages. The companies have complied with this request.

F. AGREEMENTS WITH THE SWISS AUTHORITIES

As a consequence of the agreement to transfer to the United Nations the buildings of the League of Nations at Geneva, two agreements were negotiated between the Swiss authorities and the Negotiating Committee established by the General Assembly on 12 February 1946. The agreements were signed by the Secretary-General on behalf of the United Nations on 19 April 1946. The first of these documents provides for the privileges and immunities of the United Nations in Switzerland, and follows closely the General Convention approved by the General Assembly. The second document provides for the status of the Ariana site on which the Geneva buildings were erected. It should be understood that both of these agreements are provisional.

G. REGISTRATION OF TREATIES AND INTERNATIONAL AGREEMENTS

The Legal Department has not yet been in a position to undertake the registration of treaties and international agreements in accordance with Article 102 of the Charter, but preparation for this task is proceeding. It is expected that the Secretary-General will soon be in a position to invite Member and non-Member States to transmit treaties and international agreements for filing, registration and publication as provided in the resolution adopted by the General Assembly on 10 February 1946.

H. CUSTODY OF INTERNATIONAL INSTRUMENTS

In response to a request from the United States of America, the Secretary-General stated that the Secretariat was willing to accept the custody of international instruments where such custody was provided for by the parties. All Members of the United Nations have been informed by the Secretary-General of this undertaking.

I. ASSISTANCE TO OTHER DEPARTMENTS OF THE SECRETARIAT

The Legal Department has been called upon frequently to render legal advice and service to other Departments. Reference has already been made to the assistance rendered in connection with the establishment of the interim headquarters. Other significant instances are the following: assistance in drawing up the agreements with specialized agencies; assistance to the Atomic Energy Commission; assistance to the International Health Conference; the furnishing of counsel to the Subcommittee of the Security Council on the Franco regime in Spain.

J. DEVELOPMENT AND CODIFICATION OF INTERNATIONAL LAW

It is considered of importance that early steps should be taken to prepare for the implementation of the provisions of Article 13,1,a, of the Charter, concerning the encouragement of the progressive development of international law and its codification. A special Division for this purpose was created in the Legal Department, and the first task of the Division was to undertake a study of the possibilities and the method of international legislation and the codification of international law. As a preliminary step it engaged on a survey in the realm of international legislation and codification through informal contacts established with officials of Member governments and with

private organizations and persons eminent in international law. The Division will now undertake a programme of work consisting of: (a) making studies concerning the promotion of international legislation in the form of multilateral conventions; (b) examining the possibilities of resuming the process of codification of international law and assisting in promoting conferences on the codification of international law in the future; (c) undertaking research in the work of public and private bodies and serving as a centre of information concerning matters offering possibilities of codification. Also, within the framework of the activities of the United Nations itself, the Division will analyze and record legal principles practised by the principal organs of the United Nations in applying the provisions of the Charter.

CHAPTER VI

TRANSFER OF CERTAIN ACTIVITIES AND ASSETS OF THE LEAGUE OF NATIONS

A. WORK OF THE NEGOTIATING COMMITTEE

The General Assembly, at the twenty-ninth plenary meeting of the first part of its first session, on 12 February 1946, approved the establishment of a small Negotiating Committee to assist the Secretary-General in negotiating further agreements in connection with the transfer of certain assets of the League of Nations in Geneva, and in connection with the premises in the Peace Palace at The Hague, formerly the seat of the Permanent Court of International Justice.

By 5 March 1946, the Committee had completed its work of negotiating a preliminary agreement with the Directors of the Carnegie Foundation for the use of the premises at The Hague. The conditions set out in this agreement will, in accordance with the resolution passed by the General Assembly at its twenty-eighth plenary meeting on 10 February 1946, be embodied in an agreement subject to the approval of the General Assembly.

On 4 April the Committee held the first of a series of meetings with representatives of the Swiss Federal Council at Berne as a result of which an interim arrangement was concluded regarding the immunities and privileges of the United Nations in Switzerland.

The Committee then proceeded to Geneva, where a draft agreement on the Ariana site was prepared pending the adoption by the League of Nations Assembly of the "Common Plan" approved by the General Assembly of the United Nations on 12 February 1946. The "Common Plan" was approved by the League Assembly on 18 April 1946, and on the following day the final texts of the Agreement on the Ariana site and of the Interim Arrangement on privileges and immunities of the United Nations in Switzerland were approved by the Committee and by the Swiss delegation.

The Agreement and the Interim Arrangement have been signed on behalf of the United Nations by the Secretary-General, and on behalf of the Swiss Government, by the Chief of the Swiss Federal Department. It should be understood that both these arrangements are temporary and that permanent arrangements will be made at a later date.

B. TRANSFER OF THE BUILDINGS, LIBRARY AND ARCHIVES OF THE LEAGUE OF NATIONS

After appropriate consultations with the League authorities, the Secretary-General has approved the following arrangements for the transfer of the buildings, library and archives of the League of Nations in accordance with the "Common Plan."

Buildings.

The date of transfer of the buildings will be 31 July 1946. Until this date, the maintenance costs will be borne by the League of Nations; after that date the United Nations will assume full charge and, for its guidance, the Secretary-General of the League of Nations has prepared a budget of the costs involved.

An inventory of the contents of the buildings drawn up before the London negotiations is now being checked; the total value of these contents at the date of transfer will be agreed upon between the two Secretaries-General.

The League of Nations offers hospitality to the United Nations in the buildings until 31 July, and after that date the United Nations will offer such hospitality (lighting, heating, office space, cleaning, local telephone charges and office supplies) as the League may require. All other costs will be borne by the respective Administrations by arrangement.

Library.

The Library of the League of Nations is playing an increasingly important role in view of the destruction of many of the European libraries. It would, moreover, be impossible for the United Nations to install a great library of some 400,000 volumes at the interim headquarters; the library requirements of the United Nations are in any case well covered for the time being by arrangements with libraries in the New York area. It has therefore been decided that the Library of the League of Nations should continue to function in Geneva until the whole question can be considered in connection with the permanent headquarters of the Organization.

The League Library is at present operated as a general reference library, the lending of books being restricted to members of the Secretariats of the League and of the International Labour Office. Exchanges are conducted with libraries all over the world, and in spite of the war, collections have been kept up-to-date and the catalogue is in perfect order. All these activities will be continued. It has, however, been decided to make extended use of the possibility of copying books and documents required in New York and elsewhere by photostatic and microfilm processes. An increase of about 50 per cent of the present skeleton staff of eight has been authorized to this end.

Archives.

Those archives directly relating to functions of the League of Nations which have been, or will be, taken over by the United Nations will be transferred at the same time as the functions concerned. With regard to the remainder of the archives, the Secretary-General proposes that a joint committee of the League of Nations and the United Nations Secretariats should be appointed to study this problem after the second half of the first session of the General Assembly.

C. TRANSFER OF FUNCTIONS OF THE LEAGUE OF NATIONS

It was found impracticable for the United Nations to assume all transferable functions of the League of Nations *en bloc* and at the same time as the physical assets are transferred. The interested Departments of the Secretariat are making arrangements for the transfer of the various functions falling within their respective competency. The actual transfer operation will be centralized through the Secretary-General and the office in Geneva, which will maintain the necessary liaison with the Secretary-General of the League of Nations.

D. TRANSFER OF PERSONNEL OF THE LEAGUE OF NATIONS

The General Assembly, at its twenty-ninth plenary meeting on 12 February 1946, resolved that it would be desirable for the Secretary-General to engage for the work hitherto done by the Economic, Financial and Transit Department, the Health Section, the Opium Section and the Permanent Central Opium Board and Drug Supervisory Body of the League of Nations, such members of the experienced League personnel as he might select. In agreement with the Secretary-General of the League, the Negotiating Committee undertook the task of interviewing members of the League Secretariat desirous of employment with the United Nations and candidates are at present under consideration. The transfer of selected staff will be effected either simultaneously with the transfer of the particular functions on which the staff are employed, or, in the case of those members not concerned with a transferable function, after 31 July 1946. Arrangements were made that certain members required urgently for work with the United Nations should be seconded, pending the transfer of the service to which they belonged; in such cases, the salary paid by the League of Nations during the period of secondment will be reimbursed by the United Nations.

E. FUTURE USE OF LEAGUE BUILDINGS

The question has been raised of the use which should be made in the future of the former League of Nations buildings in Geneva which have now become the property of the United Nations, and for the maintenance and use of which the Secretariat will be responsible as from 1 August 1946. It appears that this problem is fundamentally a matter which should be settled by the General Assembly, but it may be pointed out that under the "Common Plan," adopted by the General Assembly of the United Nations and the Assembly of the League of Nations, the International Labour Office is entitled to the use of the Assembly Hall and office space during its labour conferences and, in general, is entitled to use the Library. It may, moreover, be expected that when certain specialized agencies begin to consider the choice of their headquarters, they might consider the former League buildings in Geneva as a possibility, either for these headquarters or for branch offices in Europe. Finally, the General Assembly itself may wish to pronounce on the question of a United Nations branch office in Europe for which the buildings in Geneva might prove to be a suitable location. In this connection, the position and the functions of the present temporary bureau in London will also have to be considered.

CHAPTER VII

ESTABLISHMENT OF THE TEMPORARY AND PERMANENT HEADQUARTERS OF THE UNITED NATIONS IN THE UNITED STATES OF AMERICA

A. INITIAL ARRANGEMENTS IN NEW YORK

I. ACTION OF THE GENERAL ASSEMBLY

On 14 February 1946, the General Assembly voted that the interim headquarters of the United Nations should be located in New York City. This vote was taken on the recommendation of the Permanent Headquarters Committee, which had before it the report of the Interim Committee appointed by the Preparatory Commission.

The Interim Committee's report had suggested the following facilities:

The Sperry Plant at Lake Success, Long Island, for the Secretariat.

The Whitelaw Reid House at Madison Avenue and 59th Street, for the Councils and the Assembly Committees.

The Center Theater at 49th Street and the Avenue of the Americas, for the General Assembly.

The report had characterized the facilities as follows:

"In New York City the total accommodation offered may be considered to be just adequate. It is split up and rather widely dispersed. The main Secretariat offices are situated nearly seventeen miles from the heart of the city where it is proposed to hold the General Assembly and its Committees. Satisfactory assurances have been received about hotel accommodation for delegates but initial difficulties are foreseen in housing the permanent Secretariat."

The Interim Committee, in recommending New York City, made the following comment:

"In making their recommendation, the Committee think it desirable to obtain further assurances from the New York City authorities, particularly in regard to the housing of the Secretariat. In the time available to the Inspection Group, it was not possible to explore this question fully but it is felt that in a city as great as New York, it will be possible to find a satisfactory solution."

2. INITIAL STEPS FOR INSTALLATION IN NEW YORK CITY

The Secretary-General's representatives, who arrived in New York at the end of February 1946, were faced with the following problems: the Security Council was due to meet on 21 March 1946. Several hundred members of the Secretariat were arriving from London during the month of March. Moreover, it was necessary to hire some hundreds of local personnel, organize adequate transportation and housing, as well as financial, documents and information services. All of this had to be done in barely one month. Following the opening of the Security Council, more Secretariat staff would have to be hired, and meetings of Commissions of the Economic and Social Council were to begin towards the end of April. The Council itself was to meet in May.

The Secretary-General's representatives made a rapid survey of the various possibilities which were suggested by the Interim Committee, by the City authorities, and by others. The chief concern was to find a place for the Security Council session and for the Secretariat personnel. The problem of the General Assembly was of necessity postponed until those more urgent problems could be solved.

It immediately became apparent that no ideal location was possible in New York City. The city was in the midst of the most serious shortage of housing and office space in its history. Every facility suggested had serious disadvantages, which in most cases rendered them impracticable. Of the facilities suggested by the Interim Committee, for the Secretariat and the Councils, the Sperry Plant was still fully occupied by the Sperry Corporation, and the lease with the United States Government provided for a thirty day cancellation notice. The Whitelaw Reid House was too small and in any case only a part of it was available. A possible location in Manhattan, suggested by the State Department, eventually proved to be unobtainable. It was obvious that a location in mid-Manhattan would present very substantial advantages, but exhaustive enquiries failed to reveal any overall solution although a small amount of office space in the Rockefeller Center was secured.

3. HUNTER COLLEGE LEASE

Attention was then turned to the possibility of using Hunter College, which had just been turned back to the city authorities by the United States Navy and had been suggested to the Secretary-General's representatives by various United States authorities. The representatives of the Secretary-General who inspected the College were impressed by the following advantages:

- (a) It was immediately available.
- (b) It possessed rooms large enough for Council and Committee meetings, although alterations would be needed.
- (c) It had a large and fully equipped restaurant.
- (d) It was near public transportation.
- (e) It had some 270,000 square feet of office space.
- (f) It was easy to maintain security, and the ample parking spaces eliminated any traffic problem.
- (g) A large Armoury close at hand offered some possibilities for the General Assembly.

There were also some obvious disadvantages—first and foremost, the distance from mid-Manhattan, thirty-five minutes by car and thirty minutes by subway. Moreover there was no air conditioning and the office space was not economical, since most of it was in large classrooms which would need partitioning and embellishments to make them altogether suitable.

On balance, the Secretary-General's representatives were unanimously of the opinion that Hunter College was the best available site to meet the problem at hand, and so reported to the Secretary-General.

On 25 February 1946, they requested, on behalf of the Secretary-General, the use of three of the buildings until 15 May 1946. The Mayor granted the request subject to the vote of the Board of Higher Education, the legal custodian of the property.

The same day the first members of the Secretariat arrived at Hunter College to begin preparations. The lease with the city authorities was signed on 6 March 1946.

The staff concerned with the preparations at Hunter College was under the necessity of providing by 21 March, among other things, the conversion of the Hunter College gymnasium into a Council Chamber, the preparation of offices, adequate accommodation and facilities for the press, radio and films, extensive telephone and telegraph service, transportation to and from Manhattan, hotel accommodation for delegations and Secretariat, document reproduction and distribution services, servicing of the cafeteria, guard service, opening of bank accounts and establishment of financial records, procurement of furniture, supplies and equipment, the hiring of urgently needed personnel, etc.

The constructional work was completed on 21 March as scheduled. It has been publicly stated that this was the fastest construction job of such size in the history of New York. The accounts of the construction firm have been audited by an independent audit firm and have been found in good order.

4. OFFICE SPACE FOR DELEGATIONS

Coincident with the lease of Hunter College attempts were made to secure office space for delegations near the college but nothing suitable could be found in the area. As a result quarters for the delegations had to be found in various parts of Manhattan.

5. DEVELOPMENTS FOLLOWING THE OPENING OF THE SECURITY COUNCIL ON 25 MARCH 1946

Towards the end of March the Secretary-General began to give active consideration to the longer term question of accommodation for the Organisation and appointed a Secretariat committee to review the possibilities, which were as follows:

Hunter College, the Sperry Plant, the City Building at Flushing, Asbury Park, New Jersey, and various possibilities in mid-Manhattan, including the use of the Waldorf Astoria ballroom or the Center Theater in the Rockefeller Center for the General Assembly.

The Committee quickly found that of the two possible meeting-halls for the General Assembly, the Center Theater had not adequate facilities for Committees or the press and that the Waldorf Astoria ballroom was not only expensive, but was also booked for numerous functions during the month of September.

As regards accommodations for the Secretariat and the Councils, the only two practicable sites were found to be Hunter College and the Sperry Plant.

The offices at Sperry were superior, since they were of the most modern construction, air conditioned and with moveable partitions which made possible a flexible space arrangement. Moreover, the Sperry Administration Building was fully furnished with the most modern furniture. The factory building contained a certain amount of space which could be utilized for the construction of delegation offices, for which no space could be found at, or near, Hunter College. Air conditioning of the Security Council Chamber at Hunter College would have cost between seventy-five and a hundred thousand dollars and no satisfactory air conditioning of the offices was possible. At neither place was there any available housing, but it was the opinion of experts that more new construction would be done near the Sperry Plant than near Hunter College.

There were no facilities for the General Assembly at either place. A careful survey was made of the possibility of constructing an Assembly Hall inside the Sperry factory building. It was determined that this would not be feasible since it would involve large and expensive excavation inside the plant and a wholly satisfactory hall could not, in any event, be constructed. Similarly, it was determined that it was not practicable to convert the Armoury near Hunter College, since very large expense would be involved and it was doubtful whether the building could be suitably converted. At both places there was sufficient land to build a new Assembly hall, but this would cost at least a million dollars at either place, with a further quarter of a million dollars at Hunter College for additional power facilities.

On 8 April the Secretary-General explained this situation in detail to the members of the Security Council at an informal meeting. There was no agreement as to whether the United Nations should stay where it was or move, but it was agreed that a "supreme effort" should be made to secure sufficient and suitable space in mid-Manhattan. The Secretary-General thereupon placed this view before the city officials and emphasized the importance of securing a suitable mid-town site. The officials stated unequivocally that this was impossible.

6. CHOICE OF SPERRY AND FLUSHING

On 11 April, the Secretary-General met Mayor O'Dwyer, city officials and members of the Board of Estimate of the City of New York. The city officials offered to make available the City Building at Flushing for the use of the General Assembly, with suitable alterations and additions, if the Secretariat would move to the Sperry Plant. The Mayor announced that the city was ready to expend \$1,200,000 on the Flushing site.

On the same day the Secretary-General informed the Mayor by letter that the United Nations (1) had selected the Sperry Plant as the site for the Secretariat and Councils, (2) would like to have the use of the City Building at the World's Fair Grounds for the General Assembly, (3) would like an extension of the lease of Hunter College (including all the buildings) until 15 August 1946.

Arrangements have been made with the War Assets Administration (the owner of the Sperry Plant) and the Sperry Corporation. The officials of the War Assets Administration stated that they were ready to consider offers to lease part of the plant to the United Nations and part to the Sperry Corporation. It was indicated that the owner would consider a fair rental to be 35 cents per square foot for the space in the two office buildings and 30 cents per square foot in the air conditioned part of the factory, with the United Nations to assume the payment of taxes and service charges (light, heat, water, etc.) on the portion of the plant which it would lease.

On 15 April, the Secretary-General sent a letter to the War Assets Administration offering to lease certain parts of the plant for a period of three years from 1 July 1946, with an option to renew for two further years.

The total space leased by the United Nations is approximately 572,000 square feet. The cost per year will total \$587,000, of which \$180,000 is rent, \$80,000 taxes and \$327,000 cost of services (these figures are approximate; in particular, taxes may, on final assessment, run up to \$100,000). This amounts to 87 cents per square foot, which compares with the customary rentals of \$2 to \$3.50 per square foot for space in mid-Manhattan.

In the meantime plans for the alteration of the City Building at Flushing were drawn up and estimates made. It soon became apparent that the cost would be far higher than the \$600,000 appropriated by the City. The original plans contemplated rooms for all Assembly committees and would have cost \$2,000,000. The Secretary-General took the position that the United Nations

should not pay anything for construction since the building was to be used for only an interim period. The plans were scaled down by the elimination of various committee rooms and offices until the cost totalled \$1,380,686. After numerous consultations, the City raised its contribution to \$1,010,000 for the alterations and additions (plus \$900,000 for the roads and grounds) and the Secretary-General agreed to pay for the moveable property such as furniture and equipment which could be utilized at a permanent site (totaling \$370,000). It is to be noted that the United Nations pays no rent for the City Building.

B. THE HOUSING PROBLEM

One of the most serious single problems has been that of housing for the Secretariat and delegations. In short term housing, the New York hotel interests found it possible to give fairly adequate service. The hotels agreed to set aside one per cent of their space. This was sufficient to provide room for 700 people. For the General Assembly, in September, 1600 double rooms, 500 single rooms and 350 suites have been assured. While this is a substantial contribution, in view of the unprecedented shortage of hotel accommodation in New York, it has meant that many persons have had to double up in rooms, or pay higher prices than they could readily afford. Moreover, the United Nations has had to continue the payment of per diem allowances to persons coming from outside New York.

Apartments and houses for rent have been virtually unobtainable. Houses can be bought only at grossly inflated prices. The Federal Government cannot exercise its wartime requisitioning powers. In short, the housing problem in and around New York has been of unparalleled severity. Efforts were, and still are being made, to secure one or more buildings for housing purposes as a temporary measure. In an effort to find some temporary solution, the Secretariat also hired a Real Estate consultant to attempt to find apartments and houses for rent, but only a very few have been located. This situation had, and continues to have, a serious effect on the morale of the staff, and moreover has been costing the United Nations a considerable sum in per diem allowances. It was the consensus of opinion of all experts that the only solution to this problem was the construction of new houses.

Through the initiative of city officials, the United Nations was enabled to enter into agreements with regard to a number of housing projects now under construction. These are as follows:

Parkway Village: The savings banks of New York are constructing a development of approximately 600 apartments in Queens. The United Nations has agreed to lease these apartments for a period of three years with an option to renew for a further two years. The rent is \$25 per room per month. It is anticipated that the development will be ready for occupancy in February 1947.

Fresh Meadows: The New York Life Insurance Company has agreed to make available 312 apartments in a large project now under construction in Queens. The United Nations has agreed to lease these apartments at \$25 per room per month for three years with an option to renew for a further two years. It is anticipated that the apartments will be ready for occupancy in March or April 1947.

Peter Cooper Village: The Metropolitan Life Insurance Company has offered to lease up to 600 apartments in a large development now being constructed on the East River in Manhattan at a rent of \$25 per room per month. It is anticipated that the project will be available 1 July 1947. The United Nations may, two months prior to that date, inform the company of its desire to lease any smaller number of apartments.

At the present time the United Nations has been able to secure only about 100 apartments. These have been leased from a private builder in Great Neck for a period of three years (with option to renew for two more) at a rental of \$30 per room per month.

Vigorous attempts have been made to secure a number of hotels occupied by the United States Navy for temporary housing. These are the Manhattan Towers in Manhattan, the Lido at Long Beach and the Half Moon at Coney Island. To date, these attempts have not been successful.

On 18 May 1946, President Truman designated Mr. John W. Snyder, Director of War Mobilization and Conversion (now Secretary of the Treasury) to co-ordinate the activities of Federal Agencies in giving assistance to the United Nations in connection with arrangements for temporary headquarters. The President wrote to Mr. Snyder as follows:

"My dear Mr. Snyder:

With respect to the establishment of the temporary headquarters of the United Nations in New York, I have advised Mr. Stettinius as follows in a telegram dated May 14:

'I am very glad to authorize you to inform the Secretary-General that the United States Government will firmly support him in his effort to carry out the General Assembly's decision to establish the temporary headquarters of the United Nations in New York for an interim period of three years.

'You are also authorized to confirm to Lie and to other delegations that the Federal Government will give all appropriate assistance to the United Nations in connection with arrangements for temporary headquarters.'

These arrangements will include the granting of priorities for materials, the making available of physical facilities controlled by the Federal Government, and such other steps as may be necessary not only to provide the United Nations with adequate office space, conference rooms, assembly hall and other facilities to be used by it, but also to assure adequate housing and transportation for members of the Secretariat and the delegation of the Member Nations.

In case of any differences of opinion as to the appropriate steps to be taken, I request you to exercise by the issuance in your discretion of appropriate directives, the full powers which have been delegated to you under applicable statutes and executive orders. In any case where, in your opinion, action should be taken by any officials of the Federal Government in this matter which they are unwilling to take and which you are not authorized to direct, I would appreciate your bringing the matter to my attention for decision.

(Signed) HARRY S. TRUMAN"

C. HEADQUARTERS COMMISSION

The Headquarters Commission held its first meeting on 7 May 1946. Its first task was to advise the Secretary-General on:

- (i) Housing problems concerning the interim site.
- (ii) Conversion of the Sperry Plant.

A report to the Secretary-General was submitted after a two weeks' study which included eight plenary meetings of the Commission, some special consultations, visits to the site, and meetings with various people who could advise the Commission on the above subject.

The Commission then began to plan its main task, an exhaustive study of the Westchester-Fairfield area, directed towards the selection of an exact location for the permanent headquarters for recommendation to the General Assembly. Progress towards this goal has been slow owing to the lack of agreement concerning the exact meaning of the terms of reference as contained in a resolution adopted by the General Assembly on 14 February 1946 establishing the Commission.

The Commission has appointed two Standing Committees, the Sites and General Questions Committee, whose function it is to make an exhaustive study of the area in question, and the Contact and Legal Committee, which is studying local opinion and legal problems.

In view of the necessity of reporting to the General Assembly in September, the importance of securing the assistance of outside persons and organizations with the minimum of delay has been increasingly felt. The Secretary has made tentative arrangements with the Regional Plan Association to collect the necessary data from all available sources.

It has also been found necessary to appoint a technical planning staff to collaborate not only with the present Commission, but also with future commissions or committees appointed by the General Assembly to advise on, or supervise, the construction of a permanent headquarters. The appointment of a Director of the Technical Planning Division is at present under consideration. In the meantime, much of the technical secretarial work necessary is being done by the Presentation Service.

D. LEGAL ASPECTS OF THE ESTABLISHMENT OF THE INTERIM HEADQUARTERS

The work of establishing the interim headquarters necessarily involved a considerable amount of legal work. The Legal Department participated in numerous negotiations and was responsible for drawing up, or passing upon many contracts, such as the lease of Hunter College, the lease of the Sperry Plant and of housing projects and numerous smaller contracts for constructional work (see page 36).

E. CONVENTION TO BE CONCLUDED WITH THE UNITED STATES GOVERNMENT

Information regarding this Convention is contained elsewhere in this report (see page 36) and in a special report to be submitted by the Secretary-General to the General Assembly.

CHAPTER VIII

PUBLIC INFORMATION

The success of the United Nations depends ultimately on the continued support of the peoples of the world. This support, in turn, must be based upon enlightened public opinion and the widest possible knowledge of the problems concerning the United Nations and the procedure used for their solution. This is true at all times; it is particularly true at times of crisis. Recognition is given to this fact in almost every chapter of the Charter and great stress is laid upon public meetings and the necessity of keeping the people fully informed on all developments.

A. ORGANIZATION OF THE DEPARTMENT OF PUBLIC INFORMATION

The prompt establishment of an efficient Department of Public Information was, therefore, one of the first tasks to be faced when the United Nations moved to New York City. Between the adjournment of the General Assembly in London on 14 February 1946 and the convening of the Security Council in New York City five weeks later, all necessary arrangements had to be made to cover the meetings of the Council and to satisfy the other publicity needs of the first few weeks of the Organization's existence in the United States. The Department was fortunate in having, in the fulfilment of this heavy task, the services of experienced staff from London. In addition, the former United Nations Information Organization in New York placed its staff and facilities at the disposal of the newly-formed Department. By the actual opening date of the Security Council the Department was sufficiently developed to provide facilities for accredited correspondents representing 270 newspapers from 30 countries; coverage was also provided by 7 major broadcasting organizations and 9 other radio companies, and by newsreel and television agencies. The attendance of representatives of 96 voluntary organizations interested in international affairs was also made possible.

B. NEED FOR OVERSEAS INFORMATION CENTRES

After a few months of operation, it became clear that, although a machine for the distribution of information had been set up at headquarters, further machinery was needed to help dissemination through appropriate news centres all over the world if the world public were to be fully informed and enabled intelligently to follow the proceedings of the various organs of the United Nations.

The need for secondary distribution centres of information had been envisaged by the Technical Advisory Committee on Information in London, which recommended that the Department of Public Information should consider the establishment of branch offices at the earliest practicable date.

An examination was undertaken of the reasons for the inadequate coverage, particularly in Europe, of the work and aims of the United Nations. It was found that, as a consequence of financial limitations, scarcity of newsprint, lack of personnel and local reference centres, space in newspapers and time for news in broadcast programmes devoted to United Nations affairs tended to be monopolised by news of a spectacular nature rather than by descriptions of the constructive activities of the Organization.

It was therefore decided to attempt to develop, on a modest scale, a small number of information redistribution centres, in order that the peoples of the world might be better enabled to under-

stand the proceedings of the second part of the first session of the General Assembly. The objectives of these information centres were, among other things, to provide reference centres for background and documentary information on the United Nations and the specialized agencies, the answering of questions on the day-to-day activities of the Organization, and the maintenance of files of photographs, films and radio recordings, etc., made at headquarters by representatives of the countries in which the centres are situated. The centres would not only be concerned with the dissemination of information to the public but would also transmit to headquarters information on local developments and local press and radio comments on questions concerning the United Nations.

C. DEPARTMENTAL ACTIVITIES

The Department at present consists of 5 divisions: Press, Radio, Films and Visual Information, Public Liaison, and Reference and Publications.

I. PRESS DIVISION

This Division is responsible for relations between the Organization and the news correspondents. It endeavours to keep the press fully informed on the activities of the Organization and to provide facilities required by the press for the transmission of news to all countries. It has, so far, accredited nearly 800 journalists. A large number of these correspondents, representing either the large international news agencies or the more important newspapers of different countries, devote their full time to covering the work of the Organization. This group is rapidly assuming the status of a permanent corps of United Nations' correspondents.

The Division has issued more than 300 releases to the press since the United Nations began its work in New York City, ranging from brief announcements of forthcoming events to detailed background papers on the Councils and organs of the United Nations. In addition, verbal "briefings" have been held on important questions and the Division has arranged several general press conferences with the Secretary-General, Assistant Secretaries-General, senior officers of the Secretariat, the Presidents of the Councils and the Chairmen of various Commissions and Committees.

A teletype network has been established over which announcements, statements and other releases can be made simultaneously to participating news agencies and newspapers at any hour of the day or night.

It should be emphasized that not only is the Division responsible for maintaining a working partnership with the Press in helping to create an enlightened public opinion about the activities of the United Nations, but the material it provides—press releases, digests, etc.—are used as basic material by other Divisions of the Department and by representatives of voluntary organizations.

2. RADIO DIVISION

This Division has two main tasks: disseminating information on the activities of the United Nations through broadcasting, and planning for the development of a United Nations broadcasting and telecommunications service. With regard to the former, the Division has concentrated during the past months on the provision of facilities for existing governmental and non-governmental agencies so that they, as well as the press and other media, might relay to the world accounts of the day-to-day activities of the United Nations. With regard to the latter task, studies have been undertaken as to the technical and financial problems involved. During the discussion in London on requirements for a headquarters site for the United Nations, great emphasis was placed upon the importance of the possession by the United Nations of its own means of telecommunication so that headquarters could at all times be in a position to maintain contact with any Member nation, and especially at times of great emergency.

Commentators' booths were installed in the Council Chamber at Hunter College, and a studio and writing room for radio correspondents provided nearby. Similar facilities for coverage of the General Assembly, Councils and Commissions are being arranged at the Sperry and Flushing Meadows sites.

Of the 12 commentators' booths provided in the Council Chamber at Hunter College, 7 were allocated to United States networks and companies and 5 to international services. Fifty-two seats in the Council Chamber were reserved for radio correspondents and 580 such correspondents were actually accredited. For domestic coverage of spot news, facilities were used by networks and independent stations for covering sessions considered by them to have sufficient news value. Some stations have relayed uncommentated the entire proceedings, original speeches and interpretations. These services were naturally of most benefit to stations in or near New York City, but through the

co-operation of certain others, stations situated as far away as Los Angeles were able to receive the proceedings direct. Still other stations availed themselves of the State Department's short-wave relay.

Full co-operation has been given to broadcasters in the planning of special feature programmes; ideas have been suggested, background data supplied and guest speakers from the delegations and from the Secretariat provided. The recording of special talks by Chairmen of Commissions and members of delegations has already begun in a small way and it is hoped that this service may be extended in the near future and that records in several languages can be made available to overseas stations.

The International Broadcasting Division of the United States State Department has relayed to the world on short-wave the entire proceedings of the Security Council and the Economic and Social Council with a running commentary in English and French. These broadcasts have, for the most part, been relayed by the European service of the British Broadcasting Corporation which also co-operated, during the first several weeks of the programmes, in the provision of running commentaries.

In addition to the short-wave services described above, the State Department has carried full round-ups in 22 languages while the overseas networks of the National Broadcasting Company, Columbia Broadcasting System and the Canadian Broadcasting Corporation have also carried full accounts, illustrated with extracts from the proceedings, in 12 or more languages. Listening reports have been received from Albania, Austria, Belgium, Denmark, Egypt, England, France, Greece, the Netherlands, Hungary, Ireland, Italy, Roumania, Sweden, Switzerland, Union of South Africa, Syria and Turkey.

Broadcasting stations have been encouraged to take the lead in organizing community programmes designed to bring the work of the United Nations before the public. In addition, a digest of broadcast comment on the United Nations, both on domestic and overseas stations, has been prepared for distribution.

Every effort has been made to promote liaison with overseas broadcasting organizations. Contacts have been made with the official representatives in New York of each of the 20 Member States from Latin America and also with representatives of the French, Belgian, Netherlands, Canadian, Australian and New Zealand Broadcasting Corporations.

3. FILMS AND VISUAL INFORMATION DIVISION

This Division provides facilities for covering meetings by newsreel, still and television cameramen. It distributes official films, facilitates the production of documentary films and maintains a library service of photographs of all kinds in connection with official publications and exhibits.

All the meetings of the Security Council have been filmed by American newsreel companies working in rotation, the resulting footage, both silent and sound, being pooled and made available to film companies of any of the Member nations, several of which have taken advantage of the opportunity thus afforded.

Unfortunately, only the first two meetings of the second session of the Economic and Social Council, and none of the meetings of its commissions, have been covered by newsreel companies, as it was felt that public interest was insufficiently developed to warrant such coverage. In order to keep the records complete, the Department is asking for authority, in the future, to employ its own cameramen on a contract basis to cover such meetings as are not handled by the newsreel agencies.

Seventy-one thousand feet of film taken in London during the first part of the first session of the General Assembly have been sent to New York. This is being made available as library material and will be used as the basis of a documentary film on the nature, functions and activities of the United Nations to date.

The Visual Information Section has, to date, been mainly concerned with the collection and indexing of appropriate material—posters, charts and graphs. It has, however, already started on the production of poster charts describing the activities of the various organs of the United Nations, and a monthly "spread" of photographs dealing with matters of current international interest. It has given advice on display material, visual education and the setting up of private exhibits. The Section is now planning an exhibition to be produced at the time of the General Assembly meeting in September.

Arrangements have been made for the accrediting of press photographers who will work, where necessary, in rotation, each making his production available to all.

The Section has also its own official photographic unit, and documentary photographs have been taken of the meetings of Councils and Commissions, and also of the general activities of the United Nations. A library of negatives and prints is being set up.

Cordial relations have been maintained with the press photographers in spite of the obvious difficulties of providing adequate coverage while avoiding any disturbance to the proceedings or inconvenience to delegates and members of the Secretariat.

4. PUBLIC LIAISON DIVISION

This Division maintains liaison with non-governmental organizations, educational institutions and the general public; maintains contacts with lecturers, educational institutions and non-governmental organizations and their periodicals, providing them with information about the United Nations; encourages discussion groups and advises the Assistant Secretary-General on overseas information services.

From the beginning, efforts have been made through official channels to draw to the attention of voluntary organizations in all the Member States the opportunities afforded at headquarters for representatives to see the Organization at work and to learn more of the aims and achievements of the United Nations.

Background information conferences are being arranged from time to time for representatives of such organizations, to which documentation and information are supplied on request.

Requests are frequently received from voluntary organizations for speakers on the activities of the United Nations, and in order to fill these requests, a clearing-point for speakers has been set up. Information material for the guidance of speakers in general is being prepared.

The Public Enquiries and Educational Services Section has received, during the past months, almost 3,000 written requests for information from educational institutions, industries, governmental agencies, religious and social organizations, libraries and newspapers, as well as from individuals. The majority of these requests have come from within the United States, but many have been received from other countries. Some are of a general character and can be answered by the despatch of material which is already available, but others demand individual answers which often require a considerable amount of research.

Special facilities have been made available to educational institutions, and a block of forty-five seats in the Council Chamber at Hunter College has been reserved for the use of their representatives. Arrangements have also been made to supply general information about the United Nations to the publishers of educational periodicals.

Only a small overseas service has been set up to date. It has been mainly concerned with supplying, on request, microfilm copies of United Nations documents for distribution overseas through the national delegations in New York. It also prepares a daily review of events at headquarters which is despatched to the London office by cable, and a weekly report on activities of the Department of Public Information itself, is sent by airmail. Copies of information material, still photographs, books and articles from periodicals are sent twice a week by air freights to the reference section of the information office in London for redistribution in Britain and neighboring States. Services to headquarters from overseas are also being arranged. Documentary material, either in original form or in microfilm, reports on press coverage and photographs of activities of interest to the United Nations on receipt at headquarters are processed for redistribution through appropriate channels.

5. REFERENCE AND PUBLICATIONS DIVISION

This Division maintains a public reference centre consisting mainly of documentary material on current international affairs, providing background information about the United Nations and its activities, and about the specialized agencies and their activities; aids and advises representatives of the press and other information media, organizations, all branches of the Secretariat and the general public through research and reference facilities; prepares and issues from time to time background information papers; plans a programme for, writes or edits popular publications for the

United Nations; assists authors, editors and publishers in the preparation of material on the United Nations; and prepares a review of material in the world press and radio on matters of interest to the United Nations.

The Reference Section took over from the former New York United Nations Information Office its library of information, and has further developed it. It also maintains full files of official documents of the United Nations and of the specialized agencies.

The Publications Section is preparing to issue a United Nations Bulletin intended for the non-specialist reader, which will constitute a progress report of the activities of the Organization and of the specialized agencies. A guide to the Organization and two booklets, one covering the first part of the first session of the General Assembly, and the second, the world food situation, are in preparation, the latter in consultation with the Food and Agriculture Organization. A start has been made on the production of a United Nations Yearbook, which would include the text of basic documents, the story of the development of the United Nations idea, an account of the composition, terms of reference and work of each of the principal organs, a financial statement, a bibliography, biographical details of delegates, etc. This publication will be produced in English and French at as reasonable a price as possible.

The Press Digest Section is compiling a weekly review of opinion on the United Nations. At present, this review covers only a few countries but it will be expanded as rapidly as possible into a comprehensive world digest. A central library of press clippings is also being built up.

D. ADVISORY COMMITTEES

On 13 February 1946, the General Assembly, meeting in London, approved and transmitted to the Secretary-General a recommendation that consideration should be given to the setting up of an Information Advisory Committee to meet periodically at the seat of the United Nations. This Advisory Committee would be "composed of experts appointed on the basis of broad geographical representation, personal qualifications and experience" and would be "representative of the various media of information of the Members."

The Department of Public Information fully recognized the importance of early action on this recommendation, but certain difficulties came to light in regard to the exact details. For example, a single overall advisory committee would have to deal with very varied problems, and, if fully representative of expert interests from many areas, might have to be very large; the matter therefore seemed to require further consideration.

In the meantime, the urgent need for advice on problems of world distribution of information and for consultation with experts in the various media of information from different parts of the world is being met by the creation of local advisory committees for each medium. The representatives on these committees, in the case of overseas agencies, are the Chiefs or Senior Agents of American offices working at headquarters. An Advisory Committee on press problems has already been created, including delegates from each of the world wide news agencies, correspondents of national newspapers, selected on a wide geographical basis, and others. Similar committees have been formed or are planned for radio, films, voluntary organizations and publications.

Such committees provide for continuous consultation in the interests of the smooth and satisfactory running of the Department of Public Information. They do not, however, completely fulfil the purposes envisaged in the General Assembly's recommendation. Since the representatives are necessarily persons residing in the United States, there is no effective provision for the development of direct communications between the various Member Nations or for direct distribution in those countries of United Nations information.

As a further implementation of the recommendation put forward in London, it is suggested therefore that from time to time full conferences should be held at the headquarters of the United Nations made up of delegates who would be leading representatives of the media concerned and who would come from as many as possible of the interested United Nations. These conferences, it is suggested, should deal in rotation with the three main groups of media — press and publications, radio and telecommunications, films and visual information.

The special advantage of such periodic conferences, complementary to the regular local advisory committees, would be that they would bring together at headquarters leading experts who had actually been working overseas in their various countries of origin, and at such conferences advice could be obtained on the weighty problems of world co-operation and world distribution.

E. CALLING OF AN INTERNATIONAL PRESS CONFERENCE AND ESTABLISHMENT OF A SUB-COMMISSION ON FREEDOM OF INFORMATION

The above considerations have a bearing on the proposal for the calling of an International Press Conference, which, in conformity with the Assembly decision of 9 February 1946, is included on the agenda for the second part of the first session of the General Assembly. The proposal was initiated at the first part of the first session of the General Assembly in London by the representative of the Philippine Commonwealth. The draft resolution on this proposal emphasised the responsibility of the United Nations, as the guardian of international peace and security, to ensure the establishment, operation and movement of free press throughout the world.

Attention is also called to the resolution adopted, on 21 June 1946, by the Economic and Social Council, on the recommendation of the Nuclear Commission on Human Rights, that a Sub-Commission on Freedom of Information be established, to examine what rights, obligations and practices should be included in the concept of freedom of information.

In the course of the deliberations of this Sub-Commission, the proposal of the delegation of the Philippine Commonwealth for the calling of an International Conference on Freedom of the Press will be considered. As plans are crystallized, it will then be possible to co-ordinate times and agenda of periodic press conferences advising the Department of Public Information with those of any International Press Conference which may be convened.

CHAPTER IX

ADMINISTRATIVE AND FINANCIAL SERVICES

The total staff of the Secretariat at the time of writing numbers approximately twelve hundred. Revised figures and information concerning the distribution of the staff by nationality will be communicated to the General Assembly.

The task of organizing the Secretariat and making the necessary administrative arrangements for the meetings of the several Councils has occupied much of the time and energy of the executive staff of the Organization. This task was not eased by the pressure which the world political and economic events imposed upon the United Nations, or by the material conditions, referred to earlier in the report (see page IV), in which it had to be undertaken. As a result of these conditions and of the haste in which decisions had to be taken, some mistakes have inevitably been made and results have not always equalled expectations. But every effort has been made to correct mistakes and overcome difficulties, and it is believed that these efforts have not been without avail. Much has been accomplished, though much still remains to be done.

The Secretariat was greatly assisted, in facing the problems of administrative organization, by the valuable work of the Advisory Group of Experts. The Advisory Group, taking the broad framework laid down by the General Assembly, elaborated proposals for the use of the Secretariat on such subjects as financial rules, staff rules, budget, accounting, recruitment policies and procedures, and travel and transportation. The report of the Advisory Group has been published and distributed to all Members.

The General Assembly asked the Secretary-General to submit a number of proposals on administrative and financial problems to the second part of its first session. These proposals are contained in separate documents, which will be filed with the General Assembly. It has been attempted in the present chapter to cover only the broad outlines of the Secretariat's administrative policy.

A. ORGANIZATION AND ADMINISTRATION

I. ADMINISTRATIVE STRUCTURE OF THE SECRETARIAT

The Secretariat has been organized broadly in accordance with the scheme recommended by the Preparatory Commission and endorsed by the General Assembly on 13 February 1946. It comprises an Executive Office of the Secretary-General and eight Departments:

Department of Security Council Affairs

Department of Economic Affairs

Department of Social Affairs

Department of Trusteeship and Information from Non-Self-Governing Territories

Department of Public Information

Legal Department

Department of Conference and General Services

Department of Administrative and Financial Services.

The responsibilities and functions of each of these main units may be summarized as follows:

Executive Office of the Secretary-General

The Executive Office of the Secretary-General assists the Secretary-General in maintaining relationships with Members and with the organs of the United Nations, with specialized agencies and non-governmental organizations, and in co-ordinating the activities of the Departments of the Secretariat affecting such relationships.

It is accordingly responsible for protocol matters, liaison with diplomatic representatives, formal relationships with non-governmental organizations, the handling of official communications to governments, and for scrutinizing correspondence to Member governments, specialized agencies and non-governmental organizations prepared by departmental officials for the Secretary-General's signature.

It is responsible for the management of the agenda of the General Assembly, for the preparation, in co-operation with the Departments and Services, of the Secretary-General's annual and special reports, and for channelling to the appropriate Departments and Services of the Secretariat the various responsibilities laid upon the Secretariat by resolutions of the General Assembly.

Department of Security Council Affairs

This Department serves the Security Council in the fulfilment of its continuous functions under the Charter; assists the Secretary-General in the performance of his responsibilities under Article 99 of the Charter; provides documentation for the General Assembly when the latter considers questions relating to the maintenance of peace and security; obtains information and prepares reports with reference to threats to the maintenance of international peace and security, and with reference to the pacific settlement of disputes; provides expert advice to the Security Council on rules of procedure; obtains information and prepares studies on the political aspects of military agreements, and assists in the negotiation of such agreements in co-operation with the Secretariat of the Military Staff Committee; collects data on the size of armaments and traffic in arms; participates in investigations and advises on the security aspects of trusteeship agreements for strategic areas; formulates plans with reference to non-military enforcement measures; participates with the Secretariat of the Military Staff Committee in the elaboration and application of military enforcement measures.

Department of Economic Affairs

This Department provides economic studies and reports for the Economic and Social Council and its economic commissions and committees, and for the Second Committee of the General Assembly; provides technical assistance to all units of the Secretariat requiring economic or statistical information; provides liaison with specialized agencies and non-governmental organizations concerned with regional or international economic affairs; assists in the preparation for international economic and statistical conferences held under the auspices of the United Nations.

In co-operation with the Department of Social Affairs, it provides personnel to represent the United Nations at conferences and meetings of the specialized agencies; studies economic reports, recommendations and conventions of specialized agencies and non-governmental organizations; makes proposals and suggestions to the Economic and Social Council with respect to the programmes and administrative co-ordination of the specialized agencies.

Department of Social Affairs

This Department serves the Economic and Social Council, its commissions and committees in the social, cultural and educational fields, and the Third Committee of the General Assembly; informs the Secretary-General of problems and developments in these fields; provides technical assist-

ance to other Departments with reference to social questions; maintains working liaison with the United Nations Educational, Scientific and Cultural Organization and with other specialized agencies in matters falling within its competence.

This Department further provides the studies and documentation required in the preparation of international health, welfare, cultural and educational conferences; assists the appropriate commissions in the application of conventions and in carrying out other functions in the social field, transferred from the League of Nations.

Department of Trusteeship and Information from Non-Self-Governing Territories

This Department will serve the Trusteeship Council when it is established. It is also responsible for work resulting from Chapter XI of the Charter concerning Non-Self-Governing Territories other than Trust Territories and, notably, for summarizing information received under the chapter.

It informs the Secretary-General, and other organs of the United Nations, of problems and developments concerning Trust Territories, Non-Self-Governing Territories, and non-security aspects of strategic areas; provides required studies and documentation for the Trusteeship Council and any subsidiary agencies; assists the Council in drafting and consideration of trusteeship agreements, formulation of questionnaires concerning Trust Territories, examination of reports of administering authorities, preparation of annual reports on each Trust Territory, acceptance and examination of petitions, periodic official visits and surveys; assists the Economic and Social Council and subsidiary agencies in respect of information from Non-Self-Governing Territories; maintains liaison with the specialized agencies on these matters.

Department of Public Information

This Department advises the Secretary-General on all phases of information policy, and plans the information programme of the United Nations; maintains facilities and services for press, radio, films and other information media; maintains informational relationships on an international basis with governmental and non-governmental organizations.

Legal Department

This Department advises the Secretariat and other organs of the United Nations on legal and constitutional questions; assists in promoting the progressive development of international law and its codification; maintains liaison with the International Court of Justice; advises and assists in drafting conventions relating to privileges and immunities, and deals with disputes and legal questions arising out of the application of such conventions; studies legal aspects of passport and visa matters; advises and assists in drafting treaties and international agreements; handles general legal problems such as may arise out of contracts or other disputes of a private law character, to which the United Nations is a party.

Conference and General Services

This Department makes material arrangements for meetings of the General Assembly, the Councils, the commissions, committees and special conferences held under the auspices of the United Nations, such as providing language, document and library services, editing and publishing the journals and official records of conferences and meetings; provides general business management services for the United Nations, such as purchasing, printing, travel and transportation, building management, handling of mail, cables, telephone and telegraph, registry and files, etc. In addition, this Department is responsible for housing arrangements for staff members and delegations and for the co-ordination of the work of the temporary London Office and such other offices as may be established outside the headquarters of the Organization. It acts as the channel through which directions are passed in all matters concerning the transfer of League assets and functions and maintains the necessary liaison with the League of Nations authorities.

Administrative and Financial Services

This Department plans and executes the budgetary, fiscal and personnel programme of the United Nations, and keeps the Secretary-General continuously informed of problems and developments in these fields requiring his attention; provides staff assistance to the Secretary-General and to all the Assistant Secretaries-General in administrative and organization planning; maintains liaison with all departments of the Secretariat and with the Registrar of the International Court of Justice on administrative, budgetary and financial questions; assists the Secretary-General in the formulation, presentation and administration of the budget.

2. ORGANIZATION AND STAFFING OF DEPARTMENTS

On the basis of proposals drawn up by the Advisory Group of Experts, internal organizational plans have been prepared and approved for all Departments of the Secretariat.

Staffing plans for the divisions, bureaux and services of each Department have been worked out within the limits of the provisional budget for 1946 in consultations between the Departments concerned and the Administrative and Financial Services. Careful account was taken of the needs of the Departments arising out of decisions or recommendations of the General Assembly, the Security Council, the Economic and Social Council and its commissions, and the several international conferences held under the auspices of the United Nations. At the same time, a balance has, as far as possible, been maintained between Departments as to numbers and grading of staff.

The heavy schedule of conferences, commissions and other meetings has made it necessary to expand the staff rapidly. All possible caution, consistent with these urgent demands confronting the Secretariat, has been exercised to ensure a sound organizational framework, a high level of competence among the staff and economy in operations. There is no doubt, however, that more fully satisfactory results could have been obtained had it been possible to recruit and to staff the various units of the Secretariat more slowly.

Some of the more important organizational questions which have been dealt with since the close of the first part of the first session of the General Assembly are briefly outlined in the following paragraphs.

Co-ordination of the Economic and Social Departments

After a review of the Preparatory Commission's documents and discussions, it was decided that the Economic and Social Departments should each be headed by an Assistant Secretary-General, and that the ultimate responsibility for co-ordination of their work should rest with the Secretary-General.

Statistical Services

The Preparatory Commission recommended that the statistical work of the Secretariat should be assigned to the Department of Economic Affairs; but two alternative proposals were annexed to its report for consideration. After careful study, the Commission's recommendation has been followed and all statistical functions, including that of statistical co-ordination, have been assigned to the Department of Economic Affairs, in which a special Statistics Division has been created.

Housing

The responsibility for the housing of staff and delegations—a matter which, owing to the fact that the site of the Organization had not yet been determined, received little consideration in the Preparatory Commission—has been placed in the Department of Conference and General Services.

Conference and General Services

The Preparatory Commission recommended that studies should be made of the best allocation of certain functions—notably those relating to building management, office equipment, supplies, transportation, mail and messenger services—which had been provisionally included among the Conference and General Services. After consideration by the Advisory Group of Experts and the Administrative and Financial Services, the Preparatory Commission's suggestions regarding the location of these functions have been adopted.

Relationships with Specialized Agencies

The administrative arrangements for maintaining relations between the United Nations Secretariat and the specialized agencies have raised certain problems, since these relations affect the Economic and Social Departments, Administrative and Financial Services, and Conference and General Services directly, and other Departments indirectly. A special Division has been established to deal with substantive and constitutional aspects of relationships with specialized agencies; the head of this Division reports directly to the Assistant Secretaries-General for Economic Affairs and for Social Affairs on economic and social questions respectively. The Administrative and Financial Services collaborate with this unit on the administrative aspects of these relationships.

3. CLASSIFICATION AND GRADING OF POSTS

General System — Method of Classification and Assignment of Salaries

A provisional classification and salary administration plan of all posts in the Secretariat, based upon the duties, responsibilities and authority of each post was drawn up on the basis of recommendations made by the Advisory Group of Experts. Posts were grouped by main categories and, within categories, by grades, with appropriate salaries assigned to each main category and grade. As a result of experience it became necessary to revise this provisional plan. A permanent salary and wage administration plan has now been completed and will be submitted to the General Assembly.

System for Promotions

This permanent plan is designed to ensure to every member of the staff such opportunity for promotion as his services and abilities warrant. Officials may receive promotion by being re-assigned to posts carrying more difficult duties and greater responsibility. Or they may receive an increase in salary in consideration of the length of their service with the Organization and the quality of their services while occupying a given post. A merit rating system to aid in the consideration of promotion from within is being worked out for application from the beginning of the next fiscal year.

Allowances for Assistant Secretaries-General and Directors

The General Assembly resolved that Assistant Secretaries-General should receive a net salary of \$13,000 U. S. and, in addition, an allowance varying from \$7,000 U. S. to \$11,500 U. S. at the Secretary-General's discretion. A "Top-Ranking Director" was to receive a net salary of \$11,000 U. S., together with an allowance varying from \$3,000 U. S. to \$6,000 U. S., at the Secretary-General's discretion. These allowances were deemed by the General Assembly to include "all representation (including hospitality), housing, education and children's allowances for these posts, but not such reimbursable allowances as travel, subsistence, and removal costs upon appointment, transfer, or termination of appointment with the Organization; official travel and home leave travel."

The Secretary-General fixed the allowance for each Assistant Secretary-General at \$8,500 U. S. An allowance of \$3,000 U. S. was authorized for all "Top-Ranking Directors."

The Assembly defined the phrase "Top-Ranking Director" as being "intended to cover only the senior grade in the classified service and, more specifically would apply to persons serving as Deputy to an Assistant Secretary-General or a Director of a major 'staff service'." The Assembly's intention in this regard has been observed and appointments to these posts have been restricted to the Deputies in each of the Departments and to the Directors of the two major staff services, i.e. the Bureau of Administrative Management and Budget and the Bureau of Personnel.

A certain number of other Directors with especially responsible assignments have been provided with allowances of \$2,500 U. S. in addition to their salary of \$10,000 U. S. Such allowances are deemed to cover the same items as are covered by the allowances to "Top-Ranking Directors." They are granted by the Secretary-General, under his general authority, to meet an emergency situation.

4. APPOINTMENTS AND RECRUITMENT

Emergency Problems

Within a few weeks of the close of the General Assembly session in February, the Secretariat had to cope with a heavy programme of meetings, in New York, of the Security Council, the Economic and Social Council and the commissions of that Council. It was consequently necessary to bring together a large number of service and administrative personnel. A portion of the staff of the Secretariat for the General Assembly in London was brought to New York to serve as a nucleus. This staff was supplemented by engaging additional persons first from the United States (largely from the New York area), and secondly from other countries which were closest to the temporary headquarters and from countries which could make personnel quickly available. All the early appointments were of a temporary character and, as permanent appointments are made, the question of adjusting the geographical distribution within the Secretariat is receiving close attention.

World-wide Recruitment

Recruitment for well-qualified candidates on a world-wide basis began by enlisting the help of governments in making known the staff requirements of the United Nations, and by the appointment, during the summer, of field recruitment agents working in co-operation with the governments of Member States. Registers of well-qualified candidates on a wide geographical basis will have been established by December 1946.

In undertaking recruitment on a world-wide basis, the aim has been to devise a scheme which would:

1. Provide ample registers of qualified candidates, drawn from all Member nations.
2. Expedite the recruitment of the staff needed by the Secretariat.
3. Enlist the co-operation of governments and non-governmental organizations in obtaining qualified candidates.
4. Publicize the staff requirements of the United Nations so as to attract eligible applicants from all quarters.

Methods of recruiting everywhere will be based on the same general principle; the exact method to be used in each country is being decided only after consultation with representatives and personnel experts of the various governments.

Representatives of the Personnel Bureau are visiting the several Member States to outline the personnel requirements of the Secretariat, and to establish the necessary arrangements for recruitment and selection of candidates.

Use of Temporary Appointments and Loan Personnel

In order to provide the necessary time to recruit highly qualified persons on a wide geographical basis, the majority of the staff are either (1) employed on temporary contracts, or (2) loaned to the United Nations for short periods by the governments of Member States. Qualified personnel in the fields of budget, personnel, trusteeship, social and economic affairs, public information, and general services were seconded for service with the United Nations by several governments. These loans materially assisted in organizing rapidly to meet pressing problems; but, in order to ensure continuity in the work of the Secretariat, it was essential to replace loaned personnel as rapidly as possible, since the loans were in some cases for extremely short periods.

Plans for Permanent Appointment: Personnel Selection Committee

The Secretary-General has appointed a Personnel Selection Committee to consider and review the qualifications of persons recommended by Assistant Secretaries-General for permanent appointments in the Secretariat.

International Civil Service Commission

The Secretary-General was authorized by the General Assembly to establish, after consultation with the heads of the specialized agencies brought into relationship with the United Nations, an International Civil Service Commission, to advise on methods of recruitment for the Secretariat, and on the means by which common standards of recruitment in the Secretariat and the specialized agencies may be ensured.

The Advisory Group of Experts recommended that the appointment of the Commission be deferred until a working party had been able to outline its duties, functions and composition. This working party has been appointed.

5. CONDITIONS OF EMPLOYMENT

Staff Regulations and Rules

The Provisional Staff Regulations embodying the fundamental rights and obligations of the staff, adopted by the General Assembly, on 13 February 1946, have been revised and a draft of permanent regulations has been submitted for the Assembly's consideration. Provisional Staff Rules, implementing the Staff Regulations, have been promulgated and published by the Secretary-General.

Installation Allowances

As a temporary policy, a scheme of daily allowances was established in connection with the installation of members of the Secretariat at the interim site of the Organization. Owing to the extreme housing shortage in and around New York, it was found necessary to accommodate officials, other than those recruited locally, in various hotels throughout the city.

These allowances were designed to reimburse staff members for the additional expenses resulting from that mode of living, and further to compensate those who were under temporary or loan contracts and who, therefore, continued to maintain homes or households elsewhere than in New York.

Necessity for Continued Payments

The early makeshift and temporary policy of allowances has been replaced by a system which provides (a) an installation grant, restricted to permanent employees; (b) continuance of daily allowances for a period following appointment, depending upon the availability of housing, not extending beyond 15 March 1947.

These allowances, paid during the initial months of permanent employment with the United Nations, are intended to facilitate the process of adjustment and to compensate for the additional expenses incurred as a result of housing difficulties.

Persons employed for temporary periods with the Secretariat have been paid a straight per diem allowance to cover their extra living costs.

Hours of Work and Overtime Policy

The normal work week for the staff of the Secretariat is forty hours.

The heavy work load of the Secretariat during the earlier months necessitated a great deal of overtime work by members of the staff, most of whom received no extra pay. Overtime pay is granted to hourly employees and to a few categories of persons on annual salaries. The rate for both groups is one and one-half times the base pay received by the individual.

In maintaining security services, and also in some production operations, such as mimeographing, it is frequently necessary to have shifts working night and day. To compensate for the inconvenience and extra expense entailed by night work, ten per cent is added to the base hourly rate as a "night differential."

It is the policy of the Secretariat to minimize the amount of overtime work and to grant compensatory time off in lieu of cash compensation whenever possible.

Leave and Vacation Policy

The Provisional Staff Rules were liberalized since their original adoption, to enable officials to begin taking earned annual leave without the three months waiting period as originally provided. In addition, in order to enable those with little or no earned leave to take their vacations early, a limited amount of advance annual leave was authorized.

All vacations must be approved by the official's superior officer in the light of the work load of the particular unit involved.

Administrative Tribunal

The Secretary-General was authorized to appoint an advisory committee to draft, for submission to the General Assembly, a statute for an Administrative Tribunal. This Committee was appointed to meet just before the General Assembly session. In addition to persons who serve as advisors to, or are members of, their national delegations to the General Assembly, it includes members of the Secretariat. The recommendations of this Committee will be submitted to the General Assembly in a separate document.

Retirement and Benefits Scheme; Provident Fund and Special Allowances; Pensions of Judges and Staff of the International Court of Justice

The Secretary-General has appointed a Working Party on Staff Retirement and Insurance Funds to advise him on certain matters on which he is required to submit reports to the General Assembly. This Working Party is to prepare reports for and recommendations to the Secretary-General in regard to the following matters on which he is required to report to the General Assembly:—

- (a) The existing Staff Provident Fund; its operation; suggested changes; the proposal for the integration of this Fund into a Permanent Staff Retirement Scheme, to become operative 1 January 1947.
- (b) Establishment of a Pension Fund for the Judges, Registrar and Staff of the International Court of Justice (to be considered in consultation with the Registrar of the Court).
- (c) Preservation of pension rights of officials of Member Governments transferred or seconded for service with the United Nations (considered in consultation with the Legal Department).

- (d) System for the provision of benefits to widows and orphans of members of the staff of the United Nations.
- (e) Proposed scheme for children's allowances and education grants.
- (f) Proposals of permanent schemes for injury compensation, compassionate benefits, and for indemnification of disability resulting from sickness directly attributable to work in the service of the United Nations.

Permanent Staff Committee

As recommended by the General Assembly, the members of the staff have elected a Staff Committee to represent them in discussing with the Administration matters concerning their general welfare and working conditions. The Secretariat has provided clerical assistance and supplies to this Committee in order to enable it to carry on its work, but the Committee has been free to express its views and communicate with the staff without interference of any kind from the Administration.

B. BUDGETARY AND FINANCIAL ADMINISTRATION

Present practices as to budgetary and financial administration conform to the plans which were developed by the Preparatory Commission and the Advisory Committee of Experts in London, parts of which plans were embodied in the resolutions adopted by the General Assembly on 13 February 1946.

1. ADMINISTRATION OF THE PROVISIONAL BUDGET

The provisional budget of the United Nations for the financial year 1946 was adopted by the General Assembly during the first part of the first session in February 1946.

This provisional budget was presented to the Fifth Committee of the General Assembly at a time when many of the programmes and policies of the United Nations likely to affect costs were tentative, indefinite or completely undecided. In these circumstances the Advisory Group of Experts was obliged to utilize such organizational and programme outlines as were available, and to take into consideration possible alternative proposals. By projecting the probable programmes, and setting off alternatives, the Advisory Group arrived at an overall figure, which after some minor adjustment by the Fifth Committee, was adopted by the General Assembly. The final budget of \$21,500,000 U. S. was appropriated under five headings as follows:

Section I	For expenses of the General Assembly and the Councils	\$ 1,500,000
Section II	For expenses of the Secretariat	16,510,750
Section III	For expenses of the International Court of Justice	617,250
Section IV	For unforeseen expenses	2,000,000
Section V	For the expenses of the Preparatory Commission and the cost of convening the General Assembly for the first part of the first session	872,000

Owing to the tentative nature of the estimates upon which even these broad headings were based, the Secretary-General was given the authority to transfer between headings to such degree as might be found necessary.

The amounts appropriated under the broad headings have been further broken down by objects of expenditure (primary allotments). The Provisional Financial Regulations require that primary allotment of the 1946 appropriations shall be made by the Secretary-General. This will be the procedure following adoption of the first annual budget for 1946. From the primary allotments, secondary allotments to the respective Departments will be made quarterly, which later will constitute the limits of expenditures and commitments for each within the quarter, unless the quarterly allotment is amended after due consideration of all the circumstances.

During the initial organizational stage allotments have been made directly to the Departments, as programmes developed, under the quarterly allotment system. Preparations have been made to put in use the more detailed and formal allotment system at the time of transfer of operations from the provisional budget to the first annual budget.

Detailed statements of obligations and expenditures under the provisional budget are contained in the 1946 budget or annexes.

2. FORM OF THE BUDGET

Resolutions adopted by the General Assembly during the first part of the first session provided:

- (a) That the first annual budget of the United Nations be submitted to the General Assembly by the Secretary-General during the second part of the first session; this first annual budget will replace and supersede the provisional budget.
- (b) That the budget for 1947 be also presented during the second part of the first session.

As noted above, the uncertainties as to policies and programmes prevented any but a tentative overall estimate under five general headings when the provisional budget was presented to the Fifth Committee of the General Assembly. However, in submitting the first annual budget and the budget for 1947, the broad appropriation headings are supported in detail by tables, charts, graphs and other explanatory data in duplicate pattern:

- (a) For each general heading, a division of the heading total by objects of expenditure.
- (b) For each major unit, i.e. Assembly, Councils, Departments, etc., a detailed estimate by objects of expenditure.

The organizational pattern and functions of each Department are clearly indicated or described.

3. PROCEDURE FOR DEVELOPMENT OF THE 1946 AND 1947 BUDGETS

Using the provisional budget, as approved by the General Assembly, as a basis, the experience of the United Nations with respect to the cost of sessions, commissions, committees, the Secretariat, the International Court of Justice, the Preparatory Commission, and the first part of the first session of the General Assembly, has been carefully reviewed.

Planning for the 1946 and 1947 budgets, to be submitted during the second part of the first session of the General Assembly, was begun in May of this year. The Departments were asked to submit estimates for 1946 on the basis of approved staffing plans and the consequent needs, so far as salaries, provident fund contributions, allowances, travel expenses, rentals, contractual services and supplies and equipment were concerned. The Department of Conference and General Services was also asked for estimates with respect to the cost of sessions, commissions and committees of the General Assembly and the Councils. The budget items were submitted to the Advisory Group of Experts for examination, as provided by the resolution of the General Assembly. The recommendations of the Advisory Group have been incorporated in the budgets submitted for the consideration of the General Assembly.

4. MACHINERY FOR THE CONTROL OF EXPENDITURES

The legal responsibility for control of expenditures has been vested by the resolutions of the General Assembly in the Secretary-General. He has issued rules vesting this responsibility in the Assistant Secretary-General for Administrative and Financial Services.

The Assistant Secretary-General performs the principal duties in the control of expenditures through his three Bureaux. He has the duty of seeing that careful estimates are prepared, of issuing allotments to the operating officials and of helping, through the preparation of regulations and practices and through assistance to the Departments on organizational and procedure problems, to ensure the performance of the functions of the Secretariat at minimum cost and maximum efficiency. He enforces the resolutions of the General Assembly, the rules and the allotments. If a proposed expenditure conflicts with any of these, the Assistant Secretary-General for Administrative and Financial Services may refer the question to the Secretary-General for decision. The Assistant

Secretary-General for Administrative and Financial Services is also responsible for the application of policies concerning salary scales and for the review and approval of all actions relating to personnel.

He has been careful to question any proposals involving high costs or unnecessary expenditure and to obviate unbusinesslike procedures, but has recognized, on the other hand, that economy should not become a fetish or be permitted to hinder the performance of programmes approved by the Assembly and the Councils.

5. FINANCING

(i) Funds

The United Nations financing utilizes three principal funds, as follows:

General Fund: The General Fund receives all revenues not specifically designated for other funds, and finances any activities not financed from other funds. The regular annual contributions of Members will be the chief source of income, and the annual budgets approved by the General Assembly will provide the authorization for expenditures.

Working Capital Fund: The Working Capital Fund now consists of sums advanced by and credited to the Member nations. When all nations have paid their proportionate shares of the total of advances already assessed, the capital of the Fund will be \$24,999,500 U. S. The Fund was created by a resolution of the General Assembly to provide adequate cash reserves prior to the receipt of contributions for the General Fund, both at the beginning of the financial operations in 1946 and as may be required from year to year hereafter as a result of delay in the receipt of contributions. Normal operations of this Fund consist of payments in the nature of loans to the General Fund only and repayments from the General Fund. Recommendations as to the future requirements for the Working Capital Fund are contained in the budgets for 1946 and 1947.

The status of advances to the Working Capital Fund by Members stood as hereunder as at 30 June 1946:

Advances to the Working Capital Fund as of 30 June 1946

<i>Country</i>	<i>Assessment \$ U. S.</i>	<i>Amount Paid \$ U. S.</i>	<i>Balance Due \$ U. S.</i>
Argentina	745,750	nil	745,750.00
Australia	718,750	718,750.00	nil
Belgium	332,250	332,250.00	nil
Bolivia	64,000	nil	64,000.00
Brazil	745,750	nil	745,750.00
Byelorussian S.S.R.	184,500	55,350.00	129,150.00
Canada	1,090,500	1,090,500.00	nil
Chile	248,500	10,272.21	238,227.79
China	1,600,000	800,000.00	800,000.00
Columbia	152,500	nil	152,500.00
Costa Rica	12,250	nil	12,250.00
Cuba	152,500	nil	152,500.00
Czechoslovakia	361,750	nil	361,750.00
Denmark	160,000	160,000.00	nil
Dominican Republic	12,250	nil	12,250.00
Ecuador	12,250	12,250.00	nil
Egypt	374,250	374,250.00	nil
El Salvador	12,250	nil	12,250.00
Ethiopia	64,000	64,000.00	nil
France	1,400,000	1,400,000.00	nil
Greece	98,500	98,500.00	nil
Guatemala	12,250	nil	12,250.00
Haiti	12,250	12,250.00	nil
Honduras	12,250	12,250.00	nil
India	1,097,750	1,097,750.00	nil
Iran	152,500	152,500.00	nil
Iraq	96,000	nil	96,000.00
Lebanon	12,250	nil	12,250.00
Liberia	12,250	12,250.00	nil
Luxembourg	12,250	12,250.00	nil
Mexico	403,750	nil	403,750.00
Netherlands	357,000	357,000.00	nil

<i>Country</i>	<i>Assessment</i> \$ U. S.	<i>Amount Paid</i> \$ U. S.	<i>Balance Due</i> \$ U. S.
New Zealand	248,500	248,500.00	nil
Nicaragua	12,250	nil	12,250.00
Norway	160,000	160,000.00	nil
Panama	12,250	12,250.00	nil
Paraguay	12,250	nil	12,250.00
Peru	152,500	152,000.00	500.00
Philippines	64,000	64,000.00	nil
Poland	307,750	nil	307,750.00
Saudi Arabia	73,750	73,000.00	750.00
Syria	49,250	nil	49,250.00
Union of South Africa	497,250	497,250.00	nil
Turkey	374,250	374,250.00	nil
Ukrainian SSR	307,750	92,325.00	215,425.00
USSR	1,723,000	516,900.00	1,206,100.00
United Kingdom	3,692,750	(1) 1,282,917.00	2,409,833.00
United States of America	6,153,500	500,000.00	5,653,500.00
Uruguay	125,500	nil	125,500.00
Venezuela	125,500	125,500.00	nil
Yugoslavia	184,500	184,500.00	nil
51 Nations	(2) \$24,999,500	\$11,055,764.21	\$13,943,735.79

SUMMARY

	\$ U. S.	\$ U. S.	<i>Balance Due</i> \$ U. S.
24 Nations paid in full	7,573,000	7,573,000.00	nil
9 Nations paid in part	14,136,250	3,482,764.21	10,653,485.79
18 Nations making no payments to date	3,290,250	nil	3,290,250.00
	\$24,999,500	\$11,055,764.21	\$13,943,735.79

The total payments represent 44.22 per cent of the total assessment.

Notes: (1) United Kingdom payment of \$982,917 was by credits in London for the Preparatory Commission, first General Assembly meetings, etc. In addition \$300,000 was received in New York.

(2) Individual advances, according to the allotments adopted by the General Assembly actually add to \$24,999,500, instead of \$25,000,000.

A more complete report on the status of Advances to the Working Capital Fund, to include monies received during the third quarter of 1946, will be available for the consideration of the General Assembly in September, 1946.

Staff Provident Fund: The Staff Provident Fund has been created for the benefit of members of the staff of the United Nations. Its receipts come from salary deductions, and from contributions in an equal amount from the United Nations budget. Upon the establishment of a Staff Retirement Fund, amounts to the credit of officials who are eligible for membership therein will be transferred to that Fund.

(ii) *Direct Contributions by Members*

Article 17 of the Charter provides that the expenses of the United Nations Organization "shall be borne by the Members as apportioned by the General Assembly." A Committee on Contributions has been appointed by the General Assembly whose principal duty is to advise the General Assembly as to the apportionment which, in general, is to be based on capacity to pay. The scale of payments will be revised no more frequently than once every three years unless there are definite changes in the respective abilities to pay. Other problems to be considered by the committee include: determination of amounts to be paid by new members; appeals made by Members for changes in assessment; action to be taken concerning Members which are in arrears in their contributions.

It is contemplated that sufficient funds to cover the budget for the period ending 31 December 1946 will be assessed against the Members soon after the meeting of the General Assembly in September, and that funds for the 1947 budget will be assessed at the same time and payable after 1 January 1947. Amounts collected from these assessments when they exceed the cash requirements for the current budget operations will be used as necessary to repay advances to the General Fund by the Working Capital Fund.

(iii) *Scope and Method of Audit of Accounts*

The audit of United Nations financial transactions includes three principal steps:

1. Pre-audit of claims
2. Audit by United Nations inspectors
3. Audit by external auditors

Pre-Audit of Claims: The pre-audit of claims is effected by financial rules which require (a) recording of obligations against allotments and (b) submission of billings, vouchers and other pertinent data for examination by the Comptroller before payment of claims is authorized.

Post Audit: A comprehensive Inspection Manual is being prepared. Inspectors of the Bureau of the Comptroller will audit transactions at headquarters and branch offices. This work will be of wider scope than the pre-audit, but will include review and test checking of the pre-audit.

The inspection staff will make a careful recheck of all expenditures made during the early months of the existence of the Organization, except the accounts of the Preparatory Commission which are being audited by a firm of chartered accountants.

Other matters to be considered as a part of the regular programme of the inspectors are the competence of the financial organization, propriety of procedures, adequacy of the system of internal check, looking for possibilities of fraud either internal or external, the enforcement of accountability for the assets of the organization, the accuracy of accounts and, generally, questions of administrative economy and efficiency.

External Audit: Under the terms of Regulation 20 of the Provisional Financial Regulations adopted by the General Assembly on 13 February 1946, the latter directed that auditors, who shall be persons not in the service of the United Nations, should be appointed in a manner to be determined by the General Assembly during the second part of its first session.

6. PERSONNEL, BUDGETARY, FINANCIAL AND ADMINISTRATIVE ARRANGEMENTS WITH SPECIALIZED AGENCIES

During the second session of the Economic and Social Council, draft agreements were negotiated with the International Labour Organization, the United Nations Educational, Scientific and Cultural Organization and the Food and Agriculture Organization. These agreements, which are submitted for consideration by the General Assembly, are discussed in another chapter of this report (see page 21), but special mention of the personnel, budgetary and financial provisions should be made here.

Recognizing the desirability of establishing close budgetary and financial relationships between the United Nations and each of these agencies, the Committee on Negotiations of the Economic and Social Council, with the assistance of the Secretariat, drafted provisions of general agreement concerning appropriate arrangements for the inclusion of the budgets of the specialized agencies within the general budget of the United Nations. In view of the numerous questions with respect to timing and procedure, the agreements specify that detailed arrangements shall be defined in supplementary agreements with each of the agencies. Pending the conclusion of such arrangements, the draft agreements provide that the specialized agencies shall consult with the United Nations during the preparation of their budgets; that they shall transmit their proposed budgets to the United Nations annually at the same time as such budgets are transmitted to their Members; and that the General Assembly shall examine these budgets or proposed budgets and make recommendations to the agencies on such matters as it deems necessary. These interim arrangements also provide that representatives of the specialized agencies shall be entitled to participate without vote in the deliberations of the General Assembly, or in committees thereof, in which their budgets are under consideration.

The interim arrangements with these three agencies also provide for studies to be undertaken concerning financial and fiscal questions of interest to the specialized agencies and the United Nations, with a view to the provision of common services; for the adoption of standard practices and forms recommended by the United Nations; and for the collection of contributions from those members of the specialized agencies which are also Members of the United Nations in accordance with detailed supplementary agreements. The draft agreements with these agencies each provides for the financing of substantial extra expenses resulting from requests of the United Nations for special reports or assistance, and for covering the costs of common administrative, technical, and fiscal services.

Members of the Secretariat concerned with administrative questions have already held informal consultations with persons from the specialized agencies charged with similar duties and there has been a useful interchange of information on policies and procedures.

7. MISCELLANEOUS FINANCIAL PROBLEMS

Insurance Against Third Party Risks: The General Assembly by a resolution of 13 February 1946 instructed the Secretary-General to ensure that the drivers of all official motor-cars of the United Nations, and all members of the staff who own or drive motor-cars, be properly insured against third party risks.

In accordance with this resolution, the United Nations is carrying a public liability covering bodily or personal injury to persons not in the employ of the United Nations, and damage to property caused by the operations of the United Nations in the United States of America, including bodily or personal injury or property damage caused by the ownership or operation of automobiles.

Consideration is being given to a policy of self insurance, but the effective date of such a policy in any event would need to be deferred until the necessary financial reserves and the administrative procedure can be established.

Taxation Reimbursement Problems: Pending the necessary action being taken by the Members to exempt from national taxation salaries and allowances paid out of the budget of the United Nations, the Secretary-General was authorized by the General Assembly, on 13 February 1946, to reimburse staff members who are required to pay taxation on salaries and wages received from the United Nations.

The application of this directive has given rise to considerable difficulties which are being set out, together with proposals concerning methods by which they may be overcome, in a separate report to the General Assembly.

C. MANUALS AND INTERNAL CIRCULARS

Instructions and directives to members of the staff and information regarding policies or procedures of general interest have been issued in a series of internal circulars known as Secretary-General's Bulletins. Information of a special or more pressing nature has been communicated to the staff by means of Information Circulars.

This provisional system is now being modified.

To facilitate the administrative work of the operating departments of the Secretariat, the Bureau of Administrative Management is publishing a Manual of Procedures. This Manual, in loose-leaf, revisable form, sets forth, in considerable detail, basic policies, procedures and instructions relating to personnel, finance, general services and administration. It will incorporate all previously issued and current instructions, policies and procedures, and will give an over-all view of the purpose, status, functions and organization of the Secretariat. It will be kept up to date by a simplified system of Administrative issuances which will replace the existing Secretary-General's Bulletin series and individual administrative instructions.

A Handbook for the guidance of members of delegations is also being published.

CHAPTER X

CONFERENCE AND GENERAL SERVICES

The organization of the Department of Conference and General Services had of necessity to be planned and adapted simultaneously with its actual working. The primary decision of the Security Council to meet in New York on 21 March 1946, was made before the Department itself had come into being and, in order to implement the decision, an advance party was sent to New York to make the necessary arrangements as an emergency operation and independently of any preconceived formal organization. Thus, by the time the Assistant Secretary-General arrived in New York on 11 March, the greater part of the material arrangements for this first meeting of the Council had already been made, to a large extent through the services of staff which, having mainly to deal with local problems, had been recruited locally in New York or loaned to the Organization by the United States Government.

This manner of development outlined with particular clarity the division within the Department of the two types of service for which it was responsible. On the one hand, there was the work of supervision and management of buildings, construction, maintenance, etc., of the procurement of supplies, of obtaining both living and office space for the Secretariat and delegations, of arranging travel and local transport facilities, etc.; while on the other, there were the services through which the organs of the United Nations are enabled to perform their work and which would retain constant form irrespective of their physical location. So the Department was divided in its organizational plan into two bureaux: the Bureau of Technical Services and the Bureau of General Services, each of them directly responsible to the Assistant Secretary-General.

A. BUREAU OF GENERAL SERVICES

The Divisions of this Bureau were in the first place developed from those established by the Secretary-General's representatives for the initial installation of the United Nations headquarters at Hunter College. (See Chapter VII, page 40) They are:

1. BUILDINGS MANAGEMENT

This Division is responsible for the maintenance and custody of grounds and buildings at Hunter College and supervises the allocation of office space. For its custodial work, it has had the assistance of a detachment of approximately eighty United States Marines detailed for this duty by the United States Government. This detachment has been of the greatest value to the Organization, particularly in view of the absence of an adequately trained staff of its own. Arrangements have been completed to retain the Marines through the month of September, provided housing accommodation for them can be secured in the vicinity of Lake Success. The Division is also responsible for the tenancy and maintenance of the space at 610 Fifth Avenue, New York, to which title was taken from 1 May, and of that in the RKO Building previously loaned to the United Nations by the United States Treasury, to which title has been secured from 1 July. A sound and recording section previously integrated with the Presentation Service (see below) was put under the administrative control of this Division. It is responsible for all sound engineering operations in Council chambers, committee rooms, etc.

Finally, it has been given the task of arranging the conversion of that portion of the Sperry Gyroscope Plant at Lake Success which has been chosen as the temporary site of the United Nations and of co-operating with the City of New York in the adaptation of the City Building at Flushing for the General Assembly. In spite of the difficulties referred to in Chapter VII and of the severe limitation of time imposed upon it, this Division has been able to accomplish its task.

2. PROCUREMENT AND SUPPLY

After the urgent requirements of the meeting of the Security Council had been met, this Division was instructed to standardize procedures, design forms for requisitions, purchase orders, etc., and institute a formal procedure for bidding, in order to ensure that the United Nations should get the best available equipment and supplies at the lowest prices. It resolved the urgent needs for office equipment by obtaining it from many departments of the United States Government. United States Public Law 384 enables the United Nations to purchase surplus equipment from all United States Government agencies and departments which have it available. Full advantage has been taken of this law. In addition, non-expendable equipment acquired from the United States Government is

held on memorandum receipt to be returned when sufficient supplies from other sources have been obtained. The equipment which is returned will have been furnished at no expense to the United Nations other than the cost of transportation. Contracts have been negotiated with the United States Government printing office for paper, ensuring a reduction of costs of fifty per cent.

3. TRAVEL AND TRANSPORT

This Section is responsible for the travel arrangements of United Nations officials and members of delegations, for securing accommodation for them in New York, for handling personal and official baggage and for providing local transport. From its initial operation of the reception and installation of the staff required for the Security Council, and of the Security Council delegations, it has expanded its activities sufficiently to provide the same facilities for all other meetings held in New York and to make advance arrangements for the reception of delegations to the General Assembly. It has throughout maintained constant contact with airlines and steamship companies and with the Hotel Association of New York City, and has by this means overcome the current congestion both of transportation and of accommodation. Arrangements have also been made with customs offices in New York and on the Canadian border for baggage to be cleared without the usual formalities.

In addition to the three divisions described above, which were in a manner of speaking essential products of the move to New York, certain functions were placed under the Director of the Bureau of General Services which had already been in existence in London, though in a different organizational pattern.

4. CONFERENCE CO-ORDINATION

This Division was created to ensure, as its name implies, the co-ordination of all meetings and conferences held under the auspices of the United Nations, both in relation to each other and in relation to meetings held by specialized agencies and by Member governments acting independently of the Organization. This broad responsibility was assigned to the Division at a comparatively late stage of the development of the Department and, at the time of reporting, is about to be practically assumed.

The Division has also taken charge of the functions of the Order of the Day Office, which supervises the provision of the detailed requirements of conferences held at headquarters, and is responsible for the allotment of space and for the notification to the appropriate divisions of the requirements for technical and custodial staff. Furthermore, the Division has been charged with the supervision of the preparations for the General Assembly being made at the City Building at Flushing.

5. CABLE AND REGISTRY

All communication services had been placed, both in London and during the early weeks in New York, under the charge of the Chief of the Documents Division. The greatly increased volume of traffic, however, dictated their establishment as a separate service, and the managerial delineation between the two types of service referred to above indicated the suitability of placing this new service under the Bureau of General Services. Therefore, messenger, registry, postal and cable branches of the Secretariat were integrated under this Bureau. An extensive messenger service had to be provided to solve the difficulty inherent in the distance between the offices in downtown Manhattan and in Hunter College. It was unfortunately found impossible to have messengers deliver documents direct to delegation offices because these latter were, in most cases, in public hotels, and it was thought inadvisable to leave documents at hotel desks. It was therefore necessary to arrange for delegations to collect documents from one of the downtown offices. The operation of this service was extended until midnight.

Special cable rates equivalent to "government half-rates" were negotiated with all companies for United Nations traffic to most destinations. In addition, a direct teleprinter circuit was opened between Hunter College and the temporary London Office.

Owing to the move from London and the impossibility of transferring all the files at once, the organization of the Central Registry presented an awkward problem, as it had moreover to be achieved against the continuous accumulation of material. In addition to the nucleus staff transferred from London, an experienced official of the League of Nations Secretariat was obtained on loan to assist in organizing this service.

B. BUREAU OF TECHNICAL SERVICES

In contrast to the Bureau of General Services, the greater part of the Divisions in the Bureau of Technical Services had existed and operated in London and could be incorporated with a minimum of administrative adaptation. It suffered, however, from one severe disability: in order to provide service for meetings due to be held in Europe, it was necessary to leave a part of the technical staff there, thereby reducing its strength in New York. This cleavage was unavoidable, but, especially in the case of the Languages Division, it detracted considerably from the speed and volume of work and therefore from the efficiency of the Bureau as a whole.

1. LANGUAGES

The nucleus of the Languages Division consisted of a small number of experienced interpreters, translators and verbatim reporters, which had been gathered with the help of certain governments and, in particular, of the United States and French Governments, for the service of the Preparatory Commission. The staff of the Division has necessarily remained small. Recruitment of the highly skilled technicians who alone can cope with the kind of work required for the United Nations is difficult and insoluble by improvisation. The unstable conditions prevalent in the first few months of the New York establishment made it almost impossible to organize recruiting on the basis of public examinations in the countries where the languages required are commonly spoken, although one such examination has already been carried out in Paris, and others are planned elsewhere.

The scarcity of staff and the fact that pressure upon it, both from current work and past commitments, has been unrelenting, have resulted in frequent bottlenecks. The elimination of these bottlenecks can in turn only be effected by new recruitment, and all possible steps are being taken to effect this.

It is also hoped that the intended co-ordination of conferences will result in a greater degree of co-operation between the United Nations, the specialized agencies and individual governments, and that the burden upon the Division's resources may be more evenly distributed.

The Languages Division now includes an Interpreters Section, five Translation Sections for the five official languages, and stenographers and typists able to work in the various languages used. An interesting feature of the Division is the linguistic research section now in course of formation. This section will help the Translation Sections and the whole Secretariat where linguistic research is involved and will endeavour to standardize United Nations' terminology. It is proposed, moreover, that it should prepare and publish technical glossaries in the five official languages and organize courses in those languages as soon as its own resources will allow.

The section of verbatim reporters has been transferred from this Division to the Editorial Division.

2. EDITORIAL

This Division has carried on the functions which it performed in London of editing and preparing for the printer the *Journals* and Official Records of the various organs and all other reports and documents destined for publication. It is intended that in due course it should also edit all final documents for internal distribution, and it has already resumed the preparation of the Handbook which proved so useful in London.

However, the volume of editorial work remaining from the London session of the General Assembly and the numerous and lengthy meetings of other organs which have since taken place has been disproportionate to the present small resources. Nor could the staff quickly expand owing to the special language and drafting qualifications demanded of its members. The shortage of translators referred to in the section above has also impeded the work of the Division, as has the fact that printers in New York were unfamiliar with certain technical requirements involved in the publication of United Nations material in more than one language. Moreover, it has been impossible to draft any of the official records in Russian, Spanish or Chinese, as editors in these languages have not yet been found. Nevertheless, although there are at present substantial arrears to be made good in the preparation and printing of official records, the Division has maintained a high volume of output, and the delays in its work have been caused chiefly by the extraneous difficulties referred to above.

3. DOCUMENTS

The Documents Service, which was taken over by the United Nations from the Preparatory Commission, had to be modified to some extent in the same way as the other services, to serve conferences to be held in Europe during the spring and summer of 1946. It comprised a Control Unit, an Index Unit, a Reproduction Section and a Distribution Section. The Cable, Messenger and

Registry Services which it originally included were, as has already been mentioned, reorganized as a separate service, and the Library, which had been its responsibility in London, was also established by itself. On the other hand, owing to delay in obtaining key staff for the Division of Printing and Sales, the Documents Service has included the functions of this Division.

The Service has had to deal with great variations in the load of work imposed upon it at different times, but, in spite of the absence of certain officers in Europe, it has in general been able to meet even the peak demands.

The immediate printing needs of the Organization have also been met, although arrangements are by no means satisfactory. The sale of documents to the public in the American continent has been arranged by the appointment of the International Documents Service of the Columbia University Press as publications agent until 30 September 1946. For distribution and sales in the sterling area His Majesty's Stationery Office in London has been similarly appointed, and negotiations are in progress for the appointment of agents in other areas, which, it is hoped, will be concluded by early autumn.

4. LIBRARY

The temporary nature of the Hunter College installation made it inadvisable to assemble a large collection of books there, only to move it to Lake Success in August, and purchases of books have been held to a bare minimum of essential reference works. To meet demands for other types of books, arrangements have been made with libraries in the New York area having collections in fields of special interest to the United Nations. A number of university, institutional and public libraries have offered their general assistance and have been particularly helpful. Arrangements have been made to exchange publications with the Royal Institute of International Law, the Canadian Institute of International Law, the Carnegie Endowment, the World Peace Foundation, the Provisional International Civil Aviation Organization and the United Nations Relief and Rehabilitation Administration. A map section was organized in this Division as an outgrowth of the Presentation Service, and plans are being made to request Members of the United Nations to contribute towards building a world cartographic centre. The advice and co-operation of the United States Department of State have already been obtained.

5. PRESENTATION SERVICE

Formed in the early stages of the Organization's establishment in New York to perform a number of specialized technical functions, this Service has been made responsible for the planning, designing and execution of all kinds of visual presentation required by the organs of the United Nations and the departments of the Secretariat, for purposes other than that of public information. In consultation with departmental representatives, it compiles statistical, organizational and procedural charts and special-purpose maps used in the preparation of reports and other documents. It also provides a temporary technical service for the Headquarters Commission and assists the Library Service in the creation of a cartographic library. A sound and recording section in charge of the sound engineering operation of the Council chambers, which originally formed part of this service, was separated from it and transferred to the Buildings Management Division, while the photographic section was transferred from it to the Department of Public Information.

C. OVERSEAS OFFICES

The Department of Conference and General Services is also responsible for offices abroad. For the time being, there is only one such office, namely, the temporary London Office. But as from 1 August, buildings in Geneva, which will be taken over from the League of Nations, will in many respects have to be treated as a branch office. Already, the Secretary-General is represented in those buildings by an official with the rank of Director, assisted by a small staff, which for the time being is dealing with problems arising out of the transfer of League assets and functions, and in the near future will also be responsible for the administration and maintenance of the buildings, including the Library. When, at a later date, it has been decided to what use the Geneva buildings will be put, they will undoubtedly represent a major administrative problem. Moreover, the Department of Public Information is establishing branch offices abroad, the administration and maintenance of which will fall within the competence of the Department of Conference and General Services. For all these reasons, it has been decided to create within this Department a special Division for Overseas Offices, which will centralize all administrative questions regarding these offices, as well as problems arising out of their maintenance.