

UNITED



NATIONS

**ANNUAL REPORT OF
THE SECRETARY-GENERAL
ON THE
WORK OF THE ORGANIZATION
1 JULY 1948 - 30 JUNE 1949**

GENERAL ASSEMBLY
OFFICIAL RECORDS : FOURTH SESSION
SUPPLEMENT No. 1 (A/930)

LAKE SUCCESS, NEW YORK, 1949

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Introduction

The year between 1 July 1948 and 30 June 1949 covered in this, my fourth annual report on the work of the United Nations, has been, on the whole, a year of progress towards a more peaceful world.

It is true that the world has had its full share of crises and alarms. The rival claims in an ideological conflict have been pressed as though they were the only issue of our times, while the great Powers have continued their efforts to strengthen their relative positions before the situation is brought nearer to stability by the conclusion of peace treaties. Although overshadowed by the great Power differences, movements of national independence and social upheavals in many parts of the world have unavoidably contributed to international tensions. These conditions, which have persisted since the war ended, continue to cause widespread anxiety among the peoples of the world as to the prospects for world peace and the ability of the United Nations to prevent a third world war.

Because of the great Power differences, no progress has been made during the year towards providing the Security Council with armed forces to enable it to take enforcement action, and there has been little progress towards agreement on the control of atomic energy, of other weapons of mass destruction, and of conventional armaments.

PROGRESS TOWARDS A MORE PEACEFUL WORLD

Nevertheless, the fear of war has decreased since my last report was made. The breaking of the Berlin deadlock has been a main factor in achieving this result. The world has cause to be thankful for the constructive statesmanship of the great Powers that made possible the agreement reached by the United Nations representatives at Headquarters after several months of United Nations efforts at conciliation. This agreement has resulted in a promising renewal of negotiations on Germany and Austria.

United Nations action in other parts of the world has also contributed to the progress made towards a more peaceful world by either preventing or ending wars involving 500 million people. This action—in Palestine, in Kashmir

and in Indonesia—did not involve the use of military or police force; indeed the Security Council has no such force at its disposal. The only force used by the United Nations has been its moral force and its power of persuasion towards reasonable compromise and peaceful settlement. In each case setbacks have been experienced from time to time, but the influence of the United Nations through the processes of mediation and conciliation has always reasserted itself and has, thus far, prevailed.

It is noteworthy that in the cases mentioned above, involving almost one quarter of the total population of the world, the Security Council has operated with considerable success under its rule of unanimity in the most critical period of great Power tension. I do not mean to suggest that there have been no difficulties over the application of the unanimity rule. Nevertheless, so much has been said about the alleged paralysis of the Security Council and the consequent inability of the United Nations to prevent war that attention should be called to the record of the Security Council in these and in some other disputes.

It is true that the conflicts in Palestine, Kashmir and Indonesia are in some ways peripheral to the differences over a European settlement which have almost monopolized the world's attention. But though they may be peripheral to the European conflict, they certainly are not peripheral to the welfare of the human race or to world peace.

The establishment of the State of Israel in Palestine without a major war is one of the epic events of history, coming, as it does, at the end not merely of thirty years, but of 2,000 years of accumulated sorrows, bitterness and conflict. For Christian, Jew and Moslem alike Palestine symbolizes historic forces beside which the present ideological conflict appears to be a transitory phenomenon.

When India and Pakistan agreed to a United Nations cease-fire in the State of Kashmir, the 400,000,000 people of these two great countries, both newly independent, were spared the worst of all disasters—religious and communal warfare. In Indonesia, the United Nations has played

a decisive part in efforts to secure a peaceful settlement of the conflict between the Netherlands and Indonesia, and a peaceful transition to national independence of 70,000,000 Indonesians. More people live in these countries than in the whole of Europe, the continent on which such concentrated attention has been directed since the war ended.

THE UNITED NATIONS A POWERFUL INFLUENCE FOR CONCILIATION AND MEDIATION

In these disputes, as in the great Power conflict itself, the United Nations has demonstrated that it can exert powerful influences for conciliation and mediation. Nothing better illustrates this than a comparison of the relationships between the great Powers before and after the Berlin dispute was brought to the United Nations as being a threat to the peace.

When three of the great Powers brought the Berlin question to the Security Council last September in a complaint against a fourth many people feared that this crisis would break up the United Nations and even lead to a new world war.

Neither of these things happened. Instead, moderating and conciliating forces were set in motion immediately. The non-permanent members of the Security Council, under the leadership of its President, sought to bring about great Power agreement on a solution of the deadlock. The General Assembly adopted a resolution calling upon the great Powers to renew their efforts to compose their differences, and the President of the General Assembly and the Secretary-General appealed to the great Powers under this resolution to seek once again to reach agreement on the Berlin question. A committee of currency experts of the non-permanent members, appointed by the President of the Security Council, in which a representative of the Secretary-General participated, then sought to break the deadlock by means of a plan for a single currency for Berlin.

None of these efforts brought immediate results, but their effect was greatly to moderate the tension, reduce the danger of war, and gain time for other factors tending to a settlement to make themselves felt. In the end, the result was the resumption of great Power negotiations on the peace treaties after seventeen months of complete stalemate during which the Council of Foreign Ministers did not meet.

It is important that we should not miss opportunities for further progress towards peace in the months ahead because of any misunderstanding of the role of the United Nations in the prevention of war or in the face of "East-West"

differences. Such misunderstanding, coupled with over-emphasis on immediate as against long-range considerations, could lead to a succession of acts, or of failures to act, that would end by relegating the United Nations to a second-class role in world affairs. I do not refer here to regional or bilateral pacts or alliances as such, the effect of which depends upon the spirit in which they are concluded and the spirit in which they are carried out. What I have in mind is, rather, a false conception of the role of the United Nations—a conception which, however it may manifest itself, will have the result of weakening the United Nations. Failures to live up to the obligations of the Charter or to use the machinery of the United Nations fall in this category; genuine efforts to carry out the Charter and to make full use of the machinery it provides can but strengthen the Organization.

It is important to recall once more the basic premises of San Francisco. At San Francisco the founders of the United Nations agreed that peace could be maintained only by a universal organization founded on a universally accepted Charter. They rejected the idea that anything less would do. They therefore laid the foundations of the United Nations in such a way as to include within it all the major forces at work in all parts of the world, not just in one part or another.

Contrary to misconceptions that have arisen since, it was never contemplated at San Francisco that the United Nations would or could abolish differences of interest and ideology such as we see in the world today. It was not believed that the great Powers would always act in unity and brotherhood together. What the founders of the United Nations did believe was that the United Nations would make it possible to keep disputes between both great and small Powers within peaceful bounds, and that without the United Nations this could not be done. Finally, they rejected the idea of an irreconcilable conflict that could be settled only on the field of battle, and proclaimed on the contrary the principle that all conflicts, no matter how fundamental, should and could be settled by peaceful means.

The record of the United Nations during the past twelve months has clearly confirmed the wisdom of the San Francisco concept, rather than cast doubt upon it.

The United Nations has not been able to resolve great Power differences, but the conflict has been kept within peaceful bounds and the way prepared for further progress toward a settlement.

THE LEADERSHIP OF THE UNITED NATIONS

In the meantime the work of the United Nations has gone right ahead; it has stopped wars

in different parts of the world; it has developed international co-operation in almost every field of human activity on a scale never before attempted.

The United Nations has been called upon to act in most of the troubled areas of the world. Besides the participation of the Organization in the problems of Berlin, Palestine, Kashmir and Indonesia, there is a United Nations Special Committee on duty in the Balkans, and a United Nations Commission on duty in Korea. Because the great Powers failed to settle the future of the Italian colonies, the United Nations has been called upon to decide the matter.

The United Nations has proclaimed the first Universal Declaration of Human Rights in history; the history-making Convention on the Prevention and Punishment of the Crime of Genocide has been approved unanimously and Member States have been asked to sign and ratify it.

Through the machinery provided by the Charter, and in particular through the International Trusteeship System, the United Nations is assisting the progress of dependent peoples towards self-government or independence.

The foundations of a world rule of law are being built by the decisions and advisory opinions of the International Court of Justice, by the work of the International Law Commission and by the recommendations and conventions adopted by the General Assembly.

In spite of all political and ideological differences, the United Nations is developing an economic and social programme aimed at raising the standards of living of the less-developed countries of the world and at increasing the sense of responsibility of the community of nations for the welfare of each of its members.

Through United Nations procedures of regional economic co-operation, effective assistance is being given to the countries of Europe, of Latin America, of Asia and the Far East towards the reconstruction and development of their economies.

Through the planning and execution of comprehensive programmes, both in the economic and in the social fields, the providing of fellowships, the sending of missions and advisers, the organization of regional seminars, the United Nations has begun to make an effective contribution to placing the knowledge of the more advanced nations at the disposal of the less advanced.

One of the most heartening events of the year was the impetus resulting from the initiative taken by the United States of America for an expanded programme of technical assistance for the economic development of the under-developed areas of the world, to be carried out wher-

ever possible through the United Nations and the specialized agencies. At the request of the Economic and Social Council I prepared a report on this matter in consultation with the heads of the specialized agencies. I hope that the expanded programme of assistance that is proposed in that report will be carried out, and I believe that active support by the Members of the United Nations for such a programme can greatly assist the peaceful transition to a more prosperous world order.

Wherever acute sufferings have resulted from international developments, the United Nations has endeavoured to bring speedy relief through all the means at its disposal, particularly to those unable to rely for assistance and support on any single national community, such as the refugees and displaced persons in Europe, in Palestine and in the Far East.

Although the economic and social work of the United Nations and the specialized agencies is in its initial stages, millions of people in all parts of the world are already better off than they were before, because of the work done on problems of labour, health, nutrition, agriculture, education, refugees, child welfare, economic development and stability, finance and trade, control of narcotic drugs, and on many other related questions by the specialized agencies and commissions of the United Nations.

Without the United Nations, most of these activities could not have been undertaken, nor could the benefits from them be realized. Few of them have been seriously impeded, still less paralysed, by the conflict between the great Powers. Finally, the tensions and other ill effects of that conflict have been greatly alleviated by many of these United Nations activities.

THE PROBLEM OF UNANIMITY OF THE GREAT POWERS

It is in connexion with the problems of implementing Article 43 of the Charter, of controlling atomic energy and other weapons of mass destruction, and of regulating and reducing other armaments, that great Power differences have blocked any substantial progress. It is precisely here that unanimity of the great Powers is essential. This unanimity would be just as necessary if there were no power of veto in the Security Council. There is no solution for such problems except by agreement among all the great Powers.

I think we must now recognize that in the past a somewhat misleading emphasis has sometimes been placed on the enforcement functions of the Security Council. These functions are important, and it is a great disappointment that Article 43, which provides for the placing of

armed forces at the disposal of the Security Council, has not yet been put into effect. So long as this Charter obligation remains unfulfilled the authority of the United Nations cannot be as great as it should be.

Nevertheless, it should be recognized that the experience of the past year has demonstrated that the primary instruments in the preservation of peace are those of peaceful settlement. In the words of the Charter these are "negotiation, inquiry, mediation, conciliation, compromise, arbitration, judicial settlement, resort to regional agencies or arrangements". In the use of such instruments the United Nations has already achieved substantial success.

In so far as the great Powers are concerned, these instruments of peaceful settlement are the only ones that the Security Council can, in practice, employ. The unanimity rule applies to all decisions for enforcement action and even if there were no such rule, the situation would not be changed in substance. Enforcement action against a great Power would not be police action, it would be war—in fact a new world war.

A new world war, conducted with the means now available, would bring the world only to destruction. No one system or ideology could prevail afterwards, because there would be neither victors nor vanquished. There would be complete chaos.

To prevent a new world war from breaking out is the main reason for the existence of the United Nations.

It is important for the peoples of the world to face these facts and to understand that it is impossible to obtain lasting security from war by any arrangement that leaves out any of the great Powers. While regional security arrangements may sometimes redress the balance of power in the world, collective security can be achieved only by working out means by which all the great Powers may live peacefully together under the Charter, however long this process may take.

The events of the past four years and the existence of great Power differences make the United Nations more essential, rather than less so. The only way of resolving these differences peacefully is by making the United Nations work effectively within the full range of its Charter responsibilities.

Other developments of our times are adding to the importance of the United Nations with each year that passes. Two developments to which I wish particularly to refer are the rise of many peoples in Asia and Africa from a position of dependency towards one of equality, and the growing strength of the movement to extend the

observance of human rights everywhere in the world.

If the importance of these developments were correctly assessed, I believe that the world would find it possible to approach the present "East-West" difficulties with less hysteria, for they would be more easily seen in their true perspective. I believe that the rise of dependent peoples and the human rights movement will, in the long run, have far more significance and give rise to greater events in the second half of the twentieth century than will the present ideological struggle.

THE RISE OF DEPENDENT PEOPLES

India, Pakistan, Burma and Ceylon, all formerly dependent parts of the British Empire, have achieved independence by pacific transition since the United Nations was founded, due mainly to the high degree of statesmanship exercised by the Governments of those countries and of the United Kingdom. In my report last year I noted the striking increase in the independent representation of the nations of Asia and Africa in the United Nations since the San Francisco Conference. Israel has now become the fifty-ninth Member of the Organization. The application of four more countries of Asia—the Mongolian People's Republic, Ceylon, Nepal and Korea—are pending. Indonesia may be expected to apply after existing difficulties there are settled. The debate in the General Assembly on the Italian colonies revealed that the majority of the Members expect to welcome Libya as an independent Member in a few years, and Somaliland perhaps somewhat later. We can be certain that, in time, other countries in Asia and Africa will become Members. There should be others, for over half the people of the world live on these continents.

The days of dependency or inferior status are fast coming to an end in Asia. Its peoples are the inheritors of some of the world's greatest cultures; they are building their own new worlds on the foundations of the old. Their influence in the affairs of the United Nations is growing. Given time, and the necessary development of their economic resources, their influence will be more nearly commensurate with their population than it is today. The idea that all this vast diversity of ancient peoples stirring to new life and power could ever become the mere reflection of any form of society in other parts of the world is unrealistic.

In Africa the movement forward is slower. There the International Trusteeship System can play an especially important role, and the beneficial effect of United Nations' supervision of the administration of the Trust Territories will be felt throughout the much wider area of the

Non-Self-Governing Territories. The effects of the Trusteeship System will certainly give new impetus to the economic, social and educational advancement of the peoples of these Territories and to their progress towards self-government or independence.

THE HUMAN RIGHTS MOVEMENT

In the struggle to extend the observance of human rights in the world the past year has seen one of the most potentially significant developments of history in the proclamation by the General Assembly of the Universal Declaration of Human Rights. This is the first time that such a Declaration has been written for the whole world.

It is true that this Declaration is not a law, but neither have been many of the most influential documents of history. The United States' Declaration of Independence, and France's Declaration of the Rights of Man were not laws when they were proclaimed.

Nevertheless, the Universal Declaration of Human Rights has behind it the force of public opinion, and public opinion is at the source of all law whether it be national or international. The Declaration sets a standard for Governments to live up to. Its power for good is incalculable wherever people are deprived of freedom because of their beliefs, wherever there is discrimination because of the colour of a man's skin or for any other reason, wherever people do not have a fair opportunity to enjoy a decent living standard, education for their children and security in times of illness, accident and old age.

The Declaration, furthermore, is only the first, although the most important, of the steps being taken by the United Nations to extend respect for human rights more widely in the world.

The essential role of the United Nations in these great developments is now becoming more clearly defined.

On the one hand, the United Nations is assisting the movements towards greater equality of opportunity between the peoples of Asia and Africa and the peoples of the Western world, and between the more highly developed countries and those which are less developed. It is also giving a powerful impetus to winning human rights for all peoples, wherever they live. On the other hand, the United Nations is making it possible for these fundamental changes to be carried out with far less violence than would otherwise be the case. Wherever the United Nations intervenes, it intervenes to promote peaceful development, and all its influence is exerted towards moderating the intensity of the conflicts involved and conciliating opposing views.

EVOLUTION OF THE GENERAL ASSEMBLY AS A FORCE FOR PEACE

There has been another development in the evolution of the United Nations in its formative years which I regard as an important reason for the growing strength of the United Nations. This is the evolution of the General Assembly into one of the strongest forces for peace that the world has ever seen.

There are three main causes for this evolution.

First, because all nations are represented equally, and because many of the small nations have from the first spoken with great independence, the General Assembly has tended to act as a conciliating and moderating influence on the conflicts of the great Powers.

Second, because the attention of the world is focused on the General Assembly as on no other international body, its sessions have become the supreme testing ground of the policies of Member nations. There, as nowhere else, those policies are subjected to the searching scrutiny and judgment of world public opinion. Evidence is already accumulating that when national policies do not pass this test for justice and fair-dealing, they will have to be modified or changed, if not immediately, then in the long run.

Third, the General Assembly has demonstrated that it can apply the powers granted it by the Charter for conciliation and peaceful adjustment as a powerful complement to the work of the Security Council in the prevention of war.

I do not subscribe to criticisms of the General Assembly as a powerless debating society or as a propaganda forum. Most of the Assembly's recommendations are helping to build the foundations of world law and to prevent war. Whenever a Government uses the rostrum of the Assembly for propaganda purposes, that Government is submitting itself to the judgment of mankind. Nevertheless, I agree that the procedures of the General Assembly can be improved and that a great deal of time can be saved, mainly by the exercise of self-restraint on the part of the members in debate.

We can be certain that the degree of security against war that is attained in the world will be in proportion to the support that is given to the United Nations by the Member Governments. In so far as they relegate the United Nations to an auxiliary role, the danger of war will be increased. In so far as they make the United Nations the corner-stone of their foreign policies and support both by word and action the supremacy of the Charter and the universality of the Organization, security against war will be strengthened.

STRENGTHENING THE UNITED NATIONS

The Member Governments can reduce the danger of war by so acting as to strengthen and to use the United Nations in a number of ways in the months ahead. In this connexion I have certain suggestions which I offer for their consideration.

Great Power Relations

The United Nations cannot force a settlement of the present conflict between the great Powers, but it has already demonstrated that it can help to conciliate the conflict, moderate it and keep it within peaceful bounds. It is essential for the great Powers to keep in contact, to talk things over, and seriously to negotiate with one another. To refuse such consultations as futile is to deny the whole concept of the United Nations. Now that the Western Powers and the Union of Soviet Socialist Republics have resumed discussions in the Council of Foreign Ministers and have expressed their intention of continuing them at the time of the coming session of the General Assembly, I hope that they will not again break off their efforts to settle their differences.

Sooner or later there must be peace settlements for Germany, Austria and Japan. There must be agreement on the provision of armed forces to the Security Council, on the control of atomic energy and other weapons of mass destruction and of conventional armaments. It is necessary to keep on trying for progress in these directions, no matter how discouraging the prospect may appear to be at any particular moment or how many years it may take to complete the task.

I hope that the practice of consultation between the great Powers will become the rule and not the exception in those matters that come before the United Nations, and especially before the Security Council, as well as in matters outside the Organization. The good offices of the Secretary-General are always available to facilitate such consultations.

United Nations Field Service

With a view to strengthening the work of mediation and conciliation I suggested to the last session of the General Assembly the establishment of a United Nations Guard. This Guard would have no military duties but would assist United Nations missions on their peaceful errands to the world's troubled areas. In the light of suggestions made by Member Governments I have modified that proposal. I have now suggested to the Special Committee established by the General Assembly to examine this matter the establishment of a uniformed United Nations

Field Service of three hundred men, who would be seconded or otherwise made available, on a basis of geographical distribution, from the services of Member Governments for a period of from one to three years for protective and technical duties both at Headquarters and in the field. I have also suggested the creation of a Panel of two thousand men who could be called upon for truce observation and plebiscite duties by the competent United Nations organs as the need arises. None of the men in the Field Service would carry arms, except side-arms for self-protection when this was deemed necessary. Under the revised plan the cost to the Organization would be kept to a minimum, while the advantages of the original proposal would be retained. The Secretariat, which has been steadily improving its efficiency, thus would be given the means that it needs to meet its increasing responsibilities, and the power and prestige of the United Nations in the peaceful settlement of disputes would be strengthened.

Italian colonies

The General Assembly at its third regular session did not reach an agreement on the disposition of the former Italian colonies. The question will come before the fourth regular session of the General Assembly this autumn.

The debate on this question at the second part of the third session was significant in several ways. It reflected the growing influence of the nations of Asia and Africa. Those nations played a decisive part in preventing the adoption of a compromise proposal which they felt was unsatisfactory to a majority of the inhabitants of the territories concerned. The debate also brought forth considerable support for the concept of a direct United Nations trusteeship, a proposal originally suggested by the United States Government at the first London meeting of the Council of Foreign Ministers.

I recognize the political and practical difficulties involved in a direct United Nations trusteeship for the territories during the relatively brief period that may precede their independence. Nevertheless, I believe that statesmanship on the part of the Governments could lead to such a solution of the problem, and that the political difficulties could be dealt with if the practical difficulties could be overcome. The best solution, in my opinion, would be a direct United Nations trusteeship with an administrator responsible solely to the Trusteeship Council. It is, of course, for the Member Governments to decide, but I feel sure that such a bold forward step would help the peoples of the territories concerned to follow the peaceful path towards self-govern-

ment or independence, and that it would strengthen the confidence of dependent peoples all over the world in the United Nations and in the Member Governments who would have made such a solution possible.

Peace and economic development for the Near East

The Near East presents a challenging opportunity to the United Nations to combine political and economic action in the cause of lasting peace.

An armistice has been achieved in Palestine, and the terms of a peaceful settlement are being negotiated. Nine hundred thousand Arabs are receiving assistance from the United Nations; many of them must be resettled or repatriated. The new State of Israel has yet to establish its economic viability. Both Israel and the Arab States need a substantial, co-ordinated effort in economic development to raise their living standards.

I believe that this area should be given high priority in the proposed United Nations programme of technical assistance for under-developed countries. This would make it possible for comprehensive plans to be worked out for regional economic development on a large scale in the whole area; these plans might include river valley developments, such as the Tennessee Valley Authority in the United States, in respect of the valleys of the Tigris, the Euphrates and the Jordan, and of the further development of the valley of the Nile. The first step is technical assistance, the next is financial investment. By carrying out both steps through the United Nations the burdens as well as the benefits can be shared equitably among participating countries.

Whatever is done in the Near East should not, of course, impede or delay similar programmes for technical assistance and economic development in other parts of Asia and Africa and in Latin America.

Action to meet economic difficulties

Although there have been considerable improvements in many aspects of the world economic situation the basic conditions for economic stability and orderly development have not yet been established.

Of particular importance is the continued and persistent disequilibrium in international trade and payments. Little progress has been made towards a solution of this grave problem. The consequences have been particularly harmful for the weaker and less favoured countries.

Moreover, if the recent slackening of economic activity in some countries were permitted to con-

tinue, it would cause large-scale unemployment in those countries, and at the same time would aggravate the existing economic maladjustments in the world as a whole. Another world-wide economic crisis would be a tragedy that can be prevented, if the Governments of the world find a common basis for concerted action. A solution for these immensely complicated problems cannot be found by single countries acting in isolation nor by any limited group of nations.

Fortunately, the Member Governments have, in the United Nations and the specialized agencies, the international machinery that makes it possible for them to take the necessary concerted action. It is urgent that they use this machinery to come to grips with these pressing economic problems.

Universality of membership

The applications of fourteen countries for membership in the United Nations are pending. These are, in the order of their applications: Albania, Mongolian Peoples' Republic, Jordan, Portugal, Ireland, Hungary, Italy, Austria, Romania, Bulgaria, Finland, Ceylon, Korea and Nepal. Most of these countries have been waiting for more than two years to be admitted.

Member Governments are familiar with my views on the desirability of moving as rapidly as possible towards universality of membership. I have expressed them on several occasions during the past three years. I am well aware of the objections that have been raised against the admission of these States, but I believe that such objections could be better dealt with if the applicants were inside the Organization rather than outside it. The applicants can in any event reasonably be considered as meeting the requirements of membership. Whatever may be said regarding the Governments of the countries concerned, their peoples, and the world as a whole, would certainly benefit if all the applicants were to be admitted to the Organization at the next session of the General Assembly.

I commend to the Member Governments, and to the peoples of the world, the study of the full record of the United Nations during the twelve months ending 30 June 1949 as set forth in the chapters that follow. It is a record of achievement in the prevention of war and in the steady construction of the foundations of a more peaceful and prosperous world.



7 July 1949

Trygve LIE
Secretary-General

Chapter I

POLITICAL AND SECURITY QUESTIONS

THIS chapter covers the work of the Organization on political and security matters between 1 July 1948 and 30 June 1949. It includes action taken by the General Assembly at its third regular session, by the Security Council, the Military Staff Committee, the Atomic Energy Commission, the Commission for Conventional Armaments and the Interim Committee of the General Assembly, as well as by the various committees and commissions concerned with political and security matters established by these bodies.

With respect to membership of the Security Council, it is recalled that, during the first part of the third regular session, the General Assembly elected Cuba, Egypt and Norway as non-permanent members of the Security Council for a term of two years to replace Belgium, Colombia and Syria, as from 1 January 1949. The newly elected members also replaced the same former members of the Atomic Energy Commission and of the Commission for Conventional Armaments.

A. The question of Palestine

(a) ACTION BY THE SECURITY COUNCIL SUBSEQUENT TO THE FIRST TRUCE: THE SECOND TRUCE

The first truce ordered by the Security Council in its resolution of 29 May 1948 which went into effect on 11 June, was to expire on 9 July 1948.

The United Nations Mediator on 3 and 5 July, and the Security Council on 7 July, addressed an urgent appeal to both Jews and Arabs for the prolongation of the truce. Those appeals, accepted by the Provisional Government of Israel, were rejected by the Arabs, and hostilities were resumed.

(i) *Report to the Security Council of the United Nations Mediator on Palestine*

On 12 July 1948, Count Bernadotte returned to Lake Success to present a report on the situa-

tion to the Security Council. At the meeting of the Council on 13 July, he made an oral statement explaining and amplifying various paragraphs of his written report concerning his activities in connexion with the truce and his negotiations for the peaceful adjustment of the future situation of Palestine. He stated that his suggestions, presented to both parties on 28 June 1948, had not been acceptable either to the Jews or to the Arabs, that, for the time being, he had exhausted all the powers at his disposal, and that it was for the Council to adopt measures to put an end to the renewed hostilities in Palestine. In his opinion, orders for an immediate cease-fire and for the demilitarization of Jerusalem were indispensable. These two orders, if complied with, might eventually lead to an armistice, at which time mediation could be effectively employed and, if feasible, a plebiscite of the two peoples could be held. In addition, the Arab refugees who had fled from the Jewish occupied areas should be given assurance of the possibility of returning to their homes. Moreover, the Council should make clear its determination to apply the provisions of Articles 41 and 42 of the Charter in case its orders were not complied with.

(ii) *Resolution of the Security Council of 15 July 1948*

At the meeting of the Security Council held on 13 July, the representative of the United States of America submitted a draft resolution calling upon the parties concerned to cease fire. This proposal was supported by the representatives of the United Kingdom, Belgium, Canada, France and Colombia.

The representative of Egypt opposed the draft resolution on the grounds that the truce had been working in favour of the Jews and that the only constructive attitude would be to offer the Arabs a friendly hand by presenting truce

conditions that would be acceptable to both parties.

On 15 July, an amended text of the United States draft resolution was adopted by 7 votes to 1 (Syria), with 3 abstentions (Argentina, Ukrainian Soviet Socialist Republic and the Union of Soviet Socialist Republics).

This resolution ordered the Governments and authorities concerned to issue cease-fire orders to take effect at a time to be determined by the Mediator. In case of non-compliance by any party, the Security Council would consider further action to be taken under Chapter VII of the Charter. Moreover, an unconditional cease-fire, to take effect within twenty-four hours, was ordered for the City of Jerusalem. The Mediator was instructed to bring about the demilitarization of Jerusalem and to supervise the truce which would last until a peaceful adjustment was reached.

On 13 July, the representative of Syria had submitted to the Council a draft resolution requesting the International Court of Justice to give an advisory opinion as to the status of Palestine after the termination of the Mandate. On 27 July, the Council rejected this draft resolution.

(iii) *Resolution of the Security Council of 19 August 1948*

Many alleged violations were brought to the attention of the members of the Security Council during the weeks following the second truce, which was ordered by the resolution of 15 July and went into effect on 18 July. On 19 August, the President drew attention to a cablegram received from the Mediator, stating that the situation in Jerusalem was gradually getting out of hand and that general tension was mounting. In accordance with the suggestions of the Mediator, the Security Council approved a resolution informing the Governments and authorities concerned that each party was responsible for the action of forces operating under its authority or in territory under its control; that each party was obliged to bring to speedy trial all persons involved in a breach of the truce; that no reprisals or retaliations were permitted; and that no party would be allowed to gain military or political advantage through violation of the truce.

(b) *ASSASSINATION OF COUNT FOLKE BERNADOTTE, UNITED NATIONS MEDIATOR ON PALESTINE*

On 18 September 1948, the Security Council was informed by the President of the assassination, on the previous day, of the United Nations Mediator on Palestine, Count Folke Bernadotte, and of a United Nations observer, Colonel

André Sérot of the French Air Force. After paying tribute to the high qualities of the Mediator, the President informed the Council that, with his approval, the Secretary-General had empowered Mr. Ralph J. Bunche of the Secretariat to assume full authority over the Palestine Mission until further notice. The Chief of Staff of the Truce Supervision Board had been requested to make the fullest investigation of the circumstances incidental to the death of the Mediator. The Secretary-General and the members of the Security Council associated themselves with tributes paid by the President to both Count Bernadotte and Colonel Sérot.

Before adjourning, the Council unanimously approved a draft resolution submitted by the representative of Argentina requesting the Secretary-General to keep the flag of the United Nations at half-mast for a period of three days; authorizing him to meet from the Working Capital Fund all expenses connected with the death and burial of the Mediator; and deciding that the Security Council be represented at the interment by the President or the person whom he might appoint for the occasion.

On 19 October, the Security Council requested the Provisional Government of Israel to give an account of the progress made in the investigation concerning the assassination of Count Bernadotte.

(c) *ACTION BY THE GENERAL ASSEMBLY WITH REGARD TO THE PROGRESS REPORT OF THE UNITED NATIONS MEDIATOR ON PALESTINE*

The Secretary-General, on 21 September 1948, requested that the "Progress report of the United Nations Mediator on Palestine", be included in the agenda of the third regular session of the General Assembly.

In the conclusion of his report, the late Mediator suggested mainly that unless both parties arrived at a solution, certain territorial modifications should be made in the plan envisaged in the General Assembly's resolution of 29 November 1947, and that a Commission should be established with a view to assisting the parties concerned to arrive at a final settlement of the questions outstanding between them.

The First Committee began its consideration of the item on 15 October 1948. The United Nations Acting Mediator was invited to sit with the officers of the First Committee for the duration of the consideration of the question. The Committee further decided that the representatives of Transjordan and of the Provisional Government of Israel should be admitted to the debates of the Committee as observers without the right to vote.

After considerable discussion, the Committee also decided to grant a hearing to the Arab Higher Committee in order that it might express the views of the Arabs of Palestine.

The general debate on the progress report was resumed on 16 November, when the representative of the Provisional Government of Israel made a statement subjecting the report to a critical analysis and rejecting the main conclusions contained therein. The representative of the Arab Higher Committee and, subsequently, the representatives of all the Arab States, stated that the recommendations of the General Assembly of 29 November 1947 and the conclusions of the progress report were equally unacceptable.

The representative of the United Kingdom submitted, on 18 November 1948, a draft resolution endorsing the conclusions contained in the progress report and establishing a conciliation commission to assist the parties to arrive at a settlement based on those conclusions.

The representative of the United States of America supported the general principles stated in the Mediator's report, proposed different terms of reference for the conciliation commission, and emphasized the principle of consent with respect to territorial questions. Subsequently, he submitted several amendments to the United Kingdom draft resolution.

The representative of the Union of Soviet Socialist Republics criticized the conclusions of the report and urged the implementation of the resolution of 29 November 1947. He submitted a draft resolution recommending the immediate removal from Palestine of all foreign troops and foreign military personnel.

The representatives of Australia and Poland each submitted a draft resolution affirming mainly the basic importance of the resolution of 29 November 1947 regarding the final settlement of the question.

Subsequently, the representative of Colombia submitted a draft resolution attempting to reconcile the various views expressed during the discussion.

A draft resolution presented by the representative of Syria provided for a commission to study and prepare proposals for the establishment of a single State in Palestine on a cantonal or federal basis.

On 26 November, the First Committee established a working group composed of the authors of the various draft resolutions and amendments, with instructions to prepare a consolidated tabulation of the various texts presented.

The Working Group submitted its report on 29 November. The Committee then decided to proceed with a detailed examination of a revised

text of the United Kingdom draft resolution and the amendments submitted thereto. After considerable debate, the representative of the United Kingdom submitted a second revision of his draft resolution embodying certain substantial changes.

The Committee then proceeded to a vote on the second revision of the United Kingdom draft resolution and amendments thereto. On 4 December, it was adopted, as amended, by 25 votes to 21, with 9 abstentions. The other draft resolutions were either withdrawn or rejected.

The General Assembly began discussion of the report of the First Committee on 11 December and adopted, by 35 votes to 15, with 8 abstentions, an amended version of the resolution proposed by the First Committee.

The adopted resolution provided, *inter alia*, for the creation of a three-member Conciliation Commission which would take steps to assist the Governments and the parties concerned to achieve a final settlement of all questions outstanding between them. Moreover, the Commission was to assume any necessary functions previously assigned to the United Nations Mediator; to carry out specific functions and directives which might be given by the General Assembly or by the Security Council; and to undertake, at the Security Council's request, any functions assigned by the Council to the Mediator or to the United Nations Truce Commission.

Another part of the resolution dealt with the Holy Places. Arrangements for their protection and for free access to them were to be assured under effective United Nations supervision, and the Commission was to present to the next regular session of the General Assembly recommendations to that effect.

With respect to Jerusalem, the Security Council was requested to take further steps to ensure its demilitarization at the earliest possible date, and the Conciliation Commission was instructed to present to the next regular session detailed proposals for a permanent international régime.

With regard to refugees, the resolution provided that those who wished to return home and live at peace with their neighbours should be permitted to do so at the earliest practicable date. Compensation should be paid for the property of those choosing not to return and for damage to property. The Commission was instructed to facilitate repatriation, resettlement, economic and social rehabilitation of the refugees and the payment of such compensation.

Later, the Assembly accepted the proposal submitted by four of the five permanent members of the Security Council that the Conciliation Commission should be composed of France, Turkey and the United States of America.

(d) FURTHER ACTION BY THE SECURITY COUNCIL SUBSEQUENT TO MILITARY ACTIVITIES IN THE NEGEB

(i) *Resolutions of the Security Council of 19 October 1948*

The Security Council met on 19 October 1948 following the renewal of fighting on a large scale in the Negeb area on 14 October. The Acting Mediator, who had presented a report on the question on the previous day, appealed to the Council to take measures to put an end to the fighting.

The Council adopted a resolution, based on the Acting Mediator's report, to the effect that an immediate cease-fire was the indispensable condition for an amelioration of the situation and that the following conditions might well be considered as the basis for further negotiations: withdrawal of both parties from any positions not occupied at the time of the outbreak of hostilities; acceptance by both parties of the conditions set forth in the Central Truce Supervision Board decision No. 12 affecting convoys; and agreement by both parties to undertake negotiations through United Nations intermediaries or directly as regards outstanding problems in the Negeb.

On the same day (19 October), the Council unanimously adopted another draft resolution submitted jointly by the representatives of China and the United Kingdom to the effect that both parties should facilitate the work of the United Nations observers.

(ii) *Resolution of the Security Council of 4 November 1948*

Following a request by the representative of Egypt for an emergency meeting of the Security Council to examine alleged further violations of the truce, the Council met on 26 October 1948. On 29 October, it established a sub-committee of five members to consider several amendments to a draft resolution previously submitted by the representatives of China and the United Kingdom. On 4 November, the draft resolution submitted by the Sub-Committee was adopted after amendment.

The resolution called upon the interested Governments to withdraw those parts of their forces which had advanced beyond the positions held on 14 October 1948, and to establish permanent truce lines through negotiations conducted either directly or through United Nations intermediaries. It also appointed a Committee of the Council, consisting of the five permanent members, together with Belgium and Colombia, to assist the Acting Mediator with regard to his

responsibilities under the adopted resolution and, in the event that either party or both should fail to comply with the terms of the resolution, to report to the Council on further measures to be taken under Chapter VII of the Charter.

At the same meeting, following an inquiry by the representative of Lebanon, the representative of the United Kingdom submitted a draft resolution extending the scope of the resolution of 4 November to the Galilee sector. After some debate, the Council agreed to postpone the discussion on the draft resolution, which was later withdrawn.

(iii) *Resolution of the Security Council of 16 November 1948*

On 15 November 1948, following suggestions presented by the Acting Mediator, the representative of Canada, supported by the representatives of France and Belgium, submitted a joint draft resolution calling upon both parties, as a further provisional measure under Article 40 of the Charter, to seek agreement by negotiating either directly or through the Acting Mediator with a view to the immediate establishment of an armistice, including the delineation of permanent armistice demarcation lines and such withdrawal and reduction of their armed forces as would ensure the maintenance of the armistice during the transition to permanent peace in Palestine. After some discussion, the Council, on 16 November, adopted the joint draft resolution without any change.

(iv) *Resolution of the Security Council of 29 December 1948*

Following the Acting Mediator's report on the resumption of hostilities in the Negeb, the Security Council, on 29 December 1948, adopted a resolution calling upon both parties to order an immediate cease-fire and to implement without further delay the resolution of 4 November 1948. It also instructed its Committee on the Palestinian question, appointed on 4 November 1948, to meet at Lake Success on 7 January 1949 to consider the situation and report on the extent to which the Governments concerned had by that date complied with the resolution.

On 7 January 1949, the Security Council Committee considered the report of the Acting Mediator stating that both Egypt and Israel had accepted a proposal providing for a cease-fire, to be immediately followed by negotiations under United Nations chairmanship with a view to implementing the Security Council resolutions of 4 and 16 November 1948. After some discussion, the Committee was of the opinion that no further action by it was required at the moment.

(e) RHODES NEGOTIATIONS FOR CEASE-FIRE AND ARMISTICE AGREEMENTS

Armistice negotiations began on the island of Rhodes, the Acting Mediator having left Lake Success for Rhodes on 12 January 1949. On 25 January, the Egyptian and Israeli representatives signed a General Cease-Fire Agreement covering all elements of their military and paramilitary forces.

On 13 January, the Acting Mediator invited all the Arab States — other than Egypt — to enter into negotiations on either a collective or separate basis. Responding to the Acting Mediator's invitation, Israel and Transjordan informed the Acting Mediator on 8 February of their formal acceptance; Saudi Arabia replied that it would accept the decision which had been or might be adopted by the Arab League; and Iraq answered that it would accept armistice terms agreed upon by Palestine's Arab neighbours.

On 24 February, after forty-two days of negotiations, Egypt and Israel signed a General Armistice Agreement.

On 1 March, the Israeli-Transjordanian armistice talks began at Rhodes; on 11 March, a General Cease-Fire Agreement was signed; and on 3 April a General Armistice Agreement was signed between the Hashemite Jordan Kingdom and Israel.

Also on 1 March, the Israeli-Lebanese armistice talks began at Ras an Nagura and, on 23 March, a General Armistice Agreement was signed between the two parties.

On 5 April, armistice negotiations began between Israel and Syria. On 13 April, both parties agreed upon a Formal Cease-Fire Agreement. Armistice negotiations are still in progress.

(f) UNITED NATIONS CONCILIATION COMMISSION FOR PALESTINE

The United Nations Conciliation Commission for Palestine, established by General Assembly resolution 194 (III) of 11 December 1948, presented, on 15 March, 19 April and 21 June 1949, three reports giving details of its activities in relation to its general task of conciliation and to the problems of Jerusalem and of refugees. Territorial questions were dealt with in the third report only.

With regard to conciliation, the Commission made a series of official visits to the Arab and Israeli Governments and, in order to bring about a *rapprochement* between the parties concerned, requested those parties to send delegations to Lausanne to exchange views so as to make possible the achievement of concrete and positive results. The Commission stated that it would

welcome any development which would open the way to direct negotiations; it reported, however, that the attitude of the parties had been such that the Commission had not found it possible to engage them directly in negotiations under its auspices. The Arab delegations had always insisted that discussions and negotiations with them should be carried out *en bloc*, whereas the Israeli delegation had deemed it preferable to discuss each question separately with the State or States immediately concerned.

On 12 May 1949, in Lausanne, both parties signed separately, with the Commission, a Protocol accepting as a basis for their discussions with the Commission a map showing the territory attributed to the Arab and Jewish States by General Assembly resolution 181 (II) of 29 November 1947. Under the terms of the Protocol, the interested delegations agreed that their exchange of views with the Commission would bear upon the territorial adjustments necessary to achieve the various objectives of the General Assembly resolution of 11 December 1948, as regards refugees, as well as territorial and other questions.

In order to ensure maximum flexibility in the negotiations, the Commission constituted a General Committee, the function of which was to study in collaboration with the parties the questions submitted to it by the Commission.

As for Jerusalem, the Commission set up a Committee on Jerusalem and its Holy Places, charged with the task of preparing the work necessary for the elaboration of the proposals and recommendations to be submitted by the Commission to the General Assembly. The second report of the Commission stated that the Arab delegations showed themselves, in general, prepared to accept the principle of an international régime for the Jerusalem area. Mr. Ben Gurion, on the other hand, declared to the Commission that the Israeli Government accepted, without reservation, an international régime for, or the international control of, the Holy Places in the City, but could not accept the establishment of an international régime for the City of Jerusalem.

The Committee on Jerusalem continued its work in Lausanne in collaboration with the two parties in order to formulate definite proposals for the internationalization of Jerusalem.

With respect to refugees, numerous discussions were held in Beirut and in Lausanne with the interested parties. A Technical Committee on Refugees was set up to study the various aspects of the refugee problem. Regarding repatriation, the Arab delegations were unanimous in requesting, as a first step, the acceptance by the Govern-

ment of Israel of the principle set forth in the General Assembly resolution of 11 December 1948 concerning the repatriation of refugees who wished to return to their homes and live at peace with their neighbours. On the other hand, the Arab delegations were not yet able to discuss with the Commission the question of the resettlement of the refugees. To this end, only two concrete proposals had been submitted: one by the Israelis concerning the inhabitants and refugees in the Gaza area; the other, submitted by the Arab delegations, concerning the repatriation of refugees coming from the territories, now under Israeli control, allotted to the Arabs under the Partition Plan. Those proposals were submitted by the Commission to the respective delegations and neither the Arab delegations nor the delegation of Israel have felt able to accept any of them. Moreover, the Commission suggested to the Israeli delegation a series of preliminary measures concerning the refugees: the return of the orange grove proprietors and workers, the reunion of families separated as a result of the hostilities, the unblocking of refugees' accounts and the protection of their property.

With regard to territorial questions, the delegation of Israel submitted certain proposals concerning the frontiers with the Arab States which were considered unacceptable by the Arab delegations.

After six weeks of discussions in Lausanne, the Commission, in its third report, concluded that its immediate problem consisted in linking together the negotiations on refugees and those on territorial questions, and to that effect, it was endeavouring to lead the Arab States to negotiate on territorial questions and to persuade the State of Israel that it must contribute in a substantial manner to the solution of the refugee problem.

B. The Greek question

(a) WORK OF THE UNITED NATIONS SPECIAL COMMITTEE ON THE BALKANS TO 22 OCTOBER 1948

As indicated in the last report, the General Assembly commenced its consideration of the Greek question at its second regular session, after the Security Council had removed the dispute from the list of matters of which it was seized. On 21 October 1947, the General Assembly adopted resolution 109 (II) establishing the United Nations Special Committee on the Balkans, which commenced its work in Greece the following month.

In accordance with the General Assembly's resolution, the Special Committee prepared a

report covering the period 21 October 1947 to 16 June 1948; a supplementary report covering the period 17 June to 10 September 1948, and a third interim report covering the period 11 September to 22 October 1948. After drawing its conclusions the Special Committee recommended, *inter alia*, that the General Assembly should (a) consider ways and means of obtaining the co-operation of Albania, Bulgaria and Yugoslavia with the Special Committee; (b) issue a serious warning to Albania, Bulgaria and Yugoslavia that their continued aid to the Greek guerrillas endangered peace in the Balkans; (c) recommend to all Members of the United Nations and all other States that they exercise care not to do anything which might assist in any way any armed group fighting against the Greek Government; and (d) approve the activities of the Special Committee to date. The General Assembly was further asked to instruct the Special Committee (a) to observe and report upon the response of Albania, Bulgaria and Yugoslavia to the General Assembly's injunction not to furnish aid and assistance to the Greek guerrillas in accordance with resolution 109 (II) and any other resolution which the General Assembly might adopt and (b) to continue to utilize observation groups and to be available to assist the Governments of Albania, Bulgaria, Greece and Yugoslavia in the implementation of the recommendations of the General Assembly.

(b) FIRST PART OF THE THIRD REGULAR SESSION OF THE GENERAL ASSEMBLY

(i) *Proceedings in the First Committee*

On 24 September 1948, during the first part of its third regular session, the General Assembly referred to the First Committee, for consideration and report, the question "Threats to the political independence and territorial integrity of Greece". The First Committee dealt with the question between 25 October and 11 November 1948.

After rejecting proposals put forward by the Union of Soviet Socialist Republics for fuller participation by Albania and Bulgaria, the Committee decided, on 25 October, to hear the statements of the Bulgarian and Albanian delegations and requested them to place themselves at the disposal of the Committee in order to reply to questions. The Committee rejected a Yugoslav proposal to invite representatives of the Provisional Democratic Government of Greece to provide the Committee with information on the situation in Greece. The Committee also rejected a Polish proposal that a hearing should be given to Miltiades Porphyrogenis, former Secretary-General of the EAM and Vice-President of the

Association internationale des juristes démocrates. The Rapporteur of the Special Committee introduced the Special Committee's reports in the First Committee and made an explanatory statement. He was invited to attend the debates and to be available to answer questions on the reports.

The Committee discussed the following draft resolutions on the substance of the question.

1. A joint draft resolution submitted by the delegations of China, France, the United Kingdom and the United States of America. This resolution was based on the findings, conclusions and recommendations contained in the Special Committee's reports, and proposed that the Special Committee should remain in being with the functions conferred upon it by resolution 109 (II) and with additional functions. After the incorporation of several amendments, the joint resolution was adopted on 8 November by 48 votes to 6, with no abstentions (see resolution 193 (III) A below).

2. A draft resolution submitted by the Union of Soviet Socialist Republics which pointed out, *inter alia*, that the internal situation of Greece during the past year had been characterized by a further aggravation of the struggle between the Greek people and the anti-democratic forces supported by the present Greek Government; that the situation had been utilized by Greek militarists to carry out frontier provocations; that the situation resulted from increased foreign interference in Greece; and that the activities of the Special Committee had led to a further aggravation of the situation on the northern frontiers of Greece and to the complication of its relations with neighbouring countries. The draft resolution recommended that the four countries concerned should establish diplomatic relations, renew old or conclude new frontier conventions, and settle the refugee question; that the Greek Government should assure proper treatment to citizens of Macedonian and Albanian nationality; that foreign troops and military personnel should be withdrawn from Greece; and that the activities of the Special Committee should be terminated.

On 10 November, some paragraphs of the USSR draft resolution were rejected and others adopted. The three paragraphs which had been adopted in separate votes were then adopted as a whole, by 48 votes to none, with 1 abstention (see resolution 193 (III) B below).

3. An Australian draft resolution which provided that the representatives of the four countries concerned should meet in Paris during the third regular session of the General Assembly, under the auspices of the President of the Assembly and the Secretary-General, to explore

the possibilities of reaching agreement as to the methods and procedures to be adopted with a view to resolving their differences.

After the incorporation of several amendments, this draft resolution was approved unanimously on 10 November. The President of the General Assembly, the Secretary-General and the Chairman and Rapporteur of the First Committee were asked to act jointly in the capacity of conciliators and to convene immediately, in Paris, a meeting of representatives of the Governments of Albania, Bulgaria, Greece and Yugoslavia. Pursuant to this resolution, meetings were held immediately and without reference to a plenary meeting of the General Assembly.

4. A Yugoslav draft resolution which, *inter alia*, proposed that the Special Committee should be censured, that its reports should be rejected and that the Special Committee and all its subsidiary organs should be dissolved immediately. The First Committee rejected a proposal by the representative of Yugoslavia to the effect that his draft resolution should be given priority. He then withdrew it with the explanation that it had been intended for prior discussion in the hope that it would initiate an examination of the Special Committee's reports and an analysis of its work.

5. A Polish draft resolution which, *inter alia*, proposed that the reports of the Special Committee should be rejected and that it and all its subsidiary organs should be dissolved immediately. On 10 November, the Polish draft resolution was rejected by 38 votes to 6, with no abstentions.

6. Proposals relating to the question of Greek children in the countries north of Greece. The representative of Greece submitted an amendment to the above-mentioned joint draft resolution of China, France, the United Kingdom and the United States of America, calling upon all States to which Greek children had been removed by the Greek guerrillas to co-operate for their prompt return to Greece. After discussion, the Chairman, (the representative of Belgium) stated that he would submit a new proposal on this question since it would be appropriate to separate decisions affecting the fate of the Greek children from the joint draft resolution, which had a political character. Discussion was resumed on the basis of a draft resolution presented by Belgium. On 11 November, after making several amendments, the Committee adopted the draft resolution by 45 votes to none, with no abstentions (see resolution 193 (III) C below).

In its report, the First Committee recommended that the General Assembly should adopt the resolution based on the joint draft resolution

of China, France, the United Kingdom and the United States of America; the resolution containing certain paragraphs of the USSR draft resolution; and the resolution concerning Greek children.

(ii) *Proceedings in the General Assembly*

The General Assembly considered the First Committee's report on 26 and 27 November 1948.

The representative of the Union of Soviet Socialist Republics reintroduced the entire draft resolution he had submitted to the First Committee (see above). It was rejected by 47 votes to 6.

Resolution 193 (III) A. The first resolution transmitted by the First Committee, based upon the joint draft resolution of China, France, the United Kingdom and the United States of America was adopted by the Assembly by 47 votes to 6. This resolution noted the Special Committee's reports, conclusions and recommendations and stated, *inter alia*, that the General Assembly considered that the continued aid given by Albania, Bulgaria and Yugoslavia to the Greek guerrillas endangered peace in the Balkans and was inconsistent with the Charter. It called upon Albania, Bulgaria and Yugoslavia to cease any assistance to the guerrillas in fighting against the Greek Government; to co-operate with Greece in the peaceful settlement of their dispute in accordance with resolution 109 (II); and to co-operate with the Special Committee. The resolution recommended to all Members of the United Nations and to all other States that their Governments should refrain from any action designed to assist directly, or through any other Government, any armed group fighting the Greek Government.

Under the terms of the resolution the reports of the Special Committee were approved, and the Committee was continued in being with the functions conferred upon it by resolution 109 (II). It was instructed to continue to observe and report on the response of Albania, Bulgaria and Yugoslavia to the General Assembly's injunction not to furnish aid to the Greek guerrillas; to continue to utilize observation groups; and to continue to be available to assist the Governments of Albania, Bulgaria, Greece and Yugoslavia in the implementation of resolution 109 (II) and the present resolution. The General Assembly further decided that the Special Committee should have its principal headquarters in Greece and, with the co-operation of the Government or Governments concerned, should perform its functions in such places as it might deem appropriate for the fulfilment of its mission. The Special Committee was authorized to con-

sult, at its discretion, with the Interim Committee of the General Assembly with respect to the performance of its functions in the light of developments.

Resolution 193 (III) B. The General Assembly adopted, by 53 votes, the second resolution transmitted by the First Committee, consisting of three paragraphs of the draft resolution of the representative of the Union of Soviet Socialist Republics. This resolution recommended that Greece, on the one hand, and Bulgaria and Albania on the other, should establish diplomatic relations. It recommended the Governments of Greece, Albania, Bulgaria and Yugoslavia to renew the previously operative conventions for the settlement of frontier questions, or to conclude new ones, and also to settle the question of refugees. Finally, it recommended the four Governments to inform the Secretary-General, at the end of six months, for communication to the Members of the United Nations, of the fulfilment of the recommendations.

Resolution 193 (III) C. Lastly, the General Assembly unanimously adopted the third resolution transmitted by the First Committee. This resolution recommended the return to Greece of Greek children at that time away from their homes, when the children, their father or mother or, in his or her absence, their closest relative, expressed a wish to that effect. All Members of the United Nations and other States, on whose territory these children were to be found, were invited to take the necessary measures to implement this recommendation. The Secretary-General was instructed to request the International Committee of the Red Cross, and the League of Red Cross and Red Crescent Societies, to organize and ensure liaison with the national Red Cross organizations of the States concerned, with a view to empowering the national Red Cross organizations to adopt measures in the respective countries for implementing the recommendation.

On 3 February 1949, the Secretary-General transmitted the above three resolutions to the Governments of Albania, Bulgaria, Greece and Yugoslavia.

In his reply dated 22 March 1949, the Permanent Representative of Greece to the United Nations said that, in several statements and in the mediation talks during the first part of the third regular session of the General Assembly, his Government had manifested its readiness for the restoration of normal relations with the northern neighbours of Greece. In relation to Bulgaria, the Greek Government had taken steps to this effect through the good offices of the United Kingdom. However, no results had been

obtained. This fact had prevented the implementation of the General Assembly's recommendation concerning border conventions. Furthermore, he stated that the three northern Governments were continuing to give assistance to the guerrillas in Greece, notwithstanding the provisions of resolution 193 (III) A.

(c) WORK OF THE CONCILIATION GROUP ESTABLISHED BY THE FIRST COMMITTEE ON 10 NOVEMBER 1948

Pursuant to the resolution adopted by the First Committee on 10 November 1948, the President of the General Assembly, the Secretary-General, and the Chairman and Rapporteur of the First Committee held numerous meetings with representatives of Albania, Bulgaria, Greece and Yugoslavia during the first and second parts of the third regular session of the General Assembly. On 19 May 1949, the President of the General Assembly reviewed the talks in a public statement. He said that, during the first part of the session, a draft agreement for signature by the four countries had been prepared, and full agreement had been reached, subject to one point only. That point was the Albanian demand that Greece should formally (*de jure*) recognize the existing boundaries between the two countries as definitive. The Greek Government had not acceded to this specific demand. However, full accord had been reached for the renewal of diplomatic relations, for the revision or making of frontier conventions and for the establishment of joint frontier commissions to act as conciliating bodies in the event of disputes arising from border incidents.

During the second part of the session, it had become apparent that, if Albania and Greece would agree on the territorial question so far as it was linked up with the question of boundaries, all four Governments would be ready to sign the draft accord. The President's statement annexed a copy of the amended draft agreement between Albania and Greece, which the President had suggested in view of the difference arising from the Albanian demand. The amended version of the agreement which the representatives of the two countries had been willing to sign during the first part of the session, made it reasonably plain that Albania and Greece would accept the existing boundaries. In the President's opinion, this acceptance should, in the circumstances, have been a sufficient assurance to Albania as well as to Greece. The Greek Government accepted this formula in substance, but, at the time of the statement, the Albanian Government had not replied, although the President felt that it had had sufficient time. The new formula should, in

the President's view, be acceptable in substance to Albania, and he hoped that the Governments would reach final agreement. Since the third session of the General Assembly had come to an end, the Conciliation Group could not continue to function in its present capacity. The President transmitted a copy of this statement to the Special Committee on the Balkans.

(d) IMPLEMENTATION OF GENERAL ASSEMBLY RESOLUTION 193 (III) C CONCERNING THE REPATRIATION OF GREEK CHILDREN

In accordance with the terms of General Assembly resolution 193 (III) C, the Secretary-General addressed letters on 11 January 1949 to the International Committee of the Red Cross and the League of Red Cross Societies inviting them to keep him informed of their negotiations with the Red Cross and Red Crescent organizations of the States concerned and to report to him on any progress achieved. By letters of the same date, the Secretary-General invited the Governments of Albania, Bulgaria, Czechoslovakia, Greece, Hungary, Romania and Yugoslavia to co-operate in the matter of the repatriation of Greek children.

After negotiations with the above-mentioned countries, the International Red Cross organizations sent joint missions to Bulgaria, Czechoslovakia and Greece. Following the return of these missions, the International Red Cross organizations presented a joint preliminary report on the progress achieved. This report was submitted to the General Assembly on 14 April 1949.

In the meantime, the International Red Cross organizations continued their negotiations with the other countries concerned with a view to dispatching missions to their territories. By a letter dated 18 April, the Albanian Government informed the Secretary-General that the terms of the General Assembly resolution did not apply to Albania because the Greek children formerly in that country had already been transferred to neighbouring territories. Subsequently, the authorities in Yugoslavia agreed to receive a mission, which was forthwith dispatched by the International Red Cross organizations to that country.

The present situation is that the International Red Cross organizations are in the process of making arrangements to supervise the repatriation of Greek children from Bulgaria, Czechoslovakia and possibly Yugoslavia. They are also continuing their negotiations with the authorities in Hungary and Romania.

Although the General Assembly resolution contains no reference to finance, the Secretary-General decided that the question of the Greek

children was intimately related to the maintenance of peace and security in the Balkans. He therefore agreed that the expenses incurred by the International Red Cross organizations, as well as those to be incurred by them for the supervision of repatriation, could properly be charged to the Working Capital Fund.

(e) REPORTS PURSUANT TO GENERAL ASSEMBLY
RESOLUTION 193 (III) B

By a letter dated 25 May 1949, the Assistant Minister for Foreign Affairs of Albania submitted a report pursuant to General Assembly resolution 193 (III) B. He stated that the Albanian Government had observed its international obligations and demonstrated its willingness to settle disputes by peaceful means. However, the Greek Government had shown its unwillingness to reach a peaceful solution and, by its hostile and aggressive policy to its northern neighbours, had violated the principles of the Charter of the United Nations and endangered international peace and security. The Greek Government had increased its armed border provocations, and official statements were still being made threatening the territorial integrity and independence of Albania. Unfounded charges were being made, with the Special Committee's support, that Albania was aiding the Greek Democratic Army. These facts proved that the responsibility for the abnormal situation rested with the Greek Government. The Assistant Minister for Foreign Affairs maintained that the very existence of the United Nations Special Committee on the Balkans was contrary to the spirit of the Charter. Furthermore, acting on partial and unfounded reports, the Special Committee was making unjust accusations against the northern neighbours of Greece and supporting the Greek Government's hostile and aggressive policy against Albania. Accordingly, the Albanian Government considered it impossible to modify its attitude towards the Special Committee.

On 28 May 1949, the Minister for Foreign Affairs of Greece submitted a report pursuant to the same resolution. In addition to the information contained in the letter dated 22 March 1949, from the Permanent Representative of Greece already mentioned above, the Minister for Foreign Affairs reported that diplomatic relations between Greece on the one side and Albania and Bulgaria on the other had not yet been resumed, notwithstanding the expressed willingness of Greece and its acceptance of the Conciliation Group's proposals for the establishment of diplomatic relations. After reviewing the developments concerning frontier conventions, he said that Greece had accepted the substance of the

Conciliation Group's proposals on this subject, but that Albania, Bulgaria and Yugoslavia had not. The General Assembly resolution had also recommended the establishment of good neighbourly relations, but Greece's northern neighbours had continued to aid the Greek guerrillas. They had not co-operated with Greece in the settlement of their dispute by peaceful means, and had not co-operated with the Special Committee. Notwithstanding the recommendations of the General Assembly, the members of the Committee had continued to give assistance to the Greek guerrillas, who had publicly acknowledged its importance. Greece had several times manifested its readiness to re-establish normal relations with its northern neighbours but no results had been obtained. It had accepted the proposals made by the President of the General Assembly on 5 May 1949, but the representatives of Albania, Bulgaria and Yugoslavia had made no reply and had caused the failure of the efforts of the Conciliation Group. In conclusion, he submitted that, unless there was a complete change in the attitude of Albania, Bulgaria and Yugoslavia and the other States which supported their actions, the United Nations would have to deal with this situation in a resolute manner.

The Minister for Foreign Affairs of Bulgaria submitted his Government's report in a letter dated 28 June 1949 and referred to the draft agreement which the Conciliation Group had reached during the first part of the third regular session on the questions of diplomatic relations, frontier conventions, joint frontier commissions, refugees and frontiers. The Bulgarian Government had authorized its representative to sign that draft agreement, but the Greek Government had refused to make any formal recognition of the Bulgarian-Greek frontier and had continued to maintain its territorial claims with regard to Albania. Obviously, the recognition of frontiers was an essential condition to the establishment of good neighbourly relations and it was apparent that the Greek Government had resorted to negotiations, not from a sincere desire to eliminate its differences with its northern neighbours, but for ends of internal policy. This, he stated, had been confirmed by a statement by the President of the General Assembly. The Bulgarian Minister for Foreign Affairs described the course of the discussions leading up to the new draft agreement between Greece and Albania which the President of the General Assembly had presented on 5 May 1949. Instead of a categorical recognition by Greece of its northern frontiers, this draft contained an obscure and incomprehensible formula aimed at concealing the refusal of the Greek Government to recognize the present frontiers. Thus,

notwithstanding the proved desire of the Bulgarian Government to come to an agreement, the conversations had been rendered fruitless by the refusal of the Greek Government to renounce its territorial ambitions regarding Albania and Bulgaria.

The Permanent Representative of Yugoslavia to the United Nations submitted his Government's report in a letter dated 4 July 1949. He said that, despite the readiness of the Yugoslav delegation to reach agreement, the conversations held during the first part of the third regular session under the auspices of the Conciliation Group had failed because the Greek Government refused to recognize publicly the existing Greek-Albanian border. The President of the General Assembly had stressed this fact in his Press statement after the adjournment of the conversations. When the Conciliation Group resumed its work during the second part of the session, the Greek Government had maintained its position, thus making any agreement impossible. This negative stand by the Greek Government had been reflected in an especially grave form in the numerous disorders and incidents which the Greek armed forces had provoked on the Yugoslav frontier. In the past six months, the Yugoslav Government had been obliged to protest against ninety-two violations of Yugoslav territory and twenty-four violations of Yugoslav air-space. He referred, in particular, to two serious attacks which the Greek armed forces had made on Yugoslav territory during the month of May. These provocations were intended to place on Greece's northern neighbours the responsibility for the current struggle by the Greek Government against its people, and to conceal from world opinion the intervention of the British and Americans and their responsibility for the civil war. In conclusion, the Yugoslav representative stated that the Greek Government continued to be responsible for the failure to implement the recommendations of General Assembly resolution 193 (III). It was, therefore, clear that the normalization of relations on the Yugoslav-Greek frontier did not depend upon the Yugoslav Government.

As required by resolution 193 (III) B, the Secretary-General communicated these reports to the Members of the United Nations.

(f) WORK OF THE UNITED NATIONS SPECIAL COMMITTEE ON THE BALKANS AFTER 22 OCTOBER 1948

The Special Committee consists of representatives of Australia, Brazil, China, France, Mexico, the Netherlands, Pakistan, Poland, the United Kingdom, the United States of America, and the Union of Soviet Socialist Republics. Poland and

the Union of Soviet Socialist Republics declined to participate in the work of the Special Committee for the reason that had been stated in the discussion in the General Assembly.

In accordance with the General Assembly's resolutions of 21 October 1947 and 27 November 1948, the Special Committee has continued its observation of the extent of compliance by the countries concerned with those resolutions, of the support given to the Greek guerrilla movement in Albania, Bulgaria and Yugoslavia, and of the situation on the northern frontiers of Greece. As described in last year's report, it has maintained observation groups with zones of responsibility along the northern frontier of Greece. On 18 February 1949, the Special Committee established the office of Chief Observer with the duty, *inter alia*, of controlling United Nations observer personnel and stores and equipment issued to them. On 14 January 1949, the Special Committee reorganized its sub-committee structure. It established two Sub-Committees composed of members of all delegations represented on the Special Committee; the first to deal with the work of the observation groups, and the second to deal with political questions.

Between 14 and 22 May, three *ad hoc* groups of representatives on the Special Committee surveyed conditions in the frontier areas and conferred with the observers and local authorities. Details of the Special Committee's work in this field will be included in its report to the General Assembly, which is now being drafted.

On 12 January 1949, at the Special Committee's request, the Secretary-General invited the attention of the Governments of Poland and the Union of Soviet Socialist Republics to paragraph 10 of resolution 193 (III) A; and informed them that, on 11 January 1949, the Special Committee had reaffirmed that seats on the Committee would be held open for Poland and the Union of Soviet Socialist Republics and had expressed the hope that the Governments of those countries would see fit to participate in the work of the Special Committee by appointing representatives in the near future. On 2 February 1949, the representative of the Union of Soviet Socialist Republics to the United Nations informed the Secretary-General that his Government's attitude on this question had already been stated by the delegation to the General Assembly.

In letters dated 18 January 1949, the Special Committee drew the attention of the Governments of Albania, Bulgaria and Yugoslavia to paragraphs 8 and 10 of the same resolution and expressed the hope that these Governments would co-operate with the Special Committee in the fulfilment of its tasks and would appoint liaison

representatives in the near future. The Secretary-General transmitted these letters to the three Governments concerned. In his reply dated 26 February 1949, the Bulgarian Deputy Prime Minister and Minister for Foreign Affairs referred to the mediation conversations which had been held during the first part of the third regular session of the General Assembly. Notwithstanding the efforts of the Bulgarian Government, there had been no positive results because of the refusal of the Greek Government to recognize the frontiers fixed by the Peace Treaty between Bulgaria and Greece and also the frontiers between Albania and Greece. The Greek Government was responsible for the abnormal situation in the Balkans, and not the northern Governments which the Special Committee, with evident bias and without any justification, had accused in its report. In these circumstances, the Bulgarian Government did not consider it possible to change its previous attitude on the question of co-operation with the Special Committee. The Permanent Representative of Greece to the United Nations, in a letter of 21 March 1949, stated, *inter alia*, that it was the Bulgarian Government which refused to accept a draft agreement to implement the Peace Treaty signed in Paris in 1947, which would implicitly but clearly mean that Greece was recognizing the Greek-Bulgarian boundary as defined by that Treaty.

Continuing its work on the problem of refugees, as described in last year's report, the Special Committee held consultations with the representatives of the International Refugee Organization in Greece and with other authorities and organizations. On 3 March 1949, the Principal Secretary informed the Secretary-General that the members of the Special Committee had heard with particular concern statements made by members of the United Nations agencies operating in Greece, which were summarized in an enclosed memorandum. The members of the Special Committee believed that the plight of these refugees was a major humanitarian problem and wished to bring it to the attention of the Secretary-General. The memorandum stated that 660,000 persons, or one-tenth of the population of Greece, had claimed assistance and proved their eligibility. The total number of refugees was nearer a million and the problem was far beyond the scope of existing programmes and far beyond the resources of Greece. The contents of the memorandum were made public in summary form in the *United Nations Bulletin* of 15 March. By a letter dated 27 May 1949, the Secretary-General, after a number of prolonged consultations, forwarded the memorandum of the Special Committee to the Directors-General of the Food and

Agriculture Organization, the United Nations Educational, Scientific and Cultural Organization and the World Health Organization. The Director-General of UNESCO informed the Secretary-General that the memorandum would be submitted to the Executive Board of UNESCO at its sixteenth session and, on 23 June, forwarded a copy of a resolution by which the Executive Board decided, subject to the approval of the Greek Government, to send a member of the Board to Greece to undertake an inquiry; to provide a sum of \$10,850 for immediate use as a token of UNESCO's desire to meet the educational needs of the refugee children; and subsequently to launch a campaign among voluntary agencies to raise funds to contribute to the solution of the problem.

On 14 April 1949, the League of Red Cross Societies at Geneva transmitted to the Secretary-General the text of a resolution, adopted on 7 April 1949 by the Executive Committee of the League, in which the latter requested the United Nations to study the means whereby assistance to Greek refugees in Greece might be extended.

The Special Committee has been kept informed of the activities of the Greek National Red Cross and United Nations agencies in Greece and has held further informal discussions with the representatives of these organizations.

The Special Committee postponed its general conciliatory work during the conversations conducted by the Conciliation Group appointed by the First Committee on 10 November 1948. On 13 May 1949, the Special Committee asked the President of the General Assembly for information on the results of the Conciliation Group's conversations, since it was considering the most appropriate means for resuming its conciliatory role. On 19 May, the President informed the Special Committee of the results achieved (see section (c) above). In letters dated 27 May 1949, the Special Committee invited the attention of the Governments of Albania, Bulgaria, Greece and Yugoslavia to the recommendations contained in the General Assembly resolutions of 21 October 1947 and 27 November 1948, concerning the establishment of normal diplomatic relations, the question of frontier conventions and the question of refugees. The Special Committee stated that its good offices continued to be available to assist the Governments concerned in carrying out any measures contemplated with a view to the implementation of these recommendations. Copies of the four letters were transmitted to the Governments of Poland and the Union of Soviet Socialist Republics for their information.

The Special Committee is now drafting its report to the General Assembly.

C. The question of the Free Territory of Trieste

(a) APPLICATION OF THE GOVERNMENT OF THE FEDERAL PEOPLE'S REPUBLIC OF YUGOSLAVIA

By a letter dated 28 July 1948 addressed to the Secretary-General, the permanent representative of Yugoslavia transmitted a note from his Government concerning the Free Territory of Trieste. The note charged that a number of treaties which had been concluded with Italy by the Allied Military Command of the British-United States zone of occupation in Trieste were in complete contradiction to obligations contained in the Treaty of Peace with Italy and had as a final effect the economic incorporation of Trieste into Italy. The incorporation of Trieste into Italy was being realized not only by such agreements but also by the day-to-day administrative decisions of the Allied Command. The Government of Yugoslavia could not help but associate these violations of the independence of the Free Territory with the widely known proposal of the United Kingdom, the United States of America, and France to incorporate Trieste into Italy. The Government of Yugoslavia was bringing the matter to the attention of the Security Council which, in accordance with the terms of the Treaty of Peace with Italy, assured the territorial integrity and independence of the Free Territory. The Security Council was requested to declare that the above-mentioned agreements were violations of the provisions of the Treaty of Peace with Italy pertaining to the Free Territory of Trieste; to undertake measures for nullifying the agreements because they created a situation likely to endanger the maintenance of international peace and security; and to assure the respect by the Governments of the United States and the United Kingdom of their international obligations, thus guaranteeing the independence of the Free Territory.

(b) CONSIDERATION BY THE SECURITY COUNCIL OF THE YUGOSLAV APPLICATION

The question was considered by the Security Council during meetings held between 4 and 19 August 1948. On 4 August, the representative of Yugoslavia was invited to participate in the discussion, and amplified the charges made in his Government's note.

The representatives of the United States of America, the United Kingdom and France considered the charges of the Yugoslav Government to be without foundation. In their view, the Allied Military Commander had administered the British-United States zone according to the letter and spirit of the pertinent provisions of the

Treaty of Peace with Italy, and in compliance with international law concerning the conduct of Military Governments in occupied territory. The United States, the United Kingdom and France, while urging a change in an unsatisfactory treaty would, pending a new solution, continue to regard the treaty as binding. The Three-Power declaration of 20 March 1948 had been made partly because of the delay in appointing a Governor and partly because the unsatisfactory conditions in the Yugoslav zone and the virtual incorporation of that zone into Yugoslavia had caused the three Governments to realize that the settlement prescribed in the Peace Treaty had been rendered unworkable. Detailed charges were made regarding changes put into effect in the Yugoslav zone.

The representatives of the Union of Soviet Socialist Republics and the Ukrainian Soviet Socialist Republic supported the Yugoslav charges to the effect that the agreements made with Italy by the Allied Military administration had violated the Treaty of Peace with Italy and called for prompt consideration by the Security Council of the question of the selection of a Governor for the Free Territory. They also supported the action that the Security Council was asked to take in the Yugoslav note.

(c) DRAFT RESOLUTIONS SUBMITTED BY YUGOSLAVIA AND THE UKRAINIAN SOVIET SOCIALIST REPUBLIC

The representative of Yugoslavia considered that the crux of the problem lay not in a legal interpretation, but in the political will to implement the provisions of the Peace Treaty. On 13 August 1948, he submitted a draft resolution providing that the Security Council should determine that the agreements concluded by the Allied Military Command and the Government of Italy on 9 March 1948 were in complete contradiction with the obligations undertaken by the Allied and Associated Powers and Italy under the Treaty of Peace with Italy, and should declare these agreements null and void. In addition, the draft resolution called upon the Governments of the United States of America and the United Kingdom to avoid in the future any actions contrary to the provisions of the Peace Treaty.

On 19 August, the representative of the Ukrainian Soviet Socialist Republic submitted a draft resolution calling for the appointment of a Governor for the Free Territory of Trieste, inasmuch as the delay in the solution of the question had complicated the implementation of the Treaty of Peace with Italy and also that of the relevant decisions taken by the Council of Foreign Ministers on 22 April 1947.

(d) **DECISION OF THE SECURITY COUNCIL OF
19 AUGUST 1948**

A vote was taken on these two draft resolutions on 19 August 1948. The Yugoslav proposal was rejected, receiving 2 votes in favour (Ukrainian Soviet Socialist Republic and the Union of Soviet Socialist Republics) to none against, with 9 abstentions. The Ukrainian draft resolution was rejected, receiving 4 votes in favour (China, Syria, Ukrainian SSR and the USSR) to none against, with 6 abstentions. The representative of the United Kingdom did not take part in the vote on the Ukrainian draft resolution, stating that that proposal had not been properly presented.

The Security Council remains seized of the question of the Free Territory of Trieste.

**D. The question of the appointment of
a Governor of the Free Territory of
Trieste**

In the last annual report it was stated that the Security Council, on 9 March 1948, resumed its consideration of the question of the appointment of a Governor of the Free Territory of Trieste and that after some discussion the Council agreed to postpone the matter and to take it up again at the request of any member of the Council.

On 8 February 1949, the representative of the Union of Soviet Socialist Republics requested that this matter should be considered by the Council in the near future.

The Security Council considered the question on 17 February 1949, when the representative of the Union of Soviet Socialist Republics stated that any further delay in the appointment of a Governor of the Free Territory was inadmissible, according to the provisions of the Treaty of Peace with Italy and to the decision of the Council of Foreign Ministers with regard to the Free Territory. He recalled that in 1947 the representative of the United Kingdom had submitted the name of Colonel Flückiger to the Sub-Committee created by the Council for the purpose of gathering information on candidates for the post of Governor. No objection had been raised against that candidate in the Sub-Committee. The representative of the Union of Soviet Socialist Republics submitted a draft resolution providing that the Security Council, taking into consideration the provisions of the Treaty of Peace with Italy and the decision of the Council of Foreign Ministers of 12 December 1946, should resolve to appoint Colonel Flückiger as Governor of the Free Territory of Trieste.

The representatives of the United Kingdom, the United States of America and France stated

that their Governments had come to the conclusion that the provisions of the Peace Treaty with regard to the Free Territory had become unworkable. They recalled that their joint declaration of 20 March 1948 had proposed revision of the Treaty of Peace with Italy with regard to Trieste because discussion in the Security Council had shown that agreement on the selection of a Governor was impossible, and because abundant evidence showed that the Yugoslav zone had been virtually incorporated into Yugoslavia by procedures which did not respect the desire expressed by the Powers to give an independent and democratic status to the Free Territory. The views of the three Governments had not changed and there was therefore no point in the Security Council's considering the question of the appointment of a Governor. The Council continued its discussion of this question on 21 February 1949.

At the request of the representative of the Union of Soviet Socialist Republics, the Security Council considered the question again on 28 March and 10 May 1949.

On 10 May, the draft resolution submitted by the representative of the Union of Soviet Socialist Republics was put to the vote. It was not adopted, receiving 2 votes in favour, with 9 abstentions.

The Security Council remains seized of the question.

**E. Identic notifications dated 29 Sep-
tember 1948 from the Governments
of the French Republic, the United
Kingdom and the United States of
America (the Berlin blockade)**

(a) **IDENTIC NOTIFICATIONS OF
29 SEPTEMBER 1948**

On 29 September 1948, the Secretary-General received identic notifications from the Governments of the French Republic, the United Kingdom and the United States of America, drawing attention to the serious situation which had arisen as a result of the unilateral imposition by the Government of the Union of Soviet Socialist Republics of restrictions on transport and communications between the Western zones of occupation in Germany and Berlin. The notifications stated that the action by the Government of the Union of Soviet Socialist Republics was contrary to its obligations under Article 2 of the Charter, and created a threat to the peace within the meaning of Chapter VII of the Charter. Under those circumstances, the three Governments considered that further recourse to the means of settlement prescribed in Article 33 of

the Charter was not possible and found themselves obliged to refer the action of the Government of the Union of Soviet Socialist Republics to the Security Council and to ask the latter to consider this question at the earliest opportunity.

(b) INCLUSION OF THE COMMUNICATIONS IN THE AGENDA OF THE SECURITY COUNCIL

The identic notifications were placed on the provisional agenda of the Security Council on 4 October 1948. The adoption of the agenda gave rise to extensive debate with regard to the competence of the Security Council to deal with the matter.

The representative of the Union of Soviet Socialist Republics stated that the question of the situation in Berlin did not fall within the competence of the Council. To refer this question to the Council would be a direct violation of Article 107 of the Charter, which provided for the solution of questions relating to Germany by the Governments responsible for the occupation of that country. In view of the international agreements concluded by the great Powers, including those of Yalta and Potsdam, the problem of Germany was a matter which should be settled by the Governments concerned and therefore could not be subject to discussion in any other way than that provided by the said agreements. Consequently, all questions relating to Germany had to be decided by direct negotiations among the Governments responsible for the state of affairs in Germany as a whole, as well as in any of its parts or sectors, including Berlin—its capital.

Accordingly, the Government of the Union of Soviet Socialist Republics, in a note of 3 October 1948, had proposed the convening of the Council of Foreign Ministers as the only legal procedure that conformed with the Charter of the United Nations and with existing international agreements. Thus the allegations that the Government of the Union of Soviet Socialist Republics was refusing to make use of the machinery of peaceful settlement of disputes were unfounded and did not correspond to the facts, as the Council of Foreign Ministers had been set up as an instrument to deal with the peaceful settlement of all questions related to ex-enemy countries, including Germany.

Furthermore, there was no foundation for the allegations that restrictions imposed by the Government of the Union of Soviet Socialist Republics on transport and communications between the Western zones of occupation in Germany and Berlin created a situation representing a threat to international peace and security, since

in fact no blockade existed and the measures mentioned were of a defensive character. These measures had been necessitated by the currency reforms carried out in the Western zones of Germany, which had placed Berlin and the whole Soviet zone of occupation in the position of being threatened by the new currency coming into Berlin and the Soviet zone from the Western zones. Were it not for the aggressive action of the United States of America, the United Kingdom and France, there would be no Berlin question, since it would not have been necessary for the Union of Soviet Socialist Republics to adopt defensive counter-measures.

In view of the above-mentioned facts, the representative of the Union of Soviet Socialist Republics objected to the inclusion of the Berlin question in the agenda of the Security Council.

The representative of the United States of America considered that the provisions of Article 107 of the Charter did not apply to the case in question, since the matter before the Council did not deal with the entire problem of Germany, as had been indicated by the representative of the Union of Soviet Socialist Republics. The question related to a threat to international peace and security caused by the imposition and maintenance of the Soviet blockade of Berlin and other measures taken against the other three occupying Powers. Article 107 was not designed to prevent any dispute among the victorious Powers from being brought before the Security Council but to prevent interference by the former enemy States in the action taken by the victorious Powers within the agreed realm of their responsibility. This was the sense of the wording of Article 107, which was made specifically evident from the wording of Article 53, paragraph 1.

The representative of the United Kingdom agreed with the statement of the representative of the United States of America, and pointed out that the action by the Union of Soviet Socialist Republics in the case of Berlin was being taken inherently in relation to the three Western Powers and to their position in Germany, and not in relation to Germany. It was the status and rights of the Western Powers which were directly affected or prejudiced by the action of the Union of Soviet Socialist Republics.

The representative of France stated that he also considered that Article 107 did not apply to the question, since the action of the Soviet authorities was taken against the occupying Powers, not against an ex-enemy State.

After some discussion, in which the representatives of Argentina, Belgium and Syria took part, the President put the question of the adop-

tion of the agenda to the vote. The agenda was adopted by 9 votes to 2 (Ukrainian Soviet Socialist Republic and the Union of Soviet Socialist Republics).

The representatives of the Union of Soviet Socialist Republics and the Ukrainian Soviet Socialist Republic stated that their delegations would not participate in the consideration of the Berlin question in the Security Council because it had been placed on the agenda in violation of Article 107 of the Charter.

(c) GENERAL DISCUSSION

On 6 October 1948, the representatives of the United States of America, the United Kingdom and France laid before the Security Council the views of their Governments on the substance of the Berlin question.

They stated that their Governments were in Berlin by right derived from the total defeat of Germany, and that the position of their countries as occupying Powers in Berlin had not only been confirmed by the practice of nearly three years but had been the subject of special agreements concluded among the four Powers, according to which the Berlin area was recognized as an international territory to be jointly occupied and administered by the said Powers. The rights of each occupying Power thus stemmed from the same sources and were co-equal as to the access, occupation and administration of the area.

The Government of the Union of Soviet Socialist Republics, despite its recognition of those rights, had on different pretexts, sought by an illegal and unilateral blockade to force the Western Powers out of Berlin and to coerce them into abandoning their rights and responsibilities in that city.

The almost complete blockade of transport and communications which had been ordered by the Soviet Military Administration, backed by the presence of Soviet armed forces in the Soviet zone of Germany, was clearly a threat of force against the Western occupying Powers, employed in a manner inconsistent with the purposes of the United Nations. The salient features of the case before the Security Council were the maintenance of the Soviet blockade and the continuation of the threat to the peace which it had created.

The representatives of the Western Powers, after giving an account of the Soviet measures which started in January 1948 and culminated in the blockade of Berlin, outlined the various steps taken by their Governments in an endeavour to reach an agreement with the Union of Soviet Socialist Republics by direct negotiations. The long process of negotiation had made it plain that attempts to settle the Berlin problem locally were

futile. The three Western Governments had then made an informal approach to the Soviet authorities in Moscow. As a result of the meetings with Premier Stalin and the Foreign Minister of the Union of Soviet Socialist Republics, Mr. Molotov, an agreement in principle had been reached on 30 August 1948. At that time, the four Governments had agreed on a directive to be dispatched to the Military Governors in Berlin with instructions to work out the measures for implementation of the provisions contained in that directive. However, the subsequent negotiations in Berlin between the Military Governors had produced no results because the position taken by the Soviet Military Governor was not compatible with the directive previously agreed upon.

Further discussions with the Government of the Union of Soviet Socialist Republics concerning the fulfilment of the agreement reached in Moscow had proved to be of no avail and the Western Powers had had no alternative but to inform the Government of the Union of Soviet Socialist Republics, by identic notes dated 26 September 1948, that their obligations under the Charter required them to refer to the Security Council the threat to the peace arising from the blockade of Berlin.

The representative of the United States of America, supported by the representative of the United Kingdom, noted, however, that the fact that this matter was before the Council under Chapter VII of the Charter did not mean that the Council was precluded from using any of the machinery of pacific settlement suggested in other parts of the Charter.

At the meeting of 15 October 1948, the President of the Security Council (the representative of Argentina) stated that he had decided, in consultation with the representatives of Belgium, Canada, China, Colombia and Syria, to request the representatives of the United States of America, the United Kingdom, France and the Union of Soviet Socialist Republics to explain the circumstances connected with the initial imposition of the restrictions upon communications, transport and commerce between Berlin and the Western zones of Germany and between the latter and the Soviet zone, together with the details of the enforcement of those restrictions and the present state of affairs. The above-mentioned representatives were also requested to explain in detail the agreement involved in the instructions given to the Military Governors of the four Powers in Berlin and to give the precise reasons which prevented its implementation.

The representatives of the United States of America, the United Kingdom and France stated that they would reply to the questions at a later

meeting of the Council. Accordingly, they submitted a detailed reply on 19 October 1948.

The representative of the Union of Soviet Socialist Republics recalled that his delegation had already stated that it did not find it possible to take part in the discussions of the Berlin question in the Security Council. He had already told the Council that the whole question of the alleged threats to the peace was an artificial one and that there would be no Berlin question at all had there not been a previous violation of the agreement by the Western Powers. He had also stated at that time that the issue should not be dealt with by the Security Council, but should be settled through the lawful procedure provided by the special agreements among the four Powers concerned. Accordingly, the delegation of the Union of Soviet Socialist Republics did not find it possible to reply to the two questions asked by the President of the Council.

At the meeting of the Security Council on 22 October 1948, the representatives of Argentina, Belgium, Canada, China, Colombia and Syria introduced a joint draft resolution which, *inter alia*, called upon the four Governments (a) to remove, immediately and simultaneously, all restrictions applied by the parties after 1 March 1948 on communications, transport and commerce between Berlin and the Western zones of Germany and the restrictions on transport and commerce to and from the Soviet zone of Germany, and (b) to hold an immediate meeting of the four Military Governors in order to arrange for the unification of currency in Berlin on the basis of the German mark of the Soviet zone and under the terms and conditions defined in the joint directive agreed upon by the four Governments on 30 August 1948 in Moscow. The draft resolution stated that the measures in (b) above should be completely fulfilled by 20 November 1948 and, subsequently, negotiations should be commenced in the Council of Foreign Ministers on the outstanding problems concerning Germany as a whole.

At the next meeting of the Council, held on 25 October 1948, the representatives of France, the United Kingdom and the United States of America stated that their Governments accepted the draft resolution submitted by the President in the name of the six neutral countries as offering all parties an honourable way out of the difficulty.

The representative of the Union of Soviet Socialist Republics stated that the draft resolution did not provide for the simultaneous removal of restrictions and the introduction of the German mark of the Soviet zone as the sole currency in Berlin, as envisaged in the joint

directive agreed upon by the four Governments on 30 August 1948 and therefore was a direct violation of that directive. According to the proposed resolution, the restrictions imposed by the Soviet authorities to cope with the consequences of the monetary reform carried out by the Western Powers in Berlin were to be removed immediately, while only the discussion concerning, and not the actual introduction of the Soviet zone mark into all the zones of Berlin was to be undertaken simultaneously. Because of those considerations the delegation of the Union of Soviet Socialist Republics would vote against the draft resolution.

The representative of the United States of America pointed out that the issue before the Council was not the question of the directive, but that of the threat to peace which had been created by the blockade measures imposed by the Union of Soviet Socialist Republics. He stated that his Government was prepared to discuss, in the Council of Foreign Ministers, any question relating to Germany as a whole, including the questions of the unification of Germany and Berlin, as well as all the questions connected with the establishment of a sole currency in Berlin, provided that the unilateral blockade measures imposed by the Union of Soviet Socialist Republics were revoked. Otherwise no negotiations could take place.

On 25 October 1948, the draft resolution submitted by the representatives of Argentina, Belgium, Canada, China, Colombia and Syria was put to the vote. It received 9 votes in favour and 2 against (Ukrainian SSR and the USSR). Since one of the permanent members of the Security Council voted against the resolution, it was not adopted. The Security Council remains seized of the question.

(d) EFFORTS UNDERTAKEN OUTSIDE THE SECURITY COUNCIL

Through the efforts of Dr. Bramuglia, President of the Security Council, the four Powers concerned agreed, during the meetings of the Council in Paris, to the creation of a technical committee to be composed of financial experts nominated by the neutral members of the Security Council, and a representative of the Secretary-General, to discuss ways and means of establishing a single currency in Berlin under four-Power control and to make recommendations on the matter.

On 11 February 1949, the Committee submitted a lengthy confidential report informing the President of the Security Council that the Committee had not been able to arrive at any solution acceptable to both sides. This report

was made public by the President on 15 March 1949 in the form of a Press release, and was not taken up by the Security Council.

In April 1949, it was reported that informal conversations on the Berlin question had been held between Mr. Malik and Dr. Jessup, representatives of the Union of Soviet Socialist Republics and of the United States of America respectively. At a later stage, the representatives of the United Kingdom and France were brought into the negotiations. On 4 May 1949, a formal announcement was made to the effect that all problems arising in connexion with the situation in Berlin had been discussed and that agreement had been reached on all main questions of principle. By a letter dated 4 May 1949, the representatives of France, the United Kingdom and the United States of America on the Security Council transmitted a letter to the Secretary-General requesting him to bring to the attention of the members of the Council the fact that their Governments had concluded with the Government of the Union of Soviet Socialist Republics an agreement on the Berlin question. A copy of a *communiqué* was enclosed, announcing that the four Governments had reached an agreement to the effect that all restrictions imposed since 1 March 1948 by both sides on communications, transport and trade between Berlin and the respective zones of Germany and between the zones themselves would be removed on 12 May 1949 and that, on 23 May 1949, a meeting of the Council of Foreign Ministers would be convened in Paris to consider questions relating to Germany and problems arising out of the situation in Berlin, including the question of currency in that city.

At the sixth session of the Council of Foreign Ministers which took place in Paris from 23 May 1949 to 20 June 1949, it was agreed that consultations between the occupation authorities should take place in Berlin on a quadri-partite basis concerning, in particular, questions of trade, finance and economic relations, the facilitation of movement of persons and goods, and the exchange of information between the Western zones and the Eastern zone, and between Berlin and the zones, and questions relating to the administration of the four sectors of Berlin. German experts and appropriate German organizations might be called upon by the occupation authorities to give assistance. The occupation authorities would take the necessary measures to ensure the normal functioning of rail, water and road transport, and would recommend to the leading German bodies in their respective zones that the establishment of closer economic ties between the zones should be facilitated. The four

Governments further agreed that the New York Agreement of 4 May 1949 should be maintained.

During the fourth regular session of the General Assembly, the four Governments are to exchange views regarding the date and other arrangements for the next session of the Council of Foreign Ministers on the German question.

F. Observance in Bulgaria and Hungary of human rights and fundamental freedoms

On 16 March 1949, the Bolivian Government requested that the item "Study of the legal proceedings against Cardinal Mindszenty of Hungary in relation to Article 1, paragraph 3 and Article 55, paragraph c of the Charter" be placed on the agenda of the second part of the third regular session of the General Assembly.

On 19 March 1949, the Australian Government requested the inclusion in the same agenda of the item "Observance of fundamental freedoms and human rights in Bulgaria and Hungary, including the question of religious and civil liberty in special relation to recent trials of church leaders".

In the course of the discussion in the General Committee on the inclusion of the item in the agenda, the representatives of Australia and Bolivia agreed to combine in a single text the two items proposed separately by them, as follows: "Having regard to the provisions of the Charter and of the Peace Treaties, the question of the observance in Bulgaria and Hungary of human rights and fundamental freedoms including questions of religious and civil liberties, with special reference to recent trials of church leaders".

The representatives of the Union of Soviet Socialist Republics and of Poland on the General Committee held the view that the question should not be included in the agenda since it concerned exclusively the domestic jurisdiction of Bulgaria and Hungary and since the trials in question were not yet *res adjudicatae*, the appeals directed against the sentences being still pending. Finally, the General Assembly was not in their view competent to consider the question, as Article 107 of the Charter put the matter of peace treaties and of their application beyond the competence of the General Assembly. Moreover, the Peace Treaties with Bulgaria and Hungary themselves provided for a special procedure concerning the solution of any dispute regarding their application or their interpretation.

On the recommendation of the General Committee, the General Assembly decided to include the item in the agenda and to refer it to the

Ad Hoc Political Committee for consideration and report.

Before the general discussion began, the Committee decided to invite the representatives of Bulgaria and Hungary to participate, without vote, in the discussion of the question. This resolution was transmitted by the Secretary-General to the Governments of Bulgaria and Hungary.

The *Ad Hoc* Political Committee considered this question between 19 and 22 April 1949. After the debates were concluded and a resolution adopted, the Governments of Bulgaria and Hungary replied to the Secretary-General that they could not accept the invitation extended to them, mainly on the ground that the United Nations had no competence over the question which, in their opinion, fell within the domestic jurisdiction of the States concerned.

On 22 April, the Committee, adopted, by 34 votes to 6, with 11 abstentions, a draft resolution proposed by Bolivia, after having rejected various amendments.

The majority of the Committee was of the opinion that the matter fell within the competence of the United Nations but that it was not appropriate, at that stage, for the General Assembly to investigate the acts allegedly committed by Bulgaria and Hungary contrary to the purposes of the United Nations and to their obligations under the Peace Treaties to ensure to all persons within their respective jurisdictions the enjoyment of human rights and fundamental freedoms, since several States, signatories to the Peace Treaties with Bulgaria and Hungary had already taken steps in accordance with the Treaties.

The representatives of the Byelorussian Soviet Socialist Republic, Czechoslovakia, Poland, the Ukrainian Soviet Socialist Republic, the Union of Soviet Socialist Republics and Yugoslavia, who voted against the resolution, expressed the view that the United Nations had no competence over this question which, in their opinion, fell within the domestic jurisdiction of the States concerned. They pointed out that the consideration of this case by the General Assembly would be in contradiction with the procedure established in the Peace Treaties. They also emphasized that the Bulgarian and Hungarian trials against church leaders or clerics had been motivated not by the position occupied by the accused, but because the latter had committed crimes falling within the scope of the penal law of the countries concerned.

The report of the *Ad Hoc* Political Committee was examined by the General Assembly on 29 and 30 April, and the draft resolution recom-

mended by the Committee was adopted by 34 votes to 6, with 9 abstentions.

In its resolution, the General Assembly expressed its deep concern at the grave accusations made against the Governments of Bulgaria and Hungary, noted with satisfaction the steps already taken by several States signatories to the Peace Treaties with Bulgaria and Hungary regarding these accusations, drew the attention of the Governments of Bulgaria and Hungary to their obligations under the peace treaties, and decided to retain the question on the agenda of the fourth regular session of the General Assembly.

G. The question of Franco Spain

Following a request dated 19 August 1948 from the representative of Poland for the inclusion of the item in the agenda of the third regular session, the General Assembly, on 24 September 1948, referred to the First Committee for consideration and report the item: "Question of Franco Spain: implementation of the resolutions and recommendations of the General Assembly of 12 December 1946 and of 17 November 1947".

During the discussion in the Committee, which began on 4 May 1949, a number of representatives supported a draft resolution presented by the representative of Poland, which reiterated the previous condemnation by the Assembly of the Franco régime and recommended that all Member States should cease to export war and strategic material to Spain, and should refrain from entering into any agreements or treaties with Franco Spain. As stated in the preamble of the draft resolution, the reinforcement of the restrictions adopted in 1946 were not only justified by the recent developments of the internal situation in Spain, but also by the strengthening, during the last few years, of diplomatic and economic relations between the Spanish Government and several other nations, in particular the United States of America and the United Kingdom, which had prevented the establishment of a democratic régime.

Other representatives favoured a joint draft resolution submitted by Bolivia, Brazil, Colombia and Peru, to the effect that the General Assembly should leave to Member States full freedom of action as regards their diplomatic relations with Spain. This revision of the 1946 resolution was based on the fact that a draft proposal intended to confirm the resolution of 12 December 1946 had not obtained the necessary two-thirds majority during the second session in 1947, and that following this negative vote, several Members of the Organization had accredited ambassadors and ministers plenipotentiary to Madrid.

This joint draft resolution was recommended by the First Committee in its report to the General Assembly. It was voted upon on 16 May 1949 in the Assembly, but failed to obtain the required two-thirds majority (26 votes in favour, 15 against, with 16 abstentions).

The General Assembly then voted upon the Polish draft resolution, which was re-presented to it after rejection in the First Committee; the proposal was rejected by 40 votes to 6, with 7 abstentions.

During the discussions in the Committee and in the Assembly, a number of representatives expressed, in various forms, the wish to maintain the previous condemnation of the Franco régime, but contended that sufficient proof had not been given justifying additional restrictions which, on the whole, would be harmful to the Spanish people.

As the two draft resolutions before the General Assembly were rejected, the position of the United Nations with regard to Franco Spain remains unchanged.

H. The problem of the independence of Korea

As indicated in the last annual report, the General Assembly adopted, on 14 November 1947, a resolution establishing the United Nations Temporary Commission on Korea and assigning to the Commission a number of tasks in connexion with the re-establishment of the national independence of Korea. The Commission commenced its work in Korea in January 1948, and its activities to 24 May 1948, covered in the first part of its report to the General Assembly, were also dealt with in the last annual report of the Secretary-General. The second part of the report covered the period from 24 July to 14 October 1948 and is outlined in the following section.

(a) CONSULTATION OF THE KOREAN GOVERNMENT WITH THE TEMPORARY COMMISSION

It is recalled that, on 10 June 1948, the Temporary Commission decided to inform the representatives elected to the Korean National Assembly as a result of the ballot of 10 May 1948 that the Commission was now ready for such consultation as they might request concerning the further implementation of the Commission's terms of reference.

In a letter dated 6 August 1948, the Temporary Commission was informed by President Rhee of the formation of the Government of the Republic of Korea. In the same letter, the President suggested consultations with the Commission with

particular reference to paragraph 4 of General Assembly resolution 112 (II) B of 14 November 1947 concerning the constitution of national security forces, the taking over of the functions of government and the withdrawal of occupation forces. On 14 August 1948, the Temporary Commission, by 4 votes to 2, with 1 abstention, decided to accede to the request of the President. The task of consultation was assigned to the Main Committee of the Temporary Commission, which met with representatives of the Foreign Ministry of the Republic of Korea on 25 August. The representatives of the Foreign Ministry informed the Committee that negotiations between their Government and the United States authorities were progressing to the satisfaction of both parties, that an interim agreement covering the transfer to the Government of responsibility for the existing security forces had been signed on 24 August 1948, and that, for the present, there were no questions on which the Korean Government desired to consult the Commission.

(b) PREPARATION OF THE SECOND PART OF THE REPORT OF THE TEMPORARY COMMISSION TO THE GENERAL ASSEMBLY

In accordance with a decision taken by the Temporary Commission on 19 August 1948, a drafting committee left Seoul for Lake Success to prepare the second part of the report to the General Assembly. The Temporary Commission, which reached Lake Success later, finally adopted the second part of its report in Paris on 15 October 1948.

In the second part of its report, the Commission stated its opinion that the need for setting up some procedure for peaceful negotiations was urgent and must be met before the evacuation of the occupying forces abandoned Korea to the arbitrary rule of rival political regimes whose military forces might find themselves driven to internecine warfare. Pointing out that the Korean problem was only one aspect of the present struggle in international relations, the Commission stated its belief that, nevertheless, there were prospects for the easing of the prevailing tension between the north and the south in the course of time. It was of the opinion that the General Assembly should remain seized of the problem, seek the co-operation of all Member States and take such other steps as it might deem fit to bring about the attainment of the national independence and unity of Korea.

On 17 September 1948, the Temporary Commission decided to proceed to Paris in order to be present during the consideration of the Korean issue by the General Assembly.

(c) CONSIDERATION BY THE GENERAL ASSEMBLY
AT THE FIRST PART OF ITS THIRD REGULAR
SESSION

(i) *Discussion in the First Committee*

On 24 September 1948, the General Assembly referred to the First Committee, for consideration and report, the report of the United Nations Temporary Commission on Korea and the report of the Interim Committee concerning the consultation by the Temporary Commission on Korea with the Interim Committee.

On 15 November, before the First Committee had reached the Korean question on its agenda, the representative of Czechoslovakia proposed that the Committee should consider immediately a Czechoslovak draft resolution inviting the delegation of the People's Democratic Republic of Korea to participate in the discussion on the question of the independence of Korea. He explained that a decision had to be taken at that time to enable the delegation of the People's Democratic Republic to reach Paris in time to participate. The proposal for immediate consideration was rejected by the First Committee.

On 6 December 1948, the First Committee took up consideration of the question of the independence of Korea. The Czechoslovak proposal to invite the representatives of the Government of the People's Democratic Republic to participate in the discussion was rejected by the Committee by 34 votes to 6, with 8 abstentions. On the same date, the Committee adopted a draft resolution proposed by China, amended by Australia, inviting the delegation of the Government of the Republic of Korea to participate, without the right to vote, in the Committee's debate on the question. It was also agreed, without objection, to invite the Rapporteur of the Temporary Commission to present the Commission's report.

Most of the debate centred round two draft resolutions, one submitted jointly by Australia, China and the United States of America, and the other by the Union of Soviet Socialist Republics. The joint draft resolution, *inter alia*, approved the conclusions of the report of the Temporary Commission and called for the establishment of a new commission on Korea. Those who supported this draft resolution also approved the conclusions of the Temporary Commission's report and considered that the Government of the Republic of Korea represented the will of the people of that part of Korea in which the Commission had been able to carry on its work. Several speakers supporting this view considered that the General Assembly's task was to give the Government of the Republic of Korea the seal of legitimacy and

to establish a new commission on Korea to bring about the unification of that country; to assist the further development of representative government; to observe the actual withdrawal of the occupying forces; to help the Korean people toward unity and the elimination of economic barriers; and to break down the barrier which was obstructing friendly relations between North and South Korea.

The USSR draft resolution, among other proposals, called for the termination of the Temporary Commission. The representatives supporting the draft resolution expressed the following general views: The General Assembly had not had the right to take any action with regard to Korea, as that matter had been covered by the Moscow Agreement and should be dealt with by the Allied Governments concerned. Thus, the establishment of the Temporary Commission was a direct violation of international agreements and had no legal and constitutional basis. The consultation with the Interim Committee had exceeded the Commission's terms of reference, as the resolution of 1947 had called for elections in the whole of Korea. Moreover, the Interim Committee was also in their view an illegally established body. The Temporary Commission's decision to observe the elections in South Korea had been adopted by a minority of the Commission, and of the four out of its nine members who had voted in favour of that decision, three were adherents of the United States' view and the fourth had expressed grave doubts regarding the advisability of the decision. The régime that had been established as the result of the elections, which had been boycotted by all parties except the extreme right, was a puppet régime supported only by former Japanese collaborators and the United States military authorities. The will of the Korean people was expressed by the Government of the People's Democratic Republic of Korea, which had been elected by an overwhelming majority of the population of both North and South Korea. In response to the wishes of the Korean people, the Government of the Union of Soviet Socialist Republics had announced its intention to evacuate its occupation forces by 1 January 1949, whereas there was no indication as to when the United States forces would be withdrawn. Immediate withdrawal of those forces would offer the best hope for Korean independence and unity.

On 8 December 1948, the First Committee adopted, by 41 votes to 6, with 2 abstentions, the joint draft resolution of Australia, China and the United States of America. The Committee also adopted a United States proposal to make the membership of the new Commission the

same as that of the Temporary Commission. The representatives of the Byelorussian Soviet Socialist Republic, Czechoslovakia, Poland, the Ukrainian Soviet Socialist Republic, the Union of Soviet Socialist Republics and Yugoslavia did not take part in the vote on this proposal and the representative of the Ukrainian Soviet Socialist Republic stated that his Government would not take part in any activity of the commission.

On the same date, the USSR draft resolution was rejected by 42 votes to 6, with 3 abstentions.

(ii) *Discussion in the General Assembly*

On 9 December 1948, the representative of the Union of Soviet Socialist Republics submitted a revised version of his original draft resolution to the General Assembly. This draft resolution stated that the Temporary Commission by its past activity had not helped to liquidate the baneful effects of Japanese rule in Korea, to re-establish Korea as an independent democratic State or to create the conditions for the development of the country on democratic principles. The Commission had not contributed to the carrying out of free elections, but, on the contrary, its activity had resulted in their taking place in conditions of police constraint and repression. It was being used to conceal an anti-democratic policy and the establishment of a reactionary anti-national régime in South Korea, to divide Korea and to suppress the democratic forces of the Korean people. The USSR draft resolution therefore called for the termination of the Temporary Commission.

The General Assembly considered the report of the First Committee and the USSR draft resolution on 12 December 1948. After approving a Canadian amendment, which proposed to remove Canada and the Ukrainian Soviet Socialist Republic from the membership of the new Commission on Korea, the resolution submitted by the First Committee was adopted by 48 votes to 6, with 1 abstention. At the same meeting, the USSR draft resolution was rejected by 46 votes to 6.

The main provisions of the adopted resolution were as follows: The Assembly approved the conclusions of the reports of the Temporary Commission, and declared that there had been established a lawful Government (the Government of the Republic of Korea), having effective control and jurisdiction over that part of Korea where the Temporary Commission had been able to observe and consult and in which the great majority of the people of all Korea resided; that this Government was based on elections which had been a valid expression of the free will of the electorate of that part of Korea and which

had been observed by the Temporary Commission; and that this was the only such Government in Korea. The resolution recommended that the occupying Powers should withdraw their occupation forces as early as practicable. A Commission was established composed of the following States: Australia, China, El Salvador, France, India, the Philippines and Syria. The Commission was to continue the work of the Temporary Commission and carry out the provisions of the present resolution, having in mind the status of the Government of Korea as defined in the resolution. In particular, the Commission was to lend its good offices to bring about the unification of Korea and the integration of all Korean security forces in accordance with the principles stated in the 1947 resolution; to seek to facilitate the removal of barriers to economic, social and other friendly intercourse caused by the division of Korea; to be available for observation and consultation in the further development of representative government based on the freely-expressed will of the people; and to observe the withdrawal of the occupying forces, requesting, if it so desired, the assistance of military experts of the two occupying Powers. The Commission was to proceed to Korea within thirty days of adoption of the resolution; it would be regarded as having superseded the Temporary Commission; would be authorized to travel, consult and observe throughout Korea; might consult with the Interim Committee with respect to the discharge of its duties in the light of developments, and within the terms of the present resolution. The Commission was to report to the next regular session of the General Assembly and to any prior special session which might be called. The Member States concerned, the Government of Korea, and all Koreans were called upon to afford every assistance and facility to the Commission in the fulfilment of its responsibilities. Member States were also called upon to refrain from any acts derogatory to the results achieved and to be achieved by the United Nations in bringing about the complete independence and unity of Korea. The resolution further recommended that Member States and other nations, in establishing their relations with the Government of Korea, should take into consideration the facts set out in the resolution concerning the establishment of that government.

(d) ORGANIZATION OF THE UNITED NATIONS COMMISSION ON KOREA

The first meeting of the United Nations Commission on Korea was held in Seoul on 2 February 1949, and two Sub-Committees were set up soon after. Sub-Committee 1 was instructed to

utilize every available medium to impress upon the people throughout Korea the Commission's earnest desire to extend its good offices to remove existing barriers in Korea with a view to promoting unification; to study the nature and extent of existing economic, social and other barriers to friendly intercourse caused by the division of Korea; to obtain full information concerning efforts to remove such barriers, and to recommend methods for further improvement; to explore means for promoting social and cultural relations among the people throughout Korea; and, as a means of discharging these tasks, to make immediate contact with North Korea, with a view to arranging visits for the Commission, its subsidiary bodies or individual members. Sub-Committee 1 has held hearings of Korean personalities and has visited the provinces in fulfilment of its terms of reference. Its work in connexion with contact with North Korea is summarized in section (e) below.

Sub-Committee 2 was instructed to study the development of representative government in Korea. It was to be ready for consultation with governmental authorities and provide such information and advice as might be requested, as well as gather from experts and organizations opinions and views bearing on the further development of representative government in Korea. Accordingly, Sub-Committee 2 has conducted hearings of Korean personalities and has made visits for the purpose of observing conditions in connexion with its study.

On 26 May 1949 an *Ad Hoc* Committee of the Whole was established to study and report to the Commission on the question whether observer teams were authorized under the General Assembly resolution of 12 December 1948, and what their functions and usefulness would be. The *Ad Hoc* Committee adjourned *sine die* after holding one meeting and reported that it would not be useful at the present time to continue consideration of the question.

On 13 June the Commission established a Sub-Committee to observe and verify the withdrawal of United States occupation forces. The work of this Sub-Committee is dealt with below in section (f).

(e) CONTACT WITH NORTH KOREA

On the recommendation of Sub-Committee 1, the Commission, on 18 February 1949, through the intermediary of the Secretary-General of the United Nations, requested the Government of the Union of Soviet Socialist Republics to lend its good offices to establish contact with leading

personalities in North Korea. No answer was received from that Government. On 18 March, the Commission instructed the Principal Secretary to send a letter requesting General Kim, Il Sung, in North Korea, to facilitate a visit to North Korea by the Commission to enable the latter to inform itself of the situation north of the 38th parallel. The Commission was later informed that the letter had been accepted by the captain of a Soviet vessel on 8 April 1949 for subsequent delivery to General Kim, Il Sung. On 18 May the Commission decided that, pending the receipt of a reply, the Sub-Committee should pursue other possible courses of action in contacting North Korea.

(f) OBSERVATION OF THE WITHDRAWAL OF OCCUPATION FORCES

By a letter dated 14 April 1949, the United States Ambassador in Korea informed the Commission that he was taking up the question of troop withdrawal with the President of the Republic of Korea. He stated that it was the policy of his Government to keep the Commission fully informed of all steps taken that might affect its activities.

On 23 May the Commission adopted, with some changes, an amended draft resolution submitted by the representative of the Philippines which expressed the opinion that the Commission assumed no responsibility regarding the timing or the facilitating of the withdrawal of the forces of the occupying Powers. This resolution was adopted by 3 votes to 1, with 2 abstentions. The members who abstained felt that there was no need for such a resolution, while the dissenting member did not agree that the Commission could be absolved of all responsibility in the matter of the withdrawal or non-withdrawal of troops.

On 13 June, the Commission, mindful of paragraph 4 (d) of General Assembly resolution 195 (III), decided (1) to observe the withdrawal of remaining United States occupation forces and to verify such withdrawal when it had occurred, and (2) to establish a sub-committee composed of representatives of Australia, China, El Salvador and India to examine and report on procedures regarding the observation of withdrawal. The representative of Australia was appointed Chairman of the Sub-Committee. On 20 June, the Commission approved the report of the Sub-Committee (Sub-Committee 3), and authorized it to "observe and verify the withdrawal of occupation forces from Korea". This task was not to be limited to the south, but was to be accomplished in the north whenever possible.

I. The India-Pakistan question

(a) INTERIM REPORT OF THE UNITED NATIONS COMMISSION FOR INDIA AND PAKISTAN

The United Nations Commission for India and Pakistan, established by resolutions of the Security Council of 20 January and 21 April 1948, and composed of the representatives of Argentina, Belgium, Colombia, Czechoslovakia and the United States of America, arrived on the Indian sub-continent on 7 July 1948. Numerous consultations were held in Karachi and New Delhi by the Commission as a whole, or by certain of its members, with representatives of the two Governments.

As a result, the Commission adopted, on 13 August, a resolution submitting to the two parties a proposal for a cease-fire and truce agreement. This agreement, which followed the lines of the Security Council resolution of 21 April 1948, took into consideration the entire situation and especially the fact that Pakistani troops were present in the State of Jammu and Kashmir.

Following upon further detailed and oral elucidations, the Government of India signified its acceptance of the resolution as a whole. The Government of Pakistan attached to its acceptance certain conditions, in particular with regard to the organization of a free plebiscite.

An interim report on the activities of the Commission from its first meeting on 15 June 1948 until 22 September 1948, the date of its departure from the Indian sub-continent, was submitted to the Security Council on 22 November 1948.

(b) CONSIDERATION OF THE INTERIM REPORT BY THE SECURITY COUNCIL

On 30 August 1948, the Security Council was convened to examine a message from the Chairman of the Commission for India and Pakistan concerning the appointment of military observers. After a lengthy exchange of views, the Council decided not to place this matter on its agenda.

On 25 November 1948, the Security Council examined the interim report of the Commission. The Council pledged its full support for the work of the Commission and endorsed the appeal made by the Commission to the two parties to refrain from any action which might aggravate the situation and endanger the pending negotiations.

(c) CEASE-FIRE ORDER AND SECOND INTERIM REPORT OF THE UNITED NATIONS COMMISSION FOR INDIA AND PAKISTAN

Following conversations in Paris with the representatives of India and Pakistan to the General

Assembly, the Commission was able to submit, on 11 December 1948, proposals additional to its resolution of 13 August. Acceptance of these proposals, the aim of which was the organization of a plebiscite, was signified by the Governments of India and Pakistan in communications dated 23 and 25 December 1948 respectively.

On 1 January 1949, the Governments of India and Pakistan declared that, in view of the fact that the proposals of the United Nations Commission for India and Pakistan had been accepted, there remained no reason for the continuation of hostilities, and announced that they had agreed to order a cease-fire effective one minute before midnight, 1 January 1949.

The second interim report of the Commission covering its activities after its return from the Indian sub-continent (25 September 1948—5 January 1949) was presented to the Security Council on 13 January 1949. The President of the Council commended the Commission for its work and the parties for their good will. In the name of the Council, he expressed the wish that the Commission should return to the Indian sub-continent at its earliest convenience so as to implement the decisions reached.

(d) IMPLEMENTATION OF THE RESOLUTION OF THE UNITED NATIONS COMMISSION FOR INDIA AND PAKISTAN

On its arrival on the Indian sub-continent (4 February 1949) the United Nations Commission for India and Pakistan started to work on the implementation of the accepted proposals. A sub-committee was formed to prepare a draft of the truce agreement and, after several meetings held with the representatives of both armies in conjunction with the Military Adviser to the Commission a general truce line was agreed upon.

On 28 April, after three months' discussion, the United Nations Commission for India and Pakistan submitted to both Governments detailed truce proposals, requesting unreserved acceptance of the terms thereof. On 6 June 1949, the Commission stated that the two Governments had not been able to accede to the request of 28 April.

After further examining the question, the Commission decided to make new efforts to reconcile the two points of view.

(e) NOMINATION OF THE PLEBISCITE ADMINISTRATOR

On 21 March 1949, Admiral Chester Nimitz was nominated Plebiscite Administrator by the Secretary-General of the United Nations, in agreement with the Commission and after consultation with the two Governments. Admiral Nimitz has arrived at the Headquarters of the

United Nations and owing to the fact that negotiations of the truce agreement are still in progress, he has not yet proceeded to the Indian sub-continent.

J. The Hyderabad question

(a) APPLICATION OF HYDERABAD TO THE SECURITY COUNCIL

By a letter dated 21 August 1948, the Secretary of the Department of External Affairs of the Government of Hyderabad and Berar communicated to the President of the Security Council his Government's request that the grave dispute which had arisen between Hyderabad and India should be brought to the Council's attention, in accordance with Article 35, paragraph 2, of the Charter. Unless settled in accordance with international law and justice, the letter said, the dispute was likely to endanger the maintenance of international peace and security. Hyderabad had been exposed in recent months to violent intimidations, threats of invasion and economic blockade which were intended to coerce it into a renunciation of its independence. The action of India threatened the existence of Hyderabad, the peace of India and of the entire Asiatic continent, and the principles of the United Nations. For the purposes of the dispute, the Government of Hyderabad accepted the obligations of pacific settlement provided in the Charter.

On 8 September, the Government of Hyderabad, in a further communication, asked to become a party to the Statute of the International Court of Justice in order to facilitate the peaceful solution of the problem. By a cablegram dated 13 September, the Secretary of the Department of External Affairs informed the Secretary-General that Hyderabad was being invaded and that hostilities had broken out in various parts of the country. On 15 September, in support of its application to the Security Council, the Government of Hyderabad submitted a written statement of its case and a memorandum.

On 16 September, the Security Council, meeting in Paris, decided, by 8 votes to none, with 3 abstentions, to include the question in its agenda. Several representatives made the reservation that this action did not prejudice the Council's competence or any of the merits of the case.

The representative of Hyderabad made a statement on the facts and replied to the legal arguments which had been advanced against the Council's competence and Hyderabad's right to initiate the proceedings. He asked the Council to use its powers under the Charter to halt the invasion and to bring about the withdrawal of the invading troops. Thereafter, he hoped that the

Council would investigate fully and make recommendations regarding the situation as it had existed when the dispute was first brought before the Council under paragraph 2 of Article 35.

The representative of India maintained that Hyderabad was not competent to bring any question before the Security Council, that it was not a State and was not independent. The usefulness of the United Nations would be impaired and the cause of peace would be damaged if areas which did not possess the characteristics of States were permitted to present grievances to the Council. Without going into the merits of the case, he indicated the nature of the reign of terror by private armies in Hyderabad, and other events which had obliged the Government of India to take action.

(b) WITHDRAWAL BY THE NIZAM OF THE APPLICATION

At the Council's meeting on 20 September, the representative of India read a telegram from the Nizam to the President of the Hyderabad delegation, which had been transmitted by the Indian Agent-General in Hyderabad, ordering the withdrawal of the Hyderabad case from the Council. The representative of Hyderabad informed the Council that no instructions emanating directly from the Nizam had reached his delegation.

In a cable dated 22 September, the Nizam confirmed the message quoted by the representative of India. To resolve all doubts on the matter, the Nizam formally requested the Council to note that he had withdrawn the complaint made by his Government. He added that the Ministry at whose instance the complaint had been made had resigned on 17 September, when he had personally assumed the charge of his State. The delegation to the Security Council, which had been sent at the instance of that Ministry, had ceased to have any authority to represent either him or his State.

In a note dated 24 September, the Hyderabad delegation informed the President of the Security Council that important constitutional and administrative changes had been introduced in Hyderabad that were not related in any way to the avowed purpose of maintaining internal order. The Nizam had been compelled to surrender complete power to the Indian Military Commander. It was imperative that the Council should review the situation and prevent an extension of the scope of the *fait accompli*.

On 28 September, the Council discussed the Hyderabad delegation's credentials and rights to future participation. The representative of Hyderabad said that a successful invader had withdrawn credentials issued by the lawful Government and asked whether such a procedure was consistent

with the authority and purpose of the United Nations. His delegation thought it its duty to leave to the Council the important decision as to the delegation's status before the United Nations. The representative of India quoted statements by the Nizam and by Lord Mountbatten to show that the Government of Hyderabad had been taken over by a *coup d'état* by the extremist ministry which had referred the matter to the Council. The Nizam had come under the control of that group of extremists, from whom he had recently been released. The representative of India suggested that the Council should consider whether the cause of peace would not be better served by dropping this matter from the agenda.

In a letter dated 11 October 1948, the head of the Hyderabad delegation stated that, since the views of his delegation on the validity of the credentials of its members and cognate matters had been placed before the Council at its last meeting, he did not propose to ask that the delegation should be represented at the next meeting of the Council on the question.

(c) INTERVENTION BY PAKISTAN AND SUBSEQUENT PROCEEDINGS

In a letter dated 6 October 1948, the Minister for Foreign Affairs of Pakistan requested that Pakistan be permitted to participate in the discussion of the Hyderabad question, in accordance with Article 31 of the Charter. In another letter dated 20 November, he stated that recent reports showed that the situation in Hyderabad continued to deteriorate and that urgent action by the Council was needed to remedy the situation.

The question was placed on the provisional agenda of the meeting of the Council to be held on 25 November. Subsequently, the leader of the Indian delegation informed the President of the Council that the Indian delegation dealing with the Hyderabad question had been withdrawn. The Council decided to postpone discussion of the question to an early meeting. On 2 December, it was informed that the Secretary-General had no information from the Indian delegation that it had a duly qualified representative to participate in the discussion of the question.

By a letter dated 10 December, the Government of India informed the Council that conditions in Hyderabad were peaceful and normal and that there was complete freedom of access by air, rail and road. In the circumstances, the Government of India did not propose to send a representative to the Council to discuss the Hyderabad question.

In a letter dated 12 December, the head of the Hyderabad delegation said that it was clear that the Nizam's alleged instructions for the withdrawal of the complaint had been given under duress and the delegation had evidence that he

approved of its continued efforts to enlist the support of the United Nations. Accordingly, the delegation reasserted its authority as originally appointed.

By a letter dated 13 December, the representative of India transmitted to the President of the Council a factual report on the situation in Hyderabad. This report was made without prejudice to the question of the Council's competence.

On 15 December, the Council invited the representative of Pakistan to participate in the discussion; consideration of the question was, however, postponed until after the Council's return to Lake Success.

The discussion was continued at Lake Success on 19 and 24 May 1949. The representative of India maintained his analysis of the legal position and further described the circumstances which had compelled action by India to put an end to the prolonged disorders which were disturbing Hyderabad and the adjacent districts of India. He gave an account of recent developments and of the growing co-operation between the two communities and between Indian officials and the Nizam and his officers. He stated that the recurrent attempts to agitate in the Security Council merely gave opportunities for statements which inflamed communal passions and disturbed India's internal tranquillity, and asked what useful purpose would be served by keeping the subject of Hyderabad on the Council's agenda.

The representative of Pakistan made a detailed analysis of the legal position and replied to the arguments advanced by the representative of India. He said that, if any doubts remained with regard to the Council's competence, an advisory opinion of the International Court of Justice should be obtained under Article 96 of the Charter. Meantime, provisional action should be taken under Article 40, including arrangements for a general amnesty for the Razakars and other organizations. If the opinion of the Court showed that the Council was competent and the facts disclosed an unjustified aggression, it would be the Council's duty to take appropriate steps to restore the *status quo* as far as possible. If the Council were in any doubt on the matter, it had the means of ascertaining the facts for itself. Were a plebiscite to be taken, it should be carried out under the Council's guidance, supervision and control. He appealed to the Council to take action as soon as possible to rectify a situation which was causing unfriendliness between Moslems and Hindus and made it more difficult for the Governments of India and Pakistan to continue friendly relations.

No further development in the matter has taken place, and the Council remains seized of the Hyderabad question.

K. Treatment of people of Indian origin in the Union of South Africa

(a) APPLICATION OF INDIA OF 12 JULY 1948

In a letter dated 12 July 1948, addressed to the Secretary-General, the representative of India stated that the Government of the Union of South Africa had not complied with General Assembly resolution 44 (I) of 8 December 1946, and had made no change since the adoption of that resolution in its discriminatory laws, nor in its practice of discrimination, on racial grounds, against its nationals of Indian origin. The Government of India requested the United Nations to consider again the question of the treatment of Indians in the Union of South Africa and to take appropriate action under Articles 10 and 14 of the Charter; it asked, therefore, that the subject be placed on the provisional agenda of the third regular session of the General Assembly.

During the discussion of the provisional agenda in the General Committee, on 22 September 1948, the representative of the Union of South Africa urged the Committee not to recommend the inclusion of the item in the agenda of the General Assembly on the ground that it concerned an essentially domestic matter which the United Nations, according to Article 2, paragraph 7, of the Charter was not competent to decide. However, as there was no formal proposal by a member of the Committee to recommend the exclusion of the item, its retention on the agenda was recommended to the Assembly. On 28 September 1948 the General Assembly included the item in the agenda and allocated it to the First Committee over the objections of the representative of the Union of South Africa as to the competence of the United Nations to deal with the subject.

(b) DISCUSSION IN THE FIRST COMMITTEE

The discussion in the First Committee did not take place until the second part of the third regular session of the General Assembly. On 10 May 1949, the Committee had before it a motion by the representative of the Union of South Africa, to the effect that the question of the competence of the United Nations in the matter should be discussed and decided upon by the Committee before the discussion on the substance of the Indian complaint took place; the motion was rejected by 33 votes to 7, with 10 abstentions.

(i) *Draft resolution submitted by the representative of the Union of South Africa*

The representative of the Union of South Africa then introduced a draft resolution calling upon the General Assembly to decide that the question of the treatment of Indians in the Union

of South Africa was a matter which did not fall within the competence of the General Assembly. He stated that his delegation would not participate in the discussion of the substance of the Indian complaint, because such participation would be an admission of the right of the United Nations to interfere in the domestic affairs of a Member State.

The draft resolution submitted by the representative of the Union of South Africa was put to a vote on 11 May 1949, but was not carried.

(ii) *Draft resolution submitted jointly by the representatives of Australia, Denmark and Sweden*

Early in the discussion the representatives of Australia, Denmark and Sweden submitted jointly a proposal calling upon the Governments of India and the Union of South Africa to renew their efforts to reach an agreement, settling their disputes through a round-table conference or by other means such as mediation and conciliation, and requesting the President of the General Assembly and the Secretary-General to render all assistance in bringing the parties together and, if the parties agreed, to designate a mediator. This draft resolution was later withdrawn by its sponsors in the course of the debate.

(iii) *Draft resolution submitted by the representative of India*

The representative of India introduced a draft resolution calling upon the General Assembly to express the opinion that the treatment of persons of Indian and Pakistan origin in the Union of South Africa was not in conformity with the relevant provisions of the Charter, nor with the resolutions of the General Assembly, nor with the international obligations under the agreements concluded between the two Governments, and to recommend the establishment of a commission, composed of representatives of three Members of the United Nations, one nominated by India, one by the Union of South Africa, and one to be elected by the two representatives so nominated. The mandate of this commission would be (a) to study the situation arising out of the treatment of persons of Indian and Pakistan origin in the Union of South Africa, and (b) to report to the fourth regular session of the General Assembly the result of its study and to submit recommendations for the solution of the problem.

The Indian proposal was approved by the First Committee by 21 votes to 17, with 12 abstentions.

(iv) *Draft resolution submitted jointly by the representatives of France and Mexico*

The representatives of France and Mexico introduced jointly a proposal inviting the Govern-

ments of India and the Union of South Africa to enter into a discussion at a round-table conference, taking into consideration the purposes and principles of the Charter of the United Nations and the Declaration of Human Rights, and to call upon the Government of Pakistan to take part in the discussion.

The representative of Iran proposed that the draft resolution be amended to include the Government of Pakistan as a party directly invited to participate in the discussion. The amendment was accepted by the sponsors.

The joint Franco-Mexican proposal, as amended by Iran, was approved by the First Committee by 39 votes to 2, with 9 abstentions.

(c) RESOLUTION OF THE GENERAL ASSEMBLY OF
14 MAY 1949

On 14 May 1949, the General Assembly considered the report of the First Committee, which included both the draft resolutions described in subparagraphs (iii) and (iv) above. The representative of India stated that he would not press for a vote on the draft resolution which had been introduced by his delegation, and the General Assembly consented to its withdrawal. The draft resolution submitted by the representatives of France and Mexico was then adopted by the General Assembly by 47 votes to 1, with 10 abstentions (resolution 265 (III)).

L. The Indonesian question

(a) REPORTS FROM THE SECURITY COUNCIL COMMITTEE OF GOOD OFFICES FOLLOWING THE *Renville* AGREEMENT OF 17 AND 19 JANUARY 1948

At the time of the closing of the last annual report of the Secretary-General the Security Council Committee of Good Offices was continuing its efforts in Indonesia to bring about a detailed political agreement between the delegations of the Netherlands and of the Republic of Indonesia on the basis of the eighteen political principles accepted by the parties, together with a truce agreement, in the *Renville* Agreement of 17 and 19 January 1948. During the latter part of June and early July 1948, the Security Council discussed the Committee's third interim report which described the many serious problems remaining to be solved and expressed concern at the lack of significant progress. During this discussion, the representative of the Republic of Indonesia charged that the Netherlands had imposed an economic blockade on the Republic; the Netherlands representative denied this allegation. The Council decided to request the Committee of Good Offices for an early report on the existing restric-

tions on the domestic and international trade of Indonesia and the reasons for the delay in the implementation of article 6 of the *Renville* Truce Agreement, which provided for the resumption of economic trade and intercourse.

On 23 July 1948, the Committee reported a statement by the delegation of the Indonesian Republic to the effect that, because of the standstill in the political negotiations for the past eight weeks and the refusal of the Netherlands delegation to discuss the Australian-United States proposals for an over-all political settlement, which the Republican Government considered as the only means capable of resolving the deadlock, only those members of the delegation required for work related to the implementation of the Truce Agreement would leave for Batavia after the expiration of the period for negotiations in the Republican capital on 23 July. The next day, the Committee submitted to the Council its report on trade restrictions, concluding that, pending the conclusion of an agreement restoring economic and political unity in Indonesia, the economic plight of Republican-controlled territories could not be substantially ameliorated until a way was found to relax existing regulations governing domestic and international trade promulgated by Netherlands Indies civil and military authorities between January 1947 and the signing of the Truce Agreement, and still in effect at that date. The Committee noted that the parties disagreed as to the necessity for these regulations and that their relaxation would require a basic improvement in the attitude of both parties.

After discussing these reports at two meetings on 29 July, the Security Council adopted a resolution calling upon the Governments of the Netherlands and of the Republic of Indonesia, with the assistance of the Committee of Good Offices, to maintain strict observance of both the military and the economic articles of the *Renville* Truce Agreement and to implement early and fully the eighteen *Renville* political principles. The resolution received 9 votes in favour, with none against; the representatives of the Ukrainian Soviet Socialist Republic and the Union of Soviet Socialist Republics abstained, maintaining that the Committee had failed in its task and that the resolution gave the false impression that the two parties had the same degree of responsibility for the present difficulties.

(b) RENEWAL OF HOSTILITIES: RESOLUTIONS OF THE SECURITY COUNCIL OF 24 AND 28 DECEMBER 1948

On 15 November 1948, the Committee of Good Offices submitted its fourth interim report, and on 12 and 18 December a special and a supplement-

tary report respectively. These reports described recent developments in Indonesia, the unsuccessful efforts of the Committee to bring about a resumption of negotiations and the collapse of direct talks between the parties. The Committee expressed doubt that even the existing unsatisfactory level of truce enforcement could be maintained as the possibility of political agreement became more remote.

On 20 December, the Security Council convened in emergency session in Paris, at the request of the United States representative, to consider further the Indonesian question in the light of military operations which reportedly had commenced in Indonesia on 19 December. On 20 and 22 December, the Committee of Good Offices reported to the Council that the Netherlands Government had denounced the *Renville* Truce Agreement and commenced military operations against the Republic. The Committee expressed the view that the Netherlands had acted in violation of its obligations under the Truce Agreement by not properly notifying the Committee and the Republic of its denunciation and that the possibilities of negotiations under the auspices of the Committee had not been adequately explored.

At the commencement of the substantive discussion, the President of the Council invited the representatives of the Netherlands, the Republic of Indonesia, Australia, India and the Philippines to take seats at the Council table pursuant to the Council's earlier approval of their requests under Articles 31 and 32 of the Charter to participate, without vote, in the discussion of the Indonesian question. The Philippines representative, however, was unable to attend the meetings in Paris.

The representative of the Netherlands gave a detailed account of his Government's views with regard to the developments in Indonesia. He stressed that the declared aim of Netherlands policy, which had been confirmed by the principles of the Linggadjati and *Renville* Agreements, was the promotion of the freedom of Indonesia in order to create a sovereign federation of Indonesia linked in voluntary and equal partnership with the Kingdom of the Netherlands in a Netherlands-Indonesian Union. He charged that, while pledging itself to co-operation towards the same ends, the Government of the Republic of Indonesia had increasingly violated the *Renville* Truce Agreement, and he cited a number of examples to support the view that the Republican Government had instigated sabotage, violations and reprisals. He discussed briefly the steps taken by his Government during the past several months in an attempt to reopen negotiations with the Republic and concluded his statement by repeating the opinion of

the Netherlands Government that the Indonesian question was outside the Council's competence.

The representative of the Republic of Indonesia denied the charges of the Netherlands representative and submitted that the military action was but a final step of a policy of economic and political warfare carried out by the Netherlands in violation of the *Renville* Agreement. He requested the Council to order an immediate cease-fire, to issue an order to the Netherlands for the immediate withdrawal of its troops to the positions held according to the Truce Agreement, and to call for the immediate release of the Republican authorities captured by the Netherlands forces. He asked that the implementation of this order be supervised by the military observers of the Committee of Good Offices and that the Committee be given greater authority.

The representative of the United States of America stressed the opinion that the Council's cease-fire resolution of 1 August 1947 was still binding on both parties and had been violated by the recent Netherlands military action. He joined with the representatives of Colombia and Syria in submitting a draft resolution calling upon the parties (i) to cease hostilities forthwith, and (ii) immediately to withdraw their armed forces to their respective sides of the demilitarized zones established under the Truce Agreement of 17 January 1948.

The representatives of China, the United Kingdom and Canada spoke in general support of the joint draft resolution. The representative of Australia suggested an amendment, which was later sponsored by the Syrian representative, providing for the immediate release of the President of the Republic and other political prisoners arrested since 18 December, and this position was supported by the representative of India.

The representative of the Union of Soviet Socialist Republics considered that the Security Council had not yet dealt firmly nor fully with the Indonesian question. He summed up his views in a draft resolution condemning the aggression of the Netherlands Government and requiring (i) the immediate cessation of military operations; (ii) the withdrawal of Netherlands troops to the positions occupied before the renewal of military operations; and (iii) the immediate release of the President of the Republic and other Republican political leaders. The draft resolution also provided for the establishment of a full Commission of the Security Council and instructed this Commission to supervise the fulfilment of the resolution and to assist in settling the dispute.

The representatives of France and Belgium both reaffirmed their previous positions that the

competence of the Security Council in the Indonesian question had not been established.

In voting paragraph by paragraph on the joint draft resolution and on the Australian amendment on 24 December, the Council adopted, by 7 votes to none, with 4 abstentions (Belgium, France, the Ukrainian Soviet Socialist Republic¹ and the Union of Soviet Socialist Republics), those paragraphs calling on the parties to cease hostilities and requiring the immediate release of the President and other political prisoners arrested since 18 December. The paragraph calling for the withdrawal of troops received five votes in favour (China, Colombia, Syria, the United Kingdom and the United States of America), with six abstentions, and was therefore not adopted. The resolution, as amended and adopted, also instructed the Committee of Good Offices to report to the Security Council fully and urgently on the events which had transpired in Indonesia since 12 December 1948 and to observe and report on the compliance of the parties with the resolution.

The draft resolution of the Union of Soviet Socialist Republics was also voted on paragraph by paragraph, none of which was adopted. The representative of the Union of Soviet Socialist Republics voted in favour of all paragraphs and the representatives of China, Syria and Colombia in favour of several paragraphs, with the other representatives abstaining.

The Canadian representative, referring to the rejection of the provision of the joint draft resolution calling for the withdrawal of troops, submitted a new draft resolution which, following the acceptance of a drafting amendment, instructed the Committee of Good Offices to submit a report at the earliest possible date with a view to enabling the Council to decide what practical steps the Council might take, in view of the existing situation in Indonesia, to bring about the speedy establishment of peaceful conditions there. The Syrian representative proposed the addition of the words "especially on the technical possibility of withdrawing the armed forces to their former positions occupied prior to 18 December", and the Australian representative suggested the further addition of the following sentence: "Requests the Consular Commission to continue to make the services of its military assistants available to the Committee of Good Offices". The Canadian draft resolution and the amendments thereto failed to receive seven affirmative votes and were therefore not adopted.

At the next meeting on 27 December, the Netherlands representative informed the Council

that the action undertaken had generally not led to hostilities on a large scale and that the operational phase of the action in Java had practically reached its end. He further stated that all those who would participate in the forthcoming consultations for the establishment of a federal interim government would be able to do so in full freedom, no matter whether or not their freedom of movement happened still to be restricted at the moment; meanwhile, fourteen prominent Republicans in Batavia had already been released.

The representative of the Ukrainian Soviet Socialist Republic, who had been delayed in arriving to attend the emergency meetings, gave the views of his delegation on the outbreak of hostilities, and introduced a draft resolution providing that "the Netherlands troops should be withdrawn immediately to the positions which they occupied before military operations against the Indonesian Republic were renewed".

The representative of the Union of Soviet Socialist Republics considered the Netherlands statement to be a direct refusal, on the part of the Government of the Netherlands, to cease hostilities, and introduced a draft resolution ordering military operations to cease within twenty-four hours.

The representatives of India, Australia, the United States of America, Colombia and China all expressed the opinion that the Netherlands Government had as yet failed to comply fully with the Council's resolution of 24 December 1948; the representative of the United Kingdom thought that the Netherlands Government's interim reply showed appreciation of the gravity of the situation. The Colombian representative suggested, but did not formally submit until the next meeting, a draft resolution requesting the consular representatives in Batavia, to whom the Council's resolution of 25 August 1947 had referred, to send to the Council as soon as possible a complete report on the situation in the Republic, covering the observance of the cease-fire orders and the conditions prevailing in areas under military occupation or from which armed forces then in occupation might be withdrawn.

The Argentine representative thought that the Council should first bring about a cessation of hostilities, but that the other aspects of the question, particularly the objections to the Council's competence, should be carefully considered.

When the Ukrainian SSR and the USSR draft resolutions were put to a vote, the former received 5 votes in favour (China, Colombia, Syria, Ukrainian SSR and the USSR), none against, with 6 abstentions; the latter received 4 votes in favour (Colombia, Syria, Ukrainian SSR and the

¹ The representative of the Ukrainian Soviet Socialist Republic was absent, as explained below, and was counted as abstaining.

USSR), 1 against with 7 abstentions. Therefore, neither draft resolution was adopted.

The Security Council met again the following day, 28 December 1948, and the representative of the Republic of Indonesia informed the Council of an official Netherlands communiqué stating that the leaders of the Republic were being moved to hotels outside Java.

The representative of China submitted a draft resolution noting that the Netherlands Government had not so far released the President of the Republic of Indonesia and all other political prisoners, as required by the resolution of 24 December, and calling upon the Netherlands Government "to set free these political prisoners forthwith and report to the Security Council within twenty-four hours of the adoption of the present resolution". The resolution was adopted by 8 votes to none, with 3 abstentions (Belgium, France and the United Kingdom). The Council also adopted by 9 votes to none, with 2 abstentions (Ukrainian SSR and the USSR), the Colombian draft resolution requesting the consular representatives in Batavia to present a report.

The Security Council held the last of its emergency meetings in Paris on 29 December 1948. At this meeting, the Netherlands representative informed the Council that hostilities in Java would cease, as far as Netherlands forces were concerned, on 31 December at 24.00 hours, and in Sumatra two or three days later, adding that it would, of course, still be necessary to act against disturbing elements. He said that the Netherlands Government would lift the restriction on the freedom of movement of a number of prominent personalities when the military measures came to an end, on the understanding that the persons concerned would refrain from activities endangering public security.

The representative of the Republic of Indonesia expressed disappointment at the developments in the discussions and at the decisions of the Council. He considered the statement of the Netherlands representative to be in complete defiance of the Council's resolution.

Several representatives on the Council considered the Netherlands statement to be unsatisfactory, but no new draft resolution was introduced, and it was agreed to resume the discussion at Lake Success early in 1949.

(c) RESOLUTION OF THE SECURITY COUNCIL OF
28 JANUARY 1949

When the Security Council reconvened at Lake Success, on 7 January 1949, it had before it a report of the Committee of Good Offices stating that neither that part of the Council's resolution

of 24 December 1948 calling on the parties to cease hostilities, nor that requiring the immediate release of the President of the Republic and other political prisoners, had been implemented. Before beginning the discussion the Council approved the requests of Belgium and Burma to participate, without vote, in the discussion of the Indonesian question together with the other non-members of the Council previously invited. At the first meeting, the Netherlands representative stated that hostilities had ceased on the part of the Netherlands forces in the whole of the former Republican territory, but that the Netherlands Government must disclaim responsibility if continuing hostile statements by Republican leaders should lead to new clashes with scattered groups. He also said that the Netherlands authorities had taken measures to terminate the enforced residence of Republican leaders, although some of them had for the time being been restricted to the island of Bangka for reasons of public security.

The Republican representative considered that the Netherlands Government had ignored the Council's cease-fire order until it had achieved its military aims, and maintained that the Netherlands Government had not complied with the Council's order to release the President and members of the Republican Government, since these leaders had not been given full freedom of movement. He asked the Council to force the Netherlands to comply with its resolution and also to reconsider the question of the withdrawal of Netherlands troops.

After an initial general debate, the representatives of China, Cuba, Norway and the United States of America joined in submitting a detailed draft resolution. In summary, this draft resolution noted that the Council's resolutions of 24 and 28 December 1948 had not been fully carried out; called upon the Government of the Netherlands to ensure the immediate discontinuance of all military operations, to release all political prisoners arrested in the Republic since 17 December 1948, to facilitate the immediate return of officials of the Republican Government to Jogjakarta, and to afford them facilities for their effective functioning in the Jogjakarta area; called upon the Government of the Republic simultaneously to order its armed adherents to cease guerrilla warfare; called upon both parties to co-operate in the restoration of peace and the maintenance of law and order; reconstituted the Committee of Good Offices as the United Nations Commission for Indonesia to assist the parties in the implementation of the resolution, assigning to the Commission a number of additional functions, including that of recommending to the parties the extent to which areas controlled by the Republic under

the *Renville* Agreement should be progressively returned to its administration, of supervising such transfers, of recommending which, if any, Netherlands forces should be retained temporarily in any area in order to assist in the maintenance of law and order and of observing elections. Finally, the draft resolution recommended the resumption of negotiations toward the establishment of a federal, independent and sovereign United States of Indonesia, authorized the Commission to invite representatives of areas in Indonesia other than the Republic to participate, established a time schedule for these negotiations and asked the Commission to report to the Council if the schedule were not met.

During the discussion of the joint draft resolution, the Council received a resolution adopted by a conference concerning the Indonesian question, held in New Delhi, India, from 20 to 23 January 1949 and attended by representatives of nineteen Governments of Asia, and Australia; these Governments requested the Council to give due weight to the resolution. The representatives of India, Egypt, the Philippines, the Republic of Indonesia, Australia and Burma while noting the fundamental similarity of the two resolutions, urged that the joint draft resolution before the Security Council should be modified to bring it into conformity, as far as practical, with the New Delhi resolution. The sponsors of the joint draft resolution introduced several amendments to meet some of the modifications suggested during the discussion and also accepted a clarifying amendment from the representative of Canada.

The Netherlands representative stated that his Government had fundamental objections to certain elements in the joint draft resolution, mainly on the grounds that it constituted an unprecedented interference in the internal affairs of the Netherlands, thus violating Article 2, paragraph 7, of the Charter, and that it was impracticable.

The representatives of the Union of Soviet Socialist Republics and the Ukrainian Soviet Socialist Republic opposed the joint draft resolution, and the former submitted an amendment providing that "the Netherlands troops shall be immediately withdrawn to the positions provided for by the *Renville* Agreement".

On 28 January 1949, the Council adopted the joint draft resolution, voting paragraph by paragraph. The representative of France abstained on all paragraphs and the representatives of Argentina, the Ukrainian Soviet Socialist Republic and the Union of Soviet Socialist Republics abstained on some paragraphs, all other representatives voting in favour of all paragraphs. The USSR amendment received 4 votes in favour (Cuba, Egypt, Ukrainian SSR and the USSR), none

against, with 7 abstentions, and was therefore not adopted.

(d) SECURITY COUNCIL DIRECTIVE OF 23 MARCH 1949 TO THE UNITED NATIONS COMMISSION FOR INDONESIA

On 1 March 1949, the United Nations Commission for Indonesia submitted its first report to the Security Council under the resolution of 28 January 1949, having previously obtained the Council's permission to postpone the date of its submission from 15 February. The report stated that the Netherlands Government had not complied with the basic prerequisites of further action under the resolution, and pointed out that the Netherlands Government had not released the Republican political prisoners and had refused to permit the re-establishment of the Republican Government at Jogjakarta; that there had been no negotiations under the resolution and that there had been no actual or complete cessation of hostilities. The report also gave details of a proposal by the Netherlands Government to convene a round-table conference on the Indonesian question at The Hague and asked the Council for instructions as to what the Commission's position should be toward an invitation it had received to participate in this conference.

The Security Council considered this report at five meetings in March 1949; it approved the request of the Government of Pakistan to participate in the discussion, without vote, together with the other non-members. The Netherlands representative said that his Government maintained its objection to certain aspects of the resolution, particularly to the restoration of the Republican Government in Jogjakarta, but had taken certain essential steps in accordance with the resolution. He explained that the main purpose of the Netherlands proposal for a round-table conference was to make all necessary arrangements for the transfer of complete sovereignty to Indonesia within a few months and for the simultaneous establishment of the Netherlands-Indonesian Union.

The representative of the Indonesian Republic considered that the Netherlands Government had presented this new proposal instead of complying with the Council's resolution of 28 January, but said that the Republic was not unresponsive to a possible speeding up of the transfer of sovereignty to Indonesia through the instrumentality of a round-table conference, if it were guaranteed that the Council's resolution of 28 January would not be put aside; however, any decision to participate in such a conference would have to be taken by a full Cabinet session of the Republican Government functioning in Jogjakarta.

On 23 March, the Council adopted a directive to the Commission submitted by the Canadian representative, stating that the Commission should assist the parties in reaching agreement as to (i) the implementation of the Council's resolution of 28 January, in particular those paragraphs dealing with the cessation of hostilities and the restoration of the Republican Government, and (ii) the time and conditions for holding the proposed conference at The Hague. The representatives of France, the Ukrainian Soviet Socialist Republic and the Union of Soviet Socialist Republics abstained from voting this directive.

(e) SUBMISSION OF THE INDONESIAN QUESTION
TO THE GENERAL ASSEMBLY

By letters dated 30 and 31 March 1949, the delegations of India and Australia requested that the Indonesian question should be placed on the agenda of the second part of the third regular session of the General Assembly. On 12 April 1949, the Assembly approved, by 41 votes to 3, with 12 abstentions, the recommendation of the General Committee that the question should be included in the agenda and referred to the First Committee, with the understanding that it might be later allocated to the *Ad Hoc* Political Committee, should the progress of the work in either Committee make such a transfer advisable. A proposal by the representative of Norway to postpone action on the General Committee's recommendation was rejected by 40 votes to 10, with 6 abstentions.

On 2 May 1949, the item on the Indonesian question was reassigned to the *Ad Hoc* Political Committee. At the opening of the discussion in the Committee on 9 May, the delegations of India and Australia submitted a draft resolution noting the outcome of the preliminary negotiations pursuant to the Security Council's directive of 23 March (see below), expressing the hope that the agreement reached would assist the attainment of a lasting settlement in accordance with the intentions of the Council's resolution of 28 January, and deferring further consideration of the item to the fourth regular session of the General Assembly. This draft resolution was recommended to the Assembly by the *Ad Hoc* Political Committee and adopted by the Assembly on 11 May, by 43 votes to 6, with 3 abstentions.

(f) DISCUSSIONS IN INDONESIA PURSUANT TO
THE SECURITY COUNCIL'S DIRECTIVE OF
23 MARCH 1949

On 9 May, the Commission for Indonesia reported to the Security Council that the parties had agreed on formal statements which they had delivered on 7 May at one of the meetings being

held pursuant to the Council's directive of 23 March. The Chairman of the delegation of the Indonesian Republic had stated that he was authorized to give the personal assurances of the President and the Vice-President of the Republic that they favoured, and would urge the Republican Government to adopt as a policy, as soon as possible after its restoration to Jogjakarta, (i) the issuance of an order to Republican armed adherents to cease guerrilla warfare; (ii) co-operation in the restoration of peace and the maintenance of law and order; and (iii) participation in a round-table conference at The Hague with a view to accelerating the unconditional transfer of real and complete sovereignty to the United States of Indonesia.

The Chairman of the Netherlands delegation had stated, *inter alia*, that, in view of the undertaking announced by the Republican delegation, the Netherlands Government agreed to the return of the Republican Government to Jogjakarta and to facilitate the exercise of its functions in the residency of Jogjakarta; the Netherlands Government reaffirmed its willingness to ensure immediate discontinuance of all military operations and to release all political prisoners arrested in the Republic since 17 December 1948.

On 22 June 1949, the Commission issued a Press communiqué announcing further progress in the discussions. It was stated that the delegations of the parties had reached a "meeting of minds" which would enable the Republican delegation to make proposals to the Government of the Republic, as soon as possible after its restoration, as to a cessation of hostilities and the time and conditions of the proposed round-table conference at The Hague. A memorandum expressing the "meeting of minds" on the latter subject provided that the participants would strive for the convening of the conference by 1 August 1949, and that sovereignty should be transferred to the United States of Indonesia before the end of 1949. The memorandum also stated that the participants in the conference would be the Netherlands, the Republic of Indonesia, the Assembly for Federal Consultation (representing areas of Indonesia other than the Republic) and the United Nations Commission for Indonesia; it laid down the agenda for the conference, certain basic points of procedure and the procedure for the ratification of the resulting agreements.

The announcement of 22 June also stated that the Netherlands Government would order its troops to start evacuation of the Residency of Jogjakarta on 24 June, and subsequent Press communiqués reported that the evacuation was successfully completed, under the observation of United Nations military observers, on 30 June.

Authority was assumed by the Sultan of Jogjakarta and, on 6 July, the Republican Government returned to the capital of the Republic.

M. The question of the disposal of the former Italian colonies

(a) REFERENCE OF THE QUESTION TO THE UNITED NATIONS

On 15 September 1948, the Governments of France, the Union of Soviet Socialist Republics, the United Kingdom and the United States of America addressed a communication to the Secretary-General informing him that the question of the disposal of the former Italian colonies was referred, on that day, to the General Assembly in accordance with article 23 and paragraph 3 of Annex XI of the Treaty of Peace with Italy.

On 24 September 1948, the General Assembly included the item in its agenda and referred it for consideration and report to the First Committee, which, lacking time to study the question during the first part of the third regular session in Paris, undertook the examination of the problem at Lake Success on 6 April 1949, at the beginning of the second part of the third regular session.

(b) HEARING OF INTERESTED PARTIES OR ORGANIZATIONS BY THE FIRST COMMITTEE

On 6 April 1949, the First Committee invited the Government of Italy to be represented, without the right to vote, during the Committee's consideration of the question. The representative of Italy made a general statement on 11 April 1949.

During the discussion, members of the First Committee who had at their disposal the Report of the Four-Power Commission of Investigation on the Former Italian Colonies, expressed the desire to obtain direct information on the question from representative organizations of Libya, Eritrea and Italian Somaliland. To that end, on 11 April 1949, the First Committee established a Sub-Committee (Sub-Committee 14) of eleven members to examine the requests presented by political parties or organizations of the territories concerned and received not later than 23 April 1949, to report on the extent to which these bodies represented substantial sections of opinion in those territories and to make recommendations on whether and if so, how, they should be heard by the First Committee.

Following the recommendations of the Sub-Committee contained in five interim reports, the First Committee heard during the general discussion the representatives of the following parties or organizations:

For Libya. The National Congress of Cyrenaica, the National Council for the Liberation of Libya, the Jewish Community of Tripolitania, the Association of Libyan Ex-Servicemen.

For Eritrea. The Moslem League of Eritrea, the New Eritrea Pro-Italia Party, the Unionist Party, the Italo-Eritrean Association.

For Somaliland. The Somali Youth League, the Somalia Conference and the Progressive League of Mijertein.

For the three territories. The National Associations of Refugees from Libya and East Africa.

Seven of these organizations were later granted a second hearing so that they might express their opinions on the various draft resolutions submitted during the discussion.

(c) GENERAL DISCUSSION IN THE FIRST COMMITTEE

The general discussion in the First Committee lasted for twenty meetings, from 6 April to 5 May 1949.

All the members of the First Committee expressed the firm desire to settle a question which concerned three million people as well as the future of the Organization itself; from the beginning, however, they also realized the difficulties of a problem which the Four Powers had discussed for three years without being able to reach a solution. The statements made by the various delegations during the general debate showed extreme divergences of opinion with regard to the suggestions advanced for a solution of the problem. Some delegations proposed the granting of immediate independence for certain territories, whereas others wished, in general, to place the former Italian colonies under the International Trusteeship System, but could not agree on the modalities of establishing the trusteeship. Each of the three forms of administration provided in the Charter—administration by the Organization itself, by a group of States, or by one country alone—had its advocates and its opponents. With regard to the duration of the trusteeship, the suggestions varied from five to twenty-five years and in certain cases some delegations advocated an unlimited period. The differences of opinion were as great concerning the country or countries to be entrusted with the administration of the territories. In some specified cases, direct incorporation into the neighbouring countries was suggested. Temporary solutions, such as the establishment of a special committee of investigation to report to the fourth regular session of the General Assembly, were also advocated.

This diversity of opinion was reflected in the various draft resolutions and amendments sub-

mitted to the First Committee at the end of the general discussion.

The representative of the Union of Soviet Socialist Republics presented suggestions with a view to establishing a direct United Nations trusteeship for each of the three territories concerned. An administrator with full executive powers would be appointed by the Trusteeship Council and would be assisted by an advisory committee composed of nine members including France, the Union of Soviet Socialist Republics, the United Kingdom, the United States of America, Italy, Ethiopia (or Egypt in the case of Libya), a representative of the European population and two representatives of the indigenous population. Furthermore, independence would be granted to Libya and Eritrea after a period of five years, and to Italian Somaliland after a period of ten years. Finally, a territorial concession in Eritrea with an outlet to the sea through the port of Assab would be made in favour of Ethiopia.

The representative of the United Kingdom, supported by the representative of the United States of America, submitted a draft resolution recommending the following plan:

For Libya, independence after a period of ten years, subject to approval by the General Assembly. During the interim period, Cyrenaica would be placed under United Kingdom trusteeship and the remaining part of Libya under a trusteeship to be proposed to the fourth regular session of the General Assembly by a group of five nations;

For Eritrea (with the exception of the western provinces to be incorporated into the Sudan), incorporation into Ethiopia with special protection for the various minorities;

For Italian Somaliland, Italian trusteeship.

The representative of India proposed placing Libya and Italian Somaliland under a direct United Nations trusteeship for a period of not less than ten and not more than twenty years. A plebiscite would determine the wishes of the population at the end of that period. With regard to Eritrea, a special commission of seven members would be immediately dispatched there to ascertain the wishes of the population especially with regard to a partial or total annexation of the territory to Ethiopia.

In addition, eighteen Latin-American States submitted a joint draft resolution recommending that each of the three territories be placed under the International Trusteeship System, the terms and conditions of which would be proposed to the fourth regular session of the General Assembly by a group of five nations, namely, France, Italy,

the United Kingdom, the United States of America and Ethiopia (Egypt in the case of Libya). Moreover, independence would be granted to Libya after a period of ten years, if the General Assembly so decided, and to Eritrea and Italian Somaliland after an undetermined period. Finally, the just claims of Ethiopia should receive satisfaction.

The representative of Iraq submitted proposals recommending, with respect to Libya, immediate independence; with respect to Italian Somaliland, a collective trusteeship by five States, the terms of which would be submitted to the fourth regular session by a group of five States (Egypt, France, Italy, the United Kingdom, the United States of America); with respect to Eritrea, a commission of five Members of the United Nations would ascertain the wishes of the population and report to the fourth regular session.

The representative of Australia submitted a draft resolution proposing the establishment of a special committee of seven members to investigate and report, not later than 1 September 1949.

(d) RESOLUTIONS ADOPTED BY THE FIRST COMMITTEE

On 9 May 1949, following a proposal of the United States of America, as amended by the Union of Soviet Socialist Republics, the First Committee appointed a Sub-Committee of sixteen members (Sub-Committee 15) to consider the various proposals submitted, to draft a resolution and to report to the First Committee.

Sub-Committee 15, after holding four meetings, adopted, by 10 votes to 4, with 1 abstention, a draft resolution based on the United Kingdom proposal, amended in accordance with recent negotiations between the Foreign Ministers of the United Kingdom and Italy.

This resolution, which was accepted "in a spirit of compromise" by several delegations, recommended:

(i) That Libya be granted independence ten years from the date of the adoption of the resolution, subject to approval by the General Assembly; and

1. That Cyrenaica be placed under United Kingdom trusteeship;

2. That the Fezzan be placed under French trusteeship;

3. That Tripolitania be placed under Italian trusteeship by the end of 1951 and that, until that date, the British temporary administration be continued, with the assistance of an advisory council comprising Egypt, France, Italy, the United Kingdom, the United States of America and a representative of the people of the territory;

(ii) That Italian Somaliland be placed under Italian trusteeship;

(iii) That Eritrea, except the Western province, be incorporated into Ethiopia with appropriate guarantees for the protection of minorities and municipal charters for the cities of Asmara and Massawa, and that the western province be incorporated into the Sudan;

(iv) Finally, that the agreement designed to give effect to those recommendations be worked out by the Trusteeship Council or the Interim Committee of the General Assembly, as the case might be, and submitted for approval to the fourth regular session of the General Assembly.

After receiving the report of Sub-Committee 15, the First Committee decided to grant a hearing to the delegations of the political parties or organizations previously heard so as to ascertain their opinion on the various draft resolutions submitted during the course of the discussion. Seven of the delegations were heard.

After rejecting the proposals previously presented by the representatives of Iraq, the Union of Soviet Socialist Republics and India, the First Committee finally voted paragraph by paragraph on the draft resolution recommended by Sub-Committee 15. With the exception of the paragraph relating to the western province of Eritrea, which was rejected, the various paragraphs were adopted with minor amendments. The draft resolution of Sub-Committee 15 was adopted, as a whole, by 34 votes to 16, with 7 abstentions.

The First Committee also adopted a draft resolution submitted by the Chilean delegation recommending that the Economic and Social Council should take into consideration the problems of the former Italian colonies in connexion with its study of a plan for economically under-developed regions.

(e) POSTPONEMENT OF A FINAL DECISION BY THE GENERAL ASSEMBLY

The General Assembly began its examination of the question on 17 May 1949 on the basis of the report of the First Committee together with the two draft resolutions proposed by the latter.

Various amendments to the First Committee resolutions as well as four other draft resolutions were brought before the General Assembly. The representatives of the Union of Soviet Socialist Republics, Iraq and India presented the same draft resolutions which they had previously placed before the First Committee. The representative of Pakistan submitted the former Australian proposal under a modified form.

The General Assembly, after hearing various representatives, voted first on the general resolution recommended by the First Committee. The

paragraphs concerning Cyrenaica and the Fezzan were adopted, but the paragraph instituting an Italian trusteeship over Tripolitania was not adopted (33 votes in favour, 17 against, with 8 abstentions), failing to obtain the two-thirds majority required. The representatives of Argentina, France, the Union of South Africa, El Salvador and Uruguay declared that they would vote against the resolution as a whole because one of its essential provisions had not been accepted. Subsequently, the resolution of the First Committee was rejected by the General Assembly by 37 votes to 14, with 7 abstentions.

The General Assembly later rejected all the other draft resolutions submitted by the various delegations.

Finally, on 18 May, after rejecting a draft resolution submitted by the representatives of Costa Rica, Cuba and Uruguay referring the question to the Interim Committee for consideration and report to the fourth regular session, the General Assembly adopted, by 51 votes to none, with 6 abstentions, a resolution presented by the Polish delegation deciding "to postpone further consideration of the item 'Question of the disposal of the former Italian colonies' until the fourth regular session of the General Assembly".

N. Admission of new Members

(a) APPLICATION OF CEYLON

By a letter dated 25 May 1948 addressed to the Secretary-General, the Prime Minister and Minister for External Affairs of Ceylon applied, on behalf of his Government, for the admission of Ceylon to membership in the United Nations. On 11 June 1948, the Security Council referred this application to its Committee on the Admission of New Members for examination and report.

On 18 August, the Security Council considered the report of the Committee, which stated that the majority of the members of the Committee had expressed their support for the application, but that the representatives of the Union of Soviet Socialist Republics and the Ukrainian Soviet Socialist Republic had reserved their positions. The Council rejected a USSR draft resolution proposing that consideration of the application of Ceylon should be postponed until such time as full information on the status of the Government of Ceylon and on its constitution, as well as sufficient proof that Ceylon was a sovereign and independent State, had been received from the Government of Ceylon.

A draft resolution submitted by the representative of China, recommending to the General Assembly the admission of Ceylon to membership in the United Nations, received 9 votes in favour and 2 against (Ukrainian Soviet Socialist Repub-

lic and the Union of Soviet Socialist Republics). The proposal was therefore not adopted, one of the votes against being that of a permanent member of the Security Council.

The Security Council submitted a special report on the admission of Ceylon to the General Assembly at its third regular session in 1948; the General Assembly referred it to the *Ad Hoc* Political Committee for consideration and report. During the discussion of the Committee's report in the plenary meeting, the representatives of Australia, Burma, India, Pakistan and the Philippines introduced amendments to the draft resolution recommended by the *Ad Hoc* Political Committee. The resolution, as amended and adopted by the General Assembly on 8 December 1948 (resolution 197 (III) I), noted that the discussion in the *Ad Hoc* Political Committee had revealed a unanimous opinion that Ceylon was a peace-loving State, was able and willing to carry out the obligations of the Charter, and should therefore be admitted to membership in the United Nations, and it requested the Security Council to reconsider the application of Ceylon at the earliest possible moment. On 9 December 1948, this resolution was transmitted by the President of the General Assembly to the President of the Security Council.

On 15 December 1948, the Council reconsidered the application. A USSR proposal for postponement of reconsideration was rejected by 7 votes to 2 (Ukrainian SSR and the USSR), with 2 abstentions (Argentina and Syria). The application of Ceylon received 9 votes in favour and 2 against (Ukrainian SSR and the USSR). The application did not therefore receive the recommendation of the Security Council, as one of the votes against was that of a permanent member.

By a letter dated 17 March 1949, the President of the Security Council informed the President of the General Assembly of the result of the reconsideration of the application of Ceylon. On 13 April, at the second part of its third session, the General Assembly took note of the letter of the President of the Security Council to the President of the General Assembly.

(b) RECONSIDERATION OF APPLICATIONS

(i) *Requests of the General Assembly*

In addition to the resolution concerning Ceylon, the General Assembly, on 8 December 1948, during its third regular session, adopted eight other resolutions on the admission of new Members.

In resolution 197 (III) A the General Assembly recommended that each member of the Security Council and of the General Assembly, in exercising its vote on the admission of new Members, should act in accordance with the

advisory opinion of the International Court of Justice of 28 May 1948.

In resolution 197 (III) B the General Assembly asked the Security Council to reconsider, taking into account the circumstances in each particular case, the applications for membership in the United Nations which had not been recommended by the Security Council, and which were mentioned in its special reports.

In resolutions 197 (III) C to H the General Assembly requested the Security Council to reconsider the applications of Portugal, Transjordan, Italy, Finland, Ireland and Austria. In these resolutions the General Assembly reaffirmed its determination that Portugal, Transjordan, Italy, Finland and Ireland were peace-loving States within the meaning of Article 4 of the Charter, were able and willing to carry out the obligations of the Charter, and should therefore be admitted to membership. In the case of Austria the Assembly reiterated its opinion that Austria was a peace-loving State within the meaning of Article 4.

(ii) *Renewed applications for membership*

During the year under review, the following countries renewed their applications for admission to membership in the United Nations:

1. The People's Republic of Bulgaria, by communications dated 22 September and 9 October 1948 from the Minister for Foreign Affairs. This application was placed on the provisional agenda of the Security Council on 28 September 1948, but consideration was postponed at the request of the Bulgarian Government.

2. Hungary, by communications dated 27 September and 8 October 1948 from the Hungarian Minister in Paris.

3. The People's Republic of Albania, by communications dated 12 October and 2 December 1948 from the Minister for Foreign Affairs of Albania.

4. The Mongolian People's Republic, by communications dated 12 and 25 October 1948 from the Prime Minister and Minister for Foreign Affairs of the Mongolian People's Republic.

5. The People's Republic of Romania, by communications dated 12 October and 9 November 1948 from the Minister for Foreign Affairs of Romania.

(iii) *Reconsideration of twelve applications*

On 16 June 1949, the Security Council discussed the requests of the General Assembly and the above-mentioned communications from Bulgaria, Hungary, Albania, the Mongolian People's Republic and Romania. The representative of Argentina introduced seven draft resolutions concerning Portugal, Transjordan, Italy, Finland,

Ireland, Austria and Ceylon, which called upon the Security Council to recommend to the General Assembly the admission of these States.

On 21 June, the representative of the Union of Soviet Socialist Republics submitted a draft resolution calling upon the Council to recommend to the General Assembly that Albania, the Mongolian People's Republic, Bulgaria, Romania, Hungary, Finland, Italy, Portugal, Ireland, Transjordan, Austria and Ceylon should be admitted to membership in the United Nations.

The discussion was continued on 24 June but no decision has yet been taken by the Council.

(c) APPLICATION OF ISRAEL

By a letter dated 29 November 1948 addressed to the Secretary-General, the Foreign Minister of the Provisional Government of Israel applied, on behalf of his Government, for the admission of Israel to membership in the United Nations.

The Security Council, on 2 December 1948, referred the application to its Committee on the Admission of New Members. On 7 December 1948, the Committee reported that it was not at that time in possession of the requisite information to enable it to come to any decision. At a meeting of the Security Council on 15 December, the representative of the United Kingdom submitted a draft resolution calling for postponement of the consideration of the application. This draft resolution was not adopted, receiving 4 votes (Belgium, China, Syria and the United Kingdom) in favour, with 7 abstentions.

At the next meeting of the Council on 17 December, the representative of France proposed that a decision on the application of Israel be postponed for a month. This proposal was rejected by 6 votes in favour, with 5 abstentions (Argentina, Colombia, Ukrainian SSR, USSR and the United States of America). At the same meeting, the representative of Syria proposed that the International Court of Justice should be asked for an advisory opinion on various matters relating to legal aspects of the Palestine question. The Syrian draft resolution also was rejected, receiving 2 votes in favour (Belgium and Syria), with 9 abstentions.

On the same day, the application of Israel was put to the vote and failed to secure the recommendation of the Security Council, receiving 5 votes in favour, to 1 against, with 5 abstentions.

By a letter dated 24 February 1949 addressed to the Secretary-General, the representative of Israel requested that renewed consideration be given to his country's application for membership. Pursuant to his request the Security Council reconsidered the application of Israel on 4 March 1949. The representative of the United States of

America submitted a draft resolution recommending to the General Assembly that it should admit Israel to membership; this draft resolution was adopted by 9 votes to 1 (Egypt), with 1 abstention (United Kingdom).

The recommendation of the Security Council was transmitted by the President of the Security Council to the President of the General Assembly on 7 March 1949. On 2 May, during the second part of the third regular session, the General Assembly referred the recommendation of the Security Council to the *Ad Hoc* Political Committee for consideration and report.

The *Ad Hoc* Political Committee discussed the matter at ten meetings. On the proposal of the representative of El Salvador, the Committee invited the representative of the Government of Israel to participate in the discussion, without vote, with a view to clarifying the Israeli Government's attitude as to the execution of the resolutions of the General Assembly on the internationalization of Jerusalem and adjacent areas and on the problem of refugees. The representative of Israel replied to questions put by a number of representatives during the meetings. After the general debate two draft resolutions were voted upon:

1. A Lebanese draft resolution, which proposed that action on the admission of Israel should be postponed until the fourth regular session of the General Assembly, was rejected by 25 votes to 19, with 12 abstentions;

2. A draft resolution submitted jointly by Australia, Canada, Guatemala, Haiti, Panama, the United States of America and Uruguay, and amended by Chile, which recommended that the General Assembly should admit Israel to membership, was adopted by 33 votes to 11, with 13 abstentions;

On 11 May 1949, the General Assembly adopted, by 37 votes to 12, with 9 abstentions, the resolution proposed by the *Ad Hoc* Political Committee and admitted Israel to membership in the United Nations.

(d) APPLICATION OF THE REPUBLIC OF KOREA

By a letter dated 19 January 1949 addressed to the Secretary-General, the Acting Minister for Foreign Affairs of the Republic of Korea applied, on behalf of his Government, for the admission of the Republic of Korea to membership in the United Nations.

On 15 February, the Security Council referred the application to its Committee on the Admission of New Members. At the beginning of the meeting, the representative of the Union of Soviet Socialist Republics objected to the inclusion of

the question in the agenda on the grounds that the Government of the Republic of Korea was imposed upon that country by United States occupation forces and was therefore not qualified for membership in the United Nations; this objection was rejected by 8 votes to 2, with 1 abstention.

On 9 March, the Committee on the Admission of New Members reported that, after discussion, a vote had been taken and that 8 votes had been cast in favour of the application and 2 against, one representative being absent.

During the Council's discussion of the Committee's report, the representative of China, on 8 April 1949, submitted a draft resolution recommending to the General Assembly that the Republic of Korea should be admitted to membership. This resolution received 9 votes in favour and 2 against (Ukrainian SSR and the USSR). Because of the negative vote of a permanent member, the draft resolution was not adopted.

In connexion with the application of the Republic of Korea, it is recalled that the Minister for Foreign Affairs of the Democratic People's Republic of Korea addressed a telegram to the Secretary-General on 9 February 1949 requesting the admission of the Democratic People's Republic of Korea to membership in the United Nations. This application was placed on the provisional agenda of the Security Council on 15 February at the request of the representative of the Union of Soviet Socialist Republics. In the course of the discussion, the representative of the Union of Soviet Socialist Republics proposed that the application be referred, in accordance with the usual procedure, to the Committee on the Admission of New Members. On 16 February, the USSR proposal was rejected by 8 votes to 2, with 1 abstention.

(e) APPLICATION OF NEPAL

By a letter dated 13 February 1949 addressed to the Secretary-General, the Director-General of the Ministry for Foreign Affairs of the Government of Nepal applied, on behalf of his Government, for the admission of Nepal to membership in the United Nations. On 10 March, the Government of Nepal submitted its declaration of acceptance of the obligations contained in the Charter.

The Security Council, on 8 April, referred this application to its Committee on the Admission of New Members for consideration and report. On 24 May, during the examination of the application, the Committee adopted a resolution requesting the Government of Nepal to supply additional information concerning Nepal and particularly concerning its sovereignty and independence.

O. Appeal to the great Powers to renew their efforts to compose their differences and establish a lasting peace

On 30 September 1948, during the first part of the third regular session of the General Assembly in Paris, the representative of Mexico introduced a draft resolution appealing to the great Powers to renew their efforts to compose their differences and establish a lasting peace.

The General Assembly, on 16 October 1948, referred this item to the First Committee for consideration and report. After a brief general discussion, on 21 October, the First Committee established a Sub-Committee, composed of the representatives of Burma, China, Czechoslovakia, France, Haiti, Mexico, the Netherlands, the United Kingdom, the United States of America, the Union of Soviet Socialist Republics and Venezuela, to consider the Mexican draft resolution and the amendments thereto with a view to drafting an agreed text.

The Sub-Committee reached unanimous agreement on the text of a draft resolution and reported to the First Committee on 22 October 1948. After a brief discussion, the First Committee unanimously approved the draft resolution. On 3 November 1948, the General Assembly adopted the draft resolution unanimously (resolution 190 (III)).

The resolution recalled the declarations made at Yalta on 11 February 1945 by Churchill, Roosevelt and Stalin. It endorsed these declarations and expressed its conviction that the great Allied Powers would, in their policies, conform to the spirit of the said declarations. It recommended that the Powers signatories to the Moscow Agreements of 24 December 1945, and the Powers which subsequently acceded thereto, should redouble their efforts, in a spirit of solidarity and mutual understanding, to secure in the briefest possible time the final settlement of the war and the conclusion of all the peace settlements. It also recommended the aforementioned Powers to "associate with them, in the performance of such a noble task, the States which subscribed and adhered to the Washington Declaration of 1 January 1942".

On 13 November 1948, the President of the General Assembly and the Secretary-General of the United Nations addressed a joint communication to the Chairmen of the delegations of France, the Union of Soviet Socialist Republics, the United Kingdom and the United States of America, whose Governments were signatories to the Moscow Agreements of 24 December 1945. A copy of this communication was also transmitted to the Chairman of the delegation of China.

In this communication, the President of the General Assembly and the Secretary-General drew attention to the above-mentioned resolution of the General Assembly and to the fact that the representatives of all the Powers signatories to the Moscow Agreements had spoken in unqualified support of the resolution and had voted for it. As a first step toward carrying out the resolution without delay, they believed the Berlin question had to be solved. They urged upon the Governments of these Powers the desirability of immediate conversations and of taking all other necessary steps toward the solution of the Berlin question, thus opening the way to a prompt resumption of negotiations for the conclusion of the remaining peace settlements for Germany, Austria and Japan. They added that they believed that the great Powers should lend their full and active support to the efforts at mediation of the Berlin dispute by the President of the Security Council and that they stood ready to lend all further assistance, by means such as the currency study being made by the Secretary-General, as might seem most helpful to the great Powers in the solution of the problem.¹

P. Interim Committee of the General Assembly

(a) ACTIVITIES OF THE INTERIM COMMITTEE DURING ITS FIRST EXPERIMENTAL YEAR

The terms of reference of the Interim Committee during its first year are contained in General Assembly resolution 111 (II) of 13 November 1947. During this period, the Interim Committee held twenty-nine meetings from 5 January to 5 August 1948 and studied the following matters, on which it presented reports to the General Assembly at the third regular session:

- (i) The consultation by the United Nations Temporary Commission on Korea with the Committee (a detailed account of the consultation was included in the last annual report);
 - (ii) The problem of voting in the Security Council (see section Q of chapter I);
 - (iii) Study of methods for the promotion of international co-operation in the political field;
 - (iv) Advisability of establishing a permanent committee of the General Assembly.
- (i) *Study of methods for the promotion of international co-operation in the political field*

According to its terms of reference contained in paragraph 2 (c) of General Assembly resolution 111 (II), the duties of the Interim Committee were intended to be permissive and

restricted to the study of methods rather than the study of the principles set forth in Article 11, paragraph 1 and Article 13, paragraph 1 a, of the Charter.

The report of Sub-Committee 2, appointed by the Interim Committee on 2 March 1948 to study various proposals, including those submitted by the representatives of Lebanon, Belgium, the United Kingdom, China, the United States of America, Canada and Ecuador, was approved by the Interim Committee on 26 July 1948 with certain modifications.

The Interim Committee, in its report to the General Assembly, recommended the following:

- 1. A resolution to enable full effect to be restored to the General Act of 26 September 1928 for the Pacific Settlement of International Disputes;
- 2. The amendment of the rules of procedure of the General Assembly to provide for the appointment of a rapporteur or conciliator;
- 3. A resolution containing suggestions to the Security Council concerning the performance of conciliation functions by a rapporteur or conciliator of the Security Council;
- 4. A resolution relating to the establishment of a panel for inquiry and conciliation.

In its report the Interim Committee stated that, if its mandate were continued, it should first study the pacific settlement of disputes and continue with other aspects of international co-operation in the political field. The Interim Committee was also of the opinion that Articles 11, paragraph 1 and 13, paragraph 1 a of the Charter were not limited to the field of pacific settlement and that, in devising methods by which the General Assembly might carry out its responsibilities in this field, the Interim Committee might well have occasion to consider a wide variety of subjects in addition to pacific settlement of disputes.

On 15 November 1948, the General Assembly re-allocated to the *Ad Hoc* Political Committee the report of the Interim Committee, which had been previously referred to the First Committee.

On 9 December 1948, the *Ad Hoc* Political Committee approved the first two of the four recommendations made by the Interim Committee and decided to defer its consideration of the two other recommendations until the second part of the third regular session.

During the second part of the session, the *Ad Hoc* Political Committee submitted a report on the two remaining recommendations of the Interim Committee, and the General Assembly considered the two reports together on 25 and 28 April 1949. During the discussion, the repre-

¹ See also pages 14 to 18.

representatives of the Byelorussian Soviet Socialist Republic, Czechoslovakia, Poland, the Ukrainian Soviet Socialist Republic, the Union of Soviet Socialist Republics and Yugoslavia opposed the recommendations of the Interim Committee, mainly on the ground that they were illegal and submitted by an illegally constituted organ.

The recommendations submitted by the *Ad Hoc* Political Committee were adopted by the General Assembly on 28 April as follows:

1. The General Assembly directed the Secretary-General to prepare a revised text of the General Act, including the amendments adopted by the Assembly, and to hold it open to accession by States;

2. The General Assembly recommended that the Security Council, after a situation or dispute had been brought to its attention in accordance with rule 6 of the provisional rules of procedure of the Security Council, and not later than immediately after the opening statements on behalf of the parties concerned, should invite the parties to meet with the President of the Security Council and should attempt to agree upon a representative of the Council to act as rapporteur or conciliator for the case. The representative so agreed upon might be the President or any other representative on the Council, who would thereupon be appointed by the President to undertake the function of rapporteur or conciliator. If a rapporteur or conciliator were appointed it would be desirable for the Security Council to abstain from further action on the case for a reasonable interval, during which actual efforts at conciliation would be in progress. The rapporteur or conciliator so agreed upon and appointed should attempt to conciliate the situation or dispute and should in due course report to the Security Council;

3. The General Assembly decided that the proposed amendments to rules 31 and 58 of the rules of procedure of the Assembly, providing for the appointment of a rapporteur or conciliator, should be recommitted to the Interim Committee for further consideration in the broader context of the studies which it was to undertake concerning the procedures of the General Assembly relating to the pacific settlement of disputes;

4. The General Assembly invited each Member State to designate from one to five persons who, by reason of their training, experience, character and standing, were deemed to be well fitted to serve as members of commissions of inquiry or of conciliation and would be disposed to serve in that capacity. It directed the Secretary-General to take charge of the administrative arrangements connected with the composition and use of the

panel, and adopted articles annexed to the resolution relating to the composition and the use of the panel for inquiry and conciliation.

(ii) *Advisability of establishing a permanent committee of the General Assembly*

Sub-Committee 4, established by the Interim Committee to study its over-all operation, to elaborate the functions that might usefully be performed by a permanent committee of the General Assembly, and to determine the field of activity in which those functions should be exercised, submitted its report to the Interim Committee in July 1948. It recommended mainly that the Interim Committee should be continued at least for another experimental year after the third regular session of the General Assembly, before any decision was taken on whether to make it a permanent committee of the Assembly; and that the Interim Committee, if continued, should be vested with basically the same powers as those laid down in General Assembly resolution 111 (II).

The Interim Committee adopted the report of the Sub-Committee, and agreed unanimously to recommend in its report to the General Assembly that the Interim Committee should be continued at least for another experimental year.

The *Ad Hoc* Political Committee, to which this matter was referred, discussed the report of the Interim Committee on 19 and 20 November 1948 and adopted the draft resolution proposed by the Interim Committee with minor changes.

A number of representatives felt that it was too early to decide whether the Interim Committee should be established on a permanent basis and were of the opinion that it should be continued for another experimental year. On the other hand, the representatives of the Byelorussian Soviet Socialist Republic, Czechoslovakia, Poland, the Ukrainian Soviet Socialist Republic, the Union of Soviet Socialist Republics and Yugoslavia opposed the re-establishment of such an organ.

The General Assembly, on 3 December 1948, considered the report of the *Ad Hoc* Political Committee, adopting the draft resolution included therein by 40 votes to 6, with 1 abstention. The essential provisions of the operative part were as follows:

1. The Interim Committee was re-established for another year with the following duties: (a) to consider and report with conclusions to the General Assembly on such matters as might be referred to the Committee by or under the authority of the Assembly; (b) to consider and report with conclusions to the Assembly on any dispute or situation proposed for inclusion in

its agenda by any Member of the United Nations or by any non-member State or by the Security Council, providing the Committee previously determined the matter to be both important and requiring preliminary study; (c) to consider systematically, using as a starting point the recommendations and studies of the Interim Committee contained in its report, the further implementation of the relevant parts of Article 11, paragraph 1 and Article 13, paragraph 1 a of the Charter; (d) to consider, in connexion with any matter under discussion by the Interim Committee, whether occasion might require the summoning of a special session of the General Assembly; (e) to conduct investigations and appoint commissions of inquiry within the scope of the Committee's duty as it might deem useful and necessary; and (f) to report to the next regular session of the General Assembly on any changes in its constitution, its duration, or its terms of reference, which might be considered desirable in the light of experience;

2. The Interim Committee was authorized to request advisory opinions of the International Court of Justice on legal questions arising within the scope of its activities;

3. The Interim Committee was required, in discharging its duties, to take into account at all times the responsibilities of the Security Council under the Charter as well as the duties assigned by the Charter or by the General Assembly or by the Security Council to other Councils or to any committee or commission.

(b) ACTIVITIES OF THE INTERIM COMMITTEE DURING ITS SECOND EXPERIMENTAL YEAR

At the first meeting of the Interim Committee, held on 31 January 1949, there was some discussion as to whether it could validly sit and take decisions during the interval between the first and second parts of the third session, in view of the fact that paragraph 1 of resolution 196 (III) re-established the Interim Committee for the period between the closing of the third session and the opening of the next regular session of the General Assembly. It was agreed that the Interim Committee could properly function, since paragraph 5 of the same resolution provided that the Committee had to meet on 31 January 1949 at the latest.

(i) *Changes in the rules of procedure of the Interim Committee*

The General Assembly provided in its resolution 196 (III) that the rules of procedure governing the proceedings of the Interim Committee, and such sub-committees and commissions as it might set up, would be those adopted by the

Interim Committee on 9 January 1948 with such changes and additions as the Committee might deem necessary. On 31 January 1949, the Interim Committee appointed a Sub-Committee (Sub-Committee 5) on rules of procedure, which later recommended a number of changes with a view to bringing the new rules into full conformity with the Assembly resolution and in order to meet the situation created by the adoption of Spanish as a working language of the General Assembly. The rules proposed by the Sub-Committee were adopted by the Interim Committee with slight changes.

(ii) *Study of methods for the promotion of international co-operation in the political field*

At its meeting of 31 January 1949, the Interim Committee, acting under paragraph 2 (c) of resolution 196 (III), appointed Sub-Committee 6 with a view to preparing a careful agenda for the execution of a long-range programme in the field of international political co-operation, and invited the Secretary-General to present his views and suggestions as to the programme of studies and as to the course of the work generally.

In his statement to the Committee, the Secretary-General, after stating that the potential field of study under Article 11, paragraph 1 and Article 13, paragraph 1 a of the Charter was very vast, expressed doubt as to the practicability of initiating, in the immediate future, studies of more than modest scope within the vast field of relevant experience. As a programme of work, the Secretary-General suggested that the Sub-Committee might desire to select certain specific aspects and problems to be taken up, while proposing that the Interim Committee should reserve a certain discretion regarding the examination of other aspects and problems in the future.

In view of the instruction given to the Sub-Committee to give priority to the work already initiated on the pacific settlement of disputes, and to placing emphasis on systematic consideration, the Secretary-General felt that a comprehensive survey of experience with regard to the pacific settlement of disputes might be found desirable, since no such comprehensive survey existed at present. Among these aspects, the Secretary-General suggested the possibility of a detailed study of the problems which had arisen in the organization and operation of the various commissions and committees established by the General Assembly and the Security Council to deal with disputes and situations in the various parts of the world. The Secretary-General also suggested that the study of the handling of international disputes might profitably be broadened

into a general study of the methods and expedients practised by international organs in their efforts to find a solution of international political problems in general.

Sub-Committee 6 examined the statement of views of the Secretary-General and appointed a Working Group to draw up a plan of work divided into two parts: a general plan to extend possibly over several years, and one to be covered during the current year. The Working Group submitted a Draft Programme for the Work of the Interim Committee under Paragraph 2 (c) of General Assembly Resolution 196 (III), which was approved by Sub-Committee 6 on 28 March 1949. In its report to the Interim Committee, Sub-Committee 6 stated that, from its discussion of the meaning of the relevant parts of Article 11, paragraph 1 and Article 13, paragraph 1 a of the Charter, it had concluded that a precise and exhaustive interpretation of those Articles would not, at this early stage of development under the Charter, be desirable or practicable. Although it recognized that the work which might be undertaken under Article 13, paragraph 1 a might extend to the substance of international problems in so far as the study was undertaken with a view to the promotion of international co-operation in the political field, the Sub-Committee did not recommend the initiation at the present time of any studies concerned with the substance of political questions. Concerning the pacific settlement of disputes, the Sub-Committee agreed that a certain latitude should be left to the Interim Committee in considering closely related problems where that was deemed fruitful.

As far as other aspects of international co-operation were concerned, no attempt was made by the Sub-Committee to catalogue or restrict their substance and it merely noted several fields of possible studies as illustrative. The programme of work in the field of pacific settlement laid down that the plan of study should follow the method set forth in the Secretariat memorandum entitled *Use by Organs of the United Nations of Measures and Procedures of Pacific Settlement*, that is to say, adopt a common form of analysis with respect to the handling of disputes and situations by the organs concerned.

As topics for immediate study the Sub-Committee recommended:

1. The study of the organization and operation of United Nations commissions;
2. The study of the settlement of disputes and special political problems by the General Assembly.

The Sub-Committee noted that, in the prepa-

ration of studies and the formulation of recommendations, the Interim Committee would continue to rely on preparatory studies furnished by the Secretary-General.

The Interim Committee discussed the report of Sub-Committee 6 on 31 March and adopted it without modification. It agreed that Sub-Committee 6 should in future bear the title "Sub-Committee on International Co-operation in the Political Field".

As a result of the adoption of this programme of work by the Interim Committee, the Secretary-General is continuing the studies on the organization and operation of United Nations commissions. Sub-Committee 6, on 27 May, appointed two working groups to deal respectively with the study of the organization and procedure of United Nations commissions and of the settlement of disputes and special political problems by the General Assembly.

With regard to the General Assembly's decision of 28 April 1949 concerning the amendment of rules 31 and 58 of the rules of procedure of the General Assembly providing for the appointment of a rapporteur or conciliator, the Chairman of the Interim Committee has referred this matter to Sub-Committee 6 for consideration.

(iii) *Advisability of establishing a permanent committee of the General Assembly*

On 31 March, the Interim Committee appointed Sub-Committee 7 to give effect to paragraph 2 (f) of General Assembly resolution 196 (III). The Sub-Committee was instructed to review the present constitution, duration and terms of reference of the Interim Committee and to report to the Interim Committee not later than 15 August 1949.

Q. The problem of voting in the Security Council

On 21 November 1947, during its second regular session, the General Assembly adopted resolution 117 (II) referring the question of voting procedure in the Security Council to the Interim Committee for consideration and report, and requesting the permanent members of the Council to consult with one another on the problem.

The Interim Committee, on 15 March 1948, created Sub-Committee 3 to examine and analyse the proposals already submitted or which might be submitted concerning this question. Sub-Committee 3 submitted two reports which were examined by the Interim Committee from 7 to 9 July 1948. The Interim Committee approved the two reports which, with certain modifications and additions, were embodied in the report of the

Interim Committee to the General Assembly. The report was divided into the following four parts:

1. A classification by categories of possible decisions of the Security Council and the criteria on which the classification was based;

2. A list of possible decisions of the Security Council, with conclusions and comments as to the appropriate voting procedure applicable to each of them;

3. Methods for implementation of the conclusions stated by the Committee in the second part of the report;

4. Final conclusions of the Interim Committee submitted for the approval of the General Assembly.

At the first part of the third regular session of the General Assembly, the report of the Interim Committee, and an item proposed by the representative of Argentina for the convocation of a general conference under Article 109 of the Charter to study the question of the veto, were combined under the general agenda item "The problem of voting in the Security Council". This item was at first referred to the First Committee, but was reassigned to the *Ad Hoc* Political Committee on 15 November 1948.

In the course of the discussion in the *Ad Hoc* Political Committee, the representative of Argentina introduced a draft resolution proposing that a general conference of the United Nations should be convened to discuss and take a decision concerning the revision of the Charter. This draft resolution was rejected by the Committee by 22 votes to 9, with 10 abstentions.

The representative of the Union of Soviet Socialist Republics submitted a draft resolution proposing that the General Assembly should (a) stress the importance of efforts by all Member States to strengthen the authority of the United Nations in accordance with the principles of the Charter; (b) call upon the United Nations to widen international co-operation and avoid unnecessary regulation and formalism in the activities of its organs; and (c) express confidence that, in view of the importance of the principle of unanimity of the permanent members of the Security Council, the latter would take account of its past experience to apply the method of consultation and would seek to improve the possibility of adopting concerted decisions. This draft resolution was rejected by the Committee by 23 votes to 6, with 9 abstentions. It was re-introduced later during the General Assembly's discussion of the report of the Committee on this item and was again rejected by 40 votes to 6, with 5 abstentions.

The representatives of China, France, the United Kingdom and the United States of America jointly introduced a draft resolution recommending (a) that the members of the Security Council should consider as procedural thirty-five types of decisions enumerated in an annex to the draft resolution; (b) that the permanent members of the Council should seek agreement among themselves upon what decisions they might forbear to exercise their veto, when seven affirmative votes had already been cast in the Council; that they should consult together whenever feasible upon important decisions to be taken by the Council or before a vote is taken if their unanimity is essential; that they should exercise the veto only when they consider the question of vital importance; and (c) that the Members of the United Nations should exclude the application of the rule of unanimity to the greatest extent feasible in agreements conferring functions on the Security Council.

An amendment was submitted by the Australian representative, proposing that the permanent members of the Security Council should be requested to forbear from exercising the power of veto except in cases arising under Chapter VII of the Charter; it was rejected by the Committee by 22 votes to 9, with 10 abstentions. The joint draft resolution was approved by the Committee by 33 votes to 6, with 4 abstentions, and adopted by the General Assembly on 14 April 1949, during the second part of the third regular session, by 43 votes to 6, with 2 abstentions. The text of the resolution (267 (III)) was transmitted to the President of the Security Council by the Secretary-General in a letter dated 25 April 1949.

R. United Nations Guard

(a) ORIGINAL PROPOSAL BY THE SECRETARY-GENERAL

During the first part of the third regular session of the General Assembly, the Secretary-General proposed the creation of a "United Nations Guard" to assist United Nations missions in the field. In his report on the subject to the General Assembly, the Secretary-General stated that the operation of United Nations missions in the field under decisions of the General Assembly and the Security Council had decisively emphasized the need for adequate observation, protective and technical service personnel to be provided promptly in their support. It was his opinion that essential needs could, in many cases, be limited to the availability, on call, of a comparatively small United Nations Guard able to offer the necessary minimum protective services as well as limited technical services in support of the

functions and authority of the United Nations missions. The formation of the United Nations Guard, which might be several thousand strong, should be closely studied and reported upon by the appropriate committees of the General Assembly.

To meet the immediate need, the Secretary-General proposed that there should be established a United Nations Guard, eight hundred strong, consisting of a nucleus permanent establishment of three hundred men, located and trained either at the United Nations headquarters or at an appropriate location in Europe, and a volunteer reserve *cadre* of up to five hundred men recruited multi-nationally and held in reserve in their national homes at the call of the Secretary-General as and when required.

(b) CONSIDERATION BY THE GENERAL ASSEMBLY

The General Assembly referred the proposal to the First Committee for consideration and report, but later re-allocated it to the *Ad Hoc* Political Committee.

The matter was not discussed by the *Ad Hoc* Political Committee until the second part of the third regular session. At the commencement of the discussion, on 7 April 1949, a representative of the Secretary-General read a statement giving further details of the proposal.

During the general discussion which followed, the representative of the Philippines introduced a draft resolution proposing the creation by the General Assembly of a special committee to study the establishment of a United Nations Guard in all its relevant aspects and to report to the fourth regular session of the General Assembly. A number of representatives endorsed the proposal of the Philippine delegation on the ground that the question needed further study as regards all its implications before a decision regarding the establishment of the Guard could be taken.

The representative of France, while not opposing the creation of a special committee, expressed serious doubt that a United Nations Guard would serve a practical purpose. The representative of the Union of South Africa urged that the special committee should give full consideration to the feasibility of utilizing for guard duties the national police of countries concerned. The representatives of the Byelorussian Soviet Socialist Republic, Poland, the Union of Soviet Socialist Republics and Yugoslavia held that the proposal of the Secretary-General was contrary to the Charter.

The Philippine draft resolution was amended and recommended to the General Assembly by the *Ad Hoc* Political Committee. On 29 April 1949, it was adopted by the General Assembly,

by 47 votes to 6, with 1 abstention. The resolution (270 (III)) established a Special Committee of specially qualified representatives of Australia, Brazil, China, Colombia, Czechoslovakia, France, Greece, Haiti, Pakistan, Poland, Sweden, the Union of Soviet Socialist Republics, the United Kingdom and the United States of America. The Special Committee was instructed to study the proposal for the establishment of a United Nations Guard in all its relevant aspects, including the technical, budgetary and legal problems involved, and such other proposals as might be made by Member States and by the Secretary-General with regard to other similar means of increasing the effectiveness of the services provided to the United Nations missions by the Secretary-General. The Committee was to prepare a report embodying its observations and recommendations for consideration during the fourth regular session of the General Assembly.

(c) CONSIDERATION BY THE SPECIAL COMMITTEE OF A REVISED PROPOSAL BY THE SECRETARY-GENERAL

The Special Committee established on 29 April 1949 by the General Assembly held its first meeting on 24 June, and received a revised proposal from the Secretary-General.

In the revised proposal, the Secretary-General suggested the establishment of two units, a United Nations Field Service and a Field Reserve Panel. The Field Service would consist of three hundred men, recruited by secondment from national Governments, to provide the following services: provision of land transport for missions and such incidental air transport as might be required; maintenance of radio-communications for missions; security of members of United Nations missions and of United Nations premises; safe custody of supplies, records and archives; maintenance of order during meetings, hearings and investigations; and guard duty at Headquarters. The members of the Field Service would not normally be supplied with arms of any kind.

The Secretary-General pointed out that the functions of the Field Service would not include the observation of truce terms, the protection of places neutralized during a truce or of supply lines incidental to a truce, or the supervision of polling places during a plebiscite. These latter functions would, when necessary, be performed by persons selected from a Field Reserve Panel, which would be a list of names of qualified persons to be called for service only in response to a specific decision by the General Assembly or the Security Council or an organ authorized by them.

The revised proposal of the Secretary-General is being considered by the Special Committee.

S. Military Staff Committee

During the period under review, the Military Staff Committee has held twenty-eight regular meetings.

In accordance with the directive of the Security Council of 16 February 1946, the Military Staff Committee continued its examination of the provisions of Article 43 of the Charter from the military point of view.

As stated in the last report, pending the completion of the examination by the Security Council of the report of the Military Staff Committee dated 30 April 1947, the Military Staff Committee had undertaken a provisional consideration of the "over-all strength and composition" of the forces as outlined in the programme of work adopted by the Military Staff Committee on 16 May 1947.

On 23 June 1948, the Military Staff Committee completed its consideration of the report submitted by its Sub-Committee on 23 December 1947. However, unanimity on the question of the over-all strength and composition of the armed forces was not achieved.

On 2 July 1948, the Chairman of the Military Staff Committee informed the President of the Security Council that the Military Staff Committee was not in a position to undertake the final review of the over-all strength and composition of the armed forces and so make further progress in this matter until agreement had been reached in the Security Council on the divergencies of view on the general principles which had been reported to the Security Council on 30 April 1947.

Inasmuch as unanimity could not be achieved on the question of the over-all strength and composition of the armed forces, the Military Staff Committee proceeded to discuss its future work. However, on this subject also, the five delegations were unable to agree unanimously and, accordingly, on 6 and 16 August 1948, the Chairman of the Military Staff Committee informed the Security Council of the divergent views of the five delegations.

Since then, the Military Staff Committee has continued, as a matter of routine, to hold regular fortnightly meetings, but no further discussion has taken place on the subject of the forces to be provided under Article 43 of the Charter.

T. Atomic Energy Commission

In the last annual report it was stated that the Security Council, on 22 June 1948, adopted a resolution directing "the Secretary-General to

transmit to the General Assembly and to the Member nations of the United Nations, the first, second and third reports of the Atomic Energy Commission, together with the record of the deliberations of the Security Council on this subject, as a matter of special concern".

The reports of the Atomic Energy Commission were placed on the agenda of the third regular session of the General Assembly, which decided, on 24 September 1948, to refer them to the First Committee for consideration and report.

(a) CONSIDERATION BY THE FIRST COMMITTEE OF THE REPORTS OF THE ATOMIC ENERGY COMMISSION

The First Committee discussed the item at its 144th to 153rd meetings. A number of proposals, draft resolutions and amendments were submitted. In order to examine these proposals and to attempt to reach agreement on a resolution, the First Committee, on 7 October, established a Sub-Committee composed of the representatives of Brazil, Canada, China, Ecuador, France, India, Sweden, the Ukrainian Soviet Socialist Republic, the Union of Soviet Socialist Republics, the United Kingdom and the United States of America.

The Sub-Committee, after eight meetings, unanimously approved, on 15 October, a report to the First Committee containing three draft resolutions:

(i) Draft resolution proposed by Canada

A Canadian draft resolution, as amended in the Sub-Committee, proposed that the General Assembly should (1) approve the general findings (part II C) and recommendations (part III) of the first report and the specific proposals of part II of the second report of the Atomic Energy Commission as constituting the necessary basis for establishing an effective system of international control of atomic energy to ensure its use only for peaceful purposes and for the elimination from national armaments of atomic weapons in accordance with the terms of reference of the Commission; (2) express its deep concern at the impasse which had been reached in the work of the Atomic Energy Commission as shown in its third report and its regret that unanimous agreement had not yet been reached; and (3) request the six sponsors of the General Assembly resolution of 24 January 1946, which were the permanent members of the Atomic Energy Commission, to meet together and consult in order to determine when there existed a basis for agreement on the international control of atomic energy to ensure its use only for peaceful purposes and for the elimination from

national armaments of atomic weapons, and thereupon to request the Secretary-General to reconvene the Commission, the activities of which had been suspended, in order to resume its task of preparing for submission to the Security Council, as early as possible, a draft treaty or treaties or convention or conventions incorporating the Commission's ultimate proposals. In any event, the sponsors should report to the General Assembly the results of their consultation not later than its next regular session.

(ii) *Draft resolution proposed by the Union of Soviet Socialist Republics*

The Union of Soviet Socialist Republics submitted a draft resolution proposing that the General Assembly should recommend to the Security Council and the Atomic Energy Commission to continue their activity in the direction laid down in the resolutions of the General Assembly of 24 January and 14 December 1946, and to prepare a draft convention on the prohibition of atomic weapons and a draft convention on the establishment of effective international control over atomic energy, both conventions to be signed and brought into operation simultaneously.

(iii) *Draft resolution proposed by India*

The delegation of India submitted a draft resolution proposing that the General Assembly should approve in substance those sections only of the first and second reports suggested in the Canadian draft resolution, and should call upon the Atomic Energy Commission to resume and continue its work, to proceed with the study of all the matters within its terms of reference, and to prepare for submission to the Security Council, as early as possible, a draft treaty or convention incorporating the Commission's ultimate proposals.

The First Committee considered the Subcommittee's report at its 162nd to 165th meetings. A number of amendments to the Canadian draft resolution were submitted, and the representative of Canada presented a revision of his previous draft resolution incorporating various proposals made during the discussion. In particular, it was proposed that the General Assembly should call upon the Atomic Energy Commission to resume its sessions, to survey its programme of work, and to proceed to the further study of such of the subjects remaining in the programme of work as it considered to be practicable and useful.

On 20 October, the First Committee rejected the draft resolutions proposed by the representative of the Union of Soviet Socialist Republics and the representative of India. The Canadian

draft resolution, as amended, was adopted by the Committee by 41 votes to 6, with 10 abstentions.

(b) *RESOLUTION OF THE GENERAL ASSEMBLY OF 4 NOVEMBER 1948*

The General Assembly considered the report of the First Committee at three meetings. The representative of the Union of Soviet Socialist Republics asked that the Soviet draft proposal, which had been rejected in the First Committee, be reintroduced and put to the vote in the Assembly. It was rejected by 40 votes to 6, with 5 abstentions. The representative of India also asked that an amendment containing the main proposals of his draft resolution, which had been rejected in the First Committee, be put to the vote. It was defeated by 31 votes to 5, with 15 abstentions.

The General Assembly finally adopted, on 4 November 1948, the resolution recommended by the First Committee.

In the resolution (191 (III)), the General Assembly approved the general findings (part IIC) and recommendations (part III) of the first report, and the specific proposals of part II of the second report of the Atomic Energy Commission as constituting the necessary basis for establishing an effective system of international control of atomic energy to ensure its use only for peaceful purposes and for the elimination from national armaments of atomic weapons in accordance with the terms of reference of the Atomic Energy Commission; expressed its deep concern at the impasse which had been reached in the work of the Commission, as shown in its third report; and regretted that unanimous agreement had not yet been reached. It requested the six sponsors of the General Assembly resolution of 24 January 1946, which were the permanent members of the Atomic Energy Commission, to meet together and consult in order to determine if there existed a basis for agreement on the international control of atomic energy to ensure its use only for peaceful purposes and for the elimination from national armaments of atomic weapons, and to report to the General Assembly the results of their consultation not later than its next regular session. It called upon the Atomic Energy Commission to resume its sessions, to survey its programme of work, and to proceed to the further study of such of the subjects remaining in the programme of work as it considered to be practicable and useful.

(c) *ACTIVITIES OF THE ATOMIC ENERGY COMMISSION IN 1949*

On 1 January 1949, in accordance with the changes in membership of the Security Council, the representatives of Belgium, Colombia and

Syria retired from the Commission and the representatives of Cuba, Egypt and Norway were added.

The Atomic Energy Commission reconvened on 18 February 1949 to consider the recommendations of the General Assembly, as contained in resolution 191 (III). During the course of the general debate, draft resolutions were submitted by the representatives of Canada and the Union of Soviet Socialist Republics. The Canadian draft resolution instructed the Secretary-General to prepare the following documents: (1) a working paper setting out the recommendations, as approved at the third regular session of the General Assembly, for the international control of atomic energy and the prohibition of atomic weapons; (2) a comparative table based upon the reports and proceedings of the Commission and its committees and of the General Assembly and its Committees, showing the positions of the majority and minority on the topics which have so far been discussed; and (3) indexes of the contents of the three reports as well as of the proceedings of the Commission and its committees and the General Assembly and its Committees. The USSR draft resolution directed the Commission to commence at once the preparation of two draft conventions, one for the prohibition of atomic weapons and one for the control of atomic energy, both to be concluded and put into effect simultaneously; the draft conventions were to be submitted to the Security Council not later than 1 June 1949.

The discussions on the instructions contained in resolution 191 (III), on the working papers prepared by the Secretary-General, and on the USSR draft resolution were conducted concurrently at the seventeenth to twenty-second meetings of the Commission and the forty-fourth to forty-ninth meetings of the Working Committee. They may be summarized as follows:

(i) *Draft resolution proposed by Canada*

As a preparatory step, the Commission adopted, on 18 February 1949, the draft resolution proposed by Canada. On 25 February, the United States representative submitted a draft resolution proposing that the General Assembly resolution and the preliminary drafts of the Secretariat working papers should be referred to the Working Committee for consideration. The United States representative later deleted the reference to the General Assembly resolution; the draft resolution, as amended, was adopted on 22 March.

The Secretariat working paper on "recommendations" and the indexes to the three reports were approved by the Working Committee on

1 June and were transmitted by its Chairman to the Atomic Energy Commission on 15 June. A preliminary draft of the comparative table was circulated to the members by the Secretary-General but no action was taken on it by the Committee. The index to the proceedings of the Commission and its committees and the General Assembly and its Committees is now being completed.

(ii) *Draft resolution proposed by the Union of Soviet Socialist Republics*

On 25 May 1949, the Commission agreed to refer the draft resolution proposed by the Union of Soviet Socialist Republics to the Working Committee for further consideration. The matter was discussed at three meetings of the Committee. On 3 June, the representative of China submitted a draft resolution, noting that no material in addition to that previously submitted to the General Assembly, the Commission, or the Working Committee had been presented, and concluding that no useful purpose could be served by further discussions in the Working Committee of those proposals which had already been considered and rejected by the appropriate organs of the United Nations. The Chinese draft resolution was adopted by 7 votes to 2, with 2 abstentions.

(iii) *General Assembly resolution 191 (III)*

The Commission agreed to refer the recommendations of the General Assembly to the Working Committee for further consideration. After an exchange of views between the representatives of the United States of America and the Union of Soviet Socialist Republics, the representatives of Cuba and Argentina submitted a draft resolution stating that further study in the Working Committee would not be useful until the six sponsors of resolution 1 (I) adopted by the General Assembly on 24 January 1946, had met and had reported that there existed a basis for agreement. The Cuban representative later deleted the specific references to the work of the Committee, and the draft resolution, as amended, was adopted by 8 votes to 2, with 1 abstention.

The Chairman of the Working Committee transmitted the two resolutions to the Atomic Energy Commission on 21 June.

In addition to serving the Atomic Energy Commission and its committees, the Atomic Energy Commission Group of the Secretariat has continued the compilation of its *International Bibliography on Atomic Energy*. Preliminary editions of volume I (political, economic and social aspects) and volume II (scientific aspects) were submitted to Members at the third regular session of the General Assembly to provide a guide to the

United Nations documents on atomic energy and to the very large number of publications in this field. Work on the revision of these volumes and the inclusion of additional material forwarded by Member nations has been continued since the autumn of 1948. A printed version of volume I was issued in May 1949, and it is hoped that a revised version of volume II, covering approximately 25,000 items, will be issued in time for the fourth regular session of the General Assembly.

It is also planned to prepare, some time in 1950, a comprehensive study of the peaceful use of atomic energy.

U. Commission for Conventional Armaments

During the period covered by the present report, the Commission for Conventional Armaments held seven meetings extending from 2 August 1948 to 30 June 1949. The Working Committee of the Commission held five meetings from 26 July 1948 to 30 June 1949.

(a) ACTIVITIES OF THE WORKING COMMITTEE

At its seventeenth meeting, on 26 July 1948, the Working Committee continued discussion of general principles in connexion with the regulation and reduction of armaments and armed forces (item 2 of the plan of work adopted by the Commission on 18 June 1947). Two documents relating to general principles were considered by the Committee: the first, a revised United Kingdom draft resolution summarizing the majority view as expounded at preceding meetings and the second, a set of proposals submitted by the Union of Soviet Socialist Republics in elaboration of paragraph 1 of the draft list of topics which it had submitted to the Committee on 3 October 1947.

The Working Committee adopted the United Kingdom draft resolution by 9 votes to 2. The general principles thus approved by the Committee are as follows:

1. A system for the regulation and reduction of armaments and armed forces should provide for the adherence of all States. Initially it must include at least all States having substantial military resources;

2. A system of regulation and reduction of armaments and armed forces can only be put into effect in an atmosphere of international confidence and security. Measures for the regulation and reduction of armaments which would follow the establishment of the necessary degree of confidence might in turn be expected to increase confidence and so justify further measures of regulation and reduction;

3. Examples of conditions essential to such confidence and security are:

(a) The establishment of an adequate system of agreements under Article 43 of the Charter. Until the agreed forces are pledged to the Security Council, an essential step in establishing a system of collective security will not have been taken;

(b) The establishment of international control of atomic energy. It is a basic assumption of the work of the Commission for Conventional Armaments that the Atomic Energy Commission will make specific proposals for the elimination from national armaments of atomic weapons and other weapons of mass destruction;

(c) The conclusion of the peace settlements with Germany and Japan. Conditions of international peace and security will not be fully established until measures have been agreed upon which will prevent these States from undertaking aggressive action in the future;

4. A system for the regulation and reduction of armaments and armed forces, in order to make possible the least diversion for armaments of the world's human and economic resources pursuant to Article 26 of the Charter of the United Nations, must limit armaments and armed forces to those which are consistent with and indispensable to the maintenance of international peace and security. Such armaments and armed forces should not exceed those necessary for the implementation of Members' obligations and the protection of their rights under the Charter of the United Nations;

5. A system for the regulation and reduction of armaments and armed forces must include an adequate system of safeguards which, by including an agreed system of international supervision, will ensure the observance of the provisions of the treaty or convention by all parties thereto. A system of safeguards cannot be adequate unless it possesses the following characteristics:

(a) It is technically feasible and practical;

(b) It is capable of detecting promptly the occurrence of violations;

(c) It causes the minimum interference with, and imposes the minimum burdens on, any aspect of the life of individual nations;

6. Provision must be made for effective enforcement action in the event of violations.

The proposals of the Soviet Union, which were not voted upon by the Committee, enumerate the following general principles:

(1) The general regulation and reduction of armaments and armed forces should cover all countries and all kinds of armaments and armed forces;

(2) The general regulation and reduction of armaments and armed forces should provide for:

(a) Reduction of land, naval and air forces both in respect to strength and armaments;

(b) Limitation of combat characteristics of certain kinds of armaments and the prohibition of separate kinds of armaments;

(c) Reduction of war budgets and State expenditures on production of armaments;

(d) Reduction of production of war materials;

(3) The general regulation and reduction of armaments and armed forces should provide, in the first place, for the entire prohibition of production and use of atomic and other kinds of weapons designed for mass destruction, and the destruction of stocks of such weapons which have been made;

(4) In order to ensure the carrying out of measures for the regulation and reduction of armaments and armed forces there should be established within the framework of the Security Council, and as a component part of the plan for such regulation and reduction, an international system of control, which should protect the States which fulfil their obligations against the danger of violations and evasions from the carrying out of the agreement on the reduction of armaments.

The eighteenth, nineteenth and twentieth meetings of the Working Committee were devoted to the preparation of a first progress report to the Commission on the basis of a draft text prepared by the Secretariat. After delegations had introduced corrections, the report was finally adopted as a whole at the twentieth meeting on 9 August 1948.

At the close of the twentieth meeting, the representative of France introduced proposals concerning the study of an international system for the verification and inspection of conventional armaments. These proposals were not discussed, and were later withdrawn.

At its twenty-first meeting, on 26 May 1949, the Working Committee was seized of the resolution of the Commission instructing it to undertake, as a first task, the formulation of the proposals envisaged in the sixth paragraph of General Assembly resolution 192 (III) of 19 November 1948 (see section (c) below). A working paper was submitted by the representative of France dealing with the collection, publication and verification of data covering **effectives and** conventional armaments but excluding scientific research and experimental material. Discussion of the French working paper was initiated at the twenty-first meeting and continued at the twenty-second meeting, held on 21 June 1949.

(b) ACTIVITIES OF THE COMMISSION

The Commission for Conventional Armaments was convened on 2 August 1948 to consider the first progress report of the Working Committee, together with the resolution defining the jurisdiction of the Commission and the resolution on general principles which the Working Committee had adopted on 9 September 1947 and 26 July 1948 respectively. The eleventh to thirteenth meetings, between 2 August and 12 August 1948, were mainly devoted to consideration of the activities of the Working Committee to date and the position reached in respect of the question of the general regulation and reduction of armaments and armed forces. The central issues of the discussion were (1) the jurisdiction of the Commission in relation to atomic weapons and other weapons of mass destruction, and (2) the relation between the general regulation and reduction of armaments and armed forces and the factors affecting the existing state of international relations.

At the twelfth meeting of the Commission, on 9 August 1948, the representative of the Union of Soviet Socialist Republics re-introduced his delegation's proposals regarding general principles which had previously been submitted to the Working Committee. These proposals, which received the support of the Ukrainian Soviet Socialist Republic, were not put to a vote in the Commission.

At the following meeting, on 12 August 1948, the Commission interrupted its discussion of the Working Committee's report and voted upon the two resolutions which the Committee had submitted. Both of these were adopted; the first, relating to the Commission's jurisdiction, was approved by 8 votes to 2, one representative being absent, and the second, dealing with general principles, by 9 votes to 2.

Thereafter, the Commission gave its attention to the preparation of its second progress report to the Security Council. It was decided, by 8 votes to 2, with 1 abstention, that the Commission would submit a single report to the Security Council which would also cover the activities of the Working Committee. Statements by the various delegations would be annexed to the report.

The fourteenth and fifteenth meetings of the Commission, on 17 August 1948, were devoted to the consideration paragraph by paragraph of a draft of the report prepared by the Secretariat. After amendments had been introduced, it was agreed that the final text of the draft report would be distributed among the delegations for examination and approval. If no request for further consideration of the draft was received prior to

15 September 1948 the report would be considered as adopted.

On 14 September 1948, the representative of the Union of Soviet Socialist Republics notified the Chairman, by letter, that his delegation was unable to agree to the draft of the second progress report. Owing, however, to the requirements of the first part of the third regular session of the General Assembly which was to meet in Paris, the Commission was unable to reconvene immediately to give further consideration to the draft report. When the matter was finally taken up, at the seventeenth meeting on 23 February 1949, it was agreed to postpone further discussion on the subject.

(c) RESOLUTION 192 (III) OF THE GENERAL ASSEMBLY OF 19 NOVEMBER 1948

On 25 September 1948, at the first part of the third regular session of the General Assembly in Paris, the representative of the Union of Soviet Socialist Republics introduced a draft resolution intended to implement the earlier resolutions of 24 January and 14 December 1946 relating to the prohibition of the atomic weapon and the control of atomic energy, on the one hand, and the general regulation and reduction of armaments and armed forces, on the other. The draft resolution proposed that the permanent members of the Security Council, as a first step toward the reduction of armaments and armed forces, should reduce by one-third during one year all existing land, naval and air forces; and that atomic weapons should be prohibited as weapons intended for purposes of aggression and not for defence. It also called for the establishment, within the framework of the Security Council, of an international control body for the purpose of supervision of and control over the implementation of the measures for the reduction of armaments and armed forces and for the prohibition of atomic weapons.

The USSR proposal was considered by the First Committee of the General Assembly and by Sub-Committee 12 of the First Committee at meetings which extended from 8 October until 13 November 1948. During the discussion a number of alternative proposals were submitted by other delegations. The First Committee finally decided, by 40 votes to 6, with 1 abstention, to recommend for the Assembly's adoption an amended text of a draft resolution submitted by the representative of Belgium.

At its 106th plenary meeting, on 19 November 1948, the General Assembly, by 43 votes to 6, with 1 abstention, adopted the amended Belgian draft resolution which the First Committee had

recommended. This resolution contained (a) a recommendation that the Security Council should pursue the study of the regulation and reduction of conventional armaments and armed forces through the agency of the Commission for Conventional Armaments in order to obtain concrete results as soon as possible; (b) a proposal that the Commission, in carrying out its plan of work, should devote its first attention to formulating proposals for the receipt, checking and publication, by an international organ of control within the framework of the Security Council, of full information to be supplied by Member States with regard to their effectives and conventional armaments; and (c) an invitation to the Security Council to report to the General Assembly, not later than the fourth regular session, on the effect given to the Assembly's recommendation.

At the same meeting a revised text of the USSR draft resolution and also a draft resolution submitted by the delegation of Poland, were rejected after a vote taken paragraph by paragraph.

The resolution of the General Assembly was transmitted by the Secretary-General to the President of the Security Council on 14 January 1949.

Discussion in the Security Council of the Assembly resolution was initiated at the 407th meeting, on 7 February 1949. The representative of the Union of Soviet Socialist Republics submitted a draft resolution which envisaged the formulation of concrete measures for the reduction by one-third of the armaments and armed forces of the permanent members of the Security Council on the basis of (a) a plan to be submitted by the Commission for Conventional Armaments, and (b) two draft conventions relating to the prohibition of atomic weapons and the control of atomic energy to be submitted by the Atomic Energy Commission and to be put into force simultaneously.

At the 408th meeting, on 10 February 1949, the Security Council rejected the USSR draft resolution, which received 3 votes in favour to none against, with 8 abstentions. It was decided, by 9 votes to none, with 2 abstentions, to transmit the Assembly resolution to the Commission for Conventional Armaments in accordance with the latter's terms of reference.

The Commission considered General Assembly resolution 192 (III) at its sixteenth and seventeenth meetings, on 15 and 23 February 1949. On the latter date, the Commission, by 9 votes to 2, adopted a resolution instructing the Working Committee to undertake, as its first task, the formulation of the proposals envisaged in the sixth paragraph of the resolution.

Chapter II

ECONOMIC AND SOCIAL QUESTIONS

IN THE economic and social field, the period of preparation and establishment of machinery has largely come to an end and the United Nations, during the past year, has begun to come to grips with some of the important problems for which it is responsible. The place occupied by economic and social problems in the debates of the main organs of the United Nations, and especially the General Assembly, gives some idea of the extent of the task with which the Organization is faced.

In the first place, this task includes the collection, analysis, presentation and dissemination of information on economic and social problems. Considerable progress has been made in this field. The analysis of economic and social problems has given rise to studies which are steadily increasing in number and variety. They include the *World Economic Report, 1948*, regional economic surveys for Europe, Asia and the Far East and—for the first time—for Latin America, statistical and demographic publications, a study on statelessness and many other technical studies, handbooks, manuals, bulletins and yearbooks.

A second and highly important task is fulfilled through the meetings of the Economic and Social Council and its subsidiary bodies and through various conferences and meetings of experts convened by it. These have been the means of preparing international agreements and conventions, of concluding informal arrangements and of exchanging expert information. Both the functional and the regional commissions of the Economic and Social Council have contributed largely towards removing the numerous obstacles to effective co-operation among the nations in solving economic and social problems. The Economic Commission for Europe has been particularly successful in promoting economic relations between European countries. In many fields, such as economic stability and development, transport, statistics, housing, town planning, prevention of crime, cartography, child welfare and migration, recommendations have been made as to international action.

A third task is the adoption of international agreements and conventions and their administration. The Universal Declaration of Human Rights, adopted in Paris on 10 December 1948, is only a first step along the path of international action for the protection of fundamental rights and freedoms, and the second step, the Covenant, is now being prepared. Other examples of international agreements and conventions are the Convention on the Prevention and Punishment of the Crime of Genocide, the Draft Convention on the International Transmission of News and the Right of Correction, the Protocol placing synthetic drugs under international control, the draft convention for the suppression of the exploitation of the prostitution of others, the draft convention on the declaration of death of missing persons, the Agreement with the Inter-governmental Maritime Consultative Organization and the Protocol transferring to the United Nations the powers and functions of the League of Nations under the 1928 Convention relating to Economic Statistics. The last year has thus been fruitful in the promotion of international agreements in important fields.

Lastly, the United Nations is called upon to take action in the very important and extensive sphere of technical assistance, in which the specialized agencies are closely associated with the work of the United Nations.

Two General Assembly resolutions have opened the way to effective action, namely, resolution 58 (I), which established a programme of advisory social welfare services and resolution 200 (III), which provided for the rendering of technical assistance to under-developed countries for the promotion of their economic development.

The social welfare programme is now in its third year of operation and the considerable increase in requests for advisers, fellowships, seminars and demonstration equipment shows that concrete results are being achieved. With regard to economic development, even before the adoption of resolution 200 (III) arrangements had

been made, on the basis of a resolution adopted by the Economic and Social Council at its fourth session, to send a United Nations technical mission to Haiti to advise the Haitian Government on problems related to economic development, and a team of specialists had been set up in consultation with the specialized agencies. The report of the team of experts is now being printed. Under the terms of resolution 200 (III) a group of experts has been sent to Ecuador to advise the Ecuadoran Government regarding the reorganization of its governmental administrative services and public finance systems. Missions to other countries are under consideration. Expert guidance is being made available, both directly and through training schools, to a large number of the forty or fifty countries which are planning to take their first post-war census in 1950 or 1951. A programme of fellowships for economic development has been started and is developing satisfactorily.

Furthermore, a resolution adopted by the Economic and Social Council at its eighth session has raised the possibility of an even larger and more effective programme of technical assistance for economic development. In pursuance of this resolution, a report has been prepared by the Secretary-General and the specialized agencies in collaboration, setting forth a comprehensive plan for an expanded co-operative programme of technical assistance to under-developed countries in dealing with their economic problems and with social problems directly related thereto. The report also sets forth methods of financing the programme and ways of co-ordinating its planning and execution.

While the United Nations is thus preparing to take the lead in a vast effort to promote economic development and raise social standards, it is also devoting a considerable part of its activities to the alleviation of distress. The work of the International Children's Emergency Fund, the effectiveness of which has continued to increase throughout its three years of existence, and the assistance given to the Arab refugees in Palestine have been among the most important achievements of the Organization during the year.

In conclusion, emphasis should be laid on the fact that, as a result of the close inter-relationship existing between the various economic and social problems, much attention has been paid to co-ordination throughout the activities of the United Nations in this field.

1. ECONOMIC QUESTIONS

A. Economic surveys

Pursuant to resolution 118 (II), adopted by the General Assembly on 31 October 1947, requesting

the Secretary-General to assist the Economic and Social Council and its subsidiary organs by providing factual surveys and analyses needed for appraisal of world economic conditions and trends, three reports summarizing and analysing world economic conditions have been prepared during the past year.

In July 1948, a report entitled *Selected World Economic Indices* was made available to the Economic and Social Council at its seventh session. This report supplemented the *Economic Report, Salient Features of the World Economic Situation, 1945-1947*, which had been made available to the Council at its previous session, and presented a statistical summary of the main features of economic trends in 1947 and the early part of 1948. In January 1949, an interim report on the world economic situation in 1948, entitled *Major Economic Changes in 1948*, provided the Economic and Social Council with a factual background for discussion of the current economic situation at its eighth session in February 1949. The last comprehensive survey of the world economic situation is being completed at the time of writing and will be published in July 1949 under the title *World Economic Report, 1948*. This survey takes account of the reports of the regional economic commissions of the United Nations in Europe, Latin America, and Asia and the Far East, and of the economic activities of the specialized agencies.

In the report *Selected World Economic Indices*, it was pointed out that the lack of balance in the world economic situation in 1947, which had been described in the earlier *Economic Report*, had continued during the early part of 1948 and was reflected in the shortages of basic commodities in most countries, particularly of foodstuffs, in the prevalence of considerable inflationary pressure and in the existence of unprecedented deficits in the foreign transactions of most countries. Global estimates of industrial and agricultural production and trade, and statistical indices of employment, wages, prices and cost of living and other aspects of the world economic situation were provided to illustrate important trends. The report noted that world production and employment in 1947 considerably exceeded pre-war levels but that the world supply of foodstuffs was below those levels; world industrial output, on the other hand, was substantially higher than before the war. It called attention to the marked disparities among countries in the levels of industrial and agricultural production realized in 1947 relative to pre-war years and to the considerable unevenness among commodities in the level of output attained in 1947 as compared with pre-war years.

In reporting on developments during the subsequent year in *Major Economic Changes in 1948*, attention was directed to the very substantial improvement in the world economic situation. It was pointed out that the supply of foodstuffs during 1949 would be increased considerably as a result of substantially larger harvests in the summer of 1948 and that this represented added means for reducing inflationary pressure, for expanding production generally and for increasing the volume of international trade. The report noted that the shortages of certain key commodities were considerably mitigated during 1948 and that by the autumn of that year industrial output in most war-devastated countries was approaching or had already exceeded pre-war levels. While the report recorded that the over-all inflationary pressure had not weakened substantially, it pointed out that deflationary symptoms were beginning to be observable in some countries during the last quarter of 1948, for the first time since the end of the war. The report concluded that, as a consequence of the diminishing importance of temporary post-war obstacles, the problems facing the world in further increasing production in 1949 were likely to be of a more protracted and long-term character and that the expansion of world output was hampered by difficulties connected with foreign trade. Accordingly, it suggested the need for assessing the new situation arising from new trading relationships which were emerging or appeared to be required by changes in the internal needs of various countries resulting from war-time developments and post-war plans.

The full report on the world economic situation scheduled for publication in July 1949 analyses in considerable detail these and other new tendencies which were emerging in the latter months of 1948 and the early part of 1949; it also provides a more comprehensive analysis of economic development in 1948 than could be made available in the interim report. References to regional economic surveys prepared by the secretariats of the regional economic commissions are made in section J.

B. Economic development of under-developed areas

(a) TECHNICAL ASSISTANCE UNDER RESOLUTION 200 (III) OF THE GENERAL ASSEMBLY

During the past year the problem of technical assistance for economic development has continued to be a primary concern of Member Governments. At its second session in June 1948, the Sub-Commission on Economic Development devoted almost its entire efforts to the study of technical assistance and formulated a series of

recommendations concerning the policies under which action might be carried out. In effect, the Governments of Burma, Chile, Egypt, Haiti and Peru embodied many of these recommendations in a draft resolution which they presented to the General Assembly at its third regular session. The draft resolution was adopted, after amendment, on 4 December 1948 as resolution 200 (III).

Even before the adoption of resolution 200 (III) the Government of Haiti, utilizing the facilities for expert assistance offered by the resolution adopted by the Economic and Social Council on 28 March 1947, requested the Secretary-General, on 10 July 1948, to arrange for a United Nations technical mission to go to Haiti to advise the Government on problems related to the economic development of the country. After mutual agreement had been reached on the terms of reference for the mission, a team of experts was formed in consultation with the Food and Agriculture Organization, the International Monetary Fund, the United Nations Educational, Scientific and Cultural Organization and the World Health Organization, which organizations were requested to nominate experts to participate as members of the mission. Other members of the team, including the head of the mission, were United Nations economic affairs officers. The mission proceeded, in the middle of October 1948, to Haiti, where it spent two months in intensive investigation of the development problems in various economic and related fields. Its report was completed in May 1949 and is under discussion with the Haitian Government.

The General Assembly, under the terms of resolution 200 (III), appropriated the sum of \$288,000 to enable the Secretary-General to perform the following functions when requested by Member Governments: arrange for international teams of experts, as well as individual experts, to advise Member Governments in connexion with their economic development programmes; arrange facilities for training experts abroad; arrange for the training of local technicians in under-developed countries by promoting visits of experts; provide facilities designed to assist Governments to obtain technical personnel, equipment and supplies; organize seminars on special problems of economic development; and arrange for the exchange of technical information. The resolution laid down certain policies under which technical assistance for economic development should be furnished by the United Nations and provided that the Secretary-General should report to each session of the Economic and Social Council on measures taken to carry out its provisions.

The first report by the Secretary-General on technical assistance for economic development,

which set out the steps taken to implement the resolution, was submitted to the eighth session of the Economic and Social Council on 19 February 1949.

The second report by the Secretary-General on the further steps taken was submitted to the ninth session of the Economic and Social Council on 25 May 1949. These steps are summarized briefly below.

In connexion with the comprehensive economic missions envisaged in paragraph 3 (a) of resolution 200 (III), the following requests have been received:

Request from the Government of Ecuador. The Secretary-General was formally requested by the Government of Ecuador, on 29 March 1949, to provide a group of experts to assist that Government in its efforts toward economic development by advising it in its preparations for the reorganization of its governmental administrative services and public finance systems, laws and administration, and for the organization of the forthcoming general census of the population of Ecuador. It is estimated that the cost of this expert assistance will involve the expenditure by the United Nations of approximately \$45,000. The Government of Ecuador, for its part, will defray the costs of full subsistence for the experts while in Ecuador, medical care, office space and facilities, secretarial help, travel within Ecuador, and certain other specified expenses. The Secretary-General has received confirmation of the Government of Ecuador's agreement with the proposed terms of reference, conditions and arrangements. Preparations for the visit of the experts to Ecuador are far advanced.

Request from the Government of Guatemala. On 29 April 1949, the Secretary-General received a formal request from the Government of Guatemala to send a comprehensive mission to study the economic situation in Guatemala and advise the Government in connexion with its programme of economic development. Discussions between representatives of the Secretary-General and the Government of Guatemala regarding the details of the nature of the mission, its terms of reference and composition, financing, etc., are still proceeding. It is expected that several specialized agencies would bear some part of its cost; the cost to the United Nations is estimated at about \$35,000.

Request from the Government of Mexico. On 10 May 1949, the Secretary-General received a preliminary request from the Permanent Mexican Delegation to the United Nations for experts to advise the Bank of Mexico's Office of Industrial Research, in the first instance, on technical and economic problems relating to the Mexican iron

and steel industry, the heavy chemical industry, and the development and organization of primary industries based on agriculture. The delegation also made inquiries regarding the possibility of obtaining experts to assist at a seminar which it proposes to organize in 1950 on problems of industrial development, with particular reference to Latin-American experience in the development of heavy basic industries and industries based on agriculture. Negotiations with the Mexican authorities are at an early stage. It is expected that a substantial part of the total cost of this expert assistance would be borne by the Bank of Mexico and that the cost to the United Nations would amount to approximately \$10,000.

Request of the Government of Burma. On 13 May 1949, the Secretary-General received a preliminary request from a representative of the Government of Burma for the services of an economic statistician to assist that Government in organizing a system of collecting and analysing statistical data bearing on the country's resources and, in general, to assist in the establishment of a modern statistical department. Discussions are still at an early stage, and no details are as yet available. It is estimated that the cost to the United Nations of this technical service during 1949 would amount to approximately \$7,000.

Requests from other Governments. The Secretary-General has received informal inquiries from a number of other Member Governments relating to the possibility of sending comprehensive or special missions to those countries to advise on a series of general or specific problems. The discussions are continuing. It is clear, however, that it will not be possible to meet all requests for this type of assistance. The Secretary-General, who is charged with the responsibility of deciding "the amount of services and the financial conditions under which they shall be furnished" to the various Governments concerned will, of course, make his decisions with "due regard to geographical considerations".

Fellowship programme. In connexion with paragraph 3 (b) of resolution 200 (III), the Secretary-General, on 18 February 1949, sent a letter and memorandum to all Member Governments, indicating that about sixty fellowships would be available during 1949 and explaining the procedure which Governments should follow if they wished to make requests for fellowships for their nationals. The communication also set out the qualifications required of candidates and the general conditions applicable to fellowships. As of 30 June 1949, the Secretary-General had received formal communications from twenty Member Governments which had nominated 148 candidates for fellowships.

The proposed fields of study of the candidates nominated by these Governments include power development, techniques of water control and utilization, transport and communications techniques, industrial processes, mining techniques, promotion and planning of economic development, combined resources development, modern fiscal methods, and techniques of public administration related to economic development.

On 14 April 1949, a Selection Committee was established in the Department of Economic Affairs of the Secretariat to make recommendations regarding the award of the fellowships. Of the 148 applications for fellowships received by the Secretary-General, the Selection Committee had made favourable recommendations in thirty-eight cases as of 30 June 1949.

As it is possible that other applications may yet be received, it is clear that the total number will be more than twice as great as that for which provision was made when the Fifth Committee of the General Assembly considered the financial implications of the technical assistance programme.

Arrangements in host countries. Notification of awards will not be made until it has been ascertained that facilities for the fellowship holder's proposed study and observation can be made available. In the Secretary-General's memorandum of 18 February 1949 already mentioned, it was stated that the success of the fellowship programme depended on the full co-operation of those Member Governments which were able to arrange host facilities in public or private institutions and organizations where an expert from an under-developed country could study and observe some general or specific aspect of economic development. Communications have been received from the Governments of Australia, Belgium, Canada, Denmark, France, India, the Netherlands, Norway and the United States of America, indicating their desire to make host facilities available to holders of United Nations fellowships, and in certain cases listing specific facilities which are now available. The facilities generously offered by these Governments cover a wide range of fields. Placement arrangements covering a number of awards are about to be completed in the United States. Arrangements are also being made for host facilities in several countries in Europe.

Training in under-developed countries. The principal activity under paragraph 3 (c) of resolution 200 (III) in connexion with technical assistance to Member Governments has thus far been undertaken by the Statistical Office of the United Nations and concerns the planning of national censuses to be taken in 1950 and 1951.

This activity, costing the United Nations approximately \$48,000 in 1949, is also referred to in section I of the present chapter, "Statistical services of the United Nations".

Assistance to Governments in obtaining personnel, equipment, supplies and technical information. The Secretary-General has begun to organize to a limited extent the information facilities which Member Governments may request under paragraph 3 (d) of resolution 200 (III) with a view to the promotion of their economic development.

Arrangements have been made for the publication of technical handbooks dealing with specific problems of special interest to under-developed countries, such as the construction, organization and operation of small-scale iron foundries suitable for small agricultural communities in connexion with the production of agricultural implements.

To facilitate work related to requests and anticipated requests from Latin-American countries, arrangements have been made to collect material bearing on the technical needs of those countries, and on available sources of technical assistance.

The initial steps have also been taken for the publication of a periodical bulletin specifically devoted to problems of economic development. Emphasis will be laid especially on the substantive economic aspects of economic development, but the bulletin will include information on the activities of the United Nations and the specialized agencies in this field, as well as data relating to the application of technology to the special industrial problems prevalent in under-developed countries.

Arrangements are also being made to set up within the Secretariat a clearing-house for information regarding available technical services and equipment. Although the United Nations is not in a position itself to answer questions concerning industrial equipment and supplies and other services available from various public organizations or private firms and laboratories, it can act as a clearing-house and direct requests to the proper places. In addition it may in certain instances provide bibliographies, abstracts or copies of technical works on specific problems, as well as information concerning the availability of technical films and film-strips and advice concerning their procurement.

The estimated cost to the United Nations of the various technical assistance services to Member Governments described under the four subparagraphs of paragraph 3 of resolution 200 (III) amounts to approximately \$290,000. A further sum of approximately \$55,000 should be added

to cover the cost of the staff required to administer the programme. In view of the budgetary limitation of \$288,000 previously mentioned, it is clear that it will not be possible for the Secretary-General to provide Member Governments during 1949 with all the services described above.

(b) THE PROPOSED EXPANDED CO-OPERATIVE PROGRAMME OF TECHNICAL ASSISTANCE

At its eighth session, the Economic and Social Council considered the Secretary-General's first report on the steps taken to implement General Assembly resolution 200 (III) and, on 4 March 1949, adopted a resolution requesting the Secretary-General, in consultation with the heads of the specialized agencies, to prepare "a comprehensive plan for an expanded co-operative programme of technical assistance for economic development through the United Nations and its specialized agencies, paying due attention to questions of a social nature which directly condition economic development", and to set forth "methods of financing such a programme including special budgets", as well as "ways of co-ordinating the planning and execution of the programme".

Consultations were accordingly arranged between the Secretary-General and the heads of the specialized agencies through the machinery of the Administrative Committee on Co-ordination, and an agreed report was submitted to the Economic and Social Council at its ninth session.

The report presents the first comprehensive international programme of technical assistance for the economic development of under-developed countries. The estimated cost of the technical assistance described in the programmes submitted by the United Nations and the specialized agencies concerned amounts to the equivalent of \$35.9 million in the first year and \$50.1 million in the second year. Of these totals, the programme of the United Nations amounts to \$4,855,500 for the first year and \$7,643,500 for the second year, to be expended through the United Nations itself, and \$1,084,500 for the first year and \$1,601,500 for the second year, to be expended through specialized agencies co-operating with the United Nations in joint projects — the totals being \$5,940,000 for the first year and \$9,245,000 for the second year. These amounts are in addition to those which the Governments of recipient countries are to pay as their part of the cost of the technical assistance provided to them.

The programme expressed by these figures would supplement the regular technical assistance activities of the participating agencies, and also

the work of Governments themselves and of private institutions. One of its objects is to open the way to, though it does not provide for, capital investment, since investment represents in itself a further vital stage in economic development. It consists, in most instances, of projects, the eventual character, size, location and costs of which will depend upon the individual requests received from Governments.

The report stresses that progress in economic development must be measured in decades rather than in years, and that the projects described in the programme are merely a pattern for future action. The proposed technical assistance activities are intended to help under-developed countries to help themselves in developing their resources and their productive capacity, and success in the long run will depend in large measure upon the support given to the programme by the countries concerned. Throughout the process, the domestic contribution by countries receiving technical assistance will have to be much larger than any external aid given to them, and they will be expected to create the conditions under which the assistance given can be made effective.

To ensure the closest co-operation among the international organizations in planning and carrying out their technical assistance activities, the report proposes that the Administrative Committee on Co-ordination should establish, as a central clearance point, a committee consisting of a representative of each of the organizations concerned.

In his letter of transmittal to the President of the Economic and Social Council, the Secretary-General pointed out that during the preparation of the report various methods of financing the expanded co-operative programme had been examined and preferences for different methods expressed. In his own view, the most appropriate way of financing the programme in the interest of co-ordinated action, would be through the establishment of a single common fund, into which all special contributions from Governments would be paid and out of which allocations would be made to the several international organizations to meet, subject to such broad policies as might be laid down by the Economic and Social Council and the General Assembly, the varying needs of Governments for technical assistance as they arose. The majority of the representatives of the specialized agencies had not been able to subscribe to this position. Nevertheless, an agreement had eventually been reached on a compromise by which each specialized agency would establish a special budget for technical assistance for economic development

and would invite its member Governments to make contributions to this budget in addition to their contributions to the normal budget. The special technical assistance budget of the United Nations would be in two parts, covering (i) a programme of technical assistance to be carried out by the United Nations itself; and (ii) a supplementary fund to be used by the Secretary-General, in consultation with the Administrative Committee on Co-ordination, to finance technical assistance projects to be carried out jointly by the participating organizations, and to supplement the technical assistance budgets of these organizations when additional funds were required to facilitate the execution of essential projects.

The Secretary-General also drew attention to the fact that the plan set out in the report was limited to a description of types of projects and methods of carrying them out; it did not deal with particular tasks to be accomplished in particular countries at a particular time. It was, naturally, the practical application of the plan that was of ultimate importance, and he was convinced that a programme such as that set forth in the report could make a notable contribution towards the fulfilment of Article 55 of the Charter.

(c) STUDIES IN THE FIELD OF ECONOMIC DEVELOPMENT

As a result of instructions given to the Sub-Commission on Economic Development by the Economic and Employment Commission, a survey entitled *Technical Assistance for Economic Development available through the United Nations and the Specialized Agencies* was published in 1948. It provided a review of the available forms of technical assistance and of the experiences and plans of the United Nations and the specialized agencies in this field. In accordance with the terms of a resolution adopted by the Economic and Social Council at its seventh session, this report has been transmitted to all Member Governments.

During 1948 the second volume of the study, *Economic Development in Selected Countries: Plans, Programmes and Agencies*, was completed and will be published shortly. This volume is a continuation of the descriptive studies of existing plans and programmes for economic development presented in the first volume and covers the following countries: Australia, New Zealand, Union of South Africa, Southern Rhodesia, Philippines, Puerto Rico, Iran, Colombia and Bulgaria.

The Sub-Commission on Economic Development also had before it a preliminary report entitled *Economic Development of Non-Self-*

Governing Territories, analysing information obtained mainly under Article 73 e of the Charter.

Pursuant to resolution 179 (VIII) of the Economic and Social Council, a report was prepared for consideration by the Council at its ninth session, entitled *Measures devised by the Economic and Social Council and the Specialized Agencies to promote Economic Development and raise Standards of Living of Under-developed Countries*. The report, mainly in tabular form, describes briefly but comprehensively the measures devised to promote economic development by such means as technical missions (including the provision of individual experts), other technical advice and assistance (including research and the dissemination of technical information), technical training and fellowships, loans, the provision of equipment and supplies, etc.

Another report dealing with problems of the under-developed areas and prepared, in co-operation with the specialized agencies, for the ninth session of the Economic and Social Council, was entitled *Methods of Financing the Economic Development of Under-developed Countries*. The study deals separately with domestic and foreign financing of economic development; it describes first the scope and emphasis given to particular methods of financing in the various reports submitted by the specialized agencies and then analyses those aspects of financing which were not dealt with in those reports.

At the request of the Economic and Social Council, a study was made for the ninth session on the *Availability of DDT Insecticides for Combating Malaria in Agricultural Areas*. The report contains an account of the factors affecting the production, availability and price of various insecticides useful in the control of malaria, and analyses the technical and economic possibilities of the manufacture of such insecticides in under-developed countries.

A report on *Post-War Price Relations in Trade between Under-developed and Industrialized Countries* was presented to the Sub-Commission on Economic Development at its session which met early in 1949. This report analyses the post-war rise in the price of goods imported by under-developed countries — especially capital goods, machinery and equipment — as compared with the rise in the prices of exports of under-developed countries, predominantly primary products. The study is also concerned with the extent to which goods imported by these countries may have been paid for out of accumulations of foreign exchange assets rather than the proceeds of current exports. The report is being revised for printing in 1949.

C. United Nations Scientific Conference on the Conservation and Utilization of Resources

The United Nations Scientific Conference on the Conservation and Utilization of Resources marks a pioneer effort by the United Nations to assemble leading scientists, engineers, economists and other experts from all over the world to exchange information on techniques in the field of resources, their economic costs and benefits, and their interrelations. The Conference will be held at Lake Success during the period 17 August to 6 September 1949.

The final programme of the Conference has been prepared by the Secretary-General, with the assistance of the Preparatory Committee mentioned in last year's report, and takes into account the comments and suggestions made by Member Governments. It provides for eighteen plenary meetings devoted to the broader aspects of the use and conservation of resources, the interrelation of major types of resources, and the resource techniques of special interest to less-developed countries; and sixty section meetings at which specialists can exchange methods and experience regarding specific problems and techniques. These section meetings will be devoted to specific resource problems regarding the conservation and use of minerals, fuels and energy, water, forests, land, wildlife, fish and other marine resources.

Over four hundred papers are being prepared for these meetings by experts from approximately forty countries. The authors of the papers were either chosen by the Secretary-General, on the recommendation of the Preparatory Committee, or were nominated by their Governments in response to invitations to select authors for particular conference topics.

In accordance with the decision of the Economic and Social Council, the Secretary-General is issuing invitations to experts from more than seventy-five countries to attend the Conference. They include nominees of Member Governments and Governments participating in the regional and economic commissions of the United Nations; nominees of the specialized agencies; individually invited outstanding experts, including authors of Conference papers; nominees of selected learned societies throughout the world; and representatives of non-governmental organizations granted consultative status by the Economic and Social Council. These persons will attend the Conference as individual experts, not as representatives of Governments, and the Conference will have no policy-making responsibilities; its conclusions will not bind Governments or

organizations, nor will it formulate recommendations to them.

It is expected that the Conference will be unique among international conferences because of the broad scientific scope of its subject matter, and the fact that scientists and technicians having a wide geographical distribution will not only engage in the widest exchange of experiences but will focus their discussions upon the economic use of techniques. While the Conference will deal with the resource techniques applicable to all areas, special attention will be given to the technical needs and problems of the less-developed regions. In this respect the Conference and the record of its proceedings will represent a major contribution by the United Nations to the whole problem of technical assistance to the less-developed countries.

D. Economic stability and full employment

The Secretary-General has continued his research on the problems of inflation and employment. The results of this research are incorporated in the study *Inflationary and Deflationary Tendencies 1946-1948* which will be available in July 1949. In this study the patterns of inflation in various parts of the world over the period 1946-1948 are analysed; the deflationary tendencies which have recently become apparent are also taken into consideration.

In addition to a survey of the current economic situation, the long-term problem of full employment has also been studied. In July 1948, in implementation of a resolution adopted by the Economic and Social Council on 3 March 1948, the Secretary-General sent to Governments and specialized agencies memoranda requesting information concerning national and international action to achieve or maintain full employment and economic stability, and concerning any publicly available plans to prevent a decline in employment and economic stability. The questions asked were largely devoted to problems which may arise in many countries only after the special factors of temporary duration which now make for high levels of economic activity have ceased to operate. The replies to these questions, which constitute very valuable material, were submitted to the Economic and Social Council at its eighth session and will be analysed for its ninth session.

Pursuant to the analysis of the long-term problems of full employment, a paper entitled *The Structure of Full Employment* was submitted to the Sub-Commission on Employment and Economic Stability in the spring of 1949.

E. International financial and commercial relations

As inflation has abated, and the period of economic reconstruction in the majority of countries which suffered damage during the war is coming to an end, the persistence of serious international economic disequilibria has naturally attracted increased attention. The research into the multi-lateral settlement of accounts in the past, to which reference was made in last year's report, has continued; at the same time, attention has been paid to current international relationships in the field of commerce and finance. While these analyses are expected to result in special publications at a later date, the work so far completed is reflected in various documents presented to the Economic and Social Council and the Sub-Commission on Economic Development.

Thus, in the report on *Major Economic Changes in 1948*, particular attention was paid to the existing external disequilibria in various countries which are held in check by means of large inter-governmental grants and loans and by stringent controls of external trade and payments. This problem is further examined in the *World Economic Report, 1948*, which attempts to analyse the broad structural changes in international trade since the inter-war period and which suggests, among other things, that the final solution to the difficult problem of restoring balance in Europe's external transactions should be linked with the economic development of the vast areas which have hitherto lagged behind in economic growth. Two of the most important and difficult tasks at present facing the world thus mutually complement each other.

At the request of the Sub-Commission on Economic Development a study was completed early in 1949 on *International Capital Movements during the Inter-War Period* which was presented to the third session of the Sub-Commission. This study records the magnitude, nature and direction of international capital movements from 1919 to 1938 and the experience of debtor and creditor countries during that period. It is being revised for publication in 1949. In addition, papers dealing with foreign investments in two countries (Brazil and China) and their effect upon the economic development of these countries were also submitted to the Sub-Commission. Additional studies of the same kind referring to other countries are in preparation.

During the past year, the Secretariat concluded and issued a statistical study entitled *Balances of Payments, 1939-1945*, the major part of which was prepared by the League of Nations during the last year of its existence. By the issuing of this publication the statistical work of the United

Nations on balances of payments has been followed up to a point at which it dovetails with the balance of payments yearbooks of the International Monetary Fund, the first of which, containing figures for the years 1938, 1946 and 1947, is being prepared for publication in the middle of 1949. These yearbooks are expected to contain a large part of the reports and analyses requested by the Economic and Social Council at its fourth session with a view to assisting the Economic and Employment Commission and its sub-commissions in considering economic problems related to or arising out of balances of payments. Collaboration with the International Monetary Fund on the subject of balances of payments is continuing.

Mention may also be made of the continued collaboration and exchange of information concerning international trade and finance with the International Bank for Reconstruction and Development, the Food and Agriculture Organization and the Interim Commission of the International Trade Organization.

As stated in the last annual report, the Interim Commission of the International Trade Organization was established by the Havana Conference on Trade and Employment to perform certain duties pending establishment of the ITO. The Executive Committee of ICITO held its second session in Geneva from 25 August to 15 September 1948 to continue its preparatory work for the first International Trade Conference and the first year of operation of the organization, including the drafting of recommendations concerning the relationship of the ITO with the United Nations and the specialized agencies, and preparatory work relating to activities of the ITO in the field of economic development and reconstruction.

The contracting parties to the General Agreement on Tariffs and Trade held their second session in Geneva from 16 August to 14 September 1948. Four Protocols to the General Agreement were signed, and it was agreed to hold a further series of tariff negotiations similar to those held in 1947 with a view to obtaining the participation and accession of additional Governments to the General Agreement. One of the decisions embodied in these Protocols was to include in the Agreement the substance of the provisions of the Havana Charter, covering the use, within specified limits, by under-developed or war-damaged countries of protective measures such as import quotas to help economic development and reconstruction of particular industries or branches of agriculture. By March 1949, all the twenty-three countries which participated in the 1947 negotiations were provisionally apply-

ing the General Agreement. The third session of the contracting parties, as well as negotiations with eleven additional countries began in April 1949, and were still continuing at the end of June.

F. International commodity problems

The Interim Co-ordinating Committee for International Commodity Arrangements was established by the Economic and Social Council on 28 March 1947 "to keep informed of and to facilitate by appropriate means . . . inter-governmental consultation or action with respect to commodity problems". The resolution recommended that, pending the establishment of the International Trade Organization, Members of the United Nations should adopt as a general guide in inter-governmental consultation or action with respect to commodity problems the principles laid down in chapter VI of the Havana Charter — "Inter-governmental Commodity Agreements".

The Committee has worked closely with other organs of the Council, the Food and Agriculture Organization and many other international organizations dealing with commodities. In 1947 it prepared a *Review of International Commodity Arrangements*. It has continued to keep the situation of primary commodities under review and, at its second session, held in Geneva in September 1948, prepared the *Review of International Commodity Problems, 1948*. The study of particular commodities has been related to general economic conditions and the *Review* was one of the basic documents for the discussion of the world economic situation at the eighth session of the Economic and Social Council.

The third session of the Interim Co-ordinating Committee was held in Paris in June 1949.

During 1948-1949 there was an increase in the production of many important primary commodities. Particularly towards the end of the period this improvement in production was accompanied by price declines. The Committee is endeavouring to facilitate inter-governmental consultation and action to deal with current problems of internationally-traded commodities. An International Wheat Agreement was signed in April 1949 by five exporting and thirty-six importing countries. During the year, international organizations concerned with sugar and tin have given consideration to the advisability and practicability of inter-governmental arrangements. A short-term international tea agreement was signed in February 1949 by the producing interests of four countries. Studies are being made of the means of bringing about an increase in the consumption of cotton and cotton products and an adequate bal-

ance between the production and consumption of cotton. Through the Interim Co-ordinating Committee for International Commodity Arrangements, which includes members nominated by the Interim Commission for the International Trade Organization and by FAO, the work of the groups mentioned above and of the specialized agencies relating to commodity questions has been related to the economic programme of the United Nations.

G. Fiscal problems

The tendency toward fiscal reform continued to manifest itself during the past year. Improved economic conditions and intensified efforts by national financial administrations have helped to reduce deficits in a number of countries.

An analysis of recent data and trends in public finance is being prepared with the object of drawing conclusions from them which would be likely to shed light on the international economic situation, and of making a study of fiscal measures and their effects on international trade, the movement of capital and economic development and stability.

A study entitled *Public Finance Data* is in course of preparation. It is proposed, by the systematic classification of data, to bring out present tendencies in financial policy. During the past year, preliminary surveys on twenty-three countries have been prepared; they contain summarized tables of national budgets, expenditures, receipts, treasury holdings and public debts. This information has been derived in part from a questionnaire drawn up in collaboration with the International Monetary Fund which makes it possible to show the effects of financial measures on the monetary system, the price level, national income and economic activity in general. A further work entitled *Public Debt 1914-1946*, showing the position in fifty-two countries and developments during the period under review, has been published.

International fiscal relations raise both legal and economic problems. As regards the former, the Secretary-General is at present making a thorough analysis of both international agreements and domestic laws and regulations. A volume entitled *International Tax Agreements* has been published, containing more than one hundred international agreements concluded since 1936 on the subject of double taxation and fiscal evasion. The preceding volume was published under the auspices of the League of Nations as far back as 1936. Inquiries are being made concerning the views of Governments on the two model bilateral agreements drafted by the League of Nations on this matter.

International agreements constitute only one aspect of the problem, inasmuch as the fiscal status of foreigners is governed essentially by individual national legislation. A detailed questionnaire has been sent to Governments with the object of eliciting information concerning the fiscal regulations applicable to foreign nationals and foreign holdings as well as international transactions. The replies to this questionnaire have provided the basis for studies, which have already been published, of the fiscal laws of fifteen countries. Lastly, a special questionnaire on tax assessment and recovery procedure is in preparation, with the object of facilitating the negotiation of agreements for administrative assistance to prevent fiscal evasion.

A special study is devoted to economic problems resulting from conflicting fiscal legislations. The international consequences of fiscal measures are difficult to isolate because there are other economic factors which have greater quantitative effect upon international trade and the movement of capital.

The work is being guided throughout by Economic and Social Council resolution 67 (V) of 24 July 1947, and the recommendations contained in the report of the second session of the Fiscal Commission.

Requests for technical assistance in fiscal matters have increased in number in the course of the past twelve months. The Fiscal Division of the Secretariat has taken part in a United Nations mission to Haiti and is now preparing to participate in a mission to Ecuador (see section B). In countries which are in process of developing new industries, the complexity of financing methods (direct loans, guarantees etc.) and the reforms involved in the growing importance of public finance raise problems which must be studied before any technical assistance is provided by the Organization.

H. Transport and Communications

(a) INTERNATIONAL CO-OPERATION IN REGARD TO TRANSPORT AND COMMUNICATIONS

Considerable progress has been made in the past twelve months with regard to the international organization of transport and communications within the framework of the United Nations.

In the first place, in the field of maritime navigation, the Convention concluded at the United Nations Maritime Conference (Geneva, February to March 1948) with a view to setting up an Inter-governmental Maritime Consultative Organization (IMCO) has been ratified by several countries, but the number of ratifications

necessary for the entry into force of the Convention has not yet been reached. It is, therefore, impossible for IMCO to come into being. In the meantime, the Preparatory Committee, the interim organ of the organization, has dealt with administrative problems in connexion with the holding of the first assembly of IMCO, and has drawn up its provisional agenda.

Furthermore, the Preparatory Committee, in accordance with the powers given it by the United Nations Maritime Conference, has drawn up a draft agreement between IMCO and the United Nations, the text of which has been approved, on behalf of the United Nations, by the Economic and Social Council and by the General Assembly. Before it enters into force it must obtain the approval of the first assembly of IMCO.

In this sphere also, mention should be made of the unification of tonnage standards. International efforts have been made for some time to solve this problem, which is of considerable practical importance to international navigation. It was recently solved regionally by inter-governmental agreement, and is now being dealt with on a world-wide scale.

The Transport and Communications Commission, which raised the question, suggested to the Economic and Social Council that Governments should be requested to give their views on the expediency and possibility of obtaining more general adherence to the rules codified in the aforementioned regional agreement. Thus, this problem may soon make sufficient progress for the conclusion of a general agreement.

Lastly, the agreement reached between specialized agencies on safety at sea and in the air shows that progress has been made in co-ordinating activities in regard to problems as varied as those of maritime navigation, civil aviation, postal services, telecommunications and meteorology. This collaboration is to be further intensified in the future.

In the second place, inland transport, although mainly of regional importance, has more general aspects which should be dealt with on the international plane. Problems relating to international road transport are an example of this. In this connexion, and on the basis of a decision of the Economic and Social Council, the Secretary-General has convened the United Nations Road and Motor Transport Conference to meet at Geneva in August 1949. It is essential that the two out-of-date Conventions of 1926 and 1931 on motor road transport and signals should be replaced by a new international convention. The Conference will also have to decide upon the

measures to be taken in the near future to solve kindred problems of an urgent character.

International co-operation in connexion with inland transport continues, however, to be mainly regional. Constant progress has been made in this work, especially within the framework of the Economic Commission for Europe. The competent services of that Commission have also collaborated very effectively in preparing for the above-mentioned Conference.

In Asia, the team chosen by the regional Economic Commission to deal with industrial development has also given attention to transport questions. Its recommendations on this subject, and other questions raised by the Economic and Social Council at the instigation of the Transport and Communications Commission, will appear on the agenda of the meeting of experts of the countries represented on the regional Commission, which meeting is to take place in the second half of 1949.

The Economic Commission for Latin America has also begun to deal with transport problems, and the Transport and Communications Commission has been instructed by the Economic and Social Council to give the regional Commission all necessary assistance. Furthermore, in the course of its investigations, the regional Commission has raised certain problems connected with maritime navigation in Latin America, including that of freights. At the regional Commission's request, the Economic and Social Council has instructed the Transport and Communications Commission to study these problems, in order to enable the regional Commission to deal with them as soon as possible. That study is now in progress.

Lastly, pending a decision by the Economic and Social Council on the question of the establishment of an economic commission for the Middle East, the problems of inland transport in that area have not yet been considered. It would appear that their examination, advocated by the Transport and Communications Commission, is a matter for the future regional commission.

In their work on transport, the regional commissions are in contact with one another and with Headquarters, so that experience may be shared and wasteful overlapping and duplication avoided.

Thus, there is evidence of ever-increasing co-ordination in international activities in the field of transport and communications, on both the international and regional planes.

(b) REDUCTION OF THE OBSTACLES TO THE MOVEMENT OF PERSONS AND GOODS

Further progress has been made in the work of reducing, simplifying and standardizing the necessary formalities for passage across frontiers. In particular, a number of countries, in accordance with the recommendations of the Conference of Experts held at Geneva in the spring of 1947, have abolished the requirement of visas either unilaterally or by bilateral agreement. The Secretary-General intends to follow all further developments in this matter, but for the time being it is not proposed to make further inquiries of Governments.

In accordance with a decision taken by the Economic and Social Council, the Transport and Communications Commission has been entrusted with the task of observing and reporting on improvements in the general field of travel. In this connexion, the work of a number of international organizations to facilitate travel and tourism between countries should be noted. In certain cases their activities are now on a world-wide scale. In others they have concentrated more particularly on America, Europe or the Far East.

As regards goods, the important problem of the barriers in the way of their transport, a problem which was raised at the Congress of the International Chamber of Commerce in 1947, has been the subject of a preliminary study by the Secretary-General in conjunction with the Executive Secretary of the Interim Commission of the International Trade Organization. This study is intended, in the first place, to define the competence of the various international organizations concerned, namely: the Transport and Communications Commission on the one hand, and the International Civil Aviation Organization, the World Health Organization, the Inter-governmental Maritime Consultative Organization and the future International Trade Organization on the other.

In point of fact, several of the recommendations made by the International Chamber of Commerce deal with questions which have already been considered by various specialized agencies or other international bodies.

In accordance with the proposed division of responsibilities which it submitted to the Economic and Social Council, the Transport and Communications Commission would have to deal in particular with the reduction in the number of documents required for the international transport of goods and with the abolition of the transit manifest. However, the Commission stressed the fact that all the aspects of the problem are inter-related, that most of them cannot properly be

studied by one of the organizations alone and that all the organizations concerned must co-operate in studying them.

The problem of the barriers in the way of the international transport of goods is clearly a problem requiring urgent consideration by Governments. It may be hoped that this work, and the inquiries addressed to Governments in order to obtain their views on the various recommendations of the International Chamber of Commerce, will lead to a gradual relaxation or even the abolition of the existing obstacles.

I. Statistical services of the United Nations

The statistical services of the United Nations have the responsibility for international statistics in all the fields of interest to the United Nations. As the executive agency of the Statistical Commission and the Sub-Commission on Statistical Sampling, the Statistical Office is concerned with promoting the development of an adequate and properly articulated system of comparable statistics on a world-wide scale, with improving statistical methods generally, and with collecting, interpreting, and disseminating statistical information. During the past year the fulfilment of these general responsibilities has involved the Statistical Office in the following main functions.

(a) RESEARCH ON AND PROMOTION OF INTERNATIONAL STATISTICAL STANDARDS

At its fourth session (April-May 1949) the Statistical Commission continued its work of establishing international statistical standards, raising the level of statistical practice throughout the world and promoting comparability between the statistics of different countries.

A draft revision of the League of Nations *Minimum List of Commodities for International Trade Statistics*, which had been drawn up by a group of experts, was considered by the Commission and referred to the Statistical Office for further checking. The Commission also took note of a draft *International Classification of Occupations* prepared by the International Labour Organisation.

The Sub-Commission on Statistical Sampling recommended that the collection of information on sample surveys by Member Governments should be continued. The Sub-Commission also reported on the standardization of technical terms and on the applicability of sampling methods to different statistical fields.

In population statistics, the work of standardizing and improving definitions, methods, concepts and presentation has continued. Recommendations have been circulated to Governments

on important subjects on which it is particularly desirable to achieve comparability during the 1950 censuses. The Statistical Office has published a series of monographs on technical aspects of population and agricultural censuses, prepared in co-operation with the Population Division of the Secretariat, the International Labour Organisation and the Food and Agriculture Organization. The *Studies of Census Methods* have been continued and at present sixteen papers in this series have been completed or are in preparation. A start has been made on exploring the problems arising in standardizing and improving vital statistics.

Research in the field of national income statistics has continued. An effort has been made to develop comparable definitions and statistics of the components of national income. Studies on statistics of capital formations, consumers' expenditure and other subjects have been prepared by the Statistical Office. On the recommendation of the Commission, they will be circulated for comments to Member Governments and specialized agencies prior to publication. The Statistical Office has developed uniform methods for the measurement of national income at constant prices. Other subjects include a survey of methods of social accounting used in different countries, and proposals to improve the comparability of statistics of the distribution of income by size. The Statistical Commission also recommended that methods be developed to improve the accuracy of national income estimates.

In the field of industrial production the Statistical Commission considered an exploratory study and review prepared by the Statistical Office, aimed at improving international comparability of national indices, and requested the Secretary-General to complete the review of problems involved and submit proposals to the Commission for consideration at its fifth session.

The Statistical Office has assembled the material necessary for a study of the problems of price indices, including price indices for external trade, and price indices for expressing national income at constant prices. The Statistical Commission, at its fourth session, recommended that a draft report aiming at greater uniformity of national practice should be prepared and circulated for comments.

Other subjects studied by the Statistical Commission include statistics of public finance and public debt, transport statistics, migration statistics, family budget inquiries, cost-of-living statistics, and social statistics. It also requested a report on the comments of Governments on the *International Standard Industrial Classification of all Economic Activities* and its application in practice.

The General Assembly, by resolution 255 (III) adopted on 18 November 1948, approved a Protocol transferring to the United Nations the functions and responsibilities previously exercised by the League of Nations under the International Convention relating to Economic Statistics. The Protocol was sent to the original twenty-five signatories of the Convention and so far fourteen of them have signed it.

(b) COLLECTION AND PUBLICATION OF STATISTICS

Considerable progress has been made in the collection of available statistical series. As a result, the publications of the Statistical Office, in conjunction with those issued by the specialized agencies, provide the basic statistical data for the analysis of economic and social problems.

The *Monthly Bulletin of Statistics* has been considerably enlarged during the past year by the addition of many new statistical series, and figures for a number of additional countries are now regularly included. Efforts are being made continuously to improve the quality and international comparability of the series carried. In order to maintain the *Monthly Bulletin* at approximately its present size and yet introduce new subject matter into it, a number of the tables will be published on a rotation basis.

The *Supplement to the Monthly Bulletin of Statistics* was distributed in September 1948, and plans are being made to issue a second edition in 1950. The definitions and explanatory notes carried in the *Supplement* have greatly increased the usefulness of the statistical series published in the *Monthly Bulletin*.

Work on the first edition of the *Demographic Yearbook* is rapidly drawing to a close. The *Yearbook* will contain about 500 pages, including 400 pages of tables and 100 pages of text, bibliography and explanatory material. The size of this edition is about 50 per cent larger than forecast because the response by countries to the demographic questionnaire sent out by the Statistical Office was unexpectedly large. In the preparation of the *Yearbook*, the Statistical Office received substantial assistance from the staff of the Population Division of the Secretariat.

The *Statistical Yearbook* is nearing completion, and tables are now being sent to the printer. This *Yearbook* will also be larger than expected and will show figures for a twenty-year period whenever possible. It will cover a very wide range of subjects and will contain a great deal of statistical information not hitherto available in convenient and comparable form.

National Income Statistics of various Countries, 1938-1947, was published in English in January 1949, and French and Spanish editions

were distributed in March and April. This volume contains relevant statistics for thirty-nine countries, and also deals with underlying concepts and methodology. Work has begun on a second edition scheduled to appear in 1950.

The publication of the proceedings of the International Statistical Conference held in Washington, D. C., in September 1947, has not yet been completed. Volume II of the series, which will contain the papers and discussions of the United Nations World Statistical Congress, should be ready for distribution shortly.

In addition, the publication of a series of *Statistical Papers* has been started. These consist of various reports and memoranda devoted to discussions and information about statistics and statistical methodology. Papers already issued in this series include the *Population and Vital Statistics Reports* (monthly), *Statistical Notes* (quarterly), and material on a group of miscellaneous subjects issued occasionally. Papers dealing with world trade, capital formation, consumers' expenditures, and price and production statistics are being prepared.

As another result of the work connected with the collection of a large volume of statistical data from many countries, the Statistical Office has been able to prepare a series of *ad hoc* studies for the various organs and departments of the United Nations and other international organizations.

(c) CO-ORDINATION OF STATISTICAL ACTIVITIES

Formal agreements with respect to statistics exist between the United Nations and twelve specialized agencies. Certain further general allocations of responsibility were agreed at early meetings of the Consultative Committee on Statistical Matters, and at *ad hoc* meetings between the United Nations and particular specialized agencies.

The Statistical Commission, at its fourth session, examined and approved these arrangements. It requested the Secretary-General to establish means by which plans of all specialized agencies for the collection of data may be communicated to the Secretary-General in advance, if necessary in the form of quarterly statements, for the purpose of permitting adequate co-ordination.

Arrangements between the Statistical Office and the regional offices reflect the general and long-term responsibilities of the central statistical organization, and at the same time reserve to the regional offices immediate concern with detailed statistics of specialized current problems in which they may be particularly interested.

In accordance with a resolution adopted by the Economic and Social Council at its seventh

session a regional meeting of European statisticians was held to facilitate consultation among representatives of the statistical agencies of European Governments. The meeting reported to the Statistical Commission on measures of productivity and indices of industrial production, problems connected with statistics of external trade, and other statistical subjects.

(d) DEVELOPMENT OF NATIONAL STATISTICS AND TECHNICAL ASSISTANCE TO GOVERNMENTS

The problem of the development of the statistical services of Member States again received the full attention of the Statistical Commission. Assistance to Member Governments is especially appropriate when the needs for such assistance arise in part from obligations they have assumed of reporting statistical information to the United Nations, to the specialized agencies and to other inter-governmental organizations.

During the past year, the Statistical Office has made a start with a programme of technical assistance. The Office collaborated in the organization of the training institutes on census methods held in Mexico in September 1948 and in Guatemala in May 1949.

The Statistical Office is co-operating with the Food and Agriculture Organization, regional organizations and Member Governments in the organization of similar institutes to be held in 1949 in New Delhi, Cairo and Santiago de Chile.

The preparation of a number of technical manuals is anticipated in connexion with the technical assistance programme of the Statistical Office. A manual entitled *The Preparation of Sampling Survey Reports* has been completed, and work on two others, a *Handbook of Population Census Methods* and a *Manual for compiling and reporting National Income Statistics*, is in preparation. Under the expanding technical assistance programme, various other papers are contemplated.

The Statistical Commission, noting the steps already taken by the United Nations Educational, Scientific and Cultural Organization and the International Statistical Institute to initiate a programme of education in statistics, recommended that arrangements should be made for the provision of further facilities for the education and training of statisticians.

J. Regional activities

(a) ECONOMIC COMMISSION FOR EUROPE

The Economic Commission for Europe, established by a resolution adopted on 28 March 1947 at the fourth session of the Economic and Social Council, held its fourth session from 9 to 22 May 1949 at Geneva. It reviewed the European economic situation, heard reports from its subsidiary

bodies, and extended its activities into the fields of agriculture and trade.

It will be recalled that the members of the Commission are the European Members of the United Nations and the United States of America. The Executive Secretary of the Commission has exercised his discretion under the Commission's terms of reference to invite non-member countries of Europe, with the exception of Spain, to participate in the work of the Commission and of its subsidiary organs in a consultative capacity. In addition, certain non-European Members of the United Nations have participated in the work of those technical committees of the Commission in which they have a special interest.

To facilitate the consideration of technical problems involved in European economic reconstruction and development, the Commission had established a number of committees, sub-committees and working parties. At the end of the fourth session of the Commission, there existed the following main Committees: Coal, Electric Power, Industry and Materials, Inland Transport, Manpower, Steel, Timber, Agricultural Problems, Development of Trade, the last two Committees having been established during that session.

Co-operation with specialized agencies has been very close. Two of the above-mentioned Committees (Timber and Agriculture) have been serviced by a joint FAO-ECE secretariat.

In its annual report to the Economic and Social Council, which will be discussed at the Council's ninth session, the Commission reviewed its activities in facilitating European economic reconstruction and development, summarized the views expressed on the work of the Commission at its fourth session and took note of the *Economic Survey of Europe in 1948*, prepared by the secretariat of the Commission.

(i) General

During 1948, European economy recorded significant economic progress. The principal bottlenecks in industrial production which existed in the immediate post-war years were in the main resolved, and improved supplies of raw materials and of coal made possible significant increases in industrial production. In 1948, a group of fifteen European countries, which before the war accounted for 80 per cent of the total European industrial output (excluding the Union of Soviet Socialist Republics) recorded a 16 per cent increase over its production of the previous year. In the Union of Soviet Socialist Republics, industrial production increased 27 per cent in 1948. Food consumption levels were also somewhat higher than in the earlier post-war years. Substantial improvement was also recorded in the rate of capital formation, and the volume of net

investment exceeded the 1938 level by about one-fourth. Production in heavy industries continued to rise more rapidly than in other industrial groups. Excluding Germany, European output of steel in 1948 was about one-sixth higher than in 1938, and still greater increases were characteristic of the chemical and engineering industries. Improvement in overseas trade was greater than that in production. However, intra-European trade, despite considerable improvement in 1948, remained at some 30 per cent below the 1938 volume, and east-west trade lagged behind still further. The Commission sought to provide solutions for these problems, and recent additions to and changes in its committee structure reflect these efforts. The improvement of east-west trade was one of the main concerns of the Commission during 1948. Numerous discussions and analyses were devoted to this problem.

(ii) *Problems of agriculture*

Upon the recommendation of its *Ad Hoc* Committee on Agricultural Problems set up during its previous session, the Economic Commission for Europe, at its fourth session, established a Committee on Agricultural Problems to assist in the formulation of means of European co-operation leading to the development of agricultural production in Europe and facilitating the exchange of agricultural commodities.

Acting under instructions of the *Ad Hoc* Committee, the secretariat of the Commission has initiated studies on certain problems on which the Committee felt immediate action might be taken, such as intra-European trade in agricultural commodities, agricultural machinery, fertilizers, chemicals and pesticides, and the marketing of perishable foodstuffs.

(iii) *Problems of coal*

In 1948, European production of hard coal attained a level of 87 per cent of that of 1937, while consumption reached about 89 per cent of the 1937 level. There was, generally, a return to more normal market conditions. The European coal situation was transformed, as a result of the increase in production, from one of emergency requirements to one of longer term considerations. In view of this, the Coal Committee accepted European self-sufficiency in coal as the present aim of its work and adopted a new procedure for recommending coal availabilities under which allocations are made in terms of coal qualities. Significantly, while it had been anticipated that 41 million tons of coal would have to be imported from the United States of America in 1948, only 17 million tons had to be supplied from this source. Through its Allocations Subcommittee, the Coal Committee has continued recommending allocations of available solid fuels

to European importing countries on the basis of the new procedure.

The improvement in European coal production has not, however, automatically solved the difficulties of the coal situation. Certain factors, such as payments difficulties and technical difficulties in utilizing the types and qualities of coal available, have delayed the achievement of a balance between supply and demand.

As a result of these developments, the Coal Committee considered that certain subjects, such as the supply of mining equipment and pitwood, required less urgent attention, and concentrated on basic studies relating to coal utilization and classification which would be of importance currently as well as at the time when European self-sufficiency in coal is achieved. The Coal Committee and its subsidiary bodies also dealt with such subjects as briquetting pitch and statistical information.

(iv) *Problems of electric power*

The Electric Power Committee continued its study of the best means of effecting the co-ordinated development of European electric power resources and has initiated inquiries on comparative legislation governing both international rivers and lakes and the transmission of power. The Committee and its subsidiary bodies also considered regional plans of developing electric power as well as individual projects, and dealt with such other questions as standardization of equipment and statistics.

(v) *Problems of industry and materials*

The Industry and Materials Committee, in addition to dealing with a number of production bottlenecks hampering a fuller utilization of capacity, considered a wide range of problems, both of a long-term and of an immediate nature, in the fields of engineering industry, chemical industry, industrial materials and building materials. The Committee helped to facilitate the negotiations that led to the agreement in principle concerning the procurement of spare parts in Italy by Czechoslovakia, Poland, Romania and Yugoslavia.

(vi) *Problems of inland transport*

The Inland Transport Committee was concerned with problems mitigating against the optimum operation of European inland transport. Committee recommendations on the resumption of "Regulations on the Reciprocal Use of Wagons in International Traffic" (RIV) were fairly generally accepted and the practical result has been that RIV rules are now in force over the greater part of Europe, and the exchange of wagons in international traffic is being undertaken in accordance with these rules. In the field

of rail problems, emphasis was transferred to those of a long-term character. Agreement was reached on draft customs conventions on touring and on commercial road traffic as well as on a draft international convention on road and motor transport.

The Committee, through its subsidiary bodies, dealt with many technical problems such as highway construction, traffic, construction of railway stock, transport of perishable foodstuffs, legal questions and statistical information, and made various recommendations to improve the situation.

At its fourth session the Committee adopted several new resolutions and took measures to implement those previously adopted.

(vii) *Problems of man-power*

Although the Man-power Committee has not met since its first session, the Secretariat of the Economic Commission for Europe has consulted with the International Labour Office on the implementation of the tasks undertaken by the latter at recommendation of the Man-power Committee.

(viii) *Problems of steel*

The Steel Committee continued to examine methods of increasing European steel production and factors impeding the expansion of such production. It also concerned itself with the channelling of coke to idle steel capacity and drew the attention of Governments to the need for reducing tonnages of coking coal used for non-metallurgical coke purposes. It made recommendations to the Coal Committee on the allocation of coke availabilities, and also formulated methods of optimum use of coke qualities. Throughout 1948 and the beginning of 1949 coke availabilities increased to such an extent that, for the first quarter of 1949, they were sufficient to meet 100 per cent of the requirements.

The Steel Committee also dealt with problems of scrap, ores, steel-making equipment, refractories and statistics. The work of the Committee contributed to the 30 per cent increase in European steel production (excluding the Union of Soviet Socialist Republics) during 1948 as compared with the previous year. Production is now rapidly approaching the pre-war rate.

(ix) *Problems of timber*

The Timber Committee considered problems relevant to the maximum production and the optimum utilization of European timber. Through the Committee, an agreement in principle was reached between European timber and forestry exporting and importing countries by which equipment manufactured in Europe will be exchanged for timber, and dollar credits from the International Bank for Reconstruction and De-

velopment for United States equipment will be secured by the purchase of timber for dollars by European timber importing countries and thus permit a further increase in European timber production and trade. Negotiations on this basis are under way between representatives of the countries concerned and the Bank.

At its fourth session in March 1949, the Timber Committee ascertained that a temporary equilibrium between supply of and demand for timber had been established in Europe in 1948, and that this balance was also likely to occur in 1949. The Committee, therefore, felt that there was no necessity at that time to set buying limits for timber imports but decided to reconsider the question at its next session. Problems relating to statistics, pitprops and wood utilization were also dealt with by the Timber Committee.

(x) *Problems of trade*

The Committee on the Development of Trade was established by the Economic Commission for Europe during its fourth session, to study, consult and submit recommendations on measures that would result in an expansion of intra-European trade as well as trade between European countries and countries outside Europe. In taking this action, the Commission accepted the recommendations of its *Ad Hoc* Committee on Industrial Development and Trade which it had established at its previous session.

Prior to its establishment by the Commission, the Committee on the Development of Trade was convened on a provisional basis and was concerned mainly with the formulation of a work programme and with the problem of collecting data on the potentialities of European trade as a prerequisite for an exploration of the means of bringing about the desired trade.

(xi) *Future work of the technical committees*

At its fourth session, the Economic Commission for Europe adopted a resolution instructing its committees, in close collaboration with the Executive Secretary, to review their activities, to terminate those no longer useful, to determine which need be undertaken or continued beyond 1950, and to report thereon to the fifth session of the Commission. The Executive Secretary was requested, by the terms of the resolution, to prepare an over-all report containing comments for a work programme for the committees after 1950.

(xii) *Survey of the economic situation in Europe, 1948*

In addition to the considerable volume of studies produced for the work of the Economic Commission for Europe and its committees, sub-committees and working parties, an *Economic Survey of Europe in 1948* was published in May

1949 at Geneva. The *Survey* not only provided extensive statistical and other information on European economy, but also contained a comprehensive analysis of Europe's economic trends during 1948 and the first months of 1949.

The main sections of the *Survey* deal with the progress in production and with the trade and balance of payments problems of European economy. It finds that remarkable progress has been made in European economy during 1948. However, the economic problems with which Europe is faced, that is to say, the raising of the low European standards of living, are dependent on the elimination of the deficit in Europe's balance of payments and on an increase in the present low productivity of labour. The amelioration of the particular problem of the balance of payments deficit will depend partly on changes in the relative scarcity of primary products and partly on the future economic policy of the United States of America, which will influence Europe's balance of payments as much as any independent action which the countries of Europe can take.

(b) ECONOMIC COMMISSION FOR ASIA AND THE FAR EAST

The Economic Commission for Asia and the Far East, established by the Economic and Social Council at its fourth session, has held four sessions—the fourth in Lapstone, Australia, from 29 November to 11 December 1948. A meeting of the Committee of the Whole, authorized at the fourth session, was held in Bangkok, Siam, from 28 March to 5 April 1949.

The membership of the Commission is as follows:

Australia, Burma, China, France, India, Netherlands, New Zealand, Pakistan, Philippines, Siam, Union of Socialist Soviet Republics, United Kingdom, United States of America.

In addition, the following territories have been admitted by the Commission as associate members:

Cambodia, Ceylon, Hong Kong, Laos, Malaya and British Borneo, Nepal, Republic of Indonesia and the rest of Indonesia.

There was no change in the members of the Commission during the year under review. Of the associate members, Nepal, the Republic of Indonesia and the rest of Indonesia were admitted at the fourth session of the Commission. Korea was included among those territories which were eligible for admission as an associate member by the Economic and Social Council at its eighth session in February-March 1949.

In view of the situation in Shanghai, the Sec-

retariat moved temporarily to Bangkok and established its working offices there.

(i) General

A strong feeling was expressed at the fourth session by the members of the Economic Commission for Asia and the Far East that the time had come for the work of the Commission to advance from the stage of fact-finding to one of effective action. At its first three sessions, and particularly at the second and third sessions, the Commission had considered a large volume of factual material concerning the economic condition and needs of the region.

The Commission at its fourth session had before it comprehensive reports prepared by the Secretariat and various working parties on industrial development, agricultural requisites, financial arrangements to facilitate trade, relationship between the economies of the region and the Japanese economy, trade promotion and technical training. Several of these reports contained a large number of recommendations for action, some having to do with action to be taken by individual Governments and others requiring international action. Because of the large number of recommendations and the comprehensive scope of some of them, the Commission felt that, despite the strongly expressed desire for rapid action, member Governments had not had sufficient time to study adequately the reports and to consider the recommendations. Consequently, the recommendations were in general broken down into two groups. Those in the first group, having to do with action by individual Governments, were generally endorsed by the Commission, and the Secretariat was requested to bring them to the notice of the countries concerned. As regards the second group, involving recommendations which might lead to international action, the Commission decided to refer them to a Committee of the Whole which it then proceeded to create. The Committee of the Whole was to meet about two months after the meeting of the Commission in order to give Governments sufficient time to consider the reports and recommendations.

The meeting of the Committee of the Whole was convened on 28 March 1949, primarily to consider the type of administrative machinery which would be most effective in implementing those recommendations for international action which the Committee felt would be useful.

As a result of these deliberations, a representative Committee on Industry and Trade was created to meet twice a year, as a rule, one meeting to be held immediately preceding the annual meeting of the Commission. A Sub-Committee on Iron and Steel and an *ad hoc* Sub-Committee on Travel were likewise authorized. Other recom-

mendations were referred to the Secretariat for further work, prior to consideration by the Committee on Industry and Trade or by the Commission.

(ii) *Problems of industrial development*

As requested by the Commission at its third session, the working party on industrial development was reassembled on 26 August 1948 and was in continuous session until 25 October. The working party concentrated on the six fields of fuel and power, transport and transport equipment, fertilizers and agricultural requisites, basic materials, textiles and heavy engineering industries. The work was carried out with the assistance of thirteen co-opted experts from member Governments, one officer from the Economic Commission for Europe and one from the International Bank for Reconstruction and Development. The experts' reports, prepared after field visits to the countries concerned and analysis of the replies to the questionnaires sent to member and associate member Governments in the region, were completed by the end of October. The report and recommendations of the Industrial Development Working Party, together with the experts' reports as annexes, were presented to the Commission at the fourth session in December.

The Commission, at its fourth session, generally endorsed the recommendations of the working party having to do with action by individual Governments, but postponed until the meeting of the Committee of the Whole consideration of those recommendations having to do with possible international action.

The Committee of the Whole, after examining the reports and recommendations, set out the following programmes of work in the field of industrial development.

An expert representative Sub-Committee on Iron and Steel, created by the Committee of the Whole, working in association with the Secretariat, will:

1. Make a study and evaluation of the adequacy of the existing surveys on iron ore and other resources essential to the manufacture of steel in the region;

2. Ascertain the progress of iron and steel expansion projects in the region together with the causes of any delays in the execution of those projects;

3. Assemble existing knowledge, techniques and research having to do with the manufacture of iron and steel by utilizing fuels other than coking coal; and

4. Inquire into the possibilities of using larger quantities of scrap in steel production.

A study and evaluation of the adequacy of existing geological surveys and other information in regard to the coal deposits of the region is being undertaken. This study will cover the question of the possibility of increasing coal production and will include an examination of the problems involved in further geological surveys, if such surveys appear to be needed.

A study will be made of the possibility and methods of producing power alcohol and other petroleum substitutes, including a statement of any existing enterprises in the region, the results of experimental work and a description of current manufacturing practices.

In consultation with the Food and Agriculture Organization, a study will be made of the production and use of chemical fertilizers in the region.

The work of assembling and evaluating the industrial development plans of the various countries of the region will be continued, with special emphasis on the documentation and analysis of the progress of specific projects and programmes.

Other work in the field of industrial development which will be undertaken subject to availability of staff, includes the requirements for planned industrial development of the products of the heavy engineering industry, and the possibility of developing the heavy chemical and pulp industries in the region.

(iii) *Problems of transport*

A section in the Secretariat will be established to inquire into the problems and prospects for international co-operation in the field of transport and transport equipment. A conference of inland transport experts of the region will be held in the autumn of 1949.

(iv) *Problems of finance*

In recognition of the financial problems involved both in the sizeable imports needed for industrial development and in the mobilization of the internal capital necessary to finance domestic requirements, two studies were inaugurated by the Secretariat at the request of the Commission. The first of these, concerning the laws and regulations relating to foreign investment in the region, is being undertaken in consultation with the International Bank. The second study is being undertaken as a top priority project, and is concerned with the facilities in the region for the mobilization of resources in the financial and monetary field for promoting productive investment, with a view to indicating opportunities for improvement of these facilities.

(v) *Problems of trade*

The trade of the region was seriously disrupted by the war and its aftermath. Not only has the volume of trade in post-war years been at a con-

siderably lower level, but the former large surplus in the balance of trade has changed to a sizeable deficit. Formerly a net exporter of food, the region has become a large net importer of food-stuffs. Its position in respect of several other basic commodities has also deteriorated. Trade with Japan stopped entirely for a time and is only slowly being resumed.

The Commission and the Secretariat have directed considerable attention to problems of trade. As authorized by the Commission at its third session, a Trade Promotion Section was created in the Secretariat and a working group was organized to study financial arrangements to facilitate trade.

The working group, consisting of eight experts from member countries, two officials from the International Monetary Fund and one from the International Bank, met in August and September 1948 and prepared a report for the consideration of the Commission at its fourth session. The Commission, after considering the report, adopted a resolution requesting the International Monetary Fund to undertake a study of the balance of payments and trade movements of the region with a view to determining the practicability of establishing a multilateral clearing system. The Fund has agreed to undertake this study in co-operation with the Secretariat. It is now in progress. The Commission also adopted a series of detailed recommendations to member Governments designed to expand and remove obstacles to trade in the region.

The Commission also emphasized the importance of trade with Japan. It called for a report from the Secretariat, in collaboration with the appropriate specialized agencies, on all aspects of the dollar shortage in the region, including measures already taken and further measures required to relieve it.

In addition to the matters mentioned above, the Trade Promotion Section initiated a study of the national commercial services in the region, began to serve in a small way as a clearing house for commercial information, particularly information relating to trade possibilities, and was working on an analysis of the trade and payments agreements, on trade and exchange control regulations, and on a glossary of commercial terms in use in the region.

The Committee of the Whole, in April 1949, created a representative *Ad Hoc* Sub-Committee on Travel to consider reports of a working group on travel facilities, to be composed of representatives of travel agencies operating in the region. The working group is to survey the existing situation with respect to obstacles to travel, to con-

sider how these obstacles can be removed, and to examine other means of increasing tourist travel.

(vi) *Problems of technical assistance and technical training*

The lack of sufficient numbers of expert technicians in practically all fields constitutes one of the important factors impeding industrial development in the region. A nucleus of a technical training section was established to intensify efforts directed toward securing opportunities for technical training within the countries of the region and abroad. As the result of its work, some eighty-nine specific facilities were identified in the region whereby workers from other countries could receive technical training. Information concerning opportunities for technical training outside the region was assembled from various sources, including the specialized agencies, and made available to Governments.

In co-operation with the Secretariat, the International Labour Organisation deputed in July 1948 an expert to prepare a report dealing with technical and vocational training in the Far East, which was presented to the ILO and to the fourth session of the Commission. On the basis of this report, the Governing Body of the ILO, at its 107th session, adopted proposals to appoint a tri-partite committee on man-power, including technical training, to convene at an early date in Asia a conference of technical experts, and to establish a field office in Asia on technical training.

The Economic Commission for Asia and the Far East, at its fourth session, expressed satisfaction with the proposals adopted by the ILO. It affirmed its continuing interest in the question of technical training in relation to economic development. It requested the Secretariat to prepare a report regarding those fields of economic development in the region which are handicapped by the lack of trained personnel, and asked the ILO to make reports to the Commission concerning progress made in the field of training in the region.

The Commission also asked the Executive Secretary to continue and intensify the work already begun in the field of technical assistance in relation to economic development. Inasmuch as one possible source for technical assistance for the countries of the region at the present time is Japan, the control authorities there were approached as to the possibility of meeting a large number of specific requests for Japanese technicians received from several countries in the region.

(vii) *Problems of food and agriculture*

The Economic Commission for Asia and the Far East, in co-operation with the Food and

Agriculture Organization, has continued to direct its efforts towards an improvement in the food situation in the region.

As provided for by a resolution adopted at the third session, a joint FAO-ECAFE working party on agricultural requisites was organized. A progress report was completed on 28 October 1948 and a final report on 15 November 1948. Both reports were considered by the Commission at its fourth session. The Commission also had before it a report entitled *Food and Agricultural Conditions in Asia and the Far East, 1948*, prepared by FAO.

After considering these reports, the Commission asked the Secretariat to bring to the attention of member Governments those recommendations relating to national action for increasing the supply of agricultural requisites. It also requested the Executive Secretary and the FAO to urge member countries of the region to undertake studies to determine to what extent present agricultural practices are obstacles to the adoption of new techniques and the effective use of fertilizers, pesticides, veterinary supplies, agricultural machines and improved seeds.

The Commission recommended that the FAO and ECAFE jointly should call a conference of officials engaged in the task of reconstruction in relation to food and agriculture in the region. Preparations have been made for such a conference to be convened immediately after the FAO pre-conference regional meeting to be held in September 1949.

The Commission also recommended that the FAO should take suitable steps to press the needs for agricultural requisites in the region upon countries in other parts of the world producing such requisites, and to advise appropriate international organizations with a view to increasing to a satisfactory level their supply to countries within the region. The FAO is calling in 1949 a meeting of countries producing agricultural requisites to consider ways of meeting the world's needs for these requisites.

Arrangements have been concluded with the FAO, whereby the secretariat of the Commission will provide a mid-year report on economic conditions for use by that organization in the forthcoming regional pre-conference meeting and in the preparation of its annual report.

(viii) *Problems of flood control*

In accordance with resolutions adopted at the third and fourth sessions of the Commission and approved by the Economic and Social Council at its seventh and eighth sessions, a Bureau of Flood Control has been established. The Bureau was initially set up in November 1948 but, on account of difficulties in securing suitable person-

nel, its chief was not appointed until February 1949 and did not assume office until April. The programme of the work of the Bureau will be presented to the Economic and Social Council at its ninth session. The highest priority will be given to a thorough investigation of the needs of those parts of the region which are the principal sufferers from uncontrolled river floods.

(ix) *Economic survey*

A comprehensive economic survey of Asia and the Far East for 1948 has been prepared. This survey, in addition to showing changes in 1948 as compared with 1947, indicates the basic changes in the economy of the region since the pre-war years. The survey covers the most important aspects of the economic situation and consists of four main parts concerning production, monetary and fiscal developments, inflation and price movements, and trade and balance of payments.

(c) *ECONOMIC COMMISSION FOR LATIN AMERICA*

The Economic Commission for Latin America, established by the Economic and Social Council at its sixth session, has held two sessions, the first at Santiago de Chile, from 7 to 25 June 1948, the second at Havana, Cuba, from 29 May to 14 June 1949.

The members of the Commission are the twenty Latin-American Republics and France, the Netherlands, the United Kingdom and the United States of America.

Territories within the geographical scope of the Commission may be admitted as associate members on presentation of an application to the Commission by the Member responsible for the international relations of such territory, part or group of territories. No application for associate membership has been received by the Commission to date.

At its first session, the Commission considered the plan of work to be undertaken in implementation of its terms of reference as laid down by the Council. Resolutions adopted at that session instructed the Secretariat to prepare an economic survey of Latin America, a survey on technical assistance needs in the region, a study to be carried out by a working party of ECLA and FAO on agricultural requisites to increase food production in Latin America, and other studies on urgent economic problems.

According to its terms of reference and to a specific resolution adopted at the first session, the work of the Commission has to be co-ordinated with the activities of the Inter-American Economic and Social Council.

At the second session, the Commission had before it several papers prepared by the Secre-

tariat in accordance with the resolutions adopted at the previous session. These papers included an economic survey of Latin America, reports on agriculture and food production, on prospects for trade expansion, on multilateral compensation of international payments,¹ and on needs for technical assistance.

In its annual report to the Economic and Social Council, which will be discussed at the ninth session, the Commission gave a detailed description of its work during its first year of existence and of that accomplished during the second session.

(i) General

The most important task given to the Commission during its first session was the preparation of the *Economic Survey of Latin America* presented to the second session, which was to serve as a basis for a factual appraisal of the most urgent economic needs of the region. During the preparation of the survey, close contact was maintained with the Inter-American Economic and Social Council.

At the second session, the *Survey* was carefully analysed. The Commission requested the Executive Secretary to prepare a second survey for the third session of the Commission.

(ii) Problems of agriculture and food production

The Economic and Social Council at its sixth session requested the Commission to study and make recommendations, in co-operation with the Food and Agriculture Organization, on co-ordinated action to increase the production of food-stuffs by the elimination of supply shortages. The Commission thereupon adopted, at its first session, a resolution requesting the Secretariat to enter into consultation with the FAO with a view to setting up a joint working party for the purpose of fulfilling the Council's resolution.

The joint working party was set up in the latter part of October 1948 and, after a period of several months, in which it visited all the twenty Latin-American countries, presented a preliminary report analysing the use of agricultural requisites in Latin America and the factors which are retarding the increased production of food in the region.

In considering this report at its second session, the Commission decided that further studies on specific agricultural problems would have to be undertaken in collaboration with the FAO. These studies would deal mainly with agricultural credit, utilization of water resources, transportation in relation to agricultural development, storage, distribution and marketing problems.

¹ In accordance with the resolution adopted at the first session, this paper was presented by the International Monetary Fund.

(iii) Technical training and assistance

The important part that technical training and assistance play in the economic development of Latin America was discussed at the first session of the Commission. As a result of the discussion, a resolution was adopted requesting the Secretariat to make a preliminary survey of the needs of Latin-American countries for technical and administrative personnel, and of the means and facilities including facilities for technical training, as well as their present availability.

Pursuant to this resolution, a questionnaire was sent to member countries requesting the necessary information. On the basis of the answers received and of a special study on technical assistance needs, a report was presented to the second session of the Commission. This report, although not a complete description of the problem in the region, exemplifies the kind of technical assistance needed for economic development in Latin America.

The Commission at its second session, after considering the report prepared by the Secretariat, resolved that the survey of the needs for technical assistance in Latin America would have to be continued and completed, in co-operation with the Organization of American States. The results of these studies, it was felt, would assist the United Nations and the specialized agencies in carrying out their programmes of technical assistance. At the same time, the Commission requested the Secretariat to establish facilities to enable assistance to be offered to the Latin-American Governments in the appraisal of their most urgent needs for technical assistance for economic development. The Commission also requested the Secretariat to make a special survey of facilities available in Latin America for economic research and the training of economists, with a view to determining requirements in this respect.

(iv) Other economic development problems

Problems of economic development were considered at the second session of the Commission in the light of resolution 198 (III) adopted by the General Assembly on 4 December 1948, and of resolution 179 (VIII) adopted by the Economic and Social Council on 4 March 1949.

Various aspects of economic development were discussed in relation to agriculture, industry and trade, as well as the importance of achieving a balanced development of both agriculture and industry.

As a consequence of the discussion on these points and on a paper, prepared by a consultant, on economic development in Latin America and its principal problems, the Commission asked that further studies of an analytical and interpretative nature should be made regarding the eco-

economic development of Latin America, and that at the same time a study of cyclical fluctuations there should be initiated.

In connexion with the problem of financing economic development, the Secretariat was requested to consult with the secretariat of the Inter-American Economic and Social Council and with the specialized agencies concerned with a view to preparing on a co-ordinated basis, a study of the legal, economic and financial conditions affecting public and private capital investments in Latin America.

(v) *Prospects for trade expansion*

The Commission, at its second session, had before it a paper analysing the post-war trade problems of Latin-American countries. According to that paper, the present difficulties of Latin America arise from two facts. On the one hand, despite improvements during the last few years, Latin America has not been able to resume its traditional trade pattern of an export surplus with Europe, which can be used to finance imports from the United States of America. On the other hand, imports from the United States are at a much higher level than before the war. Accordingly most Latin-American countries are suffering from an acute shortage of United States dollars. The paper came to the conclusion that, in the absence of other financial resources, special trade and payments agreements may have to be devised to maintain a high level of trade between Europe and Latin America.

The study was considered at the second session of the Commission, together with a paper prepared by the International Monetary Fund on multilateral compensation of international payments. The Commission discussed both papers, and came to the conclusion that the Secretariat should be authorized to make special studies on foreign trade and to call informal meetings of Government experts to consider such studies, when sufficiently advanced, with a view to making recommendations to the Commission at its third session. In regard to the study prepared by the International Monetary Fund, the Commission came to the conclusion that at present conditions were not favourable to the establishment of a multilateral compensation arrangement for the region. The Fund was, however, requested to make further studies, with the co-operation of the Secretariat, and to explore the possibilities of partial multilateral compensation arrangements for the region.

(d) *OTHER AREAS*

It will be recalled that the Economic and Social Council, at its seventh session, decided to defer consideration of the question of establishing an

economic commission for the Middle East. The General Assembly, however, in its resolution 199 (III) of 4 December 1948, recommended the Council to expedite consideration of the matter. In the Second Committee of the General Assembly, where this problem was debated, reference was also made to the establishment of an economic commission for Africa.

The Economic and Social Council, at its eighth session, had before it a report of its *Ad Hoc* Committee on the factors bearing upon the establishment of an economic commission for the Middle East which recommended establishment of such a commission.

However, in view of the continuing unsettled situation in the Middle East, the Council decided unanimously to postpone consideration of this problem until the next session.

2. SOCIAL QUESTIONS

A. Human rights

The outstanding events of a year of substantial progress in the field of human rights include the adoption by the General Assembly, at its third regular session, of the Universal Declaration of Human Rights and the Convention on the Prevention and Punishment of the Crime of Genocide, and the approval of a draft Convention on the International Transmission of News and the Right of Correction. A draft of the second part of the International Bill of Human Rights — a Covenant on Human Rights — has been prepared by the Commission on Human Rights in accordance with resolution 217 (III) of the General Assembly, and further studies have been undertaken with respect to the third part of the Bill — measures of implementation. In addition, the reconstituted Sub-Commission on Freedom of Information and of the Press has embarked upon a wide and diversified programme of activity, and the Sub-Commission on the Prevention of Discrimination and the Protection of Minorities, given a new three-year mandate by its parent Commission, has begun to examine the important problems covered by its broadened terms of reference.

(a) *INTERNATIONAL BILL OF HUMAN RIGHTS*

As requested by the General Assembly, the Commission on Human Rights continued to give priority in its work to the preparation of a draft covenant on human rights and draft measures of implementation. At its fifth session it was able to prepare a draft covenant, which will be sent to Member Governments for their comments; and it is expected that, on the basis of such comments, a re-draft will be prepared by the Commission early in 1950 for submission

to the General Assembly later in that year.

The present draft covenant was drawn up on the basis of a text prepared by the Commission's Drafting Committee in 1948. It is intended eventually to become an international convention or treaty, providing for the practical realization of certain of the principles already proclaimed in the Universal Declaration of Human Rights. The substantive part of the present draft is in effect an international code of human rights. It states in clear, precise language — some of it drawn directly from the Declaration — the human rights and fundamental freedoms which, in the opinion of the Commission, should become the common concern of all the covenanting States.

Each State, under the Covenant as now drafted, would undertake to ensure to all individuals within its jurisdiction certain human rights and fundamental freedoms. Where such rights are not already guaranteed, each State would undertake to adopt, **within a reasonable time**, the necessary legislative or other measures to give them practical effect. Each State also would undertake to ensure that any person whose rights or freedoms, as defined in the Covenant, are violated should have an effective remedy before competent national tribunals — even though the violation may have been committed by persons acting in an official capacity. Finally, States would agree that certain rights could not be derogated from under any circumstances, but that certain others might, if absolutely necessary, be put aside, to the extent strictly limited by the exigencies of the situation, in time of war or other public emergency threatening the interests of the people.

The Commission had not the time to examine a number of additional articles, dealing with economic and social rights, proposed by various representatives. However, since it considered it important to secure to everyone the enjoyment of such rights, it asked that a survey of the activities of other organs of the United Nations and the specialized agencies in matters within the scope of articles 22 to 27 of the Declaration should be prepared by the Secretary-General.

The Economic and Social Council had recognized as early as 1946 that the purpose of the United Nations with regard to the promotion and observance of human rights could only be fulfilled if provisions were made for the implementation of those rights. Following the general programme laid down by the Commission at its third session, an analysis and classification was prepared of all the suggestions for measures of implementation which had been put forward in proposals or comments made by various Gov-

ernments or in the report of the Commission's working group on implementation. In this connexion, the Secretary-General has pointed out that the Commission would have to decide upon the relationship to be established between the Covenant and the proposed measures of implementation, and has suggested three ways in which implementation might be provided: (a) by provisions in the Covenant itself; (b) by a protocol attached to the Covenant providing measures of implementation; or (c) by international measures of implementation distinct from the Covenant. Attention has also been drawn to the desirability of setting up machinery for implementation which would be relatively flexible and which could be easily modified so that advantage could be taken of any experience acquired in the first years of operation.

A brief outline was also prepared for the use of the Commission, modelled on the General Act of 26 September 1928 for the pacific settlement of international disputes, which would permit each State to accept whichever of several alternative measures of implementation it desired.

At the request of the Commission, a working document was prepared bringing together all the proposals which had been made up to that time on measures of implementation. As a result of its examination of this document, the Commission requested that a questionnaire on measures of implementation should be prepared. The Commission examined this questionnaire, decided that several questions should be added to it, and asked the Secretary-General to transmit it to Member States so that they could reply and submit comments on the question of implementation by 1 January 1950. The Commission also asked the Secretary-General to transmit to Governments all proposals made by various representatives on the question of implementation and on the proposed new articles on economic and social matters, together with the summary records of the discussions which took place on these two subjects.

Independently of the work done in connexion with the preparation of the draft Covenant on Human Rights, a large-scale programme has been launched for disseminating the text of the Universal Declaration of Human Rights among all peoples throughout the world. Translations of the text are being prepared in all languages possible, and copies have already been published and distributed in the five official languages. In addition, the text of the Declaration is being disseminated by means of radio and television programmes, recordings, films and film-strips, posters and booklets; and by inclusion in many of the regular publications of the Organization,

including the *United Nations Bulletin*. The support of the non-governmental organizations has also been enlisted in bringing the Declaration to the attention of people everywhere.

(b) FREEDOM OF INFORMATION

The adoption by the General Assembly at its first session of a resolution (59 (I)), requesting the Economic and Social Council to call an international conference on freedom of information has led to notable progress in this field. The Conference, held in Geneva in the spring of 1948, formulated conventions on (a) the gathering and international transmission of news, (b) the institution of an international right of correction, and (c) freedom of information.

The Conference also adopted forty-three resolutions dealing with various aspects of freedom of information, and drafted articles on freedom of information for the draft Declaration of Human Rights and the draft Covenant on Human Rights. The recommendations of the Conference were transmitted to the Economic and Social Council which, at its seventh session, revised the draft Convention on the Gathering and International Transmission of News, but did not find time to consider the two remaining draft Conventions.

At the second part of its third regular session, the General Assembly decided to amalgamate the draft Conventions on the Gathering and International Transmission of News and on the Institution of an International Right of Correction, and approved a draft Convention on the International Transmission of News and the Right of Correction. It referred to the fourth regular session of the Assembly the draft Convention on Freedom of Information, suggesting that high priority should be given to the item at that time (resolution 277 (III)). It also decided that the draft Convention on the International Transmission of News and the Right of Correction should not be opened for signature until the Assembly has taken definite action on the draft Convention on Freedom of Information.

When preparing for the Conference, the Secretary-General had sent a request for information, based upon the provisional agenda of the Conference, to all States Members of the United Nations and to the non-member States invited to participate. Subsequently the replies received from Governments were collated and they will be published in book form in 1949.

At its eighth session the Economic and Social Council accepted, with some minor amendments, the proposals of the Conference regarding new terms of reference for the Sub-Commission on Freedom of Information and of the Press. After

extending the life of the Sub-Commission until 31 December 1952, it decided that the terms of office of the members of the original Sub-Commission should be terminated and that new members — likewise serving in their personal capacities as experts rather than as official representatives of their countries — should be elected by the Commission on Human Rights at a special meeting. This meeting took place on 11 April 1949.

At its third session, held at Lake Success from 31 May to 4 June 1949, the Sub-Commission considered a suggested programme of work and priorities prepared by the Secretary-General at the request of the Economic and Social Council. It decided upon the following programme of work and priorities for the substantive tasks to be undertaken during the three years of its tenure of office:

(i) Consideration of the adequacy of the news available to the peoples of the world and the obstacles to the free flow of information to them;

(ii) Classification and analysis of existing agreements in the field of freedom of information;

(iii) Study of constitutional provisions, national legislation and administrative practices affecting the free dissemination of news;

(iv) Consideration of methods for the promotion of the dissemination of true information to counteract nazi, fascist and other propaganda of aggression or of racial, national, religious and other forms of discrimination;

(v) Consideration of problems concerning news personnel:

1. Law and practice governing the status and work of foreign news personnel;

2. Measures to facilitate the work of foreign news personnel;

3. Definition and identification of professional foreign correspondents;

4. Independence of news personnel;

5. Interchange of news personnel;

6. Schools of journalism and related problems;

(vi) Consideration of proposals for an international institute of Press and information;

(vii) Examination of the measures necessary and desirable to improve the professional standards and to define the obligations and responsibilities of journalists or news and information personnel, including the possibility of drafting an international code of honour and of establishing an international court of honour;

(viii) Consideration of measures of implementation of the Conventions proposed by the Conference on Freedom of Information;

(ix) Examination of the operation of provisions in the proposed Covenant on Human Rights concerning freedom of information;

(x) Consideration of proposals for a "day of friendship".

(c) PREVENTION OF DISCRIMINATION AND THE PROTECTION OF MINORITIES

Progress in formulating practical measures for the prevention of discrimination and the protection of minorities, which had been in abeyance during 1948, was resumed in the spring of 1949 when the Commission on Human Rights clarified and extended the scope of the terms of reference of its Sub-Commission on the Prevention of Discrimination and the Protection of Minorities, extended the term of office of the present members for a period of three years, and referred to the Sub-Commission for consideration the text of resolution 217 (III) C of the General Assembly on the fate of minorities.

The Sub-Commission devoted its second session, held in June 1949, largely to the question of minorities. It called for full and detailed information regarding the existence and status of recognized minorities in various States, and the legislative measures taken by such States for their protection. It asked the Commission on Human Rights to forward to the General Assembly a draft resolution recommending that, in the interest of enabling recognized minority groups to maintain their cultural heritage when they desire to do so, Member Governments should provide adequate facilities in districts, regions and territories where those groups represent a considerable portion of the population, for (a) the use in judicial procedure of the languages of such groups; and (b) the teaching in State-supported schools of the languages of such groups.

The draft resolution affirmed that such groups should have a right to these or other facilities only so long as they are not used for the purpose of threatening or undermining the unity or security of States.

The Secretary-General prepared, for the information of the Sub-Commission, a study on the types and causes of discrimination, comprising a systematic compilation of the findings of many psychologists, sociologists, anthropologists, economists, historians, political scientists, jurists, statisticians and other specialists in this field. After suggesting certain sociological and juridical fundamentals for defining discrimination, the study outlined measures, of a legal and educa-

tional nature, which might be taken to prevent discrimination. The Sub-Commission welcomed this study, decided to use it as a working paper, and placed a corresponding item on the provisional agenda of its third session. It also decided to study, at its third session, the definition and classification of minorities, the possibility of publishing a yearbook on minorities, and the provisions to be included in the draft Covenant on Human Rights relating to the prevention of discrimination and the protection of minorities.

(d) YEARBOOK ON HUMAN RIGHTS

In accordance with a resolution of the Economic and Social Council which requested the Secretary-General to arrange for the "compilation and publication of a yearbook on law and usage relating to human rights", the *Yearbook on Human Rights for 1947*, the second annual volume in this series, has been published. It is divided into three parts. Part I contains all constitutional provisions on human rights promulgated throughout the world during 1947, and legislative texts concerning human rights enacted in that year. Part II deals with international treaties and agreements, and includes provisions regarding human rights in the Treaties of Peace with Bulgaria, Finland, Hungary, Italy and Romania, and the Trusteeship Agreements approved by the General Assembly during 1947. Part III contains a comprehensive survey of the activities of the United Nations in the field of human rights, from the adoption of the Charter in 1945 to the end of 1947. This survey includes a discussion of the provisions of the Charter relating to human rights, a description of the various organs of the United Nations which are concerned with the subject, and a summary of the work of the Commission on Human Rights, its sub-commissions and committees, and of the United Nations Conference on Freedom of Information. A documentary annex to part III reproduces texts and abstracts of decisions taken by the various organs of the United Nations in the field of human rights.

(e) STATELESSNESS

At the request of the Economic and Social Council, and in consultation with the International Refugee Organization, the Secretary-General has published a two-part study on the position of stateless persons.

Part I, on the improvement of the status of stateless persons, describes the position of persons without a nationality whose status has not been determined, and deals in part with the difficulties resulting from, and the problems raised by, statelessness. It also outlines the attempts

which have been made to date to improve the position of stateless persons by such measures as affording them international protection, issuing special travel documents, providing consular services for them, and giving them a legal status. Possible means of improving the status of stateless persons are suggested and analysed, although this is recognized as only a temporary solution, and the complete elimination of statelessness is set up as the final goal of international action in this field.

Part II, on the elimination of statelessness, sets forth the causes of statelessness, summarizes the attempts which have been made up to the present time to eliminate them, and suggests possible methods of preventing the occurrence of statelessness in the future. The possibility of reducing the number of existing cases of statelessness is also examined. Finally, recommendations are submitted on interim measures which might be taken by the United Nations to protect stateless persons, and on the desirability of concluding a further convention on statelessness.

(f) TRADE UNION RIGHTS

Two aspects of the question of trade union rights have been the subject of study during the year: (a) the definition of the principle of freedom of association, and (b) the consideration of the establishment of international machinery for the protection of trade union rights.

In the Universal Declaration of Human Rights, adopted by the General Assembly at its third regular session, articles 20 and 23 deal with the principle of freedom of association. They affirm (a) that everyone has the right to freedom of peaceful assembly and association; (b) that no one may be compelled to belong to an association, and (c) that everyone has the right to form and to join trade unions for the protection of his interests.

At the request of the Economic and Social Council, the Commission on Human Rights took into account, in preparing the draft Covenant on Human Rights at its fifth session, the decisions concerning freedom of association taken by the International Labour Conference at its thirty-first session, including the contents of the Convention of 1948 on Freedom of Association and Protection of the Right to Organize, and the resolution concerning international machinery for safeguarding freedom of association. The article on freedom of association (article 19) in the draft Covenant on Human Rights, prepared by the Commission, reads as follows:

1. Everyone has the right to freedom of association with others;

2. This freedom shall be subject only to such limitations as are pursuant to law and which are necessary for the protection of national security, public order, public safety, health or morals, or the fundamental rights and freedom of others;

3. National legislation shall neither prejudice, nor be applied in such a manner as to prejudice, the guarantees provided for the International Convention on Freedom of Association and Protection of the Right to Organize, in so far as States parties to that Convention are concerned.

Study of the control of the practical application of trade union rights was recommended by the General Assembly at its second session (resolution 128 (II) of 17 November 1947), the International Labour Organisation being asked to pursue urgently the study of this subject. Subsequently the Secretary-General was represented at discussions which took place at the one hundred and fourth session of the Governing Body of the International Labour Organisation in Geneva and at the thirty-first session of the International Labour Conference at San Francisco. At the latter conference the Governing Body of the organization was requested to enter into consultation with the competent organs of the United Nations for the purpose of examining what international machinery might be necessary for safeguarding freedom of association. On the instructions of the Economic and Social Council, the Secretary-General has entered into consultation with the Director-General of the International Labour Office with a view to exploring the question of the enforcement of trade union rights, and making a joint study of the control of the practical application of trade union rights and freedom of association.

(g) FORCED LABOUR

The Secretariat has been working in close co-operation with the International Labour Office in the preparation of preliminary plans for a survey of forced labour and measures for its abolition. The Economic and Social Council, at its eighth session, took note of a memorandum on this subject submitted by the American Federation of Labor and expressed the belief that an impartial inquiry into the charges concerning forced labour made during its debate on the subject was desirable. In view of the fact that the International Labour Organisation had already adopted certain international regulations on the question of forced labour, the Council invited that organization to give further consideration to the problem and its nature and extent in the light of all pertinent information which could be obtained.

The Secretary-General has written to the Governments of all Member States, at the request of the Council, to inquire in what manner and

to what extent they would be prepared to co-operate in an impartial inquiry into the extent of forced labour in their countries, including the reasons for which persons are made to perform forced labour, and the treatment accorded them. The replies received have been transmitted to the Council for consideration at its ninth session.

In preparing at its fifth session the draft Covenant on Human Rights, the Commission on Human Rights took into account the memorandum of the American Federation of Labor and the records of the Council's discussions on the subject. It decided to incorporate in the draft Covenant the following article dealing with forced or compulsory labour.

Article 8:

3. No one shall be required to perform forced or compulsory labour except pursuant to a sentence to such punishment for a crime by a competent court;

4. For the purpose of this article, the term 'forced or compulsory labour' shall not include: (a) any work, not amounting to hard labour, required to be done in the ordinary course of prison routine by a person undergoing detention imposed by the lawful order of a court; (b) any service of a military character or, in the case of conscientious objectors, in countries where they are recognized, exacted in virtue of laws requiring compulsory national service; (c) any service exacted in cases of emergencies or calamities threatening the life or well-being of the community; (d) any work or service which forms part of the normal civic obligations.

(h) COMMUNICATIONS

The receipt of communications concerning human rights and related subjects from individuals and organizations all over the world has continued steadily during the year, increasing since the adoption of the Universal Declaration of Human Rights. While many writers send comments and suggestions, by far the greatest number allege violations of human rights and seek redress for them. There are also many communications which have only a remote connexion with human rights, including letters written by private individuals in difficulties who believe that the United Nations is a supreme authority which can grant assistance in their personal and family affairs.

These communications have been handled in accordance with a procedure established by the Economic and Social Council. For each session of the Commission on Human Rights and its sub-commissions, and of the Commission on the Status of Women, a confidential list of communications has been prepared with a brief indication of the substance of each. These bodies have only taken note of the various lists, as they have not yet been authorized to take any action in regard to complaints.

The Secretary-General, on the basis of two years' experience with communications, brought to the attention of the Commission on Human Rights at its fifth session some of the difficulties encountered, and submitted tentative suggestions concerning changes which might be recommended. The Commission felt that the whole question of the handling of communications was so closely linked with the question of the implementation of human rights that it should be considered only when draft articles on implementation are being drawn up. However, it did propose certain modifications in the present procedure. It suggested that the Economic and Social Council should amend the pertinent resolutions to provide that in the future the Secretary-General would furnish each Member State concerned with a copy of any communication concerning human rights which refers explicitly to that State or to territories under its jurisdiction. It also recommended that in future two lists of communications should be prepared: (a) a non-confidential list containing a brief indication of the substance of each communication which deals with the principles involved in the promotion of the universal respect for and observance of human rights, and (b) a confidential list containing a brief indication of the substance of other communications concerning human rights.

The Commission on the Status of Women simply took note of the confidential list of communications prepared for its use by the Secretary-General and made no recommendations concerning procedure. However, both the Sub-Commissions of the Commission on Human Rights found the procedure inadequate, and requested that it should be materially altered.

The Sub-Commission on Freedom of Information and of the Press, at its third session, asked that the Secretary-General should be authorized to compile and distribute monthly a list containing a brief summary of communications received from (a) legally constituted national or international Press, information, broadcasting or news-reel enterprises or associations; (b) members of professional organizations in the field of information; and (c) legally constituted bodies with competence in the field of public opinion. It also asked that the Secretary-General should be authorized to inform the Governments concerned, in the case of complaints made against them, and to request them to provide such information as they might desire to give, both on the subject matter of the petition and its author.

At the second session of the Sub-Commission on the Prevention of Discrimination and the Protection of Minorities, several members expressed dissatisfaction with the existing procedure for

the handling of communications, on the ground that it did not take sufficient account of the moral obligations of Member States in the light of the Universal Declaration of Human Rights. The Sub-Commission recommended that the Secretary-General should be authorized to examine petitions on the subject of discrimination, to communicate to the Sub-Commission those which are considered to indicate the existence of urgent problems, and to circulate such petitions to members of the Sub-Commission in advance of its sessions. The Sub-Commission would then decide whether any case warranted further study, and, if so, it would establish a committee on petitions which, working in collaboration with the Secretariat and in secrecy, would attempt to obtain the fullest possible documentation with regard to the case. It would then report its findings to the Sub-Commission.

The question of the right of individuals, groups and organizations to petition the United Nations in cases of violations of human rights, referred to the Commission on Human Rights by the General Assembly at its third regular session, was considered by the Commission. Some members believed that a procedure for the handling of such petitions should be gradually developed. The Commission accordingly asked that the Secretary-General should be requested by the Economic and Social Council to prepare a study on the question, and to examine the communications concerning human rights received by the United Nations, with a view to submitting to the Commission, for consideration at its sixth session, such communications as might be receivable under the conditions suggested in such a study.

B. Status of Women

In the interest of developing wider understanding of the problems and programmes relating to the status of women, and of securing increased support from women's and other organizations in various regions of the world, the Commission on the Status of Women held its third session in Beirut from 21 March to 4 April 1949 at the invitation of the Government of Lebanon. Members of the Commission also took part in a regional conference on the status of women, developed and promoted by official agencies and non-governmental organizations of the Middle East, which was held in Beirut simultaneously with the third session of the Commission. This arrangement made it possible for members of the Commission to become more closely acquainted with many important groups of women, and to become aware of their ideas and points of view on problems concerning the Commission's field of interest.

During the session, the Commission concentrated on formulating practical measures which might be taken: (a) to remove existing discrimination against women in the political field; (b) to ascertain to what extent there is discrimination against women in regard to access to education in various countries; (c) to assure to women equality with men in the exercise of the right to a nationality, and to prevent them from becoming stateless or otherwise suffering hardships arising out of conflicts in law and practice relating to the nationality of women; and (d) to influence public opinion in favour of greater equality for women with men in all fields of activity. It also laid the groundwork for the examination, at its fourth session, of the effect of the application of penal law on the status of women, and for a study of the property rights of married women.

The Commission also recognized the International Labour Organisation as the specialized agency having particular responsibility for dealing with the question of equal pay for equal work for men and women. It further expressed the hope that the World Health Organization would, in any effort to alleviate the world-wide shortage of health workers and especially of nurses, take full advantage of the experience gained by women in the medical and nursing professions.

(a) POLITICAL RIGHTS OF WOMEN

The Commission noted with approval that, since its second session, the women of Belgium and Chile had achieved full equality with men in regard to the right to vote and to hold public office. It, therefore, proceeded energetically to carry out its programme for the fullest possible implementation of resolution 56 (I) adopted by the General Assembly on 11 December 1946. The Commission felt that the Bogotá Convention of 1948 on the granting of political rights to women, signed by fourteen American Republics, might serve as a proposal helpful to countries which have not yet removed existing discrimination against women in this field, and accordingly decided to examine at its fourth session the possibility of proposing a similar international convention for adoption by all States Members of the United Nations. By that time it hopes to have before it information relating to each country, indicating whether in that country women have equal political rights with men in regard to the right to vote and the right to be elected to public office, or whether there is, in law or in practice, discrimination based on sex which makes such participation in political activity impossible.

At the request of the Economic and Social Council, the Secretary-General has addressed a further communication to all Governments which

have not yet replied to the letter sent by him pursuant to paragraph (b) of General Assembly resolution 56 (I). In this communication he asked those Governments, in so far as they do not now grant full political rights to women, to inform him of their plans to give effect to the Charter affirmation of equal rights of men and women in regard to the franchise and eligibility to public office, and urged them to take appropriate and immediate action. The Secretary-General is also continuing to collect information, for the benefit of women who have recently acquired the right to vote, about effective programmes of political education; and is considering measures for furnishing technical advice to countries where women do not now have equal political rights with men. He has also prepared and published for general use a popular pamphlet showing the extent to which women have been accorded equal political rights with men.

(b) EDUCATIONAL OPPORTUNITIES FOR WOMEN

The Commission examined a report of the Secretary-General on existing disabilities of women in the field of educational and professional opportunities and, after consulting with the representative of the United Nations Educational, Scientific and Cultural Organization, decided that the question of educational opportunities for women should be the subject of further study. In particular it was of the opinion that the Secretary-General's report, which described the legal position of women in regard to access to education, should be completed by an investigation into actual conditions in the field of women's education. It requested the Secretary-General to collaborate with UNESCO in planning and carrying out its studies along these lines, in co-operation with Governments.

(c) NATIONALITY

At the request of the Economic and Social Council, the Secretary-General prepared three reports on the question of nationality for the use of the Commission on the Status of Women at its third session. The first of these was an analysis of replies to the nationality section of the questionnaire on the legal status and treatment of women; the second a compilation of treaties and conventions in the field of nationality of women; and the third a report on the study by the League of Nations in this field.

Having studied these reports, the Commission noted numerous conflicts in law and in practice relating to the nationality of married women, some preventing women from exercising their right to a nationality on an equal basis with men and others permitting women to become stateless or otherwise to suffer hardships arising out of

these conflicts in law. It decided to undertake preliminary work with a view to submitting a draft convention on the nationality of married women to the General Assembly, if possible at its session in 1950. To this end it requested the Economic and Social Council and the Secretary-General to take appropriate steps to secure complete information on the subject.

(d) EQUAL PAY FOR EQUAL WORK

At its eighth session, the Economic and Social Council noted that the International Labour Organisation, as a recognized specialized agency in the field, was making further studies and inquiries into the question of the principle of equal pay for equal work for men and women workers, with a view to the development of one or more international conventions and recommendations. The ILO was invited to report specifically on this subject to the Council after the first discussion of the proposed conventions and recommendations had taken place at the thirty-third session of the International Labour Conference.

The Commission on the Status of Women also recognized that the International Labour Organisation was a specialized agency having a particular responsibility for the development of international conventions and recommendations in this field. It felt that, in view of the fact that substantial differentials existed between men's and women's wages in many countries, measures should be taken to eliminate some of the factors which might account for such differentials. In particular, it suggested that the following points should be given consideration by the International Labour Organisation:

- (1) Adoption of the principle of rate-for-the-job rather than rate-based-on-sex;
- (2) Granting to women the same technical training and guidance, access to jobs, and promotion procedures as to men;
- (3) Abolition of the legal or customary restrictions on the pay of women workers; and
- (4) Provision of measures to lighten the tasks that arise from women's home responsibilities, as well as the tasks relating to maternity.

(e) RESEARCH PROGRAMME

In order to meet the needs of the General Assembly, the Economic and Social Council, the Commission on Human Rights, and other organs of the United Nations for up-to-date factual information concerning the status of women, the Secretary-General has set on foot an extensive research programme in this field. The programme is largely based on data received from Governments in reply to the questionnaire on the legal status and treatment of women. The replies to

part I of this questionnaire form the basis for recommendations in the fields of political rights for women and of educational rights and opportunities for women to which reference has already been made. A supplement to part I of the questionnaire, containing questions on nationality and domicile as they affect the status of married women, has been prepared, and the Commission has asked that it should be circulated to Governments. Further action in the field of nationality will be based upon replies received to these questions. Parts II, III, and IV of the questionnaire have been prepared but will not be circulated to Governments until the Commission has examined them at its next session.

The Economic and Social Council had drawn the attention of the Commission to divergencies in various legal systems with respect to the property rights of married women, some of them restricting the rights of married women to act as guardians, to control property and earnings, to undertake independent business activities and to engage in other activities and others restricting, in various ways, the rights of married women to inherit property and to receive pensions. The Commission has therefore asked that those sections of the questionnaire which are pertinent to this problem should be circulated to it at least four months in advance of its next session in order that it may be certain that they make provision for the information necessary to enable it to take action to eliminate discriminatory laws and practices with respect to the property rights of married women.

Another subject to be studied during the coming year is the effect on the status of women of the application of penal law, police statutes and prison administration. In this connexion the Commission has asked to have made available such material as will be helpful to it at its next session, including information on the way in which authorities seclude, detain and re-educate women offenders, and on other existing practices in this field.

(f) INFLUENCING PUBLIC OPINION

In addition to the publication of the popular pamphlet on political rights of women, mentioned above, the Secretary-General, in accordance with a request of the Economic and Social Council, issued a statement calling upon the world Press, radio, film and other information agencies to help in removing such prejudices as have been proved to exist in this respect. Suitable information material is being prepared for this purpose. The Commission has requested that certain additional steps should be taken to influence public opinion: first, the possible creation of a

Division on the Status of Women in the Secretariat; secondly, the publication of a quarterly account of the activities of all organs of the United Nations and its specialized agencies relating to the status of women; and, finally, the preparation, publication and dissemination of biographies of women remarkable for their thoughts or action in the service of humanity in their respective countries.

C. Cultural questions

In view of the close relationship between economic and social progress and cultural and scientific advancement, the competent organs of the United Nations have not failed to include in their programmes a number of essential projects in the scientific and cultural field.

While specific projects of a scientific and cultural character naturally come within the competence of the United Nations Educational, Scientific and Cultural Organization, other projects in which strictly social and humanitarian problems are found side by side with cultural problems and which to be carried into effect require the co-operation of several of the organs or agencies of the United Nations, have been more especially entrusted to the Secretary-General.

It has, moreover, been recognized that world social and cultural questions form a whole on which it is the task of the United Nations to throw light, and the General Assembly has indicated the lines along which work in this field is to proceed by adopting a resolution concerning the world social and cultural situation.

(a) UNITED NATIONS RESEARCH LABORATORIES

A further step has been taken towards the establishment by the United Nations of international research laboratories. During its seventh session, after considering a report submitted by the Secretary-General, the Economic and Social Council invited the Secretary-General, in co-operation with the United Nations Educational, Scientific and Cultural Organization, to convene a meeting of experts to examine on a concrete basis the possible establishment of international research laboratories. This meeting, which is to be attended by eight experts in the fundamental sciences and in the administration of scientific research, will be held in Paris from 16 to 24 August 1949.

The Secretary-General's report has been printed and transmitted, with the Council's discussions on the subject, to all Governments and to the leading national scientific institutions for discussion and comment. The replies received are now being studied.

(b) CO-ORDINATION OF CARTOGRAPHIC SERVICES

During its sixth session the Economic and Social Council recommended that the Secretary-General should take action to develop cartographic services among Member States and to co-ordinate the plans and programmes of the United Nations and the specialized agencies in this field.

A meeting of cartographic experts was convened by the Secretary-General for this purpose at Lake Success from 21 March to 1 April 1949. The five experts of international reputation who took part in it, with representatives of specialized agencies and other interested international organizations, considered the world position of cartographic and surveying work and the best methods by which the United Nations might stimulate the accurate survey and mapping by Member Governments of their national territories and the co-ordination of the cartographic services of the United Nations and the specialized agencies. The most important of the recommendations made by the experts relate to: (a) the convening, under the auspices of the United Nations, of regional meetings of governmental representatives in five important geographical regions in order to facilitate the execution of joint cartographic programmes and (b) the establishment by the United Nations of a cartographic office to act as a centre of information and co-ordination.

At its ninth session, the Economic and Social Council will consider, in addition to the report of the Committee of Experts, a study on modern methods of cartography and related subjects prepared by the Secretary-General.

(c) TEACHING ON THE UNITED NATIONS

Continuing his efforts in pursuance of resolution 137 (II) adopted by the General Assembly on 17 November 1947, concerning the teaching of the purposes and principles, the structure and activities of the United Nations in the schools of Member States, the Secretary-General submitted, in collaboration with UNESCO, a second interim report to the Economic and Social Council at its eighth session, on the activities of Member Governments, non-governmental organizations and the secretariats of the United Nations and of UNESCO in this field.

The Council requested the Secretary-General to prepare, in collaboration with UNESCO, the necessary information material on the United Nations and its specialized agencies capable of being used by the educational services of Member States, and invited UNESCO to consider the possibility of granting some scholarships to experienced educators for the study of practical problems arising out of such teaching.

The secretariats of the United Nations and

UNESCO are helping Member Governments in this field largely by establishing voluntary teaching centres, by publishing basic texts and other educational material for schools and by giving advice and help to authors of text-books and persons in charge of educational programmes. The progress already made will be the subject of a complete analytical report which the Secretary-General intends to submit, in collaboration with UNESCO, to the eleventh session of the Economic and Social Council.

(d) WORLD SOCIAL AND CULTURAL SITUATION

At its third session, the General Assembly adopted resolution 280 (III), inviting the Economic and Social Council to consider, on the basis of a report by its Social Commission and after consultation with the specialized agencies and the non-governmental organizations concerned, the possibility of drafting a general report on the world social and cultural situation.

Pending the receipt of more precise instructions from the Economic and Social Council by its Social Commission, the Secretary-General has communicated the contents of the resolution to the specialized agencies and non-governmental organizations concerned.

D. Population trends

It is estimated that at the present time the world's population is increasing each year by some twenty million persons. This fact alone would be sufficient to draw attention to demographic movements, the importance of which as a factor in the world situation requires no lengthy demonstration. It is sufficient to recall that the constant operation of different rates of increase, combined with the effect of international population movements, is rapidly changing the aspect and structure of the population of the various parts of the world and is altering the relative size of the total active populations of the various States. The international nature of these problems and a realization of the confusion they might cause in the life of peoples have clearly demonstrated the need for considering them on the basis of established facts and in accordance with universally accepted methods. The Economic and Social Council, therefore, decided at an early stage in its work to seek the co-operation of demographic experts from twelve countries, and established, under the terms of a resolution adopted on 3 October 1946, a Population Commission which was the first permanent inter-governmental organization to be given the task of studying demographic questions from an international point of view.

The Commission, at its session of May 1949, gave prominence to the study of the inter-relationship of economic, social and population factors. Population problems primarily concern those responsible for the conduct of public affairs owing to their social, economic and political consequences—consequences which in the past have often been treated in an over-simplified or arbitrary manner. With the object of encouraging Governments to undertake a detailed study of these problems and of the related question of the optimum of variation of the population from the economic and social points of view, the Commission requested the Secretary-General to prepare a reference table to serve as a basis for the work undertaken in the various countries. A preliminary study of the principal types of demographic conditions has been completed. The Commission has now asked the Secretary-General to draw up plans for the study of inter-relationships between social, economic and population changes in particular areas. These areas are to be so selected, by agreements with the Governments concerned, that the results of the study will be of value to the Economic and Social Council in its consideration of the current problems of under-developed countries and will provide methodological guidance for further studies in this field.

During the year under review it was again necessary to devote much of the time available, in collaboration with the Statistical Commission, to the methodical arrangement of the fundamental data relating to the world demographic situation. Exact or detailed statistics on this subject exist for approximately one-quarter only of the population of the globe and are often hardly comparable from one country to another. The existing data have been collected for the first time in detail in the *United Nations Demographic Yearbook*, the first volume of which is in course of publication. In addition, population estimates and projections for various States have been made for the use of the United Nations and the specialized agencies. In order that the census to be held in many countries in 1950 may represent a marked advance in the field of population statistics, detailed recommendations have been drawn up by the Commission, with a view to ensuring, in particular, the highest possible degree of comparability in the results of the census, and studies on various aspects of census technique have been placed at the disposal of Governments.

Statistics are not the only data required by demographers: they cannot neglect legislation. A digest of the laws in force in the principal States in regard to population matters is being prepared by a number of distinguished experts. It is

planned subsequently to keep the material in this digest up to date by means of reviews of legislation in the *Demographic Yearbook*.

Another phase in the methodical programme of the Population Commission consists of demographic analyses of limited scope but immediate utility. In order to facilitate the social, economic and political development of the Trust Territories, the Secretary-General has organized, in accordance with a resolution adopted by the Economic and Social Council at its fourth session, two further demographic studies concerning the Territories of Tanganyika and Ruanda-Urundi. These studies are to be published towards the end of 1949.

A special problem which engaged the Commission's attention at its sessions in May 1948 and April 1949 is the rise in the birth-rate in several countries during the past few years. The Commission requested the Secretary-General to undertake a statistical analysis to attempt to determine how far this rise reflects a modification of the basic fertility trends previously observed in the countries concerned.

Another problem with many demographic aspects and social repercussions on which the United Nations has continued to work is that of infant mortality. A study has been made, in collaboration with the World Health Organization, of the considerable difficulties connected with the registration of the deaths of new-born infants and with the interpretation of the infant mortality rates published by the various countries, and of methods of calculating rates of greater accuracy and comparability. These studies are but the first steps towards the preparation of a more general survey of accidents during pregnancy, and of mortality during the first five years of life.

Lastly, it should be added that the Population Commission has devoted much attention to international migrations which are dealt with in the following section from both their demographic and purely social aspects.

E. International migration

Migration movements constitute the most specifically international aspect of world demographic evolution and the study of these movements from this point of view is therefore of the highest interest. Moreover, these movements give rise to legal and social problems which can be solved only by international agreements.

The various aspects of migration movements have been the subject of increasing international activity. This has been shown in the work of the General Assembly itself (resolution 209 (III) of 18 November 1948), in that of the seventh and

eight sessions of the Economic and Social Council, of the second session of the Economic Commission for Latin America and of the fourth session of the Population Commission.

Recognizing the urgency and complexity of international action in this field, the Economic and Social Council, at its seventh session, determined the allocation of functions among the various organs concerned in the field of migration (resolution 156 (VII) A of 10 August 1948). This resolution defines the responsibilities of the Council's Commissions and, in particular, of the Social Commission and the Population Commission; it refers to the part to be played by the specialized agencies, particularly the International Labour Organisation, which has been active in this field for thirty years, and by the non-governmental organizations, the co-ordinated efforts of which can be of great assistance in the solution of these problems. In implementation of this resolution, the Secretary-General has consulted with the interested non-governmental organizations with a view to determining in a special report the nature and scope of their activities in the field of migration. The Secretary-General has also initiated studies on the social position of immigrants, their rights and privileges, in particular their rights and the measures for their relief in case of indigency, their family and community relations and the preparatory work to be done by governmental authorities in order to provide immigrants with social welfare services.

Assistance to indigent foreigners forms the object of a study on the basis of information submitted by Governments; that study will enable the Secretary-General to report to the Social Commission whether, and to what extent, the Model Convention of 1938 on Assistance to Indigent Foreigners should be revised in order to meet the requirements of the present situation. Another initiative is concerned with the enforcement of maintenance obligations in foreign countries, a matter with which the League of Nations had had occasion to deal. This question, which is an important one for the families of immigrants, gives rise to delicate problems of private international law. Its study has, however, been made easier by the work already done and by the help received from the International Institute for the Unification of Private Law at Rome.

In its work for the improvement and standardization of demographic statistics, the Population Commission will need to pay special attention to international migration statistics, which are amongst the most defective of all population statistics. The Economic and Social Council, at its seventh session, itself drew the attention of Governments to this fact and the Secretary-

General submitted to the fourth session of the Population Commission a detailed report on the salient problems connected with migration statistics¹ and a preliminary draft resolution on the improvement of such statistics. On the basis of these two documents the Commission prepared a draft proposal which was studied by the Statistical Commission and is now being transmitted to Governments for comment. Moreover, the *United Nations Demographic Yearbook*, now being printed, contains international statistical tables on migration movements, together with detailed analytical notes.

The Population Commission noted the demographic aspects of the work being done by the secretariats of the United Nations and of the specialized agencies. It stressed the importance which it attached to the work being carried on within the scope of the programme drawn up at its third session. Some aspects of the work have been referred to above. Other aspects deal with information on migration questions for which there has been a long-felt want: a classification of migrants by sex and age; a bibliography of the very varied publications in the various countries containing statistical information on migrations. Yet other studies are intended to give specific information on methodology in order to achieve greater uniformity: they deal with the methods of estimating the size of migrations on the basis of other demographic statistics; the compatibility between data on general population movements and migrations; and methods of analysing the influence of migrations on the structure of the total population and of the active population in the countries of origin and destination.

On the regional plane the problem of immigration into Latin America is the subject of a detailed demographic, economic and social study for which the co-operation of experts has been secured and questionnaires have been sent to the Governments concerned.

The above-mentioned studies and analyses can be regarded as only a first stage of the work which the United Nations has undertaken in respect of migration. The diversity of the aspects of this work and the need for the co-operation of the various specialized agencies have led the Administrative Committee on Co-ordination to set up a technical working group on migration, composed of representatives of the Secretary-General and of the six specialized agencies particularly concerned. At its first session held in March 1949 the working group examined the programmes of the United Nations and of the specialized agencies in order to ensure

¹ This report, entitled *Problems of International Migration Statistics*, will be published in 1949.

that there was no overlapping or serious gap therein; the time-tables for certain studies of common interest were brought into line and it was decided jointly to prepare a study of the economic and social factors prior to migration movements.

F. Social welfare

(a) FAMILY, YOUTH AND CHILD WELFARE

The family, young people and children are the subject, in all national codes of laws, of a special assistance which may be classed under the general heading of social welfare services. The United Nations has stressed the importance of international co-operation in these fields and has recognized the need for a long-term programme which is primarily the responsibility of the Secretary-General. The object of a programme of this nature is, firstly, to continue and extend the informative activities of the League of Nations and, secondly, to draft and disseminate studies on social welfare problems of an urgent nature, such as the problems of child victims of the war, or problems coming particularly within the scope of international co-operation, such as exchanges of social welfare personnel.

The first volume of summaries of annual reports on child and youth welfare was published in November 1948, having been compiled from information received from thirty-two Governments. In most cases that information related to 1946 but in other cases, following the interruption due to the war, it also related to the war period or even gave a general picture of problems and services relating to child welfare. As regards the period 1947-1948, and in conformity with the decision taken by the Economic and Social Council at its sixth session, a detailed summary is now being prepared of the contents of the annual reports on child and youth welfare and of the legislative measures adopted on these subjects.

The well-being of children throughout the world, which is the subject of numerous international activities, requires that the United Nations should endeavour to lay down the principles and guiding ideas for these activities. It is with this end in view that it is proposed to prepare a Declaration of the Rights of the Child, and the Social Commission has recommended that documentation and study for the drawing up of that Declaration should be actively pursued. The Secretary-General is analysing the information and suggestions already received from Governments, specialized agencies and non-governmental organizations, and is preparing a draft of the preamble and principles of such a Declaration on which the Social Commission will be called upon to give its opinion at its next session.

Among the special studies on child welfare the Secretary-General has paid particular attention to the question of children who are homeless and victims of the war.

Concurrently with child welfare, the United Nations has, on the initiative of the Government of Argentina, been concerned with old age rights. In its resolution 213 (III) of 4 December 1948 the General Assembly requested the Economic and Social Council to study this problem and the Council, at its eighth session, instructed the Secretary-General to submit suitable documentary material to the Social Commission and the Commission on Human Rights.

In order to take into account all the aspects of this question the Secretariat is taking steps, in close co-operation with the International Labour Organisation and the World Health Organization, to gather broad documentary material on the characteristic features of the legislative or other measures taken on behalf of old people in the various countries of the world and on the manner in which such measures affect their standard of living.

It is of course clear that all these projects will have to be integrated into a more comprehensive programme ensuring the co-operation of the specialized agencies and, where necessary, of the non-governmental organizations. A draft programme of this kind was submitted to the Social Commission at its fourth session but discussion of the programme was deferred.

(b) ADMINISTRATION OF SOCIAL WELFARE SERVICES

Social welfare administration and welfare workers have been the object of studies directly connected with the advisory social welfare functions of the United Nations (General Assembly resolution 58 (I) of 14 December 1946).

A first study analyses the methods of furnishing information or advisers to assist Governments in organizing the administration of their social services. It reviews the agencies providing such services, the purpose and scope of international missions, the recruitment of experts and advisers, agreements concluded with Governments requesting the dispatch of advisory missions, the financing of these functions, the methods of exchanging social welfare information and establishing co-operation between the Member nations and the specialized agencies in such a way as to promote the co-ordinated treatment of social development questions.

The second study concerns the establishment of international fellowships for the training of social welfare personnel. It reviews national and inter-

governmental resources for the exchange of social welfare workers, selection procedures, the choice of the field of study, the selection of the host countries and various other aspects of international programmes for social welfare fellowships.

In order to illustrate these general considerations by specific examples, a pamphlet has been published entitled *United Nations International Fellowships—A Report on the International Fellowship Programmes administered by the United Nations, the World Health Organization, the United Nations Educational, Scientific and Cultural Organization, the Food and Agriculture Organization and the United Nations International Children's Emergency Fund*.

These studies and publications open the way for the establishment by the various agencies of similar methods of effecting exchanges of personnel, a particularly important aspect of any technical assistance programme. This possibility was explored directly by the Technical Working Group on International Fellowships which was set up by the Administrative Committee on Co-ordination and which held its first meeting in April 1949.

A report on the methods current in various countries in regard to social welfare administration and, in particular, the organization of child and youth welfare, is nearing completion. The Secretary-General has received replies to two questionnaires intended to serve as the basis for this study from the following countries: Burma, Canada, China, Czechoslovakia, Denmark, Ecuador, Greece, Haiti, India, Iran, Netherlands, Switzerland, Union of South Africa, United Kingdom, United States of America. This report will be supplemented by a special study of methods of public assistance to needy families.

International fellowships constitute only one of the forms that may be taken by a programme of technical assistance in the matter of social welfare. The other methods that should be employed in any long-term programme are at present being studied. In answer to the questionnaires on this subject sent to Governments, social welfare schools, experts and non-governmental organizations working in the social field, replies have been received from thirty-three countries and 124 schools. These countries are as follows: Australia, Austria, Belgium, Brazil, Canada, Chile, China, Costa Rica, Czechoslovakia, Denmark, Dominican Republic, Ecuador, El Salvador, France, Greece, Guatemala, India, Italy, Lebanon, Mexico, Netherlands, New Zealand, Panama, Peru, Philippines, Poland, Saudi Arabia, Sweden, Union of South Africa, United Kingdom, United States of America, Venezuela, Yugoslavia. This

study enabled the Secretariat to publish, in March 1949, an *International List of Schools of Social Work and other Educational Institutions offering Social Work Training*.

G. Standards of living

The efforts made by the United Nations in the field of social welfare services acquire their full significance only if they are viewed against the background of the living conditions of the people, that is to say, the whole of the economic and social factors which may be termed standards of living.

The study of these living conditions is a very long-term task and can be undertaken only if priority is given to certain of its more urgent aspects.

The Social Commission pointed out that the problems of the under-developed areas deserved special attention and also stressed the need for studying the living conditions of the family unit or household in all types of society.

In accordance with these indications, which trace the main outlines of its activity, the Secretariat has undertaken a series of preliminary studies on standards of living.

The first of these studies attempts to determine the methods used in the inquiries hitherto conducted, and will be set out in two publications: a *Handbook of Information on Field Inquiries into the Living Conditions of Selected Social Groups in Africa, Asia, Middle and South America and the Pacific* and a *Survey of the Organization and Methodology of Field Inquiries* prepared in co-operation with the specialized agencies concerned. These publications will take into account the work of the Sub-Commission on Statistical Sampling. They will bring out the best methods of studying the standard of living and assessing its component or contributory elements, particularly in the less-developed areas. An annotated list of institutions and experts specializing in the intensive investigation of living conditions in less-developed areas and a report on methods used in past and contemporary experiments in providing international advice and assistance in improving living conditions in those areas will complete the study of this first aspect of the problem.

Furthermore, the Secretary-General has, in accordance with the instructions of the Social Commission, invited States Members to inform him of all measures, whether legislative or administrative, which they have successfully applied in the territories under their jurisdiction, whatever their political status, and particularly in territories where the process of industrialization and

economic development has modified the social structure. An analysis of the replies will be made and will contain suggestions for practical measures to raise the standard of living of sections of the population whose real income *per capita* is particularly low.

The study of the living conditions of the family unit or household must be based on the examination of the legislative and administrative measures in force providing for economic advantages to the family in the various countries and territories. The Secretary-General is preparing a study of those measures. In accordance with the instructions of the Social Commission, he will also submit a report on the information obtained from the specialized agencies concerned and from other sources on the protection afforded against losses of family income due to unemployment, illness, incapacity, old age and death.

Lastly, the study of housing standards, which are an essential aspect of the living conditions of the family, will be the subject of a *Digest of Legislation on Occupancy and Fitness for Habitation of Urban Dwellings*.

H. Housing and town and country planning

The regular publication of a quarterly *Housing and Town and Country Planning Bulletin* is a decisive step in the exchange of technical information on the international plane.

The first two issues have already appeared, and each of them contains an annotated bibliography. Special supplements on the structure and activities of international, national and regional housing and town planning organizations and summaries of housing and town and country planning legislation are in preparation.

This publishing activity is a reflection of the importance which the Economic and Social Council attaches to international action in this sphere and to the part to be played by the Secretariat.

This attitude was reaffirmed at the seventh session of the Council during which it requested the Secretary-General to prepare suggestions for the drawing-up of an overall programme effectively covering the studies and activities to be undertaken in this connexion and indicating the interests and activities of the various commissions, specialized agencies, inter-governmental and non-governmental organizations therein.

The need for ensuring close co-operation between all these organizations, and the interest shown by the Administrative Committee on Co-ordination in the problem of housing, led to the setting up by the latter of a Technical Working

Group on Housing and Town and Country Planning, which held its first session from February to April 1949 and submitted a report on the distribution of urgent tasks.

Nevertheless, the Social Commission has not yet given its views on the report, and the Council may decide to await that Commission's opinion before taking measures in this field.

In the meantime, the question of housing in tropical regions has occupied the attention of the United Nations and important progress has been made on plans for meetings of experts to deal with this matter. The Social Commission has recommended that a tropical region should be chosen for a meeting in 1950 to carry on the work started at Caracas in 1947, and to prepare recommendations on the best methods of solving the housing problem in the tropics.

I. Social defence

(a) PREVENTION OF CRIME AND TREATMENT OF OFFENDERS.

The importance of the prevention of crime and the treatment of offenders and the leading part which should be taken by the United Nations in the action of the international and national organizations in this field were reaffirmed in a resolution adopted by the Economic and Social Council on 13 August 1948. That resolution recommends, *inter alia*, that a group of internationally recognized experts, not to exceed seven in number, should meet in 1949 to advise the Secretary-General and the Social Commission in devising and formulating policies and programmes appropriate to the study on an international basis of the problem of the prevention of crime and the treatment of offenders, and to make suggestions regarding international action in this field.

Within the framework of the programme of studies approved by the Economic and Social Council, the three following topics were selected for a first series of studies: criminal statistics, probation and the treatment of juvenile delinquency. In 1949 the Secretary-General prepared full reports on the first two topics. As regards the treatment of juvenile delinquency, a first aspect, that of penal legislation relating to juvenile delinquents in the twenty Republics of Latin America, was the subject of a study which will be supplemented by other studies now in progress.

The Economic and Social Council having recommended that the Secretary-General should promote international activity in this field, it was felt desirable to call a meeting of the representatives of the specialized agencies concerned and of the principal international organizations dealing

with the prevention of crime and the treatment of offenders. This meeting was held in Paris in October 1948 and its object was to determine the most effective methods of co-ordinating the efforts being made and of ensuring close collaboration between the United Nations and the various organizations in order to make the best possible use of the knowledge and experience gained in carrying out the programme of studies in progress. The meeting recognized that the number and complexity of the problems connected with the prevention of crime and the treatment of offenders called for a progressive programme, and that there should be the closest co-operation between the organizations concerned and the Secretary-General. One method of doing this was for the international organizations concerned each to nominate one of their representatives, resident in the United States, to maintain direct contact with the Secretary-General. On 30 March 1949, a meeting of the representatives thus nominated and of the representatives of the specialized agencies was held at Lake Success and defined the general lines to be followed in carrying out the working programme in this field; in particular, the zones of activity and the methods of co-operation in dealing with the problems of the treatment of juvenile delinquency and systems of probation were determined.

In order to provide as firm a basis as possible for all these studies and for the suggestions for international action on the subject, national working groups are now being set up, through the agency and with the co-operation of the Governments concerned, which will assist the Secretary-General in the work. Moreover, a group of experts of international reputation will meet at Lake Success in the autumn of 1949 to examine this problem—which requires urgent study—in the present day world, and the extent and methods of the international co-operation required to solve it.

(b) INTERNATIONAL CONVENTIONS FOR THE SUPPRESSION OF THE TRAFFIC IN WOMEN AND CHILDREN AND OF OBSCENE PUBLICATIONS

The various international instruments in force relating to the suppression of the traffic in women and children, the suppression of obscene publications and the suppression of the exploitation of the prostitution of others, were transferred, during 1947 and 1948, to the United Nations, which is now responsible for their enforcement and possible amendment.

Following the adoption of a resolution by the Economic and Social Council at its fifth session, the Secretary-General prepared the necessary protocols for the transfer to the United Nations of the functions exercised by the French Govern-

ment under the Agreements of 1904 and 1910 for the Suppression of the White Slave Traffic and of the Circulation of Obscene Publications. On 3 December 1948 the General Assembly, by resolution 256 (III), approved those instruments, which were opened for signature on 4 May 1949 at Lake Success.

A revised text of the draft convention of 1937 for the suppression of the exploitation and the prostitution of others was prepared by the Secretary-General, in accordance with a resolution adopted by the Economic and Social Council at its fourth session, with a view to incorporating in that document the amendments which had become desirable owing to the evolution of the social situation in the world since 1937. The revised text was considered by the Social Commission at its third session and submitted to the Economic and Social Council in the form of a new draft Convention. In a resolution adopted on 13 August 1947, the Council requested the Secretary-General to prepare a new draft convention, which was submitted to Member Governments and circulated for comment to a large number of non-governmental organizations in January 1949. At its fourth session, the Social Commission studied a unified draft of the convention and prepared a text covering the whole field. This text has been submitted to the ninth session of the Economic and Social Council.

(c) OTHER MEASURES FOR THE PREVENTION OF PROSTITUTION AND THE SUPPRESSION OF THE TRAFFIC IN WOMEN AND CHILDREN AND OF OBSCENE PUBLICATIONS

The United Nations is continuing the work, formerly carried out by the League of Nations, of collecting and circulating the annual reports submitted by Member Governments on the traffic in women and children and on obscene publications. Summaries of the reports for the period from 1 July 1947 to 30 June 1948 have been published.

These annual reports are based on a questionnaire which has been revised by the Secretariat and submitted for comment to the Member Governments.

In accordance with a resolution adopted by the Economic and Social Council at its fourth session, the question of establishing an eastern bureau for the suppression of the traffic in women and children in the Far East, as proposed by the League of Nations, has been given fresh consideration and a note on this matter has been sent for comment to the Governments and organizations concerned.

J. Technical information and social documentation

In all fields of social activity one of the most important and continuous functions of the United Nations is the gathering from both Member Governments and independent sources of as complete technical, legislative and administrative information as possible, and its wide distribution.

The international exchange of social documentary material of this kind increases in importance as an ever greater number of social problems become of interest not only to each nation individually but to the whole community of nations.

As far back as April 1948, an Information and Technical Reference Centre was set up in the Secretariat to collect and file information of all kinds in the field of social activities, to circulate such information to the interested agencies and organizations, and in particular to publish legislative series on certain social questions. This Centre has developed considerably in the course of the year and at present gathers information on all subjects concerning child welfare, social services, housing, migration and the prevention of crime. The social data compiled by the League of Nations, and by its Child Welfare Centre in particular, have been revised and brought up to date. The legislative texts of some sixty countries covering the period from 1940 to 1947 have been collected.

This information is disseminated by means of the following publications:

1. A monthly list of acquisitions, indicating the material received and registered;
2. A monthly internal information bulletin;
3. The social welfare information series on current literature and national conferences, compiled from information supplied by national authorities;
4. A summary of the legislative measures affecting child welfare passed by Member Governments.

The Secretary-General is preparing to extend to other fields the work of the Centre and, in particular, the publication of the legislative series.

K. Narcotic drugs and their international régime

Apart from its continuing responsibilities under the international instruments for the control of narcotics, the more important work of the Organization in this field during the year under review may be considered under two headings: that which, for the time being at least, has been

largely completed, and preparatory measures for strengthening and simplifying the international control machinery in the years to come. The activities of the Organization are summarized in more detail below, but it may be convenient to refer to the more important aspects in a few introductory paragraphs to the present section.

Under the first heading mention may be made of a protocol bringing under international control drugs outside the scope of the Convention of 13 July 1931 for Limiting the Manufacture and Regulating the Distribution of Narcotic Drugs as amended by the Protocol signed at Lake Success on 11 December 1946. The Commission on Narcotic Drugs, in collaboration with the Secretary-General, had been developing this instrument since 1947, but the final stages were concluded relatively quickly. The Protocol was approved by the Economic and Social Council on 3 August 1948, and by the General Assembly on 8 October (resolution 211 (III)), and was opened for signature in Paris on 19 November 1948. It now remains for the signatory States to take the action necessary to bring the instrument into force.

Steady progress has been made throughout the year with work directed towards the strengthening and simplification of the international control of narcotics. On 3 August 1948, the Economic and Social Council adopted a resolution requesting the Secretary-General to begin work on the drafting of a new single convention to replace and simplify the existing international treaties, and to include provisions for the limitation of the production of narcotic raw materials. During its fourth session in May and June of 1949 the Commission on Narcotic Drugs devoted considerable time to the results of the first stage of the work in this field, and in its report to the Economic and Social Council, which will be before the Council in July of the present year, made recommendations to the Secretary-General for the preparation of a first draft of the new instrument which the Commission desires to examine early in 1950. A further recommendation in the Commission's report, which is bound up with the problems connected with the drafting of the new single instrument, was that an *ad hoc* committee of the Commission, composed of the representatives of the principal opium-producing countries, should convene in Turkey in the autumn of 1949 to study the possibility of concluding an interim agreement to limit the production of opium to medical and scientific needs.

Another step of considerable importance for the future control of narcotics is the decision to send to South America a Commission of Inquiry

on the Coca Leaf. The constitution of this Commission was approved by the Economic and Social Council on 10 August 1948 and the necessary organizational and administrative measures have been taken by the Secretary-General, the Commission on Narcotic Drugs, and the Council during the year. The Council will be called upon to give final approval of these plans during its ninth session, so that the Commission may be able to leave for South America in September 1949. It should be emphasized that the work of the Commission will extend beyond an investigation into the effects of the chewing of the coca leaf by certain populations in South America, since the eventual limitation of the production of coca to medical and scientific needs is closely connected with the scope of the new single convention mentioned above and, hence, with the whole problem of the international control of narcotics.

(a) RESPONSIBILITIES OF THE UNITED NATIONS
UNDER EXISTING INTERNATIONAL INSTRUMENTS

During the year Ethiopia has become a party to the Convention of 23 January 1912; Yugoslavia to the Convention of 13 July 1931; and Brazil, Denmark, Greece and Liberia to the Protocol of 11 December 1946, to which instrument a total of forty-nine States are now parties.

In the fulfilment of its responsibilities under the existing international instruments, the Organization has continued its efforts to re-establish the international control of narcotics on at least as effective a basis as existed before the Second World War and, within the limitations imposed by the provisions of those instruments, to modify in detail the administrative aspects of the control system to suit the changed conditions which have resulted from the war.

As an example of this work the case of annual reports furnished by Governments under article 21 of the Convention of 13 July 1931 may be quoted. Although the situation as regards the submission of annual reports has improved (101 have been received in respect of 1947, as against 94 for 1946), both the Commission on Narcotic Drugs and the Secretary-General consider the position still unsatisfactory, and the Commission has accordingly made a number of recommendations on the subject to the Economic and Social Council, including a request that the Secretary-General should be invited to address a special communication to the Governments of twenty-seven States which have so far failed to submit an annual report for 1947.

The Organization has continued to pay much attention to the illicit traffic in narcotics, a prob-

lem with which the Commission on Narcotic Drugs was particularly concerned during its sessions in 1947 and 1948, and on which it has again in 1949 made a number of recommendations which, it is hoped, will assist the Secretary-General to carry out his obligations in connexion with such traffic and lead also to some reduction in it. The Commission, in its report to the Council, has drawn attention to its preoccupation with this problem, underlining especially the added danger which the appearance of synthetic drugs has created at a time when such traffic appears to be on the increase throughout the world.

(b) PROTOCOL OF 19 NOVEMBER 1948

Twenty-one States, including China, France, Poland, the Union of Soviet Socialist Republics and the United Kingdom, have so far become parties to this Protocol bringing under international control drugs outside the scope of the Convention of 13 July 1931, and a further thirty-seven States have signed it subject to acceptance. The instrument can now enter into force after the expiration of thirty days following that on which the twenty-fifth State becomes a party to it, since the provisions of article 6 requiring that certain specific States shall previously become parties have been satisfied. It will, therefore, be seen that the instrument will enter into force after four further States have become parties to it and, in view of declarations made during the fourth session of the Commission on Narcotic Drugs, it is hoped that this event will occur in the very near future.

(c) PREPARATION OF A SINGLE CONVENTION ON
NARCOTIC DRUGS

As mentioned above, the first preparatory stage of the work towards the adoption of a new single convention to replace and simplify the existing international instruments has been completed. During the year the Secretary-General produced four monographs outlining the more important problems connected with the drafting of such an instrument and indicating in broad outline possible means of solving them. These monographs, together with a paper on the subject prepared by the joint secretariat of the Permanent Central Opium Board and the Supervisory Body, were considered by the Commission on Narcotic Drugs in May 1949. The Commission has now made a number of recommendations to the Economic and Social Council covering the next stage of the work, the most important being that the Secretary-General should prepare a skeleton of the single convention, drafted in due legal form, for circulation to the representatives of the Commission if possible in January 1950, to

enable the Commission to study the document in detail during its session in the spring of 1950.

The United Nations has realized the interest of the World Health Organization in several aspects of the work of preparation of the new convention and has during the year been in touch with the Expert Committee on Habit-Forming Drugs of WHO, not only in this connexion but in connexion with certain provisions of the Protocol of 19 November 1948, several of which will require to be incorporated, possibly with modifications which may be suggested by the experience of the near future, in the new instrument.

(d) INTERIM AGREEMENT ON RAW OPIUM

On 3 August 1948, the Economic and Social Council, on the recommendation of the Commission on Narcotic Drugs, adopted a resolution requesting the Secretary-General to initiate studies and inquiries on the desirability of convening a conference of the opium-producing countries and of countries using opium in the manufacture of drugs for medical and scientific needs, with a view to reaching an interim agreement limiting the production and export of opium to such needs.

The results of these studies and inquiries were considered by the Commission on Narcotic Drugs during its fourth session, and it was generally recognized that the successful solution of the problem of limiting the production of raw opium was perhaps the most important of a series of steps which would have to be taken if the new convention were to become in effect a code of legislation covering the whole field of the international control of narcotics. It was accordingly clear that the holding of such a conference was most desirable but the view was taken that its chances of success would be mainly dependent upon the agreement of the principal producing countries to limit their production of opium; the Commission has accordingly recommended to the Council that a preliminary meeting of the representatives of the producing countries should first be held in an attempt to discover whether the possibility of such agreement existed.

(e) COMMISSION OF INQUIRY ON THE COCA LEAF

Following the adoption by the Economic and Social Council on 10 August 1948 of a resolution approving the dispatch of a Commission of Inquiry to Peru, and the appropriation of funds for the purpose by the General Assembly on 11 December 1948, the Secretary-General proceeded to prepare a list of candidates for membership of the Commission. In accordance with the plans

for the Commission which the Council had approved, this involved consultation with the World Health Organization to obtain nominations of medical experts, and with the bureau of the Commission on Narcotic Drugs, and later with the other members of the Commission, in connexion with the experts in the international administration and control of narcotic drugs. The Council at its eighth session requested the Commission on Narcotic Drugs to select the members of the Commission of Inquiry from the candidates submitted to it, which it proceeded to do on 1 June 1949.

On 20 April 1949 the Secretary-General received a request from the Government of Bolivia that the Commission of Inquiry should extend its activities to that country also and this request was duly considered by the Commission on Narcotic Drugs. The Commission came to the conclusion that it would be desirable for the Commission of Inquiry to visit Bolivia as well as Peru, and has strongly urged the Council that it should be given adequate time in the field in which to make a thorough study of the problems involved. The Commission on Narcotic Drugs laid great stress on the need for the Commission of Inquiry to issue a truly authoritative report, in view of the considerable diversity of opinion as to the effects which the chewing of coca leaves has on various sections of the population of South America and of the great influence of the habit on the economic and social structure of certain areas in that part of the world.

(f) ABOLITION OF OPIUM-SMOKING IN THE FAR EAST

On the recommendation of the Commission on Narcotic Drugs the Economic and Social Council at its seventh session adopted a resolution inviting the Governments of all countries in which opium-smoking had been at any time prevalent, to adopt a policy of suppression; requesting those Governments which had declared their intention to suppress opium-smoking to forward to the Secretary-General before 31 March each year a report on the progress of suppression in the preceding calendar year; requesting such Governments forthwith to prohibit the import of raw opium into their territories except for medical and scientific purposes; and recommending that export authorization should not be issued for the export of opium to countries where opium-smoking was still prevalent, except for medical and scientific purposes. In connexion with this resolution the Secretary-General, on 20 August 1948, communicated with the Governments which had announced their intention of suppressing opium-smoking in the Far East, but he was only able to indicate to

the Commission on Narcotic Drugs in May 1949 that the results of the inquiry up to that date had not been very satisfactory. The Commission considered the replies received, none of which could, strictly speaking, be considered as constituting the special report requested by the Council; and the Commission referred, in its report to the Council, to the fact that reports were not available from the Governments of those countries in which opium-smoking had formerly been particularly prevalent. This situation was, however, somewhat improved by a number of oral statements made by certain representatives on the Commission regarding the measures which had been taken during the year in various countries to suppress this practice.

(g) METHODS OF DETERMINING THE ORIGIN
OF OPIUM

On the recommendation of the Commission on Narcotic Drugs, the Economic and Social Council, on 3 August 1948, adopted a resolution instructing the Secretary-General to transmit to Governments all documentation available to him at that time regarding the methods of determining the origin of opium by chemical and physical means; to inquire whether Governments would be prepared to take part in a joint programme of research into the problem; and to invite them to furnish samples of opium produced in their countries for such international research. The Secretary-General accordingly addressed two communications to Governments, on 20 August and 13 October 1948 respectively, and the replies to these inquiries were submitted to the Commission on Narcotic Drugs during its fourth session. In the light of the information thus obtained, which indicated that a number of Governments would be prepared to co-operate in an international programme of research on the problem, and on the basis of further scientific study undertaken by the Secretariat during the year, the Commission considered means whereby such research might be co-ordinated and carried out under the auspices of the Organization. To this end it has sent to the Economic and Social Council a draft resolution recommending the Secretary-General to further the research within the means available and to accept laboratory and other facilities which the Government of the United States of America has declared its willingness to place at the disposal of the United Nations for this purpose.

(h) DRUG ADDICTION

During the year under review, the Secretary-General, in accordance with a request made by the Commission on Narcotic Drugs during its third session in May 1948, has classified and analysed

the replies to a questionnaire on drug addiction and drug addicts which had previously been sent to Governments. The Commission on Narcotic Drugs duly considered the documentation submitted to it by the Secretary-General and decided to request him to begin work on an analytical study of the national laws and regulations relating to drug addiction which would supplement the study already made. The Commission further requested the Secretary-General to consult the World Health Organization with a view to ascertaining the present state of medical research on the subject. It was emphasized by the Commission that the incidence of drug addiction was closely connected with the problem of limitation of the production of narcotic raw materials, since those quantities which were not required for medical and scientific purposes inevitably found their way into the illicit traffic, which in turn was the main source of supply of drug addicts. The view was also expressed that, at least in certain parts of the world, a reduction in drug addiction had been obtained by improvements in social conditions, by the raising of the standards of living, and by better education. Since the latter measures were closely related to the legislation on the subject, the Commission was of the opinion that the possibility of making greater use of education in the fight against drug addiction might be further explored after the analytical study of the laws and regulations had been completed.

(i) ELECTION OF MEMBERS OF THE COMMISSION
ON NARCOTIC DRUGS

On 10 August 1948, the Economic and Social Council adopted a resolution confirming the term of office of the present members of the Commission on Narcotic Drugs until 31 December 1949, and deferred the discussion of the procedure to be followed in respect of the election of new members of the Commission until its eighth session. On 2 March 1949, at that session, the Council decided that the Commission on Narcotic Drugs should henceforth be composed of fifteen Members of the United Nations which are important producers or manufacturers of narcotics or States in which the illicit traffic constitutes a serious social problem, ten of which are to be appointed for an indefinite period until such time as they may be replaced by a decision of the Council, and the remaining five for a period of three years. Members not appointed for an indefinite period will be eligible for re-appointment. It is expected that the Council will hold the first elections of the members of the re-constituted Commission on Narcotic Drugs during its ninth session, the members so elected to take office on the first day of the fifth session of the Commission.

(j) ADMINISTRATIVE ARRANGEMENTS BETWEEN THE ECONOMIC AND SOCIAL COUNCIL AND THE PERMANENT CENTRAL OPIUM BOARD

On 2 March 1949, the Council approved provisional arrangements made between the Permanent Central Opium Board and the Secretary-General as regards the budget of the Board and its present staff. The Council requested the Secretary-General, when making administrative arrangements with the Board, to bear in mind certain provisions of the Conventions of 19 February 1925 and 13 July 1931, and to prepare plans for assessing signatories of the 1925 Convention who are not Members of the United Nations for their fair share of the expenses of the Board, and to submit such plans to the General Assembly during its fourth session.

(k) UNITED NATIONS PERIODICAL ON NARCOTIC DRUGS

On 3 August 1948, the Economic and Social Council approved the issue of a *United Nations Bulletin* on narcotics and invited the Secretary-General to make the necessary provisions in his 1949 budget estimates. These estimates were approved by the General Assembly on 11 December 1948 and plans have accordingly been made to publish the first issue of the Bulletin during the autumn of 1949.

L. Operational programme

(a) UNITED NATIONS INTERNATIONAL CHILDREN'S EMERGENCY FUND AND UNITED NATIONS APPEAL FOR CHILDREN

The United Nations International Children's Emergency Fund has continued to make important strides towards attaining the objectives set by the General Assembly. In December 1948, the General Assembly noted "that additional resources . . . are needed" and that the Economic and Social Council had concluded that there existed "practical and effective means for bringing relief to the continuing emergency needs of children, provided that further contributions are received". It noted "with satisfaction the successful arrangements made for co-operation between the Fund and the World Health Organization" and expressed gratitude to Governments which had already made contributions. The Assembly resolution concluded by drawing the attention of Members to the necessity for prompt contributions to "meet the objectives for which the Fund was established".

(i) Programmes

The major programme of the Fund consists of the aid it gives in providing a daily supplementary

meal to infants, children and nursing and pregnant mothers. The Fund provides the imported components of the daily meal—about 200 to 300 calories of milk, fats and cod liver oil—and the countries themselves provide an equal caloric amount of cereals, vegetables and fruits. The children and mothers are reached through more than 40,000 schools, maternal and child clinics, nurseries, children's institutions, sanatoriums, etc. In addition, the Fund is enabling Governments to use more of their own local milk supplies for the benefit of children and mothers, and is providing cotton, wool and leather for local manufacture into children's shoes and clothing for free distribution. The Fund is engaged in an anti-tuberculosis vaccination programme, jointly with the Danish Red Cross and its Scandinavian associates, which will ultimately reach 100 million children; and, by means of medical supplies, is aiding in the control of other diseases particularly affecting children. The Fund is also, in part through the use of facilities contributed by several Governments, aiding in the training of child care personnel.

(ii) Expansion during the past year

The past year has witnessed a considerable expansion in the overall programme of the Fund. This expansion has been made possible by the continued generous voluntary contributions of Governments and individuals. Between 1 July 1948 and 30 June 1949 the cumulative total of contributions and pledges to the Fund increased from \$70 million to \$132.5 million. The number of contributing Governments increased from twenty-one to thirty-two, many of them contributing a second or third time. The number of metric tons of supplies shipped increased over three-fold, from 40,000 to 135,000 tons. The number of children for whom the Fund helped to provide a daily supplementary meal increased from 4,000,000 to 5,350,000. In addition, some 8,000,000 children were tested for tuberculosis and some 4,000,000 were vaccinated; some 2,000,000 were receiving layettes, shoes, underwear and outer garments; and over 500,000 mother and child refugees from Palestine were receiving food, blankets and medical supplies.

Fulfilling the General Assembly mandate in resolution 57 (I) of 11 December 1946 to provide not only for children of countries victims of aggression, and of countries formerly receiving assistance from UNRRA, but also for "child health purposes" generally, the Fund's programme during the course of the year became global in nature, extending from Europe and China to the rest of Asia, to North Africa, the Middle East and Latin America. The Fund's

programme for 1949 and 1950 comprises the following allocations made to date: \$45 million for Europe, \$19.3 million for Asia, \$2.5 million for Latin America, and \$7.2 million for Palestinian mother and child refugees.

(iii) *Programme for the period 1 July 1949 to 30 June 1950*

Despite previous expansion, the Fund has never been able to meet more than a fraction of the need. In planning its programme for the period 1 July 1949 to 30 June 1950, it has been apparent to the Fund that its assistance will be limited not by the needs of the children but rather by the available resources.

The Fund has developed a target budget for operations during this period, based on potential resources of \$42 million; and, in addition, a plan of expenditure based upon potential resources of \$72 million. The purpose of the target budget is to provide a degree of continuity in the Fund's operations, as well as to indicate to contributors the needs in regard to which they are being approached. The target budget and plan of expenditure is as follows:

	Target budget based on potential resources of \$42 million (in millions of dollar equivalents)	Plan of expenditure based on potential resources of \$72 million
Europe	13	25
Asia	15	25
Latin America ...	2	4
Refugee children (including Palestine)	2	5
Freight	4	6
Training (offered by Governments as a contribution to the Fund)	1	2
Administration and general services	2.5	2.7
Reserve	2.5	2.3
	<hr/> 42	<hr/> 72

The resources of the Fund have thus far permitted allocations of only \$13.9 million toward these programmes. This leaves \$28.1 million unfulfilled in the target budget and \$58.1 million in the plan of expenditures.

In view of the great need for putting resources to work as rapidly as possible the Fund has adopted the policy of making allocations as soon as resources are available. Hence, as of 1 July 1949, the Fund had only \$2.7 million unallocated.

The remaining gaps in the programme to 30 June 1950 can be filled only with additional contributions.

(iv) *Contributions to the Fund*

The thirty-two Governments which have contributed to the Fund are the following: Australia, Austria, Belgium, Bulgaria, Canada, Cuba, Czechoslovakia, Denmark, Dominican Republic, Finland, France, Greece, Hungary, Iceland, India, Israel, Italy, Luxembourg, Netherlands, Newfoundland, New Zealand, Norway, Poland, Siam, Sweden, Switzerland, Union of South Africa, United Kingdom, United States of America, Uruguay, Venezuela, Yugoslavia.

The United States Congress extended for one year, to 30 June 1950, the terminal date of its existing legislation by which it contributes \$72 for every \$28 contributed in the aggregate by other Governments. Contributions of \$4.1 million were needed from other Governments in order to permit the Fund to draw the remaining \$10.6 million of the \$75 million appropriated by the United States Congress out of the \$100 million authorized. A further \$10 million from other Governments would be required to draw the full sum authorized.

Of the cumulative total of contributions and pledges to the Fund, 68 per cent has come from Governments, 24 per cent from UNRRA residual assets, and the remaining 8 per cent from 1948 national campaigns in support of the United Nations Appeal for Children and from other non-governmental sources.

(v) *United Nations Appeal for Children*

Up to 8 December 1948, when the General Assembly adopted resolution 215 (III) continuing the United Nations Appeal for Children and changing the conditions of national participation, forty-six countries had held, launched or undertaken national campaigns in support of the Appeal as originally promulgated under the authority of General Assembly resolution 48 (I) of 11 December 1946. National committees for the Appeal had been constituted in five other countries, but these committees failed to organize campaigns. In addition, campaigns had been held or launched in thirty-four Non-Self-Governing or non-metropolitan Territories. A small number of the campaigns launched in 1948 continued into 1949, and the launching of one national campaign undertaken in 1948 was deferred to 1949. The Secretary-General designated 28 February 1949 as the international termination date for campaigns held under agreements negotiated with national or colonial committees prior to 8 December 1948, but, in consideration of exceptional

national circumstances, agreed that the campaigns so held in Denmark, India, Iran, Peru, Siam and Uruguay should be extended for varying periods of time beyond the international termination date. On 30 June 1949, four campaigns governed by such agreements were still under way.

The total proceeds reported up to 30 June 1949 as derived, in various national currencies, from campaigns undertaken in 1948 represented the equivalent of \$33,696,000 (US). Under the agreements with the campaign committees, \$33,552,000 of these funds had been allocated as follows, and largely paid over, to agencies operating for the benefit of children: \$10,631,000 to the United Nations International Children's Emergency Fund; \$1,160,000 to the United Nations Educational, Scientific and Cultural Organization; \$16,201,000 to nationally selected voluntary agencies for child-relief operations in countries other than those in which the funds were collected; and \$5,560,000 to nationally selected agencies for the relief of children in the countries of the donors. The sum of \$144,000 remained subject to future allocation.

Pursuant to General Assembly resolution 215 (III), the Secretary-General addressed communications to the Governments of all Member nations and of fourteen non-member nations, expressing the hope that they would agree to encourage and facilitate in 1949 the organization of national campaigns in support of the continuing Appeal. The Executive Board of the International Children's Emergency Fund, in February 1949, agreed that the Fund should comply with the General Assembly's request contained in the same resolution that the Fund should assist in the conduct of national campaigns for its benefit; established a Committee on Voluntary Fund Raising to provide for policy direction in respect of the Appeal and of other voluntary fund-raising for the Fund; and, having noted that under resolution 215 (III) the name "United Nations Appeal for Children" could be used only in national campaigns conducted solely for the benefit of the Fund, recognized that in some countries voluntary collections for the Fund might be coupled with other national drives for the benefit of other international and domestic agencies conducting programmes similar to those of the Fund, and decided that in the case of such drives the Fund should endeavour to induce the sponsors to announce in advance and to indicate in all their publicity the extent to which the Fund would benefit from the amount collected.

The work of stimulating and co-ordinating the Appeal was then gradually transferred from the Secretariat to the Fund, together with all administrative work connected with the liquidation of

campaigns undertaken prior to 8 December 1948. The Fund has endeavoured to obtain continued support for the Appeal throughout the world by negotiating with Governments and national committees with a view to obtaining as many 1949 campaigns as possible and by featuring the Appeal in all publicity material on the operations of the Fund. In order to enlist the continued co-operation and assistance of international non-governmental organizations, the Fund has invited the organizations having consultative status with the Economic and Social Council to participate in an advisory committee on voluntary fund raising.

The intentions of countries with respect to 1949 campaigns, in so far as made known to the Secretary-General or to the Fund up to 30 June 1949, may be summarized as follows. National campaigns solely for the benefit of the Fund and in the name of the United Nations Appeal for Children had been undertaken in Australia and Canada. An educational campaign on the work of the Fund had been organized in the United States of America, with a view to an extensive collection of voluntary contributions late in the year. Campaigns from which the Fund would benefit by receiving a portion only of the proceeds had been undertaken in Belgium, Ceylon, Italy and Switzerland. The Governments of Greece, Liechtenstein, Pakistan and Transjordan had agreed in principle to the organization of national campaigns or fund-raising projects, but the type and scope of the undertakings in these countries had not yet been determined. Four of the above-named countries had actually launched their 1949 campaigns by 30 June. The Governments of Albania, the Dominican Republic, Egypt, Ethiopia, Finland, France, Haiti, Israel, the Netherlands, New Zealand, Norway, Panama, Saudi Arabia, the Union of South Africa and the United Kingdom had informed the Secretary-General or the Fund that their countries would not hold campaigns in 1949. The Governments of the Dominican Republic and the Union of South Africa have indicated a disposition to encourage the organization of campaigns to be launched early in 1950.

At the time of writing it appears inevitable that the aggregate proceeds to the International Children's Emergency Fund from campaigns launched in 1949 will be considerably less than the Fund's share of the proceeds of the 1948 campaigns. Two major factors have operated to restrict support of the Appeal in 1949. The first of these is that in certain countries where 1948 campaigns were not concluded until late last year or early in 1949, the Governments or national Committees have apparently considered that the people would not respond favourably to further cam-

paings before 1950. The second and more important factor arises from the provision in resolution 215 (III) that the name "United Nations Appeal for Children" may be used only in national campaigns conducted solely for the benefit of the International Children's Emergency Fund. There are a number of countries which held 1948 campaigns from which the Fund, as a part beneficiary, received substantial sums, but where, in view of public sentiment, or for fear of conflicting with the fund-raising activities of important voluntary agencies operating for the benefit of children, it is considered impractical or unwise to attempt campaigns for the benefit of the Fund alone. A few of these countries have accepted the alternative of holding campaigns without the benefit of the use of the name of the Appeal and of allocating a portion of the proceeds to the Fund. Others, however, have apparently been discouraged by the necessity of changing the form of approach to the public in this way. The effect has been to forestall the organization of 1949 campaigns in an important group of countries, and, further, to confine to a very small minority of the 1949 campaigns thus far undertaken the use of the name "United Nations Appeal for Children".

(vi) *Relations with Governments and other United Nations bodies*

A basic principle in the programme of the United Nations International Children's Emergency Fund is to give aid with a lasting effect in view, that is, the Fund seeks to meet immediate needs in such a way that the programmes can in time be effectively taken over by the assisted countries and extended to increasing numbers of children. The outstanding characteristic of the Fund's assistance is that it consists predominantly of supplies. The Fund provides necessary imported supplies for child-care programmes not available locally. The actual operation of the programmes is the responsibility of the Governments, or of agencies within the countries themselves, and they, for their part, provide the supplies obtainable locally, the necessary administrative organization, the local personnel and administrative costs, the buildings, etc.

In carrying through this programme the Fund relies, as far as possible, on the appropriate specialized agencies and the Department of Social Affairs of the Secretariat for the technical assistance and advice needed from international sources. The co-operation afforded by the World Health Organization and the Food and Agriculture Organization has been an important factor in strengthening the Fund's programme.

In July 1948, by action of the Executive Boards of the World Health Organization and of the Fund, a Joint WHO-UNICEF Committee on Health Policy was established composed of representatives of the two Boards. At its third session in April 1949, the Committee unanimously accepted a set of principles to govern the co-operative relationship between WHO and the Fund. In essence, the following division of functions was agreed upon: the Fund provides medical supplies to Governments and WHO provides the technical assistance necessary from international sources. Through the Joint Committee and the use of the services of the secretariat of WHO, of consultants, expert committees and officials on loan to the Fund, WHO has assumed technical direction of the Fund's medical supply programme which, in June 1949, constituted about 10 per cent of all allocations by the Fund's Executive Board.

FAO, together with WHO, has set the technical nutrition basis of the Fund's child-feeding programme. In addition, FAO advises the Fund on the suitability and nutritional value of certain foods, gives advice on programmes for specific countries, and has loaned personnel to the Fund. In connexion with the Fund's milk conservation programme FAO has aided the Fund in developing plans for specific countries and in solving technical problems involved in the procurement of certain equipment.

The Secretary-General has under consideration the seconding to the Fund of two full-time child welfare consultants to give technical advice to the Fund's regional offices, the field missions and, as appropriate, to countries receiving the Fund's assistance. Both WHO and the Secretariat aid the Fund in its training of child-care personnel.

In March 1949, the French Government offered facilities to the Fund for the establishment in Paris of an international research and training centre for children. A special committee of the Executive Board, on the basis of suggestions made by the representatives of the Secretary-General, WHO, and other specialized agencies regarding the structure and organization of the centre, if established, recommended acceptance of the offer of the French Government, and this recommendation was duly accepted by the Executive Board in June. A special committee was instructed to arrive at an agreement with WHO and with the French Government in accordance with certain principles laid down, including equal representation of WHO and the Fund in the joint supervision of the centre.

In co-operation with the Secretary-General, the Social Commission, and the interested specialized agencies, the Executive Director of the Fund is

engaging in a study of the continuing needs of children. This study, based upon data already available, is being made with a view to developing recommendations as to the methods of organization and procedure within the United Nations and the specialized agencies necessary to ensure that the continuing needs of children may be identified and given due emphasis and attention within the programmes of the United Nations and of the specialized agencies.

(b) PROGRAMME OF ADVISORY SOCIAL WELFARE FUNCTIONS

The programme of advisory social welfare functions which was initiated in 1947 in pursuance of General Assembly resolution 58 (I) constitutes the most important work of technical assistance to Member States for which the United Nations is directly responsible.

The mounting total of requests received from a large number of countries by the Secretary-General in 1948 indicated the interest which was being shown in various aspects of this programme, which includes social welfare advisers sent to Governments at their request, fellowship exchanges, dispatch of demonstration equipment for the study of prosthetic appliances, dispatch of technical publications, films, and the organization of regional seminars.

In 1949, the requests so far exceeded the financial means placed by the General Assembly at the disposal of the Secretary-General that the latter was compelled to reject a large number of the requests and to confine the work of the programme to its most essential aspects, namely:

- (i) Seconding of social welfare experts;
- (ii) Granting of study fellowships to an appropriate number of suitably qualified social welfare officers to enable them to study experiments in social welfare technique made by other countries;
- (iii) Advice and demonstration in connexion with the manufacture of prosthetic appliances and instruction for the vocational training of physically handicapped persons;
- (iv) Provision of technical publications helpful in training of social welfare workers;
- (v) Preparation of regional social welfare seminars;
- (vi) Publication of an international catalogue of films on social welfare activities and of a supplement to this catalogue, distribution of the films *First Steps* and *India—the Village, the Mother, the Child, the Community*.

In 1948 the following countries benefited by the above-mentioned services:

Category (i): Austria, China, Czechoslovakia, Ecuador, Greece, Guatemala, Hungary, Philippines and Poland;

Category (ii): Albania, Austria, Chile, China, Czechoslovakia, Ecuador, Finland, Greece, Haiti, Hungary, India, Italy, Lebanon, Netherlands, Norway, Philippines, Poland, Turkey and Yugoslavia;

Category (iii): Austria, China, Czechoslovakia, Finland, Hungary, Philippines, Poland and Yugoslavia;

Category (iv): China, Czechoslovakia, Greece, Philippines, Poland and Yugoslavia;

Category (v): It was not possible to hold any seminars in 1948 but preparations were made for the following year;

Category (vi): The film catalogue was dispatched to all Member States and to five non-member States—Albania, Austria, Finland, Hungary and Italy.

When the programme of advisory social welfare functions was renewed in 1949 in accordance with General Assembly resolution 216 (III), and a sum equal to that allocated to the 1948 programme was placed at the disposal of the Secretary-General, the latter drew up a scheme which took into account not only past experience but also the increased financial contribution of applicant countries, chiefly in local currency, and the steps taken to co-ordinate the activities of the United Nations with those of the specialized agencies working in related fields.

Among the steps taken to reorganize and intensify the programme in 1949, mention should be made on the one hand of the conclusion of agreements with a large number of applicant countries providing that responsibility for the travelling expenses of fellowship holders, experts' subsistence allowances and various other expenditures in the currency of the applicant country incurred in the implementation of the programme would be assumed by the applicant country. On the other hand, two meetings of representatives of the International Labour Organisation, the United Nations Educational, Scientific and Cultural Organization, the Food and Agriculture Organization, the World Health Organization and the United Nations were held at Geneva in August 1948 and at Lake Success in March 1949 respectively to consider what steps should be taken to co-ordinate the international fellowship exchange programmes. In March 1949, the representatives of European countries acting as hosts to fellows met at Geneva and recommended certain common procedures. In June 1949, an office was set up at Bangkok to develop the programme in the Far East. Lastly, a Joint Fellowship Office was organized in the Secretariat so as to make

the practical experience acquired since 1947 available to new fellowship programmes, particularly that outlined in General Assembly resolution 200 (III) on technical assistance for economic development.

Despite all these measures and the resulting increased efficiency in implementing the programme, the increase in the volume of applications has been such that the sum voted will not make it possible to satisfy, in 1949, all the applications received. In that year, thirty-five countries, as opposed to twenty countries in 1948, have asked to participate in the programme (not including the seminars). It will be possible to grant only 170 of the 245 fellowships requested, to send only fifteen of the thirty-five experts requested, and to organize only two of the five seminars for which invitations were received and preparations made. Recourse to the new methods of assistance has had to be postponed in view of the inadequacy of the funds available.

The following countries will benefit from the above-mentioned services in 1949:

Category (i): Austria, Bolivia, Czechoslovakia, Ecuador, Egypt, Greece, Guatemala, Italy, Philippines, Poland, United Kingdom;

Category (ii): Argentina, Australia, Austria, Belgium, Ceylon, Chile, China, Czechoslovakia, Denmark, Ecuador, Egypt, Finland, France, Greece, Guatemala, Haiti, India, Iran, Italy, Lebanon, Netherlands, New Zealand, Norway, Philippines, Poland, Sweden, Turkey and Yugoslavia;

Category (iii): Albania, Bulgaria, Czechoslovakia, Greece, Hungary, Poland, Siam and Yugoslavia;

Category (iv): Czechoslovakia, Greece, Philippines, Poland and Yugoslavia;

Category (v): One seminar in the Middle East for the Arab countries; one seminar in France for the countries of Europe;

Category (vi): A film on the treatment of juvenile delinquency is being made, intended chiefly for the countries of Latin America.

The fact that the programme as a whole is still authorized on an annual basis only, making it difficult to draw up more extensive plans, was noted by the Social Commission at its fourth session. The Commission expressed the view that the services included in the programme were of great importance, that it was desirable to make them a regular function of the United Nations rather than an operation renewed from year to year, and that the programme should be continued in 1950 on the same scale as in 1949.

(c) REFUGEES AND DISPLACED PERSONS

Throughout the whole of the past year the question of refugees and displaced persons has continued to engage the attention and concern of the United Nations. The fate of approximately 700,000 persons who were either displaced or became refugees as a result of the Second World War was the object of an operational campaign undertaken by the International Refugee Organization. The United Nations followed the achievements of the IRO very closely but did not itself assume any active responsibility other than the drafting in co-operation with the IRO, of a report on the progress and prospects of repatriation, resettlement and immigration of refugees and displaced persons.

This report, which was made at the request of the General Assembly (resolution 136 (II)) and of the Economic and Social Council (resolution 122 (VI)), and the preparation of which had been entrusted by the Secretary-General to two experts—Mr. Carl Hambro and Mr. Pierce Williams—was studied by the Council at its seventh session and by the General Assembly during the second part of its third regular session in April 1949.

The Council, at its seventh session, adopted a resolution expressing the hope that the International Refugee Organization would be able substantially to accomplish its purpose of repatriating and resettling all the refugees and displaced persons who were its concern within two years, provided that it was assured of the effective co-operation of Governments. After appealing to the Members of the United Nations to ratify the Constitution of the IRO, which still had only sixteen members, the Council stressed the need for repatriating without delay the repatriable persons, for resettling the non-repatriable persons, for uniting children with their parents, taking into consideration the best interests of the children themselves and for receiving the displaced persons in the reception countries in family units.

At its eighth session, the Council adopted a second resolution noting the IRO report and stressing the principles already set out in the earlier resolution, together with the necessity for the IRO actively to continue its efforts.

The General Assembly in its turn took note of the IRO report in a resolution adopted in May 1949.

Statistics prepared by the IRO indicate that, on 30 June 1949, the organization will still be wholly responsible for 430,000 persons in various countries, 80 per cent of them in the Western Zones of Germany, in Austria and in Italy. A further 250,000 persons will benefit in one way

or another from the services supplied by the IRO. This total of almost 700,000 persons constitutes the task which will face the IRO when it begins its third year of operations. The organization had hoped to be able at that time to inform its members of the approximate date on which the task entrusted to it by the General Assembly in December 1946 could be regarded as completed. It is clear that up to 30 June 1950 the IRO will assist a further 171,000 persons at least and that 130,000 others will benefit from other services. The General Council of the IRO is therefore faced with the question of extending the organization's terms of reference beyond the period of three years originally proposed.

(d) UNITED NATIONS RELIEF FOR PALESTINE
REFUGEES

The problem of the Palestine refugees which faced the General Assembly at the first part of its third regular session was one of great urgency. The problem had first assumed serious proportions in the early summer of 1948 and had become acute just before the second Palestine truce (18 July 1948), as was brought out in the progress reports of the late United Nations Mediator and of the Acting Mediator. From July to mid-September 1948, the requirements of the growing numbers of refugees were met by the Arab States to the best of their ability.

In the autumn of 1948, under the stimulus of the first appeal of the Mediator, outside aid began to be received from certain Governments, from the United Nations International Children's Emergency Fund, and from a number of voluntary organizations, particularly the Red Cross organizations, and from Catholic and Protestant groups. Also in the autumn of 1948, the Disaster Relief Project which the Mediator had initiated in July was more substantially organized, although its personnel, its resources and its scope continued to be limited.

The total assistance provided from voluntary sources was far from sufficient to cope with the developing crisis, and in October 1948 the Acting Mediator, in his progress report, submitted proposals for a United Nations relief budget to cover the period 1 December 1948 to 31 August 1949, and to meet the total requirements, at a low standard, of an estimated 500,000 persons in refugee status. The General Assembly, after considering the Acting Mediator's recommendations, adopted resolution 212 (III) on 19 November 1948.

In this resolution the General Assembly, considering, on the basis of the Acting Mediator's recommendation, that a sum of \$29,500,000 would be required to provide relief for 500,000 refugees

from 1 December 1948 to 31 August 1949, and that an additional \$2,500,000 would be required for administrative and local operational expenses, authorized the Secretary-General to advance immediately a sum of up to \$5 million from the Working Capital Fund to be repaid before 31 August 1949 from voluntary governmental contributions. The resolution urged all States Members of the United Nations to make voluntary contributions in kind or in funds and stated that voluntary contributions from non-Member States would also be accepted. Contributions were to be paid into a special fund which was to be expended under regulations established by the Secretary-General in consultation with the Advisory Committee on Administrative and Budgetary Questions.

The Secretary-General was further requested to take all the necessary steps to give aid to the refugees and to invite the assistance of the appropriate agencies of the several Governments, the specialized agencies of the United Nations, the United Nations International Children's Emergency Fund, the International Committee of the Red Cross, the League of Red Cross Societies and of other voluntary agencies. The Secretary-General was further requested to appoint a Director for the United Nations Relief for Palestine Refugees (UNRPR) to whom he would delegate appropriate responsibility for over-all planning and implementation of the relief programme. The resolution also provided for the convocation, at the discretion of the Secretary-General, of an *ad hoc* advisory committee of seven members to be selected by the President of the General Assembly to which any matter of principle or policy might be submitted by the Secretary-General for the benefit of the advice of the Committee. The resolution finally urged the specialized agencies and organizations concerned, acting within the framework of the relief programme, to do all in their power to relieve the plight of the refugees and requested the Secretary-General to report to the General Assembly at its next regular session on the action taken as a result of the resolution.

Within five weeks of the adoption of this resolution, the Director of UNRPR had been appointed, a nuclear staff recruited and the organizational basis of the operation laid by the conclusion of agreements with the International Committee of the Red Cross, the League of Red Cross Societies and the American Friends Service Committee.

The Disaster Relief Project was continued during December 1948. Its remaining assets were subsequently turned over to UNRPR, which actually began its distribution of supplies in mid-January 1949. The Director arrived in the area be-

fore the end of December 1948 and remained there through March 1949, organizing the operation.

Under the agreements with the three co-operating agencies, the autonomy of the agencies was maintained. UNRPR has responsibility for obtaining and allocating supplies and the agencies assume responsibility for distribution. The agencies make their own organizational and administrative arrangements within operating budgets established by the Director of UNRPR with the approval of the Secretary-General.

Even before the existence of UNRPR, the UNICEF had made emergency provision for a Middle East programme to aid refugee mothers and children. This programme was quickly adapted to take account of over-all requirements as determined by UNRPR and is now closely co-ordinated with the supply activities of UNRPR, distribution of UNICEF supplies being made through the three co-operating agencies. Valuable aid has also been received from the specialized agencies.

The Food and Agriculture Organization and the International Refugee Organization have given useful assistance especially in the first days of UNRPR. The World Health Organization has provided a Chief Medical Officer for UNRPR who administers the pooling and allocation of medical supplies. The United Nations Educational, Scientific and Cultural Organization has begun to assist in providing much needed educational facilities for refugee children.

UNRPR has a headquarters office of less than twenty persons at Geneva; field offices in Beirut and Cairo staffed by a total of less than fifteen persons under the supervision of a field director, and a liaison office at Lake Success staffed by one liaison officer and a secretary. The international personnel assigned to the area by the co-operating agencies totals about 175. In addition, the three agencies have recruited locally about 500 workers, many of whom are themselves refugees.

Magnitude of the problem. The proposals placed before the General Assembly at its third regular session by the Acting Mediator assumed, on the basis of information then available, that the financial requirements for Palestine relief would be such as to take care of about 500,000 refugees. As the Red Cross and American Friends Service Committee field teams began to take up their posts it became apparent that the basic figure in the early winter months had been closer to 600,000 and had risen, in January 1949, to 750,000. Between February and April, the basic figure for feeding purposes rose to 875,000. Early in May, the Director of UNRPR, in consultation with the operating agencies and with the concur-

rence of the Secretary-General, established the figure of 940,000 as the basic figure for the distribution of daily rations. This figure does not represent the total number of refugees, since it has proved impossible in many cases to differentiate between genuine refugees and other destitute persons. Nor does it represent the total number of hungry people who apply for food in the camps and stations maintained through UNRPR. Nevertheless, in the opinion of the Director and of the Secretary-General, it is a figure which fairly reflects the responsibility of the United Nations for the care of refugees within the terms of the General Assembly resolution.

The estimates presented at the first part of the third regular session of the General Assembly provided for basic foods and also for medical care, clothing, blankets and shelter. The programme adopted by the Assembly, comprising the above components plus operating and transport costs, called for an expenditure of \$32 million for nine months. This would have amounted to \$3.5 million per month or—using the Assembly figure of 500,000 refugees—\$7.00 per month per refugee. UNRPR has not in fact been able to operate on any such scale. It has operated, for the months of January through April 1949, at \$1.8 million per month for 875,000 refugees, or roughly \$2.00 per month per refugee; this includes food and all other supplies and services as well as operating costs (which have been kept very low). When the basic figure for the distribution of rations was increased to 940,000 in May, the total food budget remained at \$1.8 million as a matter of necessity.

The UNRPR food programme is based on an over-all standard of between 1,500 and 1,600 calories a day, although in practice the average has sometimes fallen below this level and on less frequent occasions has risen above it. Food allocations by UNRPR consist chiefly of flour, oil, dates and pulse, as well as animal protein whenever possible. The UNICEF allocations, chiefly milk, fats, sugar, rice and flour, are an indispensable part of the over-all ration, accounting for about 800 calories of the daily ration for over 500,000 mothers and children among the total refugee population.

Up to the present, UNRPR itself has been able to do very little about medical care, very little about shelter, and almost nothing about clothing or other things that are not at the moment a matter of life or death. It has kept the refugees alive (the mortality and morbidity incidence is scarcely higher among the refugees than is the normal for the area); but its operation cannot be regarded as adequate, if measured by any acceptable world standard for meeting human needs.

The UNRPR funds are not, of course, the only funds being used. In addition to the funds which UNICEF has allocated for its Middle East feeding programme, it has donated \$250,000 for medical care and WHO has given \$50,000 for the same purpose. A variety of private groups such as Catholic missions, the Lutherans, the Mennonites, Middle East Relief and others are providing some food and various other services, including schooling. They are operating privately, in more or less close collaboration with the Red Cross organizations and the American Friends Service Committee, but not as part of the United Nations programme. Their work is invaluable, but its volume is small in proportion to the total need and hence it is in no way a substitute for the United Nations programme as initially envisaged.

Status of finances. The current operating figures, as indicated above, are much lower than the original estimates. When UNRPR started its work in December 1948, it had at its disposal \$3 million of the \$5 million earmarked from the Working Capital Fund under the terms of General Assembly resolution 212 (III). It had received \$3,628,800 as a donation from the United Kingdom, and was in possession of an insignificant amount of supplies and currency left over from the Mediator's Disaster Relief Project. In the month of December, almost the only supplies that could actually be put into use were those furnished by UNICEF. This was true until mid-January 1949, when the first shipments of UNRPR supplies reached their destination. For the balance of January, the month of February, and most of March, the programme continued to be dependent almost entirely on the advance from the Working Capital Fund and on the United Kingdom donation. This was partly attributable to the inevitable delays which occurred between the time when Governments made commitments and the time when supplies could be purchased or received.

The Director of UNRPR and the Secretary-General have made several appeals to most of the Governments of the world. On 3 June 1949, a total value of \$14,690,861 in the form of food, other supplies or currency had been received from or firmly committed by twenty-one Governments, four of the countries concerned not being Members of the United Nations. While improvement in the volume of contributions is hoped for, the immediate picture is one of serious financial stringency.

Extension of the programme. The existing financial stringency has been increased by the necessity of extending the life of UNRPR beyond 31 August 1949, so as to enable the Gen-

eral Assembly to review, at its fourth regular session, the entire Palestine refugee problem and to take new decisions.

The Secretary-General undertook to extend the programme after consultation with the *Ad Hoc* Advisory Committee on Palestine Refugees, the creation of which was authorized in paragraph 10 of the resolution 212 (III). This Committee, which met with the Secretary-General and the Director of UNRPR on 20 April 1949, reviewed the programme, including the financial difficulties, and agreed that, if the money could be found, it was the duty of the United Nations to continue the operation beyond 31 August. It is the understanding of the Secretary-General that the three co-operating agencies are willing to continue their participation in the programme, subject to certain technical conditions now under discussion and with the clear reservation that they cannot continue indefinitely to operate a purely relief programme.

If the full amount of \$25 million thus far pledged by twenty-one Governments is received, and not taking account of contributions which it is hoped will be forthcoming from elsewhere, the programme could continue to operate into November 1949; this assumes a continuation of the full UNICEF Middle East programme for the same period. In this connexion, it should be noted that out of the first dollar contribution received, the Director has paid all outstanding dollar debts, including the first Working Capital Fund advance, and that he has set aside \$500,000 as a liquidation fund so that the United Nations obligations towards the agencies may be fully met and the books of UNRPR closed to the satisfaction of the Board of Auditors. A second advance of \$2 million from the Working Capital Fund was made in May 1949 to provide for July purchases to be made in June, pending the receipt of additional contributions.

Under the terms of resolution 212 (III), UNRPR is concerned exclusively with the provision of relief. The question of the repatriation, resettlement and economic and social rehabilitation of the refugees is the concern of the Palestine Conciliation Commission, which, by resolution 194 (III), is instructed to "maintain close relations with the Director of the United Nations Relief for Palestine Refugees and, through him, with the appropriate organs and agencies of the United Nations". The Director has placed himself at the disposal of the Conciliation Commission and has held several meetings with its members, giving them such information regarding the refugee situation as they desired.

It is hardly possible, of course, to anticipate the scope and character of any programme which

the General Assembly may establish at its fourth regular session. The facts would indicate however, that there will probably be considerable need for international provision of assistance to refugees in 1950, particularly while any measures for permanent rehabilitation are first being implemented. With respect to the problem of sanitation and medical care, the Secretary-General, in June 1949, suggested to the Director-General of WHO that the World Health Assembly, which was about to meet in Rome, might wish to consider the feasibility of a provision in the 1950 budget of WHO which would permit a substantially larger allocation towards a medical care programme among the refugees than was possible for 1949.

3. RELATIONS WITH AND CO-ORDINATION OF SPECIALIZED AGENCIES

In the field of co-ordination, the past year has been one of widespread activity directed towards the implementation of the principles laid down by the General Assembly and the Economic and Social Council.

The Administrative Committee on Co-ordination, with its Preparatory Committee of deputies and the various forms of co-ordination machinery under its supervision, has accomplished much useful work and reports on the results achieved have been submitted to the Economic and Social Council (see (b) below).

(a) AGREEMENTS

Of the thirteen agencies with which negotiations have been authorized by the Economic and Social Council, agreements with six, namely the International Labour Organization, the Food and Agriculture Organization, the United Nations Educational, Scientific and Cultural Organization, the International Civil Aviation Organization, the International Bank for Reconstruction and Development and the International Monetary Fund were already in force before July 1948. During the past year, agreements with the World Health Organization and the Universal Postal Union, previously negotiated and approved by the General Assembly, came into force as a result of the approval given by their governing bodies, and the agreement with the International Telecommunication Union came into force automatically on 1 January 1949, at the same time as the Telecommunication Convention, revised in 1947.

An agreement with the International Refugee Organization was negotiated during the period under review, and came into force after approval by the General Assembly and the General Council of the IRO. Negotiations have also taken place with the Inter-governmental Maritime Consulta-

tive Organization and the draft agreement has received General Assembly approval, but will not enter into force until it has been approved by the first assembly of IMCO.

A preliminary draft agreement has been drawn up after consultations between the secretariats of the United Nations and the Interim Commission of the International Trade Organization. Formal negotiations on this agreement cannot take place until ITO itself comes into being, but in the meantime its provisions are applied to the working relationship of the United Nations with the Interim Commission.

Consultations on the secretariat level have also been held with the International Meteorological Organization, pending the formal establishment of the World Meteorological Organization.

The IRO has acceded to the Convention on the Privileges and Immunities of the Specialized Agencies and has accepted the annex, recommended to it by the Economic and Social Council under resolution 212 (VIII) and providing that the standard clauses of the Convention should apply without modification.

The Secretary-General has prepared a report requested by the Economic and Social Council to enable it to comply with General Assembly resolutions 50 (I) and 124 (II) on the action taken in pursuance of the agreements concluded between the United Nations and the specialized agencies. This report gives a historical review of the agreements concluded with eleven agencies, analyses the articles of the agreements and describes their implementation, outlining the co-ordinating machinery and procedures used. No attempt has been made in this study to formulate conclusions on the possible revision of agreements, it being felt that efforts, at this stage, should rather be concentrated on improved co-operation within the framework of the existing agreements.

The report does provide, however, a comprehensive analysis of the working relationship between the United Nations and the specialized agencies, and this analysis should be of value to Member Governments in determining their policy on the question of the co-ordination of the work of the Organization and of the specialized agencies.

(b) PROGRAMME CO-ORDINATION

Since the Secretary-General's last report to the General Assembly, the function of programme co-ordination has acquired increased importance. The emphasis has changed from the avoidance of duplication and overlapping to a more positive approach, involving the co-ordination of activities and the elaboration of joint programmes.

The most important and far-reaching development of this kind during the past year has been that of technical assistance. At its eighth session, the Economic and Social Council, following upon resolutions adopted by the General Assembly at its third regular session, called upon the Secretary-General (resolution 180 (VIII)) in consultation with the executive heads of the specialized agencies through the Administrative Committee on Co-ordination, to prepare a report setting out a "comprehensive plan for an expanded co-operative programme of technical assistance for economic development through the United Nations and its specialized agencies . . .".

Immediately after the adoption of this resolution, the Secretary-General held informal conversations at Geneva and Lake Success with the heads of the specialized agencies located in Europe and on the American continent, respectively. As the outcome of these and later consultations, a report has been prepared and is being submitted to the Council at its ninth session. Chapter 5 of that report, dealing with "Organization and Finance", suggests that, in order to ensure effective team-work among the agencies concerned, the Administrative Committee on Co-ordination should set up its own technical assistance committee consisting of a representative of each participating organization. This committee would be serviced by a small and highly qualified staff which would act as a clearing house for information on technical assistance, arrange for such preparatory studies as the committee might require, and prepare such periodic reports on the operations carried out under the programme as might be necessary. Further details relating to the report will be found in Section 1, B, of the present chapter.

In view of the fact that the report on technical assistance has not yet been considered by the Council, it would not be useful at this stage to set out the details of the plan as a whole. In the meantime, however, it is clear that such a programme, which cuts across the entire field of economic and social activities, will not only raise important issues for programme co-ordination, but may well prove the real test of co-ordination as a whole. It is anticipated that a major portion of the efforts of the Administrative Committee on Co-ordination will be absorbed by this important task for a considerable time to come.

The Economic and Social Council, at its seventh session, invited the Secretary-General, in consultation with the Administrative Committee on Co-ordination, to select and prepare studies on specific topics which the Council should consider at future sessions from the co-

ordination aspect. The topics selected for this purpose during the past year have been housing, fellowships and man-power (including technical training and migration), and on each of these a report has been prepared for submission to the Council at its ninth session.

As a result of preparatory work undertaken jointly by the United Nations, ILO, FAO, UNESCO and WHO, a report on housing has been submitted to the Economic and Social Council by the Secretary-General, embodying a draft integrated programme which indicates the various activities and fields of special study and proposes an allocation of responsibilities among the international organizations concerned.

After consultations among the same organizations, a report on fellowships has been prepared for the Council presenting some aspects of the problem of co-ordinating the activities of the various international organizations which administer fellowship programmes. It indicates that substantial progress in co-ordination has been achieved; in particular, agreement has been reached on a considerable measure of uniformity in the administrative arrangements for the operation of the programmes. Recognition is given to the interrelated nature of the various fields of activity, and the resulting impossibility of eliminating marginal areas of study in fellowship programmes. Any difference of opinion as to the fields of observation to be assigned to one agency or another will be resolved by a procedure of consultation among the organizations concerned, which is outlined in some detail in the report. There remain a number of issues on which it is hoped to be able to report later, in the light of further studies to be made at the technical level. It is also possible that existing co-ordination arrangements in the field of fellowships may in due course require elaboration and adjustment in connexion with the proposed programme of technical assistance for economic development.

Consultations between the United Nations, ILO, FAO, UNESCO, WHO, the Bank and IRO on the subject of migration have been continued with a view to giving practical effect to recommendations on co-operation in this field, made by the Economic and Social Council at its seventh session. An account of progress made as a result of these consultations was given to the Council in a report which takes into account the particular concern of the different agencies as regards the emphasis on the scope of activities planned by other agencies and, whenever possible, establishes a time-table for the completion of preparatory studies.

A meeting was held in Geneva at the invitation of the ILO, to examine the new ILO man-power programme in the light of any assistance or contribution that might be made by other interested organizations, or conversely, any assistance that might be given by the ILO to related programmes of the United Nations or specialized agencies. This meeting was reported upon separately for the information of the Economic and Social Council at its ninth session.

The Administrative Committee on Co-ordination, which endorsed all these reports on programme co-ordination, also called attention to the good progress in co-ordination achieved in the fields of statistics and transport and communications.

Another subject to which attention has been given during the past year is that of regional co-ordination. A paper was prepared by the Secretary-General for the eighth session of the Economic and Social Council on programme co-ordination between the regional Economic Commissions of the United Nations and the regional officers of the specialized agencies, showing the joint activities undertaken and the type of machinery used.

In reporting on the implementation of General Assembly resolution 125 (II) of 20 November 1947, which calls upon Member Governments to take measures to ensure, on a national level, a co-ordinated policy of their delegations to the United Nations and to the different specialized agencies, the Secretary-General has drawn attention to the statements on this subject communicated to him by Member Governments, and also to the verbal statements made by certain delegations, reporting that successful results had been obtained by regular periodic meetings of departmental representatives to examine problems concerning the United Nations and the various specialized agencies, and to lay down a co-ordinated national policy.

(c) ADMINISTRATIVE AND BUDGETARY CO-ORDINATION

The General Assembly, by resolution 210 (III) adopted on 18 November 1948, requested the Secretary-General, in consultation with the Advisory Committee and the Administrative Committee on Co-ordination, to continue efforts further to improve administrative and budgetary co-ordination between the United Nations and the specialized agencies, including consideration of the possibility of developing a joint system for external audit and for common collection of contributions. The resolution further requested the Secretary-General to arrange with the specialized agencies for adequate reimbursement by the latter to the United Nations of expenditures connected

with the offices and administrative services placed at their disposal.

The questions on which the Secretary-General has consulted formally with the specialized agencies since the last report include the following: joint system of external audit; common collection of contributions; budget estimates for 1950; currency of contributions; common financial regulations; Joint Staff Pension Fund; basic assumptions underlying the personnel regulations; recruitment questions and the advice of the International Civil Service Advisory Board; salary, allowance and leave systems; cost of living in Headquarters and branch-office cities; common administrative services; and Headquarters and regional offices arrangements.

(i) *Joint system of external audit*

The Secretary-General and a majority of the specialized agencies were able to agree on a set of proposed principles which the Administrative Committee on Co-ordination has decided to recommend to the appropriate authorities in each participating agency. These principles, together with the selection of a common panel of auditors, should go a long way to ensure a common system of audit for the United Nations and the specialized agencies. In the case of the United Nations, the Secretary-General believes that the principles should be incorporated in a resolution of the General Assembly setting out the terms of reference of the Board of Auditors for the 1949 audit. With respect to the organization of a joint system, the majority of agencies were able to agree that it would be desirable for all agencies to be audited by public auditors having the rank of Auditor-General or its equivalent in the various Member States. The plan provides that a panel of these auditors should be chosen by common consent for a period of three years in such a manner that the members of the panel would not exceed six in number, and taking into account the location of the specialized agencies, the ability of the governmental audit staffs to undertake the total audit load within the appropriate time-limits and the desirability of securing continuity of audit. This provision requires that agencies should consult with each other in the selection of their auditors and that there should be considerable overlapping since there would be only six auditors for a total of ten to twelve participating agencies. The plan also provides that the auditors selected should meet together annually to co-ordinate their audits and exchange information on methods and findings.

(ii) *Common collection of contributions*

The Secretary-General has also made a study with the agencies of the possibilities for common

collection of contributions. It would seem clear from this study that while the system is not technically impossible, its disadvantages on the whole seem likely to outweigh the advantages at the present time. The major problems seem to be (a) the differences in membership (the approved agreements between the United Nations and each of the agencies provide only that the United Nations may collect from members of specialized agencies which are also Members of the United Nations); (b) the established procedures in many Governments of paying international organization budgets through departmental budgets; and (c) the problem of the currencies in which the contributions are paid for certain agencies.

It appears clear also that, while the system of common collection would not result in any significant increase in the administrative costs of the United Nations, neither would it mean any significant savings in any specialized agency where it is ordinarily a part-time job of one accountant. It also appears quite possible that a common collection system might have the result of causing delays in the payment of contributions to certain agencies which have in the past been able to make special arrangements for early payment of contributions. In the light of these facts, the Administrative Committee on Co-ordination has suggested that the main objectives of the General Assembly might better be achieved by an alternative proposal to the effect that each agency would supply to the United Nations early in December a schedule showing the amounts requested from each Member Government for the following year. The appropriate statistics from each agency for each country would then be annexed to the United Nations request for contributions, thus indicating to the respective treasuries in each year the total contributions to be made for the work of international organizations. Should this plan prove acceptable to the General Assembly, the agencies depending on annual governmental contributions are ready to inaugurate the plan in December 1949.

(iii) *Budget estimates for 1950*

The Secretary-General has been concerned with two aspects of the budget estimates of the specialized agencies for 1950, namely, the form of those budgets and the transmittal of the estimates or approved budgets for review by the General Assembly. The Secretary-General has kept in mind the recommendations of the Advisory Committee on Administrative and Budgetary Questions, as approved by the General Assembly, on the form of the budgets, including the recommendations with respect to project budgeting, superficial differences in terminology, and the form and content of the explanatory notes. He

has brought these recommendations to the attention of the agencies and also the observation of the Advisory Committee that, in its view, the standard summary of the United Nations and specialized agencies budgets greatly facilitated the work of comparative analysis.

During the spring of 1949, a considerable simplification of the standard summary of budget estimates for 1950 was agreed and a number of tables added which should facilitate comparative analysis. Certain modifications in their budget presentation have been made by two agencies, which now use project estimates as their main budget, thus making the results more closely analogous in presentation to the budgets of the United Nations and other agencies.

With respect to the transmittal of budgets or budgetary estimates for 1950, four agencies have transmitted draft budget estimates as presented to their finance committees and governing bodies. Arrangements have been made for transmittal of the estimates of all other specialized agencies except the Bank and the Fund.

(iv) *Loans to specialized agencies*

Under the authority of resolution 244 (III) of the General Assembly, the Secretary-General has made small loans from the Working Capital Fund of the United Nations to the Interim Commission of ITO and to the Preparatory Committee of IMCO. During the same period, WHO repaid \$1,300,000 in loans made during previous years.

(v) *Joint Staff Pension Fund*

Since the adoption by the General Assembly of the permanent pension scheme (resolution 248 (III) of 7 December 1948), the Secretary-General has undertaken negotiations under article 28 of the Fund regulations, to admit specialized agencies to the scheme. The personnel of WHO have now been covered by the scheme since 1 May 1949. Negotiations are also in their final stages with UNESCO and ICAO. In accordance with the wishes of the Joint Staff Pension Board and the Advisory Committee on Administrative and Budgetary Questions, the Secretary-General has communicated to the Director-General of FAO the opinion that the whole question should be raised again at the November Conference of FAO with a view to the acceptance by that organization of the joint scheme. The position of the ILO is not clear at this time. A difference of opinion exists in the staff and the administration of that organization on the desirability of reopening the old scheme to which a group of senior staff members belong, or covering the newer officials under the United Nations scheme. There have as yet been no negotiations with UPU or

ITU or the organizations still in an interim stage such as ITO and IMCO.

(vi) *Basic assumptions underlying personnel regulations*

The Secretary-General discussed with the agencies, in January, questions underlying the staff regulations of the United Nations and the specialized agencies. Certain fairly clear patterns were indicated as basic concepts of the majority of the specialized agencies and it is expected that these concepts will be used as a guide for achieving greater uniformity in the staff regulations of the United Nations and the agencies. However, it has not seemed opportune to pursue the work on basic regulations prior to the recommendations of the Committee of Experts on salaries, allowances and leave systems and prior to further developments in the work of the International Civil Service Advisory Board.

(vii) *Salaries, allowances and leave systems*

The Secretary-General has consulted continuously with the agencies concerning the preparation of documentation for the Committee of Experts in this field. The agencies have assisted in the preparation of factual material and have been invited to present opinions on the desirability of their present systems to the Committee during its meeting in July. A continual exchange of information on rules governing salaries, allowances and leave has led to greater uniformity in these matters.

(viii) *Common administrative services*

Geneva continues to be the location at which the greatest centralization of administrative services is to be found. At Headquarters a considerable number of incidental services are rendered, on a reimbursable basis, to the specialized agencies, particularly in travel and language services. The closest collaboration on common services has been achieved for more than a year at Shanghai and to a more limited extent in Bangkok. Exchange of individual personnel continues according to the system laid down for inter-agency loans and transfers and in accordance with established rates for reimbursement.

(ix) *Headquarters and regional office arrangements*

It is the view of the Secretary-General that the location of some of the specialized agencies at the seat of the United Nations would present substantial advantages from the point of view of both over-all administrative efficiency and economy and of satisfactory co-ordination of work programmes. Although the Secretary-General has not yet been able to make precise and comprehensive proposals regarding facilities for the special-

ized agencies at Headquarters, the question is now under active consideration and the interested agencies have been invited to consult with the Secretary-General and his technical services on the character of a possible building or buildings on the Headquarters site. These consultations do not in any way commit agencies to a decision as to the location of their headquarters.

It has also been made clear that temporary space can be made available to specialized agencies in the United Nations secretariat building if the proposed specialized agency building or buildings should not be completed at the same time as the United Nations secretariat building.

The question of space at Geneva is also under active consideration.

With regard to the co-ordination of the location of regional and branch offices, several agencies, under the terms of their agreements with the United Nations, have undertaken to do this as far as may be practicable. The Economic and Social Council endorsed the view, expressed by the Administrative Committee on Co-ordination, that before the establishment of new permanent regional offices, it would be helpful to have full advance consultations through the medium of the Committee; such consultations have since been held with several agencies.

In cases where consultations have taken place at a sufficiently early stage and where there have been no over-riding considerations to predetermine the outcome, this procedure has been found most useful. In others, where such considerations existed, the Administrative Committee on Co-ordination has confined itself to taking note of the reasons underlying the decisions made.

(x) *Reimbursement for services*

With respect to reimbursement for services rendered, the Secretary-General wishes to report that he has undertaken new studies in Geneva to determine the adequacy of the rates set in 1948. There have been representations from agencies located in Geneva that some of the charges to those agencies are too high and the Secretary-General is carefully scrutinizing the rates with a view to reducing them wherever possible. The current studies are also aimed at simplifying the methods of calculating costs, but in the meantime the rates established in 1948 on the basis of principles approved by the Advisory Committee on Administrative and Budgetary Questions and the General Assembly continue in force.

4. RELATIONS WITH NON-GOVERNMENTAL ORGANIZATIONS

The non-governmental organizations granted consultative status with the Economic and Social

Council now number eighty-three, of which nine are in category (a), seventy in category (b) and four in category (c).¹ The numbers of those in categories (a) and (c) have remained unchanged throughout the year, except that one organization in category (c) was dissolved. Fourteen of the seventy organizations in category (b) were, however, granted consultative status during the year under review.

The consultative non-governmental organizations have submitted nearly a hundred communications which have been distributed in the form of documents of the Economic and Social Council.

The following items proposed by organizations in category (a) were accepted by the Council for the agenda of its seventh and eighth sessions:

Survey of forced labour and measures for its abolition: item proposed by the American Federation of Labor.

Infringements of trade union rights: item proposed by the World Federation of Trade Unions.

Creation of a central publication for the promotion of and advising on development projects: item proposed by the American Federation of Labor.

The Council, in addition to hearing the views of each organization which had proposed an item for the agenda, heard, at its eighth session, the views of other organizations in category (a) on other items of the agenda, as follows:

¹ Category (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.

Category (b).—Organizations which have a special competence but are concerned specifically with only a few of the fields of activity covered by the Council.

Category (c).—Organizations which are primarily concerned with the development of public opinion and with the dissemination of information.

World Federation of Trade Unions (item 6—trade union rights—freedom of association).

World Federation of Trade Unions and the International Organization of Employers (item 7—principle of equal pay for equal work for men and women workers).

World Federation of Trade Unions (item 41—declaration of old age rights).

Full information on consultative arrangements is now available in a document entitled *Arrangements of the Economic and Social Council of the United Nations for Consultation with Non-Governmental Organizations—Guide for Consultants*. This document is intended to assist the consultants appointed by consultative non-governmental organizations to represent them, and contains an explanation of the privileges conferred upon the consultative organizations, the procedures to be followed in exercising these privileges, and the facilities provided by the Secretary-General. The arrangements as contained in the *Guide* were, however, somewhat modified by the new rules of procedure adopted by the Economic and Social Council at its eighth session (rules 7, 9, 10, 12, 15, 78, 79, 80 and 81). A revised edition of the *Guide* will be issued in the latter part of 1949.

A *Handbook of Consultative Non-Governmental Organization* now being prepared, contains a description of each of the eighty-three consultative organizations under the following titles: historical background, purpose, constitution, membership, officers, finance, relations with inter-governmental organizations and non-governmental organizations, activities and publications. Other chapters of the publication discuss the origin and development of the present consultative relationships and include biographies of the leading figures in the various organizations.

Chapter III

QUESTIONS CONCERNING TRUSTEESHIP AND NON-SELF-GOVERNING TERRITORIES

A. Development of the Trusteeship System

(a) GENERAL

THE past year has witnessed great and heartening progress towards the full development of the International Trusteeship System created by the Charter of the United Nations. All the important functions and procedures by which the United Nations is enabled to supervise the administration of Trust Territories are now fully in operation.

The first reports of the Administering Authorities on all ten Territories so far placed under trusteeship have already been or are now being examined. In its examination of these reports, the Trusteeship Council has brought into view an increasing number of problems, whether local or general in character, with regard to the political, economic, social and educational development of the peoples concerned, and has made recommendations thereon to the Administering Authorities.

Inhabitants of the Trust Territories are taking increasingly full advantage of their rights to petition the United Nations directly, thus showing a growing understanding of the implications and opportunities of the International Trusteeship System. It is worthy of note that the visit of the first periodic Visiting Mission of the Trusteeship Council stimulated the presenting of petitions from Tanganyika and Ruanda-Urundi and that the mission was able in many cases to investigate grievances on the spot.

In no respect, indeed, has the potential effectiveness of the Trusteeship System been more strikingly shown than in the activities of the visiting missions of the Trusteeship Council. The right to send an independent body responsible not to Governments but to the Council to make investigations on the spot is one of the

most noteworthy advantages which the Trusteeship System enjoys over the Mandate System which it superseded. The important constitutional reforms which followed the visit of the Special Mission to Western Samoa indicate that such missions are a potent instrument for the advancement of the peoples of the Trust Territories. More recently, the United Nations Visiting Mission to East Africa mentioned above has submitted to the Trusteeship Council a report of exceptional interest, containing a valuable and illuminating survey of conditions in Tanganyika and Ruanda-Urundi. It should be emphasized that its findings represent the unanimous views of an independent body consisting equally of representatives of Administering and non-Administering Powers. A second periodic Visiting Mission will shortly proceed to West Africa.

The Trusteeship Council has undertaken, under the direction of the General Assembly, two studies which are of potentially far-reaching importance to a number of Trust Territories, namely: the effect on the status and progress of Trust Territories of "administrative unions" between them and adjacent colonies, and the implications of the expansion of facilities for higher education in Trust Territories in Africa.

The remainder of section A and sections B, C and D of this chapter deal with the activities of the third session of the Trusteeship Council (the period from 1 July to 5 August 1948), of the first part of the third session of the General Assembly, of the fourth session of the Trusteeship Council (24 January to 25 March 1949) and of the earlier part of the fifth session (15 to 30 June 1949). A brief reference is made to relations between the Security Council and the Trusteeship Council in respect of strategic areas under trusteeship. Inevitably, most attention is paid to the work of the Trusteeship Council, which alone examined conditions in Trust Territories in detail. The Fourth Committee of the

General Assembly did, however, give careful consideration to the report of the Trusteeship Council covering its second and third sessions and on its recommendation the Assembly, on 18 November 1948, adopted resolution 223 (III) taking note of the report, and bringing the comments and suggestions of representatives on the Fourth Committee to the attention of the Trusteeship Council.

In addition to this resolution and to others which are dealt with below at greater length, the General Assembly adopted resolution 226 (III) reaffirming that the supervisory authority over Trust Territories rested with the United Nations, and recommending that the Administering Authorities should take all possible steps to hasten the achievement of the basic objectives of the International Trusteeship System.

(b) RELATIONS BETWEEN THE SECURITY COUNCIL AND THE TRUSTEESHIP COUNCIL

Procedures governing the detailed application of the International Trusteeship System to strategic areas under trusteeship, to the need for which the Secretary-General had drawn the attention of the Security Council, have been worked out during the year between that Council and the Trusteeship Council. Reference was made in the last report to the fact that the Security Council had received, from its Committee of Experts, a draft resolution under the terms of which the Trusteeship Council would be requested to perform, on behalf of the Security Council, and subject to the provisions of the Trusteeship Agreements and to the decisions of the Security Council covering security matters, the functions specified in Articles 87 and 88 of the Charter relating to the political, economic, social and educational advancement of the inhabitants of the Trust Territories; the Trusteeship Council would also be requested to submit reports on these matters to the Security Council. The draft resolution was examined by the Trusteeship Council during its third session, and the interpretation given to it by its members was in due course communicated to the Security Council. On 8 March 1949, the Security Council adopted the draft resolution and at the same time approved the interpretation given to it by the Trusteeship Council. Subsequently, the Trusteeship Council, at its fourth session, adopted a resolution by which it decided to perform, in accordance with Article 83, paragraph 3 of the Charter and in the light of the Security Council's resolution and of the interpretation given to it by the Trusteeship Council, the functions of the United Nations relating to political,

economic, social and educational matters in the strategic areas under trusteeship.

(c) RELATIONS BETWEEN THE TRUSTEESHIP COUNCIL AND THE ECONOMIC AND SOCIAL COUNCIL AND SPECIALIZED AGENCIES

Arrangements already made for co-operation between the Trusteeship Council and the Economic and Social Council in dealing with matters of common concern were discussed in the last annual report of the Secretary-General. During the year under review, the Trusteeship Council has also adopted a resolution bearing on the action of the Economic and Social Council in calling upon the Secretary-General to initiate studies and collect and disseminate information on welfare activities in under-developed areas and territories. The Trusteeship Council, welcoming the efforts thus envisaged, assured the Economic and Social Council of its full co-operation, in every way within its competence.

The Trusteeship Council has also taken action towards securing the co-operation of the specialized agencies by recommending that they should study the annual reports from the Trust Territories with a view to making such recommendations and suggestions as they might consider proper. It also requested the Secretary-General to keep in close touch with the agencies with a view to seeking their counsel and assistance.

(d) PROVISION OF INFORMATION CONCERNING THE UNITED NATIONS TO THE PEOPLES OF TRUST TERRITORIES

During its third session, the Trusteeship Council, at the suggestion of the Secretary-General, adopted a resolution on the provision of information to the peoples of Trust Territories. By this resolution it invited Members responsible for the administration of Trust Territories to furnish the Secretary-General with the names and addresses of officials to whom records of the Trusteeship Council might be sent and with suggestions as to other channels by which information on the aims and activities of the United Nations might be communicated to the general public in Trust Territories. At the time of writing, lists of names and addresses to which suitable material can be sent have been received in respect of seven Trust Territories.

B. Conditions in Trust Territories

(a) TANGANYIKA

(i) *Examination of the annual report*

During its third session, the Trusteeship Council examined and formulated observations,

conclusions and recommendations on the annual report for the year 1947 received from the United Kingdom Government on its administration of the Trust Territory of Tanganyika.

The Council devoted considerable attention to the arrangement whereby Tanganyika has been linked administratively with the neighbouring United Kingdom possessions of Kenya and Uganda, and to the possible effects of this arrangement on the status and development of the Territory. The Council decided, however, that it was not in a position to form a definite opinion; and it has subsequently, on the recommendation of the General Assembly, instituted a special investigation of this and other unions and similar arrangements affecting Trust Territories.

In examining the state of political development among the estimated five and a half million Africans in Tanganyika, the Council expressed the hope that the Administering Authority would take further steps to foster their political development, and recommended the introduction of electoral legislation and the stimulation of political education. The Council noted with satisfaction the encouragement given to the Africans to take part in the local administration, but expressed the view that the existing tribal structure was an obstacle to their political and social advancement.

In the economic field, the Council studied the large-scale groundnut production scheme undertaken in the Territory and asked for progress reports on it and on its general effects. The Council also made a number of suggestions relating to the preservation of adequate land for the needs of the Africans, the establishment of local secondary industries, and the system of indigenous taxation.

In the field of social development, the Council made suggestions concerning the importance of ensuring against discrimination against the indigenous inhabitants, the prohibition of child labour and the control of the employment of minors, the extension of public health services, and the improvement of living standards by a substantial increase in wage levels.

The Council found that educational facilities were inadequate, and expressed concern at the disparity in expenditure and educational facilities for European, Asian and African children respectively. It made a number of suggestions for the improvement of the educational situation in the Territory.

A statement of the minority views of the representative of the Union of Soviet Socialist Republics was appended to the report of the Council.

(ii) *Report of the Visiting Mission*

The examination by the Council of the annual report on the administration of Tanganyika was followed shortly by a visit to the Territory by the first of the periodic Visiting Missions to be dispatched by the Council under Article 87 c of the Charter. Directed by the Council to observe the development of political, economic, social and educational conditions in the Territory, its progress towards self-government or independence, and the efforts of the Administering Authority to achieve all the basic objectives of the International Trusteeship System, and directed also to give attention to matters arising from the annual report and petitions from the Territory, the Visiting Mission spent the period 12 August to 21 September 1948 in Tanganyika. Later, it conferred in London with the Secretary of State for the Colonies and with other officials of the United Kingdom Government.

The Visiting Mission, composed of two representatives of Administering Powers and two of non-Administering Powers, submitted a comprehensive and unanimous report containing a large number of observations, conclusions and recommendations.

The Mission expressed the opinion that the Inter-Territorial Organization in East Africa was more than a mere administrative organization but that it fell short of a complete political union.

In the field of political development, the Visiting Mission considered that the overwhelming majority of the Africans in Tanganyika would not, under existing conditions, be capable for a considerable time to come of assuming full political responsibility, and expressed the opinion that the Administering Authority should give urgent consideration to appropriate measures for accelerating their development towards self-government or independence.

Among its conclusions on economic matters, the Visiting Mission believed that the groundnut scheme would be beneficial to the Territory if it were eventually transferred, as contemplated, to the people of the Territory on a co-operative basis, if the territorial revenues were greatly increased by taxes and duties on the groundnut operations, and if model communities established in the growing areas were to become examples for industrial or mining communities in the whole Territory. The Visiting Mission noted the generally poor and primitive nature of peasant agriculture and suggested action to improve it; it made suggestions regarding the curtailment of European colonization, and the return to the Africans of ex-German and surplus mission lands; it drew attention to the rich and extensive nature of mineral deposits and suggested that the

Council should investigate the adequacy of the Territory's share in their exploitation; and it made suggestions concerning the development of secondary industries, the improvement of the indigenous tax system, and the training of Africans in industry and commerce.

The Mission saw a need for the further expansion of medical services, for a scientific examination of African standards of living, and for improvements in the efficiency and stability of labour through increased educational and health facilities and better labour conditions. While acknowledging the value of past efforts and future plans in the field of education, the Visiting Mission stressed the importance of a still greater expansion in order to enable the inhabitants to attain the objectives of the Trusteeship System.

In view of the desire of the United Kingdom Government to have more time in which to submit its observations, the report was examined by the Trusteeship Council at its fourth session in a merely preliminary way.

The observations of the Administering Authority, which were received by the Secretary-General on 11 May 1949, took the form of a detailed commentary on each of the chapters of the Mission's report and on the recommendations contained therein. The Administering Authority stated, *inter alia*, that it considered as adequate the measures it was taking to accelerate the political development of the Territory and stressed the administrative nature of the Inter-Territorial Organization. It reiterated its assurance that the ownership of the groundnut scheme would be transferred to the people themselves, but stated that it was too early to give details of how this would be done; it disagreed with the recommendation of the Mission concerning the curtailment of European immigration, on the ground that large areas of the Territory were capable of development at the present time only by the non-indigenous population. The Administering Authority pointed out that considerations of finance would prevent any greater expansion of health services and education than that contemplated in the Ten-Year Plan.

The Trusteeship Council is pursuing its consideration of the report of the Mission at the session now in progress.

(iii) *Petitions from the Territory*

The Trusteeship Council discussed, at its third session, two petitions relating to Tanganyika in addition to those referred to in the Secretary-General's last report. A former resident in the Territory requested the Council to provide for a visit to the Territory to investigate a number

of allegedly harmful policies and practices. The petitioner was informed that arrangements had previously been made for a mission to visit Tanganyika. In the case of a Native of Uganda, who petitioned the Council to investigate the Inter-Territorial Organization in East Africa, the Council decided to send him the conclusions it had adopted on that question during the examination of the annual report on Tanganyika.

At the fourth session, the Council examined thirteen petitions relating to Tanganyika, many of which had been received through and investigated by the Visiting Mission.

In the case of five petitions concerning the immigration and repatriation policies of the Administering Authority and related subjects, the Council decided to take no action. A similar decision was made in the case of a petition from a deposed chief, of a petition protesting against alleged fortification of the Territory and forced enlistment of troops, and of a petition alleging discrimination against Asians in the granting of registration as medical practitioners. On a petition concerning land titles originally granted by the Sultan of Zanzibar, and on a petition from a community which wished to be classified as Asians, not as Africans, the Council requested the Administering Authority to supply further information.

The Trusteeship Council noted that four petitions raised questions of a general character dealt with in the report of the Visiting Mission and decided to defer further discussion of them until its final consideration of the report of the Visiting Mission at its fifth session.

The most important of these petitions were one from the Council of the Chagga tribe, a politically advanced people living on the slopes of Mt. Kilimanjaro, who complained, *inter alia*, of shortage of land and of excessive land alienation in the past in their tribal district, and one from the Tanganyika African Association, requesting improvements in the standard of education, the conditions of recruited labour, and other matters. One of these petitions alleged racial discrimination, in which connexion the Council passed a resolution noting the past efforts of the Administering Authority to eliminate racial discrimination and urging increased efforts.

(b) RUANDA-URUNDI

(i) *Examination of the annual report*

At its third session, the Trusteeship Council also examined and formulated observations, conclusions and recommendations on the report by the Government of Belgium on the administration of Ruanda-Urundi for the year 1947.

In setting forth its conclusions and recommendations, the Council recognized that the Administering Authority had been confronted with the difficulties inherent in a country densely populated by a people who had only in comparatively recent years felt the impact of more modern civilization. It commended the Administering Authority for the positive achievements it had made; nevertheless, it found considerable scope for further measures to promote the interests of the estimated population of 3,700,000 Africans and their progressive development towards self-government or independence.

In the field of political advancement the Council noted that no real progress had in fact been made towards developing in the indigenous population the understanding and practice of democratic processes. It found that the local administration was based on the indigenous political and tribal structure — the chiefs, sub-chiefs and their councils — and suggested that this system did not offer sufficient opportunity for the political development of the indigenous inhabitants as a whole. It also found that Africans had no direct representatives on the Governor's advisory council, and held none of the more important posts in the administration. The Council made a number of recommendations and suggestions designed to improve this situation and to accelerate the political development of the inhabitants.

The Council expressed the opinion that economic conditions required improvement, and that economic benefits were not sufficiently directed to the interests of the indigenous population. It made suggestions and recommendations aimed at eliminating possible undue hardships under the prevailing system of the indigenous poll tax, and at alleviating, possibly with the help of the Food and Agriculture Organization, the serious famines such as those which had occurred in the Territory from time to time.

In the field of social advancement, the Council felt that the number of European medical practitioners should be increased as far as practicable, that Africans should be trained as physicians, that the number trained for other medical work should be increased, and that all other necessary steps should be taken to meet the medical needs of the people. Other observations and recommendations related to the need for legislative control of child labour, for a system of rehabilitation payments to long-term prisoners, and for a more adequate system of vital statistics.

The Council, which stressed the importance of education to the general advancement of the inhabitants, expressed concern at the inadequacy of educational facilities in the Territory, where

education was almost entirely left to missions, illiteracy was prevalent, schools were insufficient in number and advanced education was practically unknown. It put forward a series of recommendations aimed at the improvement of these conditions.

A statement of the minority views of the representative of the Union of Soviet Socialist Republics was appended to the report of the Council.

(ii) *Report of the Visiting Mission*

The Visiting Mission, whose report on Tanganyika has been mentioned above, also submitted to the Council a comprehensive review of conditions in Ruanda-Urundi, which it visited from 20 July to 11 August 1948, subsequently holding conversations with the Minister for the Colonies and other officials of the Colonial Ministry in Brussels.

In Ruanda-Urundi, as in Tanganyika, the Visiting Mission was impressed by a number of positive achievements of the Administering Authority, but it nevertheless found considerable scope for constructive criticism. In the political field the Visiting Mission observed that progress had been slow, and it recommended or suggested a number of measures to accelerate this phase of development. It also examined certain effects of the arrangement by which Ruanda-Urundi has been united administratively, since 1925, with the neighbouring Belgian Colony of the Congo, and found cause to suggest that this arrangement might be modified on the basis of partnership rather than subordination. The Visiting Mission further observed that, although the people of the Territory were enjoying a régime of peace and security, the atmosphere was not as free as it might be, and it hoped that the ideal of liberty would be progressively fostered.

In the economic sphere, the Mission reported appreciatively on efforts made by the Administering Authority, particularly in agriculture and reafforestation, and at the same time suggested or recommended, *inter alia*, measures to develop co-operative methods, to study the problems of cattle breeding, to explore the participation by Africans in commerce and industry, and to improve the tax system.

In the social field, the Mission proposed a study of the standards of living of the indigenous people and of the low wages of the workers. Among a number of other observations and conclusions, it deplored the practice of illegal and arbitrary whipping to compel people to obey orders.

Noting the large extent of participation by religious missions in education in the Territory,

the Mission recommended that the Administering Authority should take a more direct part in education and establish under its control a certain number of secular schools. It made a number of other proposals for the improvement of education in the Territory.

In view of the desire of the Belgian Government to have more time to submit its observations, the report was examined by the Trusteeship Council at its fourth session merely in a preliminary way. The report is receiving a final examination at the fifth session now in progress.

(iii) *Petitions from the Territory*

At the fourth session, the Trusteeship Council examined thirteen petitions relating to Ruanda-Urundi, most of which had been received through and investigated by the Visiting Mission.

Five of these were from Asians who complained against expulsion orders or other action taken against them by the local administration, and of instances of discrimination against Asians. On four of these petitions, the Council decided to take no action. The Council requested the Administering Authority to review in a spirit of leniency the cases of the other Asian and of an African, who had been expelled from the Territory into the Belgian Congo.

A petition was received from the Mwami (or King) of Urundi requesting that a district known as Bugufi, which at present forms part of Tanganyika, should be rejoined to Urundi. The Council, having been informed that the Governments of Belgium and the United Kingdom were holding discussions on the matter, deferred action.

A number of petitions were received containing matters of general interest. On two of these, which were anonymous, no action was taken. In the case of the remaining four petitions, the Trusteeship Council, noting that they raised questions dealt with in the report of the Visiting Mission, decided to postpone further consideration of these questions until its final consideration of the Mission's report at the fifth session. The questions raised in these petitions included the representation of the indigenous inhabitants of Ruanda-Urundi on the Governor's advisory council, allegedly excessive taxes and difficult economic conditions, and the lack of Government schools and shortage of educational facilities.

The Council, noting that several instances of laws and regulations involving racial discrimination were raised in petitions from Ruanda-Urundi, adopted a resolution requesting the Administering Authority to review such legislation.

(c) CAMEROONS UNDER BRITISH ADMINISTRATION

(i) *Examination of the annual report*

In examining the report for the year 1947 submitted by the United Kingdom Government on its administration of the Cameroons under British Administration, the Trusteeship Council expressed concern over the difficulty of performing its supervisory functions as a result of the integration of the Territory, for administrative purposes, into different administrative divisions and sub-divisions of the adjoining British Protectorate of Nigeria. It noted that this integration was so carried out that even on the lowest level of administration certain portions of the Trust Territory were being administered by Native Authorities with seats outside the Cameroons. The result was that there was no legislative, judicial or budgetary autonomy in the Territory, and consequently there were no adequate figures and data which would enable the Council to appraise the exact status or situation of the Territory.

Pending a final solution of the question of these administrative arrangements, the Council recommended that the Administering Authority should review the situation and take steps or institute measures, such as budgetary autonomy, which would enable the Council better to perform its duties and functions. It also asked that precise and separate data on all services common to both the Cameroons and Nigeria should be included in future annual reports.

The Council at the same time recommended that the Administering Authority should consider the possibility of establishing as soon as practicable such democratic reforms as would give the indigenous inhabitants the right of suffrage and an increasing degree of participation in government. It also recommended the rapid development of the more backward northern part of the Cameroons.

In economic matters, apart from the absence of budgetary autonomy, the Council took particular interest in the manner in which the Administering Authority had disposed of large plantation lands formerly in private German hands, by purchasing them and placing them under the control of a State corporation in order to exploit them for the benefit of the Territory as a whole. It hoped that future reports would clearly show that effective steps were being taken to ensure the benefits of those operations to the people of the Cameroons; and, noting that the repayment of the purchase price of the lands would be a charge on the earnings of the enterprise for the first thirty-five years, it recommended consideration of the possibility of shortening this period.

In the social field, the Council noted with concern the inadequacy of medical and health facilities and recommended their improvement. It recommended the establishment of wage levels calculated to raise progressively the standard of living of the African inhabitants, and the institution of cost-of-living studies.

The Council also noted the backward state of education in the Territory and made a number of recommendations for its improvement.

(ii) *Petitions from the Territory*

No new petitions concerning the Cameroons under British Administration were received during the year under review. The Trusteeship Council, at its fourth session, decided to request the Visiting Mission to make an investigation of a previously considered petition from the Bakweri Land Committee, which raised the question of plantation land alienated under the German administration.

(iii) *Arrangements for a Visiting Mission*

The Trusteeship Council has decided that its next periodic Visiting Mission will make a visit to all four of the Trust Territories in West Africa, of which the Cameroons under British Administration is one. The Council has already decided on the composition of the Mission, which will begin its work on 1 November 1949, and the Council has, at its present session, determined the terms of reference of the Mission.

(d) CAMEROONS UNDER FRENCH ADMINISTRATION

(i) *Examination of the annual report*

The report of the Government of France on its administration of the Cameroons under French Administration during the year 1947 was examined by the Trusteeship Council at its fourth session.

The Council discussed at some length the arrangement by which the Cameroons (and Togoland) are associated with the French Union, but, as it had already decided to make a separate study of the question, did not at that time take a stand on it.

Nevertheless, it took note of an assurance given on behalf of the Administering Authority that the inhabitants would have the right, at the appropriate time, to determine for themselves whether they should remain in the French Union or assume a status of independence outside the Union.

The Council commended the Administering Authority for the recent introduction of a system of suffrage, the establishment of a Representative Assembly, the creation of a common civil service for Africans and Europeans, and the abolition of the *indigenat* system which gave judicial

powers to administrative officers. At the same time, however, it noted that the right to vote was at present limited to certain advanced groups, and welcomed and encouraged the stated intention of the Administering Authority to bring about universal suffrage. It noted also that the powers of the Representative Assembly were limited to financial and administrative matters, and in particular that the Assembly had no power to initiate legislation, which was the prerogative of the French National Assembly; it therefore urged the Administering Authority, irrespective of the present or future relationship of the Territory to the French Union, progressively to extend the powers of the Representative Assembly, particularly in the field of legislation. The Council also recommended that the Administering Authority should intensify its efforts to bring about greater participation by the indigenous population in responsible posts in the administrative and judicial services.

In the economic field, the Council expressed the hope that the progressive activity of a new State corporation, the Bureau of Mines of Overseas France, would greatly increase the share of the indigenous inhabitants in the mineral wealth of the Territory. Noting a marked flow of industrial capital towards the Territory, it recommended that the Administering Authority should do everything in its power to encourage and enable indigenous inhabitants to take a full part in industrial development.

The Council was concerned to note the frequently low level of indigenous wage rates in the Cameroons, as in the African Trust Territories generally. It described this situation as harmful to the economic and social development of the people, recommended a special study of the problem of wages and standards of living, and urged the Administering Authority to take all possible measures to raise the wage level and to improve the standard of living in terms of housing, clothing, medical and social services.

After examining economic and social development plans for the Territory, the Council expressed general appreciation of the endeavours of the Administering Authority. Among its observations in the sphere of social advancement, it noted with special interest an assurance that all vestiges of racial discrimination had been eliminated, and also a statement that the Administering Authority was determined to find a way of increasing the present inadequate number of doctors and nurses in the Territory.

Conclusions of the Council on educational matters included commendation of the Administering Authority for having established, under its direct responsibility, free public education; for

having increased the budgetary allocation for education to 9 per cent of the total budget as against 3.5 per cent in pre-war years; for having achieved a rate of literacy relatively high for Africa; and for having established a system of overseas scholarships. The Council encouraged the Administering Authority to intensify its efforts in these directions.

(ii) *Petitions from the Territory*

Only one petition concerning the Cameroons under French Administration was considered by the Trusteeship Council during the period under review. The Council, at its fourth session, decided to take no action on the petition, which was from an ex-enemy national.

(iii) *Arrangements for a Visiting Mission*

The Cameroons under French Administration is one of the four West African Trust Territories to be visited by a periodic Mission of the Council towards the end of the present year.

(e) **TOGOLAND UNDER BRITISH ADMINISTRATION**

(i) *Examination of the annual report*

In examining the report for the year 1947 of the United Kingdom Government on its administration of Togoland under British Administration, the Trusteeship Council found, in all fields of development, many parallels with conditions in the Cameroons under British Administration, and its conclusions and recommendations were in most cases identical for both Territories.

The Council observed that Togoland was similarly integrated into a neighbouring territory—in this case the British Colony of the Gold Coast—and it expressed similar concern over the difficulty faced by the Council in performing its supervisory functions. It made an identical recommendation in favour of the establishment of budgetary autonomy and other such measures, and also recommended consideration of reforms designed to accelerate the political development of the estimated 382,000 African inhabitants.

The Trusteeship Council found conditions in the fields of economic, social and educational development similar to those existing in the Cameroons under British Administration, and its conclusions and recommendations in these respects were again largely identical. One additional recommendation concerned the important cocoa industry in Togoland; in this connexion the Council requested the Administering Authority to review its policy, to the end that the cocoa growers might get the most direct benefit from the sale of their produce.

(ii) *Petitions from the Territory*

Only one petition from Togoland under British Administration was examined during the period

under review. It was from the Natural Rulers of the Southern Section of Togoland, who claimed that there had been irregularities in the elections to the Consultative Commission set up by the British and French authorities to deal with the problems of the Ewe people. The Council decided to defer action until it had received the report of the visiting mission.

(iii) *Arrangements for a Visiting Mission*

The Territory of Togoland under British Administration is to be visited by the Council's Visiting Mission to West Africa towards the end of this year.

(f) **TOGOLAND UNDER FRENCH ADMINISTRATION**

(i) *Examination of the annual report*

The Council examined, at its fourth session, the report for the year 1947 of the Government of France on its administration of Togoland under French Administration. A drafting committee submitted to the Council a draft report which contained proposed conclusions and recommendations of the Council along the same general lines as those adopted in the case of the Cameroons under French Administration, except in relation to certain conditions peculiar to Togoland. This draft was not, however, adopted by the Council at its fourth session.

(ii) *Petitions from the Territory*

No petitions from Togoland under French Administration were examined during the period under review.

(iii) *Arrangements for a Visiting Mission*

The Territory of Togoland under French Administration is to be included in the itinerary of the periodic Visiting Mission to West Africa towards the end of this year.

(g) **WESTERN SAMOA**

(i) *Examination of the annual report*

The report of the Government of New Zealand on its administration of the Trust Territory of Western Samoa during the year ended 31 March 1948, was of special interest to the Trusteeship Council from the point of view of the introduction of certain important constitutional changes following the visit in 1947 of a special Mission of the Council, as the outcome of a petition from the representatives of the Samoan people.

The last annual report of the Secretary-General dealt with the series of events, significant not only to the future of the people of this Territory but also the whole conception of the Trusteeship System, that followed the receipt of the petition asking for self-government. Only a few months after the return of the special Mission, the Council was able to observe that the Administering

Authority, without awaiting further action by the Council, had put into effect the major political reforms recommended by the Mission.

The Council was able to note with satisfaction the manner in which the constitutional changes had been received by the people. At the same time, looking ahead to even greater political progress, it recommended that consideration should be given to the introduction of a system of universal suffrage to be enjoyed by all inhabitants of Western Samoa.

The Council was pleased to note that the financial situation of the Territory was excellent; however, it sounded a note of caution in respect to the possible repercussions of a fall in the present abnormally high prices for copra and cocoa, to which the prosperity of the Territory was mainly due, and recommended that the Administering Authority should continue to take all possible steps to protect the economy by such measures as diversity of production and the introduction of secondary industries. Recommending also the intensification of efforts to develop the Territory's resources in order to raise the indigenous standard of living, the Council requested the Administering Authority to elaborate an over-all plan of economic development.

In the social field, the Council urged the Administering Authority to intensify its efforts to improve health and social services, and asked it to consider the possibility of making sample studies of the standard of living. In the educational sphere, the Council welcomed the proposed establishment of a new secondary school, but recommended still greater efforts in the field of higher education, and urged the Administering Authority to continue its efforts to increase the number of Samoan teachers so that compulsory primary education and more extensive intermediate education might become feasible as soon as possible.

(ii) *Petitions from the Territory*

No further petitions have been received from Western Samoa.

(h) NEW GUINEA

(i) *Examination of the annual report*

The report of the Government of Australia on the administration of the Trust Territory of New Guinea during the year ended 30 June 1947 was examined by the Trusteeship Council at its third session. In formulating its conclusions and recommendations, the Council recognized not only the natural difficulties confronting the Administering Authority, but also the devastation and disorganization caused by war, in which large areas were under enemy occupation for more than three years.

The Council recommended the extension and

co-ordination of existing activities and programmes into a general long-range plan providing for the progressive advancement of all the people towards self-government or independence.

The Council examined at length a proposal of the Administering Authority to administer jointly, with a single legislature, executive and judiciary, the Trust Territory and the adjoining Australian possession of Papua. It expressed certain doubts as to the effects of this arrangement on the advancement and on the status of New Guinea; since then, it has undertaken a more detailed examination of the question.

The Council noted that the approximately one million inhabitants of New Guinea were still in a state of illiteracy and political backwardness, and recommended that the Administering Authority should adopt positive measures to provide adequate opportunities for their political advancement. It recommended the creation of conditions leading to the establishment of organs of self-government. It also noted that approximately one-third of the indigenous population was still outside the Government's control, and asked for further information which would include details of a system of "peaceful penetration" by which the Administration was extending its sphere of influence.

The Council observed that the adequate progress of the people of New Guinea required a great increase in public expenditure, and recommended that earnest consideration should be given to ways and means of increasing the revenue of the Territory. It also recommended an examination of the whole fiscal system, with a view to improving the method of taxation and to increasing the participation of indigenous inhabitants in the abundant natural wealth of the Territory; it expressed concern as to whether indigenous land interests were sufficiently protected by the present land law; and it recommended measures to enable the indigenous people to take part in export trade.

The Council expressed concern that the minimum indigenous wage rate was inadequate, and recommended the establishment of wage rates which would enable the inhabitants to improve their standards of living. It also noted with concern the inadequacy of the existing medical services, and recommended urgent steps to improve them. It was concerned, further, at the inadequacy of educational facilities and made a number of specific recommendations in this respect.

A statement of the minority views of the representative of the Union of Soviet Socialist Republics was appended to the report of the Council.

At the session now in progress, the Council is examining the report of the Administering Authority for the year ended 30 June 1948.

(ii) Petitions from the Territory

No petitions concerning New Guinea have so far been examined by the Trusteeship Council.

*(i) NAURU**(i) Examination of the annual report*

At its current session the Trusteeship Council is examining for the first time a report on the administration by the Government of Australia of the Trust Territory of Nauru, of which Australia, New Zealand and the United Kingdom are the joint Administering Authorities. The report covers the year ended 30 June 1948.

(ii) Petitions from the Territory

During the period under review, the Trusteeship Council considered one petition from Nauru, a petition from the Nauruan Council of Chiefs. The Council, at its fourth session, deferred action until the fifth session. Subsequently, a further communication was received from the petitioners withdrawing the petition as a result of assurances received from the Australian Government.

*(j) THE PACIFIC ISLANDS**(i) Examination of the annual report*

The first annual report by the Government of the United States of America as Administering Authority of the Trust Territory of the Pacific Islands, the island groups formerly held by Japan under Mandate from the League of Nations, is before the Council at the time of writing. The report deals with the progress of some 60,000 people who inhabit ninety-six distinct island units spread over some three million square miles in the Western Pacific Ocean north of the equator. It is being examined by the Trusteeship Council in accordance with the procedure adopted, as explained in section A (b) above, for the discharge of the functions of the United Nations with respect to strategic areas under trusteeship.

(ii) Petitions from the Territory

No petitions have thus far been received from the Pacific Islands.

C. Special problems concerning Trust Territories

(a) ADMINISTRATIVE UNIONS

The interest which the Trusteeship Council has shown, and in some instances the concern which it has expressed, as to the effects of administrative unions and other arrangements tending to bring Trust Territories into close association with neighbouring territories of different status, have already been indicated.

The Fourth Committee, in its consideration, at the third session of the General Assembly, of the report of the Trusteeship Council, gave serious

attention to the problems raised by such arrangements. Fears that certain of them might impair the special status of the Trust Territories concerned, and hinder their progressive development towards the objectives set forth in the Charter, were not removed by the explanations, assurances and arguments put forward in their favour, and the General Assembly itself, on 18 November 1948, adopted resolution 224 (III) recommending that the Trusteeship Council should investigate the questions raised in relation to customs, fiscal or administrative unions or common services, existing or proposed. The Council was also asked to recommend any necessary safeguards for the distinct political status of the Trust Territories and for effective supervision by the Council, and to report to the next regular session of the Assembly.

The Council established a Committee on Administrative Unions, composed of representatives of three Administering and three non-Administering Powers, to draw up an outline of various aspects of the problem and to collect all available information. The Committee submitted an interim report to the Trusteeship Council at its fourth session, in which, *inter alia*, it raised the question whether its terms of reference enabled it to study the relations between the French administered Trust Territories and France within the framework of the French Union. The Council adopted a draft resolution proposed by the French representative authorizing the Committee to make a special study of the question. The Committee's interim report also contained a list of questions to be addressed to the Administering Authorities concerned on the Inter-Territorial Organization affecting Tanganyika, on the Cameroons and Togoland under British Administration, on the administrative union between Ruanda-Urundi and the Belgian Congo, and on the proposed Papua-New Guinea administrative union.

The United Kingdom Government, while of the opinion that the General Assembly's resolution and the Committee's terms of reference did not cover the arrangements by which the Cameroons and Togoland under British Administration were administered as integral parts of adjacent British colonies, eventually agreed to make information available on these arrangements for a special study by the Committee.

The report of the Committee, which was submitted to the fifth session of the Council, contained studies of the arrangements affecting Tanganyika, Cameroons under British Administration and New Guinea, as well as of the relationship between France and the Trust Territories under French Administration. The Council is now considering the report, as well as information which

has since been supplied by the Administering Authorities concerned on arrangements affecting Ruanda-Urundi and Togoland under British Administration, and will in due course formulate conclusions and recommendations to be submitted to the General Assembly at its next regular session.

(b) EDUCATIONAL ADVANCEMENT

It will have been noted that the need for an expansion of educational facilities has proved to be a constantly recurring matter of concern to the Trusteeship Council in its examination of the annual reports from the Trust Territories. The Council on more than one occasion has made clear its belief that the progress of the inhabitants in all other fields is essentially linked with the development of education.

This opinion was shared by the General Assembly which, on 18 November 1948, adopted resolution 225 (III) giving expression to it and recommending, *inter alia*, that the Trusteeship Council should request the Administering Authorities to intensify their efforts to increase educational facilities, and should propose to them that primary education should be free and access to higher education not dependent on means. The Council has since made recommendations to the Administering Authorities in the terms of the General Assembly resolution.

In the same resolution the General Assembly recommended that the Trusteeship Council should make a study of the financial and technical implications of a further expansion of higher education facilities, including the possibility of establishing in 1952 and maintaining a university in Africa, to meet the needs of the inhabitants of African Trust Territories. The Council decided to set up a committee of four to make a preliminary study in consultation with the Administering Authorities concerned and, if it wished, with the assistance of technical experts.

In a joint memorandum, the Governments of Belgium, France and the United Kingdom, as Administering Authorities of the six African Trust Territories, gave their considered opinion, which was unfavourable, on the proposal for establishing a university by 1952. Referring to the colleges of university rank established in neighbouring colonies and the possibilities of study in metropolitan territories, they stated that technical and linguistic difficulties and problems of staffing and of providing an adequate number of students made the proposal impracticable.

The Committee is to report to the Trusteeship Council before the end of its fifth session.

D. Question of South West Africa

At its third session, the Trusteeship Council concluded its examination of the report of the Government of the Union of South Africa on its administration of the former Mandated Territory of South West Africa during the year 1946. In its report to the General Assembly, the Council noted that, although the Union Government had transmitted certain supplementary information requested by the Council, it had declined an invitation to send a special representative, and the absence of such a representative had left the Council unable to make as thorough a study as it would have wished.

Among its observations, the Council noted that the indigenous population had no franchise, no eligibility to office and no representation in the governing bodies or in the administration of the Territory; that little more than 10 per cent of the territorial expenditure was devoted to the indigenous inhabitants, who comprised approximately 90 per cent of the population; that this same nine-tenths of the population held 42 per cent of the occupied land, and that the whole question of land distribution should be re-examined; that restrictions applied to the keeping of livestock by Africans did not apply to Europeans; that the system of confining large numbers of the indigenous inhabitants to "Native reserves" was to be deplored in principle; that great efforts should be made to eliminate whatever reasons might exist for the practice of racial segregation in urban areas; and that no hospitals or educational facilities were provided by the Government in the purely indigenous areas beyond the Police Zone.

During the discussion of the report of the Council on the administration of South West Africa at the third session of the General Assembly, the representative of the Union of South Africa informed the Fourth Committee that his Government intended to form a closer association between South West Africa and the Union by granting the former representation in the Union Parliament, but he gave an assurance that this arrangement did not mean incorporation and would not mean absorption of the Territory, which would continue to be governed "in the spirit of the Mandate". The General Assembly, on 26 November 1948, adopted resolution 227 (III), by which it took note of the observations of the Trusteeship Council on South West Africa and requested the Secretary-General to transmit them to the Union Government, maintained its previous recommendation that South West Africa should be placed under the Trusteeship System, took note of the assurances given by the representative of the Union of South Africa, recommended that

the Union Government should supply annually information on its administration of the Territory and requested the Trusteeship Council to continue to examine such information.

At the time of writing, no such information has been received by the Secretary-General.

E. Information from Non-Self-Governing Territories

(a) TRANSMISSION OF INFORMATION UNDER ARTICLE 73 e OF THE CHARTER

In 1948, information on economic, social and educational conditions was transmitted to the Secretary-General, under Article 73 e of the Charter, by eight Members of the United Nations, in respect of sixty-one Non-Self-Governing Territories. The Members were Australia, Belgium, Denmark, France, the Netherlands, New Zealand, the United Kingdom and the United States of America.

In the large majority of cases, this information had been prepared in accordance with the Standard Form for the guidance of the Members concerned, as adopted by the General Assembly on 3 November 1947 (resolution 142 (II)). In the Special Committee on Information transmitted under Article 73 e of the Charter, which met before the opening of the third regular session of the General Assembly, satisfaction was shown at the volume of information transmitted, and some representatives expressed appreciation of improvements in the details. Suggestions were made on the contents of the Standard Form and on the information received thereunder, but the Special Committee recommended, and the General Assembly decided by resolution 218 (III) of 3 November 1948, that the Standard Form should be retained for the coming year. At the same time, the Secretary-General was invited, in communicating this Form to the Members concerned, to inform them of the comments made in the Special Committee.

The Standard Form contains an optional first part relating to general information, including information on the government of the Territories. In 1948, the optional part had been covered in the information transmitted by Australia, Denmark, New Zealand, the Netherlands and the United States of America in respect of the Territories administered by them, and in respect of Morocco and Tunisia, in information transmitted by France. The Members which did not transmit such information were actuated by their interpretation of Article 73 e of the Charter as excluding political or constitutional conditions. Since the optional part of the Standard Form covers, in addition to information on the government of the

Territories, several points of a general character, the result was that matters were omitted which had no relation to the question of the transmission of political information. Accordingly, the General Assembly, in its resolution 218 (III), followed the recommendation of the Special Committee and invited the Members which had not hitherto provided general information nevertheless to supply such information in relation to questions of geography, history, peoples and human rights.

A third point covered by resolution 218 (III), affecting the transmission of information, aims at relieving the Administering Authorities of the need to repeat data previously provided. While annual transmission is maintained, the resolution recommends that the changes to be notified are new statistical data and other appreciable changes, including progress under development programmes, but notes that information already furnished need not be repeated.

By a memorandum dated 5 November 1948, the Secretary-General informed the eight Members concerned of these points and of the detailed comments made in the Special Committee with reference to the Standard Form and the information transmitted under it. Furthermore, in memoranda dated 11 February 1948 addressed to the specialized agencies, the Secretary-General invited their co-operation in relation to the possible revision of the Standard Form. The Special Committee which is to meet in 1949 (General Assembly resolution 219 (III) of 3 November 1948) will be informed of any suggestions made; some have already been received.

As shown above, some Members transmit information on the political advancement of the peoples of Non-Self-Governing Territories and some do not. It has been a recurrent theme in the United Nations discussions on Article 73 e whether there is any obligation on the Members concerned to do so. Resolution 144 (II), adopted by the General Assembly on 3 November 1947, noted that some Members had already voluntarily transmitted information on the development of self-governing institutions. It considered that the voluntary transmission of such information and its summarizing by the Secretary-General were entirely in conformity with the spirit of Article 73 of the Charter and should be duly noted and encouraged. In general, in the Special Committee and in the Fourth Committee of the General Assembly in 1948, the contending views previously expressed were repeated. Some representatives held that Article 73, read in its entirety, required the Members to transmit political information, and that consideration should not be limited to the subjects enumerated in paragraph e of that Article. On the other hand, other repre-

representatives argued that paragraph e alone set forth the terms of the obligation to transmit information. In particular, the representatives of Belgium, France, the United Kingdom and the Netherlands emphasized that they were not prepared to discuss in any organ of the United Nations political or constitutional matters affecting the relations between the Non-Self-Governing Territories and the metropolitan countries.

In 1948, two new arguments were introduced into the discussion of this question. One representative, considering that the transmission of political information was necessary as showing the means by which economic, social and educational advancement might be achieved, expressed the hope that such information would be supplied, not so much as a matter of formal arrangement as by the development of conventions to this effect. Another representative declared that just as Members administering Non-Self-Governing Territories had accepted the declaration of policy in Chapter XI of the Charter, so the non-Administering Members had undertaken an obligation to respect the limitations of Article 73. It was therefore contended that, while the discussion of information transmitted under Article 73 e was within the competence of the General Assembly, Chapter XI recognized the full authority of the Administering Powers and their ability and willingness to carry out the policies of that Chapter without the need of supervision.

On this question of the transmission of political information, no further recommendations were made by the General Assembly at its third regular session, except that it invited the Secretary-General to prepare annual summaries of any material which the Members might voluntarily transmit.

Certain difficulties had arisen in the past, owing to the fact that the Members had been invited to transmit their information by 30 June of each year, with the result that the time for the preparation of very detailed data for consideration was severely limited. An attempt has now been made to remedy this defect in part. By General Assembly resolution 218 (III), the Members concerned are invited to transmit the most recent information at their disposal as early as possible, and at the latest within a maximum period of six months following the expiration of the administrative year in the Territories concerned. In most cases, the administrative year coincides with the calendar year, so that in these cases the 30 June deadline will be retained. Different administrative practices in some other Territories should, on the other hand, permit an earlier receipt of information in their case. So far, the results of the new system have not been encouraging, but as 1949 is the first year for its operation, it may

be hoped that adjustments can be made by the Members concerned, enabling them to produce their information within the time-limits recommended by the General Assembly.

By resolution 143 (II), adopted by the General Assembly on 3 November 1947, the Secretary-General was authorized to use supplemental documents relating to information transmitted under Article 73 e, on certain conditions. Such documents were to be official publications communicated or notified to him for that purpose by the Members administering Non-Self-Governing Territories, and, in the case of information on comparable conditions outside the Non-Self-Governing Territories, were to be used subject to the agreement of the Member concerned. A wide variety of documents was placed at the disposal of the Secretary-General in 1948, and their increasing study in the future should provide a more complete picture of economic, social and educational conditions in Non-Self-Governing Territories. The 1948 Special Committee, and subsequently the General Assembly by its resolution 218 (III), invited the Secretary-General to extend the use of supplemental information in future years, and the latter gave him further authority in this respect, by authorizing him, without special conditions, to include in his summaries and analyses all relevant and comparable official statistical information, within the categories referred to in Article 73 e, which had been communicated to the United Nations or to the specialized agencies.

The developments from 1946 to 1949 have resulted in the transmission to the Secretary-General, or the placing at his disposal, of very extensive governmental data on economic, social and educational conditions in many Non-Self-Governing Territories, in the form of the formal Article 73 e information as well as a wide range of governmental publications. If some of the questions implied in the Standard Form cannot yet be answered, the principal cause is to be found not in the procedures for the preparation and transmission of information, but in actual conditions in Territories where the full apparatus of statistical research does not exist.

(b) TREATMENT OF INFORMATION

The information received in 1948 was summarized by the Secretary-General and certain aspects of economic, social and educational conditions affecting Non-Self-Governing Territories in general were the subject of special analyses. The resulting documents were laid before the Special Committee on Information transmitted under Article 73 e of the Charter, which met in Geneva on 2 September 1948 and which, after completing

its report in Paris, submitted various recommendations to the General Assembly.

The terms of reference of the Special Committee were to examine the information transmitted under Article 73 e on economic, social and educational conditions and to submit reports thereon for the consideration of the General Assembly, with such procedural recommendations as it might deem fit and with such substantive recommendations as it might deem desirable relating to functional fields generally, but not with respect to individual Territories (General Assembly resolution 146 (II) of 3 November 1947).

For its examination of the substantive position in Non-Self-Governing Territories, the Special Committee took as the main basis of its work the analyses prepared by the Secretary-General on economic, health, labour, social welfare and educational conditions. It did not make any recommendations on these subjects to the General Assembly, but suggested that the Secretary-General should inform the Members concerned of the comments made in the Committee. As indicated above, the General Assembly endorsed this suggestion, to which effect was given by the Secretary-General's memorandum of 5 November 1948.

The 1948 Special Committee, and later the Fourth Committee of the General Assembly, examined the questions of procedure and principle affecting the continuation or discontinuation of the Special Committee. The opinions expressed ranged from the contention that resolution 146 (II) created the Special Committee on a permanent basis, since that resolution contained no limitation of time but merely required the Committee to meet as the General Assembly might decide; the conviction that the continuation of a special committee on a permanent basis was necessary for the purpose of examining the information transmitted in the best circumstances possible and of promoting the interests of Non-Self-Governing Territories; the belief that the 1948 Special Committee had demonstrated its usefulness and should, therefore, be continued in 1949; to the objection that the Special Committee had been created primarily for the purpose of completing a technique for the collection and transmission of information under Article 73 e, so that, with the completion of such work, the appointment of a further special committee would become unnecessary.

In the Special Committee, a wide measure of agreement was reached on a compromise proposal, according to which the General Assembly was invited to constitute a special committee simi-

lar to that of 1948 without prejudice as to the future.

In the Fourth Committee of the General Assembly the question was reviewed. An amendment to the proposal, recommending the constitution of a special committee on a permanent basis, was rejected on an equality of votes, and a second amendment, proposing its constitution for a period of three years, was rejected by a majority. Following these decisions, the Fourth Committee adopted the proposal as submitted by the Special Committee, and this was later approved by the General Assembly on 3 November 1948 as resolution 219 (III). Thus, provision has been made for a meeting in 1949 of a Special Committee on Information transmitted under Article 73 e of the Charter to be held before the opening of the fourth regular session of the General Assembly, the decision being without prejudice as to the future of the Special Committee.

The composition of the Committee which is to meet in 1949 is as follows:

Members transmitting information under Article 73 e of the Charter: Australia, Belgium, Denmark, France, Netherlands, New Zealand, United Kingdom and United States of America;

Members elected by the Fourth Committee on behalf of the General Assembly: Brazil, China, Dominican Republic, Egypt, India, Sweden, Union of Soviet Socialist Republics and Venezuela.

The Special Committee has been convened by the Secretary-General to meet at Lake Success on 25 August 1949. It will be required to submit a report to the General Assembly in the same sense as specified in the terms of reference of the Special Committee which met in 1948, and is thus empowered to make procedural recommendations and also substantive recommendations relating to functional fields generally.

As regards the information received in 1948, the summaries and analyses considered by the Special Committee and the Fourth Committee have now been published in a single volume. Use has also been made of the information in various United Nations studies on general problems. For example, in the report on its second session held in June 1948, the Sub-Commission on Economic Development had suggested that the information transmitted under Article 73 e should be analysed for the Sub-Commission from the viewpoint of economic development, and especially of industrialization. Accordingly, information was laid before the Sub-Commission at its third session in March-April 1949, outlining problems of and obstacles to economic development and summarizing the principal development plans which have

been drawn up for Non-Self-Governing Territories by the responsible authorities.

(c) COLLABORATION WITH THE SPECIALIZED AGENCIES

The importance of collaboration with the specialized agencies in connexion with Article 73 e of the Charter was stressed successively by the General Assembly in 1946, 1947 and 1948. At the meeting of the Special Committee in 1948, representatives of the International Labour Organisation, the United Nations Educational, Scientific and Cultural Organization and the World Health Organization participated actively in the discussions of the subjects with which they were directly concerned, and gave information on the work of their agencies which included within its scope conditions affecting Non-Self-Governing Territories. On the report of the Special Committee, the General Assembly adopted resolution 221 (III) for the purpose of further developing United Nations co-operation with the specialized agencies. The Secretary-General, by memoranda of 19 February 1949, drew the attention of the specialized agencies to the co-operation requested of them, and informal conversations have been held on the secretariat level with a number of the specialized agencies, in order to elucidate various points of detail.

The collaboration which is envisaged should favourably influence the methods for the collection and transmission of information, the consideration of this information and the development of international programmes of value to the Administering Authorities in the advancement of the peoples of Non-Self-Governing Territories.

The collection and transmission of information have resulted in the collection and classification, in the United Nations Secretariat, of much of the basic official information necessary to the consideration of any detailed technical problems affecting Non-Self-Governing Territories. As a result, the Administering Members should, to some extent, be relieved of the need to provide this basic information in connexion with each particular inquiry which any international agency might address to them. On the other hand, the information, often of a detailed character, transmitted to the specialized agencies as a result of their own inquiries should also be available for the purpose of assisting any discussion on substantive conditions in Non-Self-Governing Territories which might arise in the General Assembly or in any special committee which the General Assembly might appoint. This point is covered by the Standard Form, which lays down that, in cases where, under the provisions of any general convention, information is transmitted to a central

international agency by Member States parties to such convention, the transmission of a copy of such information to the Secretary-General will be considered as covering the obligation under Article 73 e in respect of that subject. At the same time, the Standard Form expresses the hope that international bodies requiring information on Non-Self-Governing Territories will co-operate as may be necessary and desired, in order that their informational needs may be satisfied through Article 73 e.

The question of the revision of the Standard Form is also treated in General Assembly resolution 221 (III), which invites the specialized agencies to examine the relevant section with which they are specially concerned with a view to its revision. It will be important, both for the most effective performance of their duties by all international bodies and for the establishment of the most rational methods of providing information to all international agencies, to insure that full account is taken of the value of distinguishing between the information transmitted to the Secretary-General under the Standard Form and other information, particularly of a technical character of primary interest to the specialized agencies. With such a basis established, the secretariats of the United Nations and of the specialized agencies will be able to classify their respective information in such a co-ordinated manner that it will be most readily available for use in international studies.

The consideration within the United Nations of the information transmitted may be substantially assisted by the technical counsel of the specialized agencies. Accordingly, resolution 221 (III) invites the Secretary-General to seek the counsel and assistance of the specialized agencies in the preparation of his analyses of information, and also invites the agencies themselves to make such comments on the analyses prepared by the Secretary-General as they may feel will be helpful in the consideration of those analyses. These matters have been carefully considered among the various secretariats. They should lead to the development of practical reciprocity based on the agreements between the United Nations and the various specialized agencies. These agreements establish in their first article that the specialized agency concerned is responsible for taking such action as may be appropriate for the accomplishment of its basic purposes. Secondly, the agreements with a number of specialized agencies contain an undertaking to co-operate with the United Nations in giving effect to the principles and obligations set forth in Chapter XI of the Charter; this point has been amplified not only by the resolutions of the General Assembly but also by

those of specialized agencies, of which the most recent example was a resolution adopted at Beirut by the General Conference of the United Nations Educational, Scientific and Cultural Organization.

The application of these principles will establish a practical measure of working reciprocity in cases where the specialized agency meets requests which may be made by the General Assembly as a result of its consideration of information transmitted under Article 73 e.

A last point to be mentioned in connexion with resolution 221 (III) is the invitation to the specialized agencies to inform any special committee of the progress of work undertaken by them which includes within its scope economic, social and educational conditions affecting Non-Self-Governing Territories. At the meeting of the Special Committee in 1948, information was given of such work undertaken by the three specialized agencies represented, whether directed to conditions in specific Territories, or being the extension to Non-Self-Governing Territories in general of services provided for all countries with similar conditions. The 1949 Special Committee should have before it information on the international programmes which may, at the request of the Administering Powers, be applied to the Non-Self-Governing Territories in accordance with Article 73 d of the Charter, with a view to the practical achievement of the social, economic and scientific purposes set forth in Article 73.

(d) RELATIONS WITH ADVISORY REGIONAL ORGANIZATIONS

Close liaison at the secretariat level has been maintained with the Caribbean Commission. At the invitation of the Commission, an observer was sent by the Secretary-General to attend the Third West Indian Conference, which was held in Guadeloupe from 1 to 14 December 1948.

In connexion with several points on its agenda, the Conference showed an interest both in taking into consideration principles adopted by the United Nations and in economizing in research by using data and forms established by that Organization. In the first respect, one of the recommendations of the Conference was that the Universal Declaration of Human Rights should serve as the guiding principle for territorial legislation in the Caribbean. Interest in the second point is illustrated by a recommendation that, in the collection of information by the Commission, standard forms and questionnaires should conform as closely as possible with those required for United Nations purposes.

The South Pacific Commission has established its headquarters at Noumea in New Caledonia, where meetings of the Commission and of its

Research Council were held in May 1949. As in the case of the Caribbean Commission, provision is made in the constitution of the South Pacific Commission for working co-operation with the United Nations.

These two organizations are advisory commissions comprising the Member Governments responsible for the administration of the territories in the respective regions.

A different question of relations was raised by a letter from the Secretary-General of the Organization of American States, informing the Secretary-General of the United Nations of the installation in Havana, on 15 March 1949, of the American Committee on Dependent Territories of the Organization of American States. This Committee originated in a resolution adopted by the Ninth International Conference of American States in 1948. The Secretary-General of the United Nations is not in any way concerned with the political objectives which have led to the establishment of the Committee. On the other hand, it is a subsidiary of the Organization of American States, and the Secretary-General will provide any routine technical assistance requested of him for any research activities of the Committee, such as by supplying the Pan American Union with summaries of the information officially transmitted to him on economic, social and educational conditions in Territories under the administration of Members of the United Nations.

F. Declaration regarding Non-Self-Governing Territories

(a) GENERAL DEVELOPMENTS

Chapter XI of the Charter relates to Territories whose peoples have not yet attained a full measure of self-government. Constitutional changes which are in the direction of establishing self-governing institutions in existing Non-Self-Governing Territories are therefore of direct concern to the work of the United Nations, since as a result of them, the peoples may cease to come within the scope of Chapter XI.

General Assembly resolution 222 (III), adopted on 3 November 1948, took note of the fact that, in accordance with the declarations of the responsible Governments, seventy-four Territories were enumerated in 1946 as falling within the scope of Article 73 e, and that, in respect of some of these Territories, information was not transmitted in 1947 or 1948. Accordingly, the General Assembly, while welcoming any development of self-government that might have taken place, considered it essential that the United Nations be informed of any change in the con-

stitutional position and status of any such Territory as a result of which the responsible Government thought it unnecessary to transmit information under Article 73 e. The resolution requested the Members concerned to communicate to the Secretary-General, within a maximum period of six months, such information as might be appropriate in this regard, including the constitution, legislative act or executive order providing for the government of the Territory, and the constitutional relationship of the Territory to the Government of the metropolitan country.

By a note dated 21 January 1949, the Secretary-General drew the attention of the Members concerned to resolution 222 (III), and invited them to consider the request of the General Assembly and, in relevant cases, to communicate such information as might be appropriate within the period of six months elapsing on 3 May 1949.

Replies have been received from the Governments of France and the United Kingdom.

The United Kingdom reply, dated 15 March 1949, briefly referred to verbal statements made in the *ad hoc* Committee and in the Fourth Committee in 1947 regarding the position of Malta, and indicated that since educational, social and economic conditions in Malta were now the exclusive concern of the Government of Malta, it would be inappropriate and indeed impossible for the United Kingdom Government to continue to transmit information on these matters under Article 73 e.

The French Government, by a letter dated 29 April 1949, communicated to the Secretary-General a number of legislative texts concerning the constitution of the French Union and the status of the overseas Departments of Guadeloupe, Guiana, Martinique and Réunion, the overseas Territories of New Caledonia, the French Establishments in Oceania and Saint Pierre and Miquelon, and the associated States of Indochina and the French Establishments in India. In its letter, the French Government stated that, while conforming with resolution 222 (III), it wished to recall that, under Article 73 of the Charter, the determination of Territories whose peoples had not yet attained a full measure of self-government lay exclusively within the competence of the States responsible for their administration.

(b) ECONOMIC AND SOCIAL DEVELOPMENTS

Article 73 d of the Charter contains an undertaking by the Members concerned to co-operate with one another and, when and where appropriate, with specialized international bodies with a view to the practical achievement of the social, economic and scientific purposes set forth in the Article.

In addition to the co-operation effected through the Caribbean and South Pacific Commissions, there have been a number of technical meetings concerning the common problems of Non-Self-Governing Territories and of countries with similar technical needs. Among the outstanding were the following: two Nairobi (Kenya) conferences in October 1948 on the subject of rinderpest, the first organized by the United Kingdom and the second under the auspices of the Food and Agriculture Organization; a conference on soil conservation held at Goma (Belgian Congo) in November 1948, at which resolutions were adopted recommending the establishment of a bureau for information on soil conservation questions in African territories, the regional co-ordination of technical information for Central, East and Southern Africa and the classification and study of African soils; the third conference of the African Postal and Telecommunications Union held at Cape Town in November 1948; a conference of the International Scientific Committee for Trypanosomiasis held in London in February 1949; the first session of the International Rice Commission held at Bangkok in March 1949; the first session of the Indo-Pacific Fisheries Council held at Singapore in March 1949; and the International Forestry and Timber Utilization Conference held in Mysore in March-April 1949. Following meetings held in Paris in January 1949, a regional African conference on rural welfare is to be held at Jos (Nigeria) in November, and will be preceded by a conference on nutrition which is to be held in the Cameroons under French Administration.

In March 1949, an international convention for the control of outbreak areas of the red locust was signed in London on behalf of Belgium, Southern Rhodesia, the Union of South Africa and the United Kingdom. The convention provides for the establishment of an International Council for the Control of the Red Locust, with headquarters in Northern Rhodesia.

As regards co-operation with the specialized agencies, apart from the above conferences, campaigns against tuberculosis have been undertaken in Morocco and Tunisia by the World Health Organization and the International Children's Emergency Fund; three international scientists were appointed in October 1948 by the United Kingdom Colonial Office, selected from a list prepared by the Food and Agriculture Organization, in order to study the swollen shoot disease of cocoa trees in the Gold Coast; and among recently published studies have been the *Book of* (educational) *Needs* (UNESCO) covering the Malayan territories of the Federation of Malaya,

North Borneo, Sarawak and Singapore, and the report on training problems in the Far East prepared for the International Labour Organisation and the Economic Commission for Asia and the Far East, including a survey of conditions in Indonesia, Hong Kong, the Federation of Malaya and Singapore.

The discussions in organs of the United Nations on economic and social conditions in Non-Self-Governing Territories have continued to be frequent. One general problem has been the provision which should be made when it is desired to extend to non-metropolitan territories in general the application of United Nations conventions, having regard on the one hand to the desirability of such extension and on the other to constitutional principles, including the principle that territories with self-government in relation to the subject matter of any given convention should themselves consent to the acceptance of any international obligation on such a subject. In the draft Convention on the International Transmission of News and the Right of Correction, which was approved by the General Assembly on 13 May 1949, an article was included to cover this point; and in the Social Commission, a similar text was recommended in the case of the proposed convention for the suppression of prostitution.

In all these cases, provision is made for (a) the communication of the text through the Member State to the responsible authority of the Territory; (b) the principle of accession on behalf of the Territory; (c) the corresponding principle that, where necessary for constitutional reasons, accession is subject to the consent of the Territory; and (d) the method of notification of accession to the Secretary-General.

The importance of standard practices in this regard is that by them a link is provided between the principles of Chapter XI and those of Article 55 of the Charter. The Declaration regarding Non-Self-Governing Territories, which comprises Chapter XI, is in essence transitory in character, since it looks forward to the development of self-government. The economic, social and educational objectives outlined in the Declaration are permanently reflected in Article 55, by which the United Nations is required to promote similar objectives for all peoples. The accession, on behalf of existing Non-Self-Governing Territories, to instruments embodying practical solutions reached by the United Nations by virtue of Article 55 is in harmony with Chapter XI and should establish firm foundations of economic and social policy for the time when the Territories have reached the ultimate stage of their political progress.

Chapter IV

LEGAL QUESTIONS

A. International Court of Justice

(a) JURISDICTION OF THE COURT

(i) *Acceptance of compulsory jurisdiction*

SINCE 1 July 1948, the following States have deposited with the Secretary-General declarations recognizing as compulsory the jurisdiction of the Court, in conformity with Article 36, paragraph 2 of the Statute of the Court:

Pakistan, 9 July 1948; Bolivia, 16 July 1948; Switzerland, 28 July 1948.

On 13 July 1948 and 1 March 1949, respectively, Belgium and France deposited the instruments of ratification of their declarations.

(ii) *Instruments conferring jurisdiction on the Court*

The following treaties, registered with the Secretary-General of the United Nations, contain clauses conferring jurisdiction upon the International Court of Justice: Agreement relating to Air Services between the Netherlands and India (by reference to chapter XVIII of the Convention on International Civil Aviation); Economic Co-operation Agreements between the United States of America and China; United States and France; United States and Belgium; United States and Italy; United States and the Netherlands; United States and Iceland; United States and Norway; United States and Austria; United States and Denmark; United States and the United Kingdom; United States and Greece; United States and Sweden; United States and Ireland; United States and Luxembourg; United States and Turkey; United States and Portugal; Treaty regulating collaboration in economic, social and cultural matters and collective self-defence between Belgium, France, Luxembourg, the Netherlands and the United Kingdom; Treaty of Friendship, Commerce and Navigation between China and the United States; American Treaty of Pacific Settlement (Pact of Bogota) signed

by the twenty-one American Republics; Convention between Luxembourg, Belgium and France respecting the Luxembourg Railways; Agreement between Pakistan and India relating to Air Services.

(iii) *Authorization to request advisory opinions*

During the past year authorization to request advisory opinions has been given to the Interim Committee of the General Assembly (General Assembly resolution 196 (III)) and to the International Refugee Organization (General Assembly resolution 205 (III)). The authorization contained in the agreement between the United Nations and the Preparatory Commission of the Inter-governmental Maritime Consultative Organization (General Assembly resolution 204 (III)) will not become effective until IMCO has been brought into existence, and its assembly has approved the agreement. At the present time four principal organs, one subsidiary organ, and nine specialized agencies are authorized to request advisory opinions within the purview of Article 96 of the Charter.

(iv) *Switzerland — party to the Statute of the Court*

Having deposited on 28 July 1948 the instrument required by the General Assembly resolution 91 (I), Switzerland was the first State non-member of the United Nations to become a party to the Statute of the Court.

The General Assembly, by resolution 264 (III) of 8 October 1948, determined, on the recommendation of the Security Council, the conditions under which a State, a party to the Statute of the International Court of Justice but not a Member of the United Nations, may participate in the elections of members of the Court. In accordance with this resolution Switzerland is authorized to participate in the periodic elections of members of the Court on an equal footing with a

Member of the General Assembly of the United Nations and did so for the first time at the elections held during the first part of the third regular session. Furthermore Switzerland, in pursuance of the undertaking in its instrument of acceptance, contributes its proportionate share to the expenses of the Court.

(v) *Application of Liechtenstein to become a party to the Statute of the Court*

The Government of Liechtenstein, in a letter dated 8 March 1949 transmitted through the Swiss Consul-General, informed the Secretary-General that the Principality of Liechtenstein wished to become a party to the Statute of the Court. The subject having been referred by the Security Council to its Committee of Experts, it was suggested by that body, at its meeting on 16 June 1949, that the Security Council should recommend to the General Assembly that Liechtenstein be permitted to become a party to the Statute on the same terms as those determined for Switzerland.

(b) CASES BEFORE THE COURT

(i) *Corfu Channel Case, merits (case for judgment)*

On 9 April 1949, the International Court of Justice delivered its judgment in the Corfu Channel Case (United Kingdom *v.* Albania), already described in detail in previous reports.

In its judgment the Court, in answer to the first question submitted to it under the special agreement reached between the two parties, declared, by 11 votes to 5, that Albania was responsible under international law for the explosions which occurred on 22 October 1946 in Albanian waters and for the damage and loss of human life which resulted from them, and was under a duty to pay compensation. In regard to the second question it decided, by 14 votes to 2, that the United Kingdom did not violate Albanian sovereignty on 22 October 1946; it decided unanimously, however, that Albanian sovereignty was violated by the mine-sweeping operations of 12-13 November 1946 and that the declaration of the Court was in itself appropriate satisfaction.

The Court, after reviewing the facts, found that the explosions were caused by mines belonging to a recently laid mine-field which had been discovered by the British during their sweep of Albanian waters on 13 November. In considering an answer to the first question, the Court had to determine whether there was a legal basis upon which to charge Albania with responsibility. The first two suggestions advanced by the United Kingdom to the effect that the mines had been laid, either by Albania itself, or by Yugoslav warships with the connivance of Albania, were

rejected by the Court, which pointed out that the first alternative allegation had no evidence in its support, and that the second had not been proved. The Court stated that a charge of such exceptional gravity against a State would require a degree of certainty that had not been reached in the present case.

With regard to the third suggestion of the United Kingdom, however, the Court drew the conclusion that, on the basis of all the facts, the laying of the mine-field could not have been accomplished without the knowledge of Albania. The Court further held that Albania was under an obligation based on elementary considerations of humanity, the principle of the freedom of maritime communication, and the obligation of every State not to allow knowingly its territory to be used for acts contrary to the rights of other States, to notify shipping of the existence of a mine-field in its territorial waters, and particularly to warn the approaching British ships of the imminent danger to which they were exposed. In fact, nothing was attempted by Albania to prevent the disaster, and these grave omissions involved its international responsibility.

In considering whether there was any duty for Albania to pay compensation as a result of this responsibility, a question was raised as to whether the Court could not only decide on the principle of compensation but also assess the amount. The Court answered in the affirmative and, by a special order, it fixed time-limits to enable the parties to submit their views on this subject.

The second question put by the special agreement was whether the United Kingdom had violated Albanian sovereignty. With regard to the passage of British warships on 22 October 1946, the Court held that States, in time of peace, had a right to innocent passage for their warships through straits used for international navigation between two parts of the high seas. The Court further held that the Corfu Strait belonged to this category, and that the passage was innocent both in principle and in its method of execution. Albania would have been justified, in view of exceptional circumstances, in issuing regulations in respect of the passage, but not in prohibiting such passage or in subjecting it to the requirement of special authorization.

With regard to the mine-sweeping operation of 12-13 November, however, the Court found that it was executed contrary to the expressed wish of the Albanian Government; it had not the consent of the international mine clearance organizations; and could not be justified as an exercise of the right of innocent passage. The United Kingdom had stated that its object was to secure the mines as quickly as possible for fear that they

might be removed by the authors of the mining or by the Albanian authorities. The Court considered that this argument was presented either as a new and special application of the theory of intervention for the purpose of facilitating the task of the international tribunal, or as a method of self-protection or self-help. The Court was unable to accept these lines of defence. It could only regard the alleged right of intervention as the manifestation of a policy of force which cannot find a place in international law. The Court was also unable to accept the defence based on the principle of self-help. Between independent States respect for territorial sovereignty is an essential foundation for international relations.

In addition to the judgment of the Court, individual statements were made by Judges Basdevant and Alvarez, and dissenting opinions were given by Judges Winiarski, Zoričić, Badawi Pasha, Krylov and Azevedo, and by Mr. Ecer,¹ Judge *ad hoc*.

On the same day on which the judgment was rendered the Court made an order on the procedure for the assessment of compensation due from Albania. The United Kingdom Government, in its memorial filed on 1 October 1947, had stated the sums claimed by it, and the Court, with this in view, fixed the following time-limits: 25 June 1949 for the submission by Albania of its observations on the amount demanded; 25 July 1949 for the reply of the United Kingdom; and 25 August 1949 for the reply of Albania. Further procedure, including the appointment of experts in case of agreement being reached by the parties both as to the subject of the expert opinion and the names of the experts, would be regulated by order of the Acting President of the Court.²

(ii) *Reparation for injuries suffered in the service of the United Nations (case for an advisory opinion)*

On 11 April 1949, the International Court of Justice gave its advisory opinion on the question of reparation for injuries suffered in the service of the United Nations. This question had been referred to the Court by the General Assembly (resolution 258 (III) dated 3 December 1948) in the following terms:

I. In the event of an agent of the United Nations in the performance of his duties suffer-

ing injury in circumstances involving the responsibility of a State, has the United Nations, as an Organization, the capacity to bring an international claim against the responsible *de jure* or *de facto* Government with a view to obtaining the reparation due in respect of the damage caused (a) to the United Nations, (b) to the victim or to persons entitled through him?

II. In the event of an affirmative reply on point I (b), how is action by the United Nations to be reconciled with such rights as may be possessed by the State of which the victim is a national?

The Court unanimously answered question I (a) in the affirmative, and, by 11 votes to 4, also gave an affirmative answer to question I (b). For the purpose of examining these questions the Court established a distinction according to whether the responsible State was a Member or non-member of the United Nations, but came to an identical conclusion with regard to the capacity of the Organization to bring an international claim against Members and non-members.

On question II the Court was of the opinion, by 10 votes to 5, that when the United Nations as an Organization is bringing a claim for reparation of damage caused to its agent, it can only do so by basing its claim upon a breach of obligations due to itself; respect for this rule will usually prevent a conflict between the action of the United Nations and such rights as the agent's national State may possess, and thus bring about a reconciliation between their claims; moreover, this reconciliation must depend upon considerations applicable to each particular case, and upon agreements to be made between the Organization and individual States, either generally or in each case.

The full opinion of the Court, together with a special report of the Secretary-General on this subject, is being distributed to all Members of the United Nations, and the opinion will therefore not be reviewed in detail in the present report. The opinion affirms the international juridical personality of the United Nations in its relations with both Member and non-member States, and further affirms the capacity of the Organization to exercise functional protection of its agents and to bring international claims for reparation with respect to damage caused to the United Nations itself, and to the victim or to persons entitled through him.

(c) COMPOSITION OF THE COURT AND OF THE CHAMBER FOR SUMMARY PROCEDURE

On 22 October 1948, the General Assembly and the Security Council, voting independently, re-elected Judges Badawi Pasha, Hsu Mo, Read, Winiarski and Zoričić, whose term of office would have expired on 6 February 1949.

¹ Mr. Ecer replaced Mr. Igor Daxner, who had been designated Judge *ad hoc* by the Albanian Government at the time of the proceedings on the preliminary objection, and who was prevented from sitting at the oral proceedings on the merits owing to indisposition.

² The Corfu Channel Case, submitted to the Court under the Presidency of Mr. J. G. Guerrero, President of the Court from 6 April 1946 to 28 February 1949, was carried on under his presidency after the latter date.

In pursuance of article 9 of the Rules of Court, the Court, on 28 February 1949, elected Judge Basdevant, former Vice-President, as President and Judge Guerrero, former President, as Vice-President. The new President and Vice-President took up their duties forthwith and will hold office for three years.

The Chamber for Summary Procedure for the year 1949-1950, elected on 22 March 1949 (Statute, Article 29), is composed as follows:

Members:

Mr. Basdevant, *President*
Mr. Guerrero, *Vice-President*
Sir Arnold McNair
Mr. Krylov
Mr. Hsu Mo

Substitute members

Mr. Hackworth
Mr. de Visscher

The term of office of members of the Chamber began on 3 May 1949 and will end on 2 May 1950.

(d) MEETINGS OF THE COURT

The Court met from 2 November 1948 to 11 April 1949 to deal with the two cases mentioned above. It also adopted its budget for 1949 and considered certain administrative questions.

B. Development and codification of international law

(a) PREPARATION OF THE WORK OF THE INTERNATIONAL LAW COMMISSION

By resolution 175 (II) adopted by the General Assembly on 21 November 1947, the Secretary-General was instructed to do the necessary preparatory work for the beginning of the activity of the International Law Commission, established by resolution 174 (II) of the same date under a Statute annexed to the latter resolution. In consequence, a series of studies was undertaken, the results of which were submitted in the form of memoranda to the Commission at its first session.

Three of these studies deal with particular subjects specifically referred to the Commission by the General Assembly. A memorandum entitled *Preparatory Study concerning a draft Declaration on the Rights and Duties of States* presents an extensive documentation on that subject intended to facilitate the task of preparing a draft declaration on the rights and duties of States, entrusted to the Commission by resolution 178 (II) of 21 November 1947. Another study, *The Charter and Judgment of the Nürnberg Tribunal: History and Analysis*, relates to the formulation of the principles of international law recognized in the Charter and Judgment of the Nürnberg Tribunal, a

mandate given to the Commission in resolution 177 (II) of 21 November 1947. The third memorandum belonging to this category, *Historical Survey of the Question of International Criminal Jurisdiction*, is intended to serve the Commission when studying, in accordance with resolution 260 (III) B of 9 December 1948, the desirability and possibility of establishing an international judicial organ for the trial of persons charged with genocide and certain other crimes.

Another group of studies is concerned with functions pertaining to the Commission under provisions of its Statute. According to article 18 of the Statute, the Commission "shall survey the whole field of international law with a view to selecting topics for codification". As a contribution to this fundamental work of the Commission, a *Survey of International Law in relation to the Work of Codification of the International Law Commission* was prepared, which passes in review a great number of possible subjects for codification and presents considerations as to methods of selection. Furthermore, a memorandum entitled *Ways and Means of making the Evidence of Customary International Law more readily available* describes the actual state of documentation on customary international law and discusses methods for its improvement, with a view to assisting the Commission in its work, under article 24 of the Statute, for the promotion of such documentation. In this connexion it may be mentioned that two volumes of the compilation of international law cases referred to in the Secretary-General's report of last year have been prepared by the Registry of the International Court of Justice and published, as a publication of the United Nations under the title *Reports of International Arbitral Awards*.

Finally, as a stage in the preparation, under article 26 of the Statute, of a list of national and international organizations concerned with questions of international law to which documents of the Commission will be distributed, the Secretary-General prepared a draft list for the consideration of the Commission.

(b) FIRST SESSION OF THE INTERNATIONAL LAW COMMISSION

In pursuance of General Assembly resolution 174 (II) establishing the International Law Commission and in accordance with the Statute annexed thereto, the General Assembly, on 3 November 1948, elected the following fifteen members of the Commission:

Mr. Ricardo J. Alfaro	Panama
Mr. Gilberto Amado	Brazil
Mr. James Leslie Brierly	United Kingdom

Mr. Roberto Cordova	Mexico
Mr. J. P. A. François	Netherlands
Mr. Shuhsi Hsu	China
Mr. Manley O. Hudson	United States of America
Faris Bey el-Khoury	Syria
Mr. Vladimir M. Koretsky	Union of Soviet Socialist Republics
Sir Benegal N. Rau	India
Mr. A. E. F. Sandström	Sweden
Mr. Georges Scelle	France
Mr. Jean Spiropoulos	Greece
Mr. Jesús M. Yepes	Colombia
Mr. Jaroslav Zourek	Czechoslovakia

The first session of the Commission opened on 12 April 1949 at Lake Success. In the course of the session, which terminated on 9 June 1949, the Commission held thirty-eight meetings. As the Commission is submitting a detailed report on its work to the General Assembly, only a short survey of the work of the session will be given in the present report.

The Commission elected, for a term of one year, the following officers:

Mr. Manley O. Hudson, *Chairman*
 Mr. Vladimir M. Koretsky, *First Vice-Chairman*
 Sir Benegal N. Rau, *Second Vice-Chairman*
 Mr. Gilberto Amado, *Rapporteur*

The agenda adopted by the Commission included three questions specifically referred to the Commission by resolutions of the General Assembly and three items related to the general functions conferred upon the Commission in its Statute.

The task of preparing a draft Declaration on the Rights and Duties of States, entrusted to the Commission by General Assembly resolution 178 (II), was accomplished during the session. The Commission prepared and adopted such a draft declaration consisting of fourteen articles, and decided to submit it through the Secretary-General to the General Assembly.

In pursuance of General Assembly resolution 177 (II), directing the Commission to formulate the principles of international law recognized in the Charter and Judgment of the Nürnberg Tribunal and to prepare a draft code of offences against the peace and security of mankind, indicating clearly the place to be accorded therein to the said principles, the Commission gave careful consideration to the Nürnberg principles and formulated them tentatively in a provisional draft. As, however, the preparation of a draft code of offences against the peace and security of mankind was found to require further study, and as the two tasks appeared to be closely connected,

the Commission decided to refer both questions to a rapporteur, Mr. Spiropoulos, with the understanding that he should present to the Commission at its second session a report on the Nürnberg principles and a working paper on the draft code.

The Commission discussed in a preliminary way the question, referred to it by General Assembly resolution 260 (III) B, of the desirability and possibility of establishing an international judicial organ for the trial of persons charged with genocide or other crimes over which jurisdiction will be conferred upon that organ by international conventions. The Commission appointed two rapporteurs, Mr. Alfaro and Mr. Sandström, to deal with this subject, requesting them to make a study of the question and to submit to the Commission at its second session one or more working papers thereon.

A large part of the deliberations of the Commission was devoted to the planning, under article 18 of the Statute, for the codification of international law. The Commission drew up a provisional list of fourteen topics selected for codification and decided to give priority to three of them, namely the law of treaties, the regime of the high seas and arbitral procedure. For each of these topics a rapporteur was appointed, namely, Mr. Briery, for the law of treaties, Mr. François for the regime of the high seas, and Mr. Scelle for arbitral procedure; each was asked to prepare a working paper on the subject assigned to him for submission to the Commission at its second session. In accordance with article 19, paragraph 2, of the Statute, it was also decided to address to Governments a request for information relevant to those topics. Furthermore, Mr. Yepes was invited to prepare a working paper on the right of asylum, a subject which figured on the provisional list of topics selected for codification but not among those given priority.

In accordance with article 24 of its Statute, the Commission began the consideration of ways and means for making the evidence of customary international law more readily available. After a general discussion of the subject, the Chairman of the Commission was invited to prepare a working paper thereon, to be submitted to the Commission at its next session.

The draft list of national and international organizations concerned with questions of international law which, as mentioned above, was prepared by the Secretary-General for the purpose of distribution of Commission documents, was examined by the Commission. The additions and suggestions made by members of the Commission will be taken into account in the draft list for distribution.

(c) GENOCIDE

At its seventh session, the Economic and Social Council decided, by resolution 153 (VII) of 26 August 1948, to transmit to the General Assembly at its third session the report of its *ad hoc* Committee on Genocide, containing a draft convention on the prevention and punishment of the crime of genocide.

On the basis of a report on the matter from its Sixth Committee, the General Assembly, by resolution 260 (III)A of 9 December 1948, approved a Convention on the Prevention and Punishment of the Crime of Genocide annexed to the resolution, and proposed it for signature and ratification or accession in accordance with article XI of the Convention.

Article XI provides that the Convention shall be open until 31 December 1949 for signature on behalf of any Member of the United Nations and of any non-member State to which an invitation to sign has been addressed by the General Assembly. It is further laid down in the article that the Convention shall be ratified, and that the instruments of ratification shall be deposited with the Secretary-General. After 1 January 1950 the Convention may be acceded to on behalf of any Member of the United Nations and of any non-member State which has received an invitation as aforesaid. The instruments of accession shall be deposited with the Secretary-General.

By telegrams dated 6 December 1948 and, again, by a letter dated 23 March 1949, the Secretary-General drew the attention of the Members of the United Nations to the fact that the Convention is open for signature in accordance with article XI. In pursuance of article XVIII, certified copies of the Convention were transmitted to all Members of the Organization on 5 April 1949.

Twenty-five Members have signed the Convention, namely Australia, Bolivia, Brazil, Chile (with reservation as to approval by its Congress), Dominican Republic, Ecuador, Egypt, El Salvador, Ethiopia, France, Guatemala, Haiti, Honduras, Iceland, Liberia, Mexico, Norway, Pakistan, Panama, Paraguay, Peru, Philippines, United States of America, Uruguay and Yugoslavia. Notifications of the signatures have, in pursuance of article XVII of the Convention, been sent by the Secretary-General to all Members of the United Nations. No invitation to sign has been addressed by the General Assembly to any non-member State.

The Convention, according to its article XIII, is to come into force on the ninetieth day following the date of deposit of the twentieth instrument of ratification or accession. On the date of its coming into force, the Convention will, accord-

ing to article XIX, be registered by the Secretary-General. Instruments of ratification were deposited with the Secretary-General by Ethiopia on 1 July 1949 and by Australia on 8 July 1949.

Article XII of the Convention provides that any Contracting Party may at any time, by notification addressed to the Secretary-General, extend the application of the Convention to all or any of the territories for the conduct of whose foreign relations that Contracting Party is responsible. Such a notification was deposited with the Secretary-General by Australia, on 8 July 1949, extending the application of the Convention to all territories for the conduct of whose foreign relations Australia is responsible. In this connexion, it may be noted that the General Assembly, by resolution 260 (III)C of 9 December 1948, recommended that Parties to the Convention which administer dependent territories should take such measures as are necessary and feasible to enable the provisions of the Convention to be extended to those territories as soon as possible.

In connexion with its resolution approving the Convention on genocide, the General Assembly adopted resolution 260 (III)B inviting the International Law Commission to study the desirability and possibility of establishing an international judicial organ for the trial of persons charged with genocide and certain other crimes. The action taken by the Secretary-General and the International Law Commission in pursuance of this resolution is set forth above under (a) and (b).

(d) INTERNATIONAL LEGISLATION UNDER THE AUSPICES OF THE UNITED NATIONS

In previous reports the Secretary-General has called attention to the significance of multilateral conventions as a means for the extension of international law into new fields of international activity. The most noteworthy examples of law-making conventions prepared during the past year under the auspices of the United Nations are:

Convention on the Prevention and Punishment of the Crime of Genocide (approved by the General Assembly, 9 December 1948).

Draft Convention on the International Transmission of News and the Right of Correction (approved by the General Assembly, 13 May 1949).

Revised General Act of 26 September 1928 for the Pacific Settlement of International Disputes (General Assembly resolution 268 (III) of 28 April 1949).

Convention on Freedom of Association and Protection of the Right to Organize (adopted by the International Labour Conference at San

Francisco on 9 July 1948, and recommended for early ratification by General Assembly resolution 279 (III) of 13 May 1949).

C. Privileges and immunities

(a) CONVENTION ON THE PRIVILEGES AND IMMUNITIES OF THE UNITED NATIONS

The Secretary-General, in his last report to the General Assembly, indicated the measures which had been taken for the implementation of the Agreement between the United Nations and the United States of America regarding the Headquarters of the United Nations, and on the measures taken in order to hasten the accession of Member Governments to the Convention on the Privileges and Immunities of the United Nations.

At its last session, the General Assembly again discussed the problem of privileges and immunities for the United Nations, and expressed the great importance it attached to the accession of Member States to the Convention.

Having recalled the complementary relationship between the Agreement regarding the United Nations Headquarters and the Convention, the General Assembly, by resolution 259 (III), laid stress on the fact that, if the United Nations is to achieve its purposes and perform its functions effectively, it is essential that States Members should unanimously approve the provisions of the Convention. All States that had not acceded to the Convention were, therefore, urged to deposit their instruments of accession with the Secretary-General at as early a date as possible.

By a letter dated 11 February 1949, this resolution was drawn to the attention of Member Governments which had not yet acceded to the Convention.

However, since the last report of the Secretary-General, only seven States have acceded to the Convention, namely: Egypt, Pakistan, Belgium, Chile, Luxembourg, Australia and Lebanon. Therefore, at the present time the following Member States have deposited their accessions to the General Convention with the Secretary-General:

United Kingdom.....	17	September	1946
Dominican Republic.....	7	March	1947
Liberia.....	14	March	1947
Iran.....	8	May	1947
Honduras.....	16	May	1947
Panama.....	27	May	1947
Guatemala.....	7	July	1947
El Salvador.....	9	July	1947
Ethiopia.....	22	July	1947
Haiti.....	6	August	1947
France.....	18	August	1947
Norway.....	18	August	1947
Sweden.....	28	August	1947

Afghanistan.....	5	September	1947
Philippines.....	28	October	1947
Nicaragua.....	29	November	1947
New Zealand.....	10	December	1947
Greece.....	29	December	1947
Poland.....	8	January	1948
Canada.....	22	January	1948
Iceland.....	10	March	1948
Netherlands.....	19	April	1948
India.....	13	May	1948
Denmark.....	10	June	1948
Egypt.....	17	September	1948
Pakistan.....	22	September	1948
Belgium.....	25	September	1948
Chile.....	15	October	1948
Luxembourg.....	14	February	1949
Australia.....	2	March	1949
Lebanon.....	10	March	1949

The present state of accessions to the General Convention cannot be regarded as satisfactory, since it has been three years since the General Assembly approved the Convention on Privileges and Immunities and yet only a little more than half of the States Members of the United Nations have acceded to the Convention and at the present time the State in which the United Nations Headquarters itself is located, has not acceded.

Although the United States Government has not as yet acceded to the Convention on the Privileges and Immunities of the United Nations, special provision was made by Executive Order of the President of the United States in August 1948, in connexion with exemption from military service of officials of the United Nations and other international organizations who are not United States nationals, and persons entering the United States under section 11 of the Headquarters Agreement. Under the terms of the Executive Order it has not been necessary for such persons to register under the United States Selective Service Act of 1948.

(b) CONVENTION ON THE PRIVILEGES AND IMMUNITIES OF THE SPECIALIZED AGENCIES

On 21 November 1947, the General Assembly approved the Convention on the Privileges and Immunities of the Specialized Agencies and proposed it for acceptance by the specialized agencies and for accession by all Members of the United Nations and by any other State member of a specialized agency. Since that Convention was divided into two parts, one part consisting of standard clauses defining the standard privileges and immunities considered as necessary for all specialized agencies, and the other a set of draft annexes, each relating to one particular specialized agency, it is necessary for a specialized agency to accept the standard clauses and transmit approved draft annexes to the Secretary-General before accession on the part of a Government

may take place in connexion with the specialized agency concerned.

At the present time the final text of approved draft annexes and notices of the acceptance of the standard clauses have been transmitted and communicated to the Secretary-General by:

World Health Organization..	6 August	1948
International Civil Aviation Organization	10 August	1948
International Labour Organisation	14 September	1948
Food and Agriculture Organization	13 December	1948
United Nations Educational, Scientific and Cultural Organization	7 February	1949
International Refugee Organization	4 April	1949
International Bank for Reconstruction and Development	29 April	1949
International Monetary Fund.	9 May	1949

On 2 December 1948, the Netherlands acceded to the Convention in respect of the ILO, ICAO and WHO, and India, on 10 February 1949, acceded in respect of the ILO, FAO, UNESCO, ICAO and WHO.

(c) LAISSEZ-PASSER

By resolution 261 (III) of 11 December 1948 the General Assembly approved supplementary agreements concluded between the United Nations and ICAO, UNESCO and FAO respectively concerning the use of United Nations *laissez-passer*. These agreements had been previously approved by the constitutional organs of the agencies concerned.

In accordance with the terms of the respective agreements special arrangements were entered into between the United Nations and the agency concerned, and the *laissez-passer* of the United Nations is now issued to those agencies on a regular basis.

D. Permanent missions to the United Nations

The General Assembly, by resolution 257 (III) A adopted on 3 December 1948, instructed the Secretary-General to submit, at each regular session of the General Assembly, a report on the credentials of the permanent representatives accredited to the United Nations.

The credentials of the permanent representatives communicated to the Secretary-General by thirty Members have been carefully examined, in order to ascertain whether they meet the requirements of paragraph 1 of the above-mentioned resolution.

On 5 May 1949, a letter was addressed to all States Members, drawing their attention to the text of the resolution and requesting them in each individual case to comply with the relevant provisions thereof. A certain number of replies to this communication have already been received.

The Secretary-General is presenting to the General Assembly, at its fourth regular session, a detailed report on the subject; this report will cover also the permanent missions to the European Office of the United Nations, in accordance with the terms of resolution 257 (III) B.

E. Registration and publication of treaties and international agreements

During the past year 346 treaties were registered or filed and recorded with the Secretary-General. Of this number 291 were registered or filed and recorded by seventeen Governments, 32 by three specialized agencies and 23 *ex officio* by the Secretariat. In comparison with the figures for the corresponding period of last year, there has been an increase of 67 treaties registered or filed and recorded.

This increase is due partly to action taken by Governments and partly to special arrangements concluded with some specialized agencies for the registration of agreements with the Secretary-General of the United Nations. Such arrangements have been made with the International Civil Aviation Organization, following the adoption by the Council of that organization on 1 April 1949 of rules for registration with the organization of agreements concerning international civil aviation, pursuant to articles 81 and 83 of the Convention on International Civil Aviation. Also, in this respect, a "Memorandum of Agreement", concerning the procedure to be followed for the deposit and registration with the United Nations of International Labour Conventions and certain other instruments adopted by the International Labour Conference, was signed on 17 February 1949 on behalf of the Secretary-General of the United Nations and the Director-General of the International Labour Office.

The Secretary-General, in conformity with General Assembly resolution 254 (III), has taken all the necessary steps to ensure that registered treaties or agreements shall be published with the least possible delay.

Since 3 November 1948, the date upon which the above-mentioned resolution was approved, ten volumes of the Treaty Series have been published. The preparatory work on an index volume is now in progress.

F. Reparation for injuries suffered in the service of the United Nations

By resolution 258 (III) of 3 December 1948, the General Assembly submitted to the International Court of Justice for an advisory opinion certain questions relating to reparation for injuries suffered in the service of the United Nations. On 7 to 9 March 1949, oral arguments were presented to the Court by representatives of the Secretary-General and on behalf of Belgium, France and the United Kingdom. The Court also had before it written statements submitted by China, France, India, the United Kingdom and the United States of America. The opinion of the Court, delivered on 11 April 1949, is described in section A of the present chapter.

The Secretary-General will submit to the fourth regular session of the General Assembly the proposals which he was instructed by the General Assembly to prepare in the light of the Court's opinion.

G. Declaration of death of missing persons

The Economic and Social Council, by resolution 158 (VII) of 24 August 1948, charged the Secretary-General to prepare, in collaboration with the International Refugee Organization and with other competent organizations, a draft convention on declaration of death of missing persons. It was the desire of the Council that a solution be found for legal difficulties arising from the absence, due to war events or persecution, of persons whose death cannot be conclusively established. In pursuance of this resolution, the Secretary-General submitted a draft Convention to the Economic and Social Council at its eighth session. On 2 March 1949, the Council established an *ad hoc* Committee on Declaration of Death of Missing Persons, to which this question was referred. The Committee, which met in Geneva from 7 to 21 June 1949, approved, with amendments, the draft Convention prepared by the Secretary-General and submitted it to the Economic and Social Council at its ninth session.

H. Rules of procedure of the Economic and Social Council

During its seventh session the Economic and Social Council set up a Committee on Procedure

of ten members to undertake, in the interval between the seventh and eighth sessions of the Council, the revision of the Council's rules of procedure. The Committee was to take as a basis for that purpose proposals submitted previously by the delegation of France and the Secretary-General, together with other suggestions by Council members.

The Committee met at Headquarters between 10 and 27 January 1949. It undertook, with the assistance of legal experts from the Secretariat and the Secretary of the Council, the revision of the rules based on experience gained throughout the period of the Council's existence. While certain improvements designed to shorten debates, in particular those on procedural matters, were introduced, the Committee endeavoured, in those cases where the rules of the Council and those of the General Assembly were intended to cover similar matters, to follow in so far as possible the text of the General Assembly's rules.

The Council examined the Committee's report at its 268th, 272nd to 280th inclusive, and 282nd meetings, and adopted revised rules of procedure on 18 March 1949.

I. Special Committee on Methods and Procedures of the General Assembly

By resolution 271 (III) adopted on 29 April 1949, the General Assembly expressed its concern at the increasing length of its sessions and the growing tendency towards protracted debates in plenary meetings and in committee, and established a Special Committee of fifteen members to consider methods and procedures which would enable the General Assembly and its Committees to discharge their functions more effectively and expeditiously. The Secretary-General was invited to collaborate closely with the Special Committee in its work.

The Special Committee is now examining the various factors which affect the length of the Assembly's sessions, in particular questions relating to the agenda of the General Assembly, its internal organization, the debates in plenary meetings and in committee, and certain rules of procedure requiring clarification. The report of the Committee is to be transmitted to the Secretary-General for circulation to Members not later than 15 August 1949.

Chapter V

DEVELOPMENT OF PUBLIC UNDERSTANDING

(a) GENERAL CONSIDERATIONS

PUBLIC OPINION on the United Nations has varied during the last year in accordance with the record of the Organization as reported to it. In estimating this record, however, the public has judged it according to its own ideas of what the United Nations could and should do; and these ideas are not infrequently founded on misconceptions of the constitutional limitations and of the means of accomplishing the aims of the Organization. Further, large portions of the public know, for the most part, only of the more spectacular problems with which the United Nations is dealing and remain in ignorance of part at least of the steady progress made both in the political and in the other fields of activity.

The importance which the General Assembly attaches to public opinion is shown in the resolutions it has adopted concerning public information and teaching about the United Nations. The only sound basis for that popular support which is essential to the success of the United Nations is a public opinion accurately and fully informed of the problems with which the Organization is dealing and of the possible solutions of those problems which are within its scope. It is, therefore, important that the information agencies in the various media, and the peoples as a whole, should have assured access to full and accurate information on United Nations activities everywhere.

At the beginning of the year under review, such of the economic, social and humanitarian activities of the United Nations as were well known were held in high esteem; activities in the political and security field, however, were considered much less satisfactory. Attempts by the medium and smaller Powers to conciliate the attitudes of the great Powers on outstanding political issues met with good public response.

The celebration of United Nations Day, on 24 October 1948, produced much comment on the Organization from Press and radio, which on balance showed support for the United Nations, tempered with disappointment and criticism for its inability to reconcile the differences between the great Powers.

Later, the Universal Declaration of Human Rights and the Convention on Genocide, adopted by the General Assembly, were favourably received and the Kashmir cease-fire resulted in increased respect for the United Nations. This reaction was reinforced by the armistice agreements reached in Rhodes between Israel and certain Arab States and it was generally admitted that the United Nations was emerging as the most important element in the search for solutions of issues involving world peace and security. The lifting of the Berlin blockade produced a general appreciation of the role played by the United Nations in developments on the international scene, while there was a general feeling that the Organization had become more firmly established as a powerful force for mediation and conciliation.

In general, the surveys conducted by the United Nations indicate that, during the year, Press and radio comment in most parts of the world has shown a better understanding of the true nature of the United Nations, and there has been less criticism based on misconceptions of its purposes and scope. The machinery of the Organization is now better understood, although there have been continued attacks on the volume of procedural debates as compared with the volume of achievements.

The United Nations is beginning to be regarded as an over-all force for conciliation and mediation in the whole field of international affairs, rather than as an armed enforcer of peace, and the achievements of the Organization in the political and security sphere are being more and more judged in this light.

From a study of the declarations of organized groups, of statements by prominent individuals and their reception by the public, and of letters from individuals published in the Press, it has at times seemed that the opinion of the general public has given more active support to the United Nations than might be inferred from the comments of Press and radio alone. Members of the public tend to show impatience at delay in settling matters before the United Nations and a very encouraging desire to know what individuals can do to help.

Nevertheless, in too many large areas of the world there is still much scepticism among the general public and, as a result, only apathetic support for the United Nations. Such scepticism and apathy seem to arise from various causes: from the discouragement caused by continued disagreement between the great Powers; from a tendency to look upon the United Nations as an institution separate from the daily lives of the people—as something over which they have no control; from thinking of the United Nations as a “foreign” institution, which results in the lack of a feeling of responsibility for its support; from an inadequate understanding of the principles of the Charter—some have too great expectations and others too little faith in what the United Nations can do.

Somehow or other, peoples in ever widening circles must be helped to understand that the United Nations is the one universal instrument at their disposal for the maintenance of world peace and for raising world standards of living. It is the only instrument in which are represented all the main forces at work in the world to-day. Discussions of a world federal government or of other forms of international organization with different scope and responsibilities are theoretical discussions of possible future developments and should not be allowed to detract from the study and support of the one existing instrument. Furthermore, there is a continuous need to make clear to everyone that the success of the United Nations depends on the will of the peoples to use the instrument at their disposal and on their skill in its use.

(b) WORK OF THE DEPARTMENT OF PUBLIC INFORMATION

Through the Department of Public Information the United Nations strives to help the peoples of the world to become familiar with the nature, aims and activities of the Organization. For this purpose it uses two main types of information: in the first place, objective reports of current activities, and secondly, background information on the nature and aims of the Organization.

Background information without a continuous supply of news makes the United Nations seem unreal, ineffective, even divorced from current realities. News without the necessary background may mislead or baffle the public, who would be unaware of the constitutional limitations of the Organization and its methods of work.

An approach direct to the general public, that is to say to every man and woman in the world, or even in the Member countries, would be far beyond the resources of the Organization. The United Nations, therefore, aims particularly at working through existing organs of information and the influential group of opinion makers in every country. In pursuance of this policy, every effort is made to encourage the active interest of such organs and groups and to keep them fully supplied with all available information. Contacts are made and the maximum facilities provided, both at Headquarters and at the information centres. Independent information activities dealing with United Nations matters are encouraged wherever possible, but where such activities are undertaken, it has been found by experience that continuous assistance and advice are called for from the United Nations. Therefore, where such contacts with organs and groups are successful, a very considerable volume of work is created.

The holding of the first part of the third session of the General Assembly in Paris led to a great increase of active interest in the United Nations, as many people unable to dispose of sufficient dollars to come to Headquarters were able, for the first time since the United Nations emerged from its constituent period, to see the Organization at work. What, therefore, had for too many people previously seemed far away and even foreign became a practical reality. Since that meeting these new contacts, mainly in Europe but also in Asia and other parts of the world, have been actively pursued and the benefits are already beginning to show in increased knowledge and understanding of the United Nations.

(i) *Organization of the Department*

The activities of the United Nations in the information field have now been consolidated and fall into three main classes: facilities, liaison and production. The facilities provided both at Headquarters and information centres cover mainly the attending and covering of meetings (admissions, Press releases, Press conferences, briefings, etc.), the answering of inquiries and the supply of special material required for any particular purpose. Liaison is also undertaken at Headquarters and at information centres and consists in making and maintaining contacts, stimulating independent information activities, and dissemi-

nating material. The production of material is undertaken mainly by Headquarters and by the Geneva Office. Little original production is being undertaken in the centres, which in this field are limited principally to selection, adaptation and translation.

(ii) *Liaison with specialized agencies*

The information services of the United Nations and the specialized agencies are co-ordinated through the Consultative Committee on Public Information.

The facilities of the Department of Public Information are made available to the agencies for the dissemination of information concerning their activities, as a general information service to keep the public informed of the purposes and programmes of all United Nations bodies. The more limited public information facilities of the specialized agencies are directed particularly towards serving technical and professional groups. The co-ordinated services, operating on a reciprocal basis, with each participant contributing according to available facilities, have proved of great mutual assistance. The specialized agencies thereby receive wider coverage and the United Nations is enabled to present, through all media, a more balanced picture of United Nations activities and co-operation in the many fields of common interest. Thus, all general information material issued by the United Nations—publications, radio programmes, films, film-strips, picture stories—covers the specialized agencies as well as the United Nations itself. The results in terms of public interest have been good. Dissemination of reports of agency activities in the economic and social fields has awakened the interest of Press, magazine and radio editors, as evidenced by a large increase in the number of special feature articles and broadcasts carried during the past year. It has also shown in the correspondence received at Headquarters. During the last six months, inquiries concerning the specialized agencies have doubled, and the specific types of question asked indicate an increasing general knowledge of the agencies and their place in the United Nations system.

During the past year, the Consultative Committee on Public Information has considered among other matters a co-ordinated policy to govern the printing, sale and distribution of public information publications and a co-ordinated information policy with regard to the plan for an expanded co-operative programme of technical assistance presented by the Secretary-General to the Economic and Social Council pursuant to its resolution 180 (VIII) of 4 March 1949.

In implementation of the Committee's policy of making the fullest possible use of available facilities, permanent information liaison officers have been stationed at Headquarters by the International Labour Organisation, the United Nations Educational, Scientific and Cultural Organization and the World Health Organization.

(iii) *Press*

The fact that the first part of the third regular session of the General Assembly was held in Paris resulted in a greater volume of newspaper coverage of the Assembly than ever before. This was especially noticeable in Europe, but it was also true in other parts of the world. The Assembly attracted to Paris the greatest number of Press correspondents from the greatest number of countries ever accredited to the United Nations. Fifteen hundred correspondents representing publications in more than fifty countries were accredited; an additional five hundred correspondents were given daily or weekly passes. Most of the correspondents had never before covered the United Nations. A majority of them represented European publications.

At the beginning of 1949 there was a very sharp decline in the volume and activity of coverage of the United Nations at Headquarters and a few correspondents who had been permanently assigned to the United Nations were withdrawn. This was largely due to the mistaken assumption that the emphasis temporarily placed on international activities outside the United Nations would permanently detract from public interest in the United Nations. This development, however, was arrested when the agreement on Berlin was reached and the second part of the session of the Assembly carried on its work at Headquarters in an atmosphere of increased confidence. As of 1 June 1949, there were more than four hundred Press and radio correspondents accredited at Lake Success, representing Press and radio organizations in thirty-five Member countries. This compares favourably with the number accredited one year ago.

The Headquarters Agreement between the United Nations and the United States of America, which gives special status and protection to correspondents accredited to the United Nations, has worked well during the past year. There have been no serious difficulties of any kind under this Agreement. During the Paris session of the General Assembly, an understanding was reached with the French Government by which the terms of the Headquarters Agreement were recognized and applied. The question of establishing certain additional facilities for correspondents covering the activities of the United Nations and of the

specialized agencies both at their respective headquarters and in the field has been the object of study.

No solution has yet been found for the virtually world-wide shortage of dollars needed to maintain correspondents at Headquarters and to pay for their dispatches. This has been and continues to be one of the main obstacles to greater newspaper coverage of the United Nations by the Press of most countries. In the meantime, the United Nations has continued its limited service to newspapers and periodicals in Member countries that are either not represented at Headquarters at all or not represented adequately. A weekly mail feature service with pictorial and written material produced in several languages now reaches nine thousand newspapers and magazines in more than forty countries. Special efforts are being made to increase the usefulness and effectiveness of the information centres to newspapers and magazines by supplying them from Headquarters with more feature material of special regional interest in the languages of the areas served.

The United Nations Correspondents Association, whose membership is composed of correspondents accredited to the United Nations at Headquarters, completed its organization during the past year. The Association is, of course, entirely independent. It has proved very helpful on more than one occasion in its services both to the correspondents and to the United Nations. A similar organization of correspondents accredited to the United Nations at Geneva has been established there.

(iv) Publications

There have been no major changes in the publications programme since the last report of the Secretary-General. United Nations publications fall into four main categories: the Official Records of the proceedings of the various organs, special surveys and reports used mainly by experts or those with special interest in the subject concerned, semi-popular publications giving an account of current activities, reference material, etc., assembling factual data in an easily accessible form, prepared specifically for those who are themselves engaged in spreading information, such as teachers, speakers, writers, librarians and organizations. A special effort has been made during the past year to increase the number of languages in which some United Nations publications are issued. The languages of more than twenty Member countries are now represented in one or more of the publications available.

Assistance is being rendered to the Member Governments in the translation of the Universal

Declaration of Human Rights into many languages, and in its publication. The ultimate goal, in accordance with the resolution of the General Assembly on this subject, is to publish the Declaration in all the important languages of the world. The major burden in carrying out this programme must of necessity rest with the Member Governments.

The *United Nations Bulletin*, the Organization's semi-monthly record of the work of the United Nations and the specialized agencies, has continued to increase its paid circulation at a slow but steady rate. The first volume of the *Yearbook of the United Nations*, which is a detailed, authoritative reference work on the United Nations and the specialized agencies was produced in both English and French. A second volume is now in course of production.

A briefer and more popular account of the United Nations and specialized agencies than that given in the *Yearbook* is provided in *Everyman's United Nations*. In addition, a *Handbook of the United Nations and the Specialized Agencies* has been produced as a project of the Consultative Committee on Public Information. Information papers are also issued on the various organs of the United Nations, on different aspects of its work and on the specialized agencies.

Views have been exchanged with publishers and interested institutions in several Member States concerning the eventual establishment of a "separately owned or endowed United Nations press, with which the United Nations would have contractual relations similar to those between author and publisher", as recommended for consideration last year by the Advisory Committee of Information Experts. The experience gained in contracting for outside publication of United Nations material has, on the whole, been encouraging.

(v) Sales and distribution

Publications of the United Nations, including the Official Records, special studies and reports, periodicals, etc., are at present sold through forty-six authorized sales agents in forty-four countries. The appointment of additional agents is at present under consideration.

Further, the results obtained in the sales of publications are being carefully scrutinized and modifications in the system will be made when it is thought desirable. It should be borne in mind, in this connexion, that the sale of United Nations publications through the existing system of distribution presents many difficulties. The United Nations has not at its disposal the distribution and promotional resources available to the more important commercial publishers. This makes it even more difficult to obtain satisfactory results

in selling material, much of which, by its very nature, appeals only to a specialized and therefore limited audience. A few publications have also been placed in the hands of commercial publishers in order to achieve a wider and more economical distribution than existing official facilities permit.

Sales during 1948 rose to \$148,096, an increase of 80 per cent over sales in the previous year. Arrangements have now been made for the sale of United Nations publications in local currencies in areas experiencing dollar shortages, but in some cases the distribution of publications is still hampered by customs formalities.

Mailing lists of re-disseminators of information have been established both at Lake Success and at the various information centres.

(vi) *Radio*

In the field of radio, experience during the past year has demonstrated that the work of the United Nations and its agencies provides an immense amount of material for radio programmes of all kinds and that radio officials in a great number of the Member States have found that programmes broadcast over the United Nations Radio offer an interesting and useful supplement to their own nationally produced broadcasts.

Thus, the number of countries relaying daily news programmes prepared by the United Nations Radio has steadily increased — thirty-six as of June 1949 compared with twenty-five for the same period during the previous year. This involved, naturally, an increase in the number of languages used daily at Headquarters — twenty-four in 1949, as compared with twenty for the previous year. In addition to the countries re-broadcasting every day, a great many more make use of programmes on a less regular basis. Letters from responsible radio officials in practically every Member State testify to the usefulness of the service from the United Nations Radio — a great majority expressing a willingness to re-transmit far more material than can be offered to any one country with the resources available at Headquarters. For the most part, letters from radio stations as well as from the general public express an increasing interest in programmes of a documentary character which, better than short news programmes, can show in perspective the varied character of United Nations activities.

All the basic services have continued to be supplied to accredited radio correspondents and to delegations wishing to send dispatches by radio to their own country.

In general, it may be said that the United Nations Radio has emerged from the experimental phase and is now firmly established on a solid

footing, professionally recognized by the broadcasting agencies of the world.

(vii) *Telecommunications*

Implementing the directive of the General Assembly, the Organization has continued to take all practicable measures necessary to protect its claims for frequencies in the international high frequency band in order to ensure the possibility of continued operation of United Nations radio services through the use of national facilities, or eventually through facilities operated by the United Nations itself. A United Nations technical expert attended the International High Frequency Broadcasting Conference held at Mexico City in October 1948, where the great majority of delegations recognized and supported the United Nations frequency claims.

(viii) *Films and visual services*

Transcending the barriers of language, the visual media — films, film-strips, photographs and graphics — have made it possible for information on the United Nations to reach not only the literate but the illiterate as well.

It became evident at an early stage that most subjects dealt with by the United Nations in visual media, and in films particularly, were also of interest to one or more of the specialized agencies. Early in 1947, therefore, the United Nations and the specialized agencies established the United Nations Film Board to enable them to render mutual assistance in the production, stimulation and distribution of films and other visual materials and to co-ordinate these activities on a daily operational basis (see also section (ii) of the present chapter).

The film programme initiated in 1946 was necessarily geared to the organization and establishment of the United Nations. The series of films representing this phase, consisting of eleven titles, was completed by the end of 1948 and was designed to translate into easily understood visual terms the spirit of the Charter and the objectives and functions of the United Nations.

United Nations missions and field activities, which are increasing steadily, lend themselves admirably to documentary film and screen magazine treatment and now make it possible to use the film medium in informing the people of the world of the Organization's activities and achievements. As a result, in the 1949 film programme emphasis was transferred to such subjects as the work of the economic commissions, the technical assistance programme and United Nations activities in Palestine.

In addition to the United Nations own limited film programme, every effort is made to interest

governmental and private producers in making films dealing with United Nations subjects. This effort has been meeting with a growing response. Some such films have already been completed and a number of film projects are under way in Canada, Czechoslovakia, Denmark, Norway, Switzerland, the United Kingdom and the United States of America.

Films are also being increasingly integrated into the substantive programmes of the United Nations, notably in the advisory social welfare services programme and the United Nations Scientific Conference on the Conservation and Utilization of Resources.

During the period under review, United Nations films were distributed to forty-six countries and two Non-Self-Governing Territories. It is estimated that a total of 250 million people throughout the world have already seen United Nations films and the distribution pattern continues to expand. Underlining the enduring nature of these films is the fact that the first film produced, *The People's Charter*, continues to be shown and re-shown, more than two years after it was released.

The swifter tempo and more varied activity during the past year has resulted in the production of a greater volume of film material for newsreel and television use, and an increased number of film interviews with representatives. In addition to newsreel use this material is steadily building up the film footage library which is a valuable source of material for films on the United Nations.

During the year, photography and related techniques have been increasingly used as full-fledged media of public information. Emphasis has shifted from the coverage of spot news with individual news photographs to the assembling of series of photographs, each a self-contained series covering one aspect of the work of the United Nations in the field. Some of these series make up a consecutive narrative, others are groups of photographs covering one particular activity.

This material is produced both for distribution to the Press in sets of individual photographs, and in wall-poster form to be used for educational display purposes.

Photo-features prepared for the Press have been reproduced throughout the world; in the United States alone readers are assessed at twenty million. In several countries, the distribution of this material to the Press is handled exclusively by commercial picture syndicates at their own expense.

The production and distribution of film-strips constitute another important activity. So far, more

than 60,742 copies of United Nations film-strips have been distributed to schools, study groups, non-governmental organizations, church bodies, etc., in sixty-three countries and twenty-three dependent territories. Most users organize complete instructional courses about the United Nations based on film-strip showings and discussions.

(ix) *National education*

The development amongst peoples of the world of a feeling of responsibility for the United Nations and knowledge as to how the United Nations can be used, depends largely on continued and still greater efforts in the field of education. News reports through the Press, radio and newsreels are designed to describe day-by-day happenings and outstanding events: by themselves they are insufficient to create public understanding of the United Nations as a whole.

Teaching about the United Nations and the relationship and responsibilities of every citizen toward the Organization should take its place as a natural development of teaching about the machinery of city and national governments and the relationship and responsibility of every citizen toward them.

It is not always easy, however, to help the Member nations to implement the resolution adopted by the General Assembly in 1947¹ on teaching about the United Nations, for the organization of the educational system varies from country to country and is rarely centralized in one authority.

Against such a background, emphasis has been laid during the past year, in collaboration with UNESCO, on (a) the establishment of contacts with national education leaders, and (b) the provision of appropriate material in different languages and at accessible centres to meet the demand.

Correspondence has been opened with the education departments of all Member States, and through their assistance attempts have been made to set up, at the main teacher training colleges, volunteer educational centres of the United Nations. The purpose of such centres is not only to set up reference facilities for pupils and teachers in their areas, but also, through demonstration lessons, discussions of curriculum planning and encouragement of text-book writing, to stimulate and promote teaching about the United Nations.

Fourteen thousand and seventy-five educational agencies in approximately forty of the Member nations are regularly supplied with material from Headquarters for the purposes outlined above and one hundred and twenty-four voluntary educational centres have been established to date in fourteen Member countries.

¹ See page 60.

Finally, in answer to the demand for material previously noted, an effort has been made during the past year to produce "model" material for schools in limited editions and different languages. Such material is sent to each Member nation so that the authorities of each country can consider the possibility of adapting and reproducing it to meet their own national needs.

(x) *Non-governmental organizations*¹

Non-governmental organizations provide a unique ready-made channel for developing enlightened understanding of the United Nations amongst peoples throughout the world. Furthermore, leaders of these organizations are aware of their responsibilities and have shown themselves ready to co-operate in the general information activities of the United Nations. In addition to their unique function as information channels on the individual activities of the United Nations in which they have a special interest, they have recognized their responsibility and effectiveness in creating informed public opinion among people generally, both on the national and the community level.

The second of the regular conferences of international non-governmental organizations, convened to discuss ways and means of developing understanding and disseminating information about the United Nations, was held at the European Office of the United Nations in Geneva in the early summer of 1948. It was attended by some three hundred delegates of one hundred and twelve organizations, representing more than 300 million members from almost every region of the world. A similarly representative group attended the third conference held in the spring of 1949 at Headquarters. In addition to these conferences on a global basis, arrangements have been developed for the holding of regional conferences in Europe and Latin America.

At the national level, the United Nations has worked increasingly to encourage the formation of national groups of organizations desirous of working to spread information on the aims and activities of the United Nations. Following the valuable initiative taken in Australia by the founding of the Australian National Committee for the United Nations, informal meetings of national non-governmental organizations were organized in Cuba, Panama, Chile and Peru (where a provisional Peruvian Committee for the United Nations has been established), while a committee of non-governmental organizations for the United Nations was constituted in France during the first part of the third regular session of the General Assembly in Paris. At the same time, preliminary steps were taken in Belgium.

Many national and international non-governmental organizations have resident observers at Headquarters, who relay back to their members a true and balanced picture of United Nations activities. The fact that the first part of the third session of the Assembly took place in France widened the field of direct contacts with representatives of organizations. Accreditations were issued in Paris for eighty-five observers from international non-governmental organizations; ninety-two from French national organizations and seventy-three from national organizations from Austria, Belgium, Canada, Czechoslovakia, India, Iran, Lebanon, Norway, the Union of South Africa and the United States of America.

Complementary to services through resident observers, contact is maintained by mail with over three hundred international organizations and fifteen hundred national organizations in all parts of the world.

A notable development has been the arrangement of programmes of work and study in the period from 1 August to the end of the year 1948 for thirteen winners of the first international essay contest for members of non-governmental organizations, who visited Lake Success for periods of one month each. A second international essay contest has been organized for 1949 dealing with the Universal Declaration of Human Rights.

As a result of these contacts with non-governmental organizations, active programmes are developed which directly reach the peoples of the world. Many organizations produce radio programmes, organize discussion groups, report regularly in their publications and issue special publications on the work of the United Nations. A number of seminars for leaders of organizations have been held at Lake Success, as well as at the Palais de Chaillot, Paris, and a record number of visiting groups attending under the auspices of their representatives at Headquarters have been given briefings. Throughout the year no meeting of any major organ or committee of the United Nations has taken place which is not attended both by regular observers of the large non-governmental organizations and by visiting groups brought by them.

(xi) *Lecture services*

Complementary to services to organized groups, attention has also been paid to the demands for public lectures at *ad hoc* gatherings, to the answering of letters of inquiry and to the arrangements for the attendance of the general public at meetings of the United Nations.

As far as lecture facilities are concerned, the policy has been, first, to make the best possible

¹ See also page 109.

use of the time which can be spared by members of delegations and of the Secretariat to speak at important meetings in the United States, and, whilst away from Headquarters, in their respective home countries. Secondly, a network of volunteer speakers units, supplied with material and serving local needs in Member countries has been organized on a wide geographical basis. Two hundred and three such units have so far been set up in forty-two Member States. Increasingly, persons from all walks of life, but particularly students and teachers from universities and colleges, have been writing for help in understanding the work of the United Nations and of the specialized agencies, and for guidance in the development of courses, study groups, etc. About a thousand such letters are received each month.

During the past year, more than fourteen thousand members of the general public have been enabled to attend meetings of the various organs, commissions and committees of the United Nations at Headquarters. Although it is easier for citizens of the host country to avail themselves of these facilities than for other nationals, every effort has been made to ensure that visitors and students from other nations coming to the United States should be given special facilities not only to attend meetings of the United Nations but to receive special briefings.

(xii) *Library services*

The Library is responsible, at Headquarters, for all library services, including the five departmental libraries, for the acquisition of all library materials and for indexing all United Nations documents.

In response to a request from the Fifth Committee, the Secretary-General will submit a statement on policy and organization to the General Assembly at its fourth regular session, which will also consider the location of the library services.

In the formation of the library collections emphasis is laid on service, not on accumulation and preservation; on immediate, not ultimately potential usefulness. The Library's primary function is to enable members of delegations and officials of the United Nations and its various organs to obtain the library material and information needed in the execution of their duties. The collections and services to be maintained will, therefore, be determined by these needs, and the programme of the Library will necessarily change as the programme of the United Nations changes.

In only one field is the Library striving for completeness; that is, in the documents of the United Nations and the specialized agencies and those of the League of Nations.

The Library is increasing the number of its acquisitions by means of gifts and exchanges, and thereby is enabled to effect economies. One hundred and sixty-two libraries throughout the world now receive United Nations documents and publications under the depository and exchange arrangements administered by the Library.

Use has been made of libraries under contract to prepare bibliographies required by the United Nations which cannot be satisfactorily done with the limited facilities of the United Nations Library itself. United Nations information centres outside the United States have been asked to obtain from libraries in their areas information about books and documents currently issued in those areas on subjects of interest to the United Nations and to forward such information promptly to the Headquarters Library. Under the depository library and exchange programme United Nations documents in substantial numbers are now going to one hundred and sixty-four institutions in sixty-nine countries.

The Geneva Library is being continued without material change, and no permanent transfers to Headquarters or to the specialized agencies are contemplated. However, its lending policies are being liberalized.

(xiii) *Information centres*

During the year, information centres have started operations from Buenos Aires for Argentina, Bolivia, Paraguay and Uruguay, from Cairo for Egypt, Ethiopia, Iraq, Lebanon, Saudi Arabia, Syria and Yemen, and from Sydney for Australia and New Zealand, bringing the total of operating centres to fifteen.

The over-all pattern has developed steadily, but has varied from centre to centre. In most cases, however, the organizational period has been completed and problems of housing, equipment and privileges have been solved.

Freed from these problems, the centres have been able to improve the quality of their operations and play more fully their part as integral units of the United Nations spreading knowledge of all aspects of the Organization and of the specialized agencies. Their influence in their respective regions has increased. This is not only a question of placing more Press releases and obtaining better coverage of United Nations activities in mass media of information; they have been able to develop closer and more consistent relations with more diversified groups of opinion makers. In this way more groups and individuals have been made aware of United Nations activities and greater understanding and support have been created.

As a result of these developments the centres were able to give most valuable co-operation to national activities in the world-wide observance of United Nations Day. Further, centres are being increasingly successful in getting national sponsorship for regional language editions of pamphlets, posters and films. Their work in stimulating and assisting national education activities has developed considerably, particularly in Mexico, Copenhagen and Paris. Their contacts have now reached a point where successful regional conferences can be organized for non-governmental organizations, summer schools, special courses, etc.

The Geneva information centre has a different role from those of the other centres as it is the

original source for news and information concerning all United Nations activities at the European Office. The Washington centre is also in a different position, situated in the capital of the host country in a city which is not only the headquarters of several specialized agencies but also the centre of a large and outstandingly important corps of Press and radio correspondents and of representatives of non-governmental organizations. The London centre has, in particular, developed a system of specialist distribution to professional and trade groups.

All centres are progressing with the enlisting of voluntary assistance, appointing unpaid local representatives to work for them in various districts within their regions.

Chapter VI

ORGANIZATION, ADMINISTRATION AND FINANCE

A. Organization and structure of the Secretariat

THE system of decentralized financial control put into effect at the beginning of 1948, under which responsibility has been placed on the departments for the administration of budget allotments, has clearly manifested its worth in terms of administrative simplicity and a fuller co-ordination of programme and financial considerations. Progress has also been made in the development of administrative and financial rules. An administrative manual is in preparation, comprising four volumes, in addition to a manual for mission staff. The second volume dealing with personnel, and implementing the codification of staff rules presented to the General Assembly at its third regular session, was issued as of 1 September 1948. The other three volumes, on organization of the Secretariat, on budget and finance, and on office procedures respectively, are all expected to be published in 1949 or the early months of 1950.

During the year under review, the main organizational problems of the Secretariat have arisen for the most part in connexion with missions, the information centres and other offices away from Headquarters. Studies of these problems have revealed that the major difficulty in establishing administrative patterns for these activities arises from the wide differences in their size, scope and objective.

As regards missions it may be reported, however, that progress has been made in co-ordinating the work of the Headquarters departments and bureaux which serve them. Whereas last year considerable confusion arose with respect to conflicting or overlapping authorities for control of mission administration, this year the problem has been resolved to a considerable extent by making the Executive Office of the Secretary-General responsible for over-all co-ordination, the Department of Security Council Affairs for the sub-

stantive work of a mission, and the Conference Division of Conference and General Services for originating and clearing all administrative and financial actions.

While it has been found impossible to establish rules and procedures which can be applied to all missions, such as the visiting missions of the Trusteeship Council, the aim at present is to develop uniform standards for those in Palestine, the Balkans, India and Pakistan, Korea, and Indonesia. These will be included in an administrative manual, now in the last stages of preparation, for the guidance of mission secretaries and other administrative officials with respect to such matters as organization, budget and finance, personnel and procedures.

The programme for the United Nations Relief for Palestine Refugees, which is referred to in greater detail in chapter II of the present report, represents a new type of organization in the Secretariat in that, with a view to the greatest economy and dispatch, it utilizes the machinery of existing disaster relief agencies and the facilities of the appropriate specialized agencies.

The plight of Palestine refugees was such at the time the programme was approved in November 1948 that it was imperative that new and expanded relief activities should begin at once. Temporary advances were, therefore, made immediately available from the Working Capital Fund in accordance with the provisions of the General Assembly resolution, in order that the operation, to be financed ultimately by voluntary contributions from Member and non-member States, should not be delayed for financial reasons. Within a very short time, the American Friends Service Committee, the International Committee of the Red Cross and the League of Red Cross Societies concluded with the United Nations agreements to serve as operational agencies responsible for the distribution of supplies. Under these arrangements, the actual distribution of

supplies began in mid-January, barely six weeks after the appointment of the Director. In addition, the International Children's Emergency Fund, the World Health Organization, the International Refugee Organization, the Food and Agriculture Organization and the United Nations Educational, Scientific and Cultural Organization are participating in the programme.

As a result of these arrangements, it has been possible to operate with a very small staff. Headquarters staff at Geneva is primarily concerned with solicitation of funds, programme reporting, financial control and accounting, and purchase and exchange of supplies. Field offices responsible for the purchase, receipt and allocation of supplies are located in Cairo and Beirut. A liaison officer at Lake Success is responsible for liaison with United Nations Headquarters departments, certain Governments, permanent delegations, private organizations and the public. The total of UNRPR staff is thirty-six, sixteen of whom are secretarial and clerical; 168 professional staff are required by the operating agencies to carry out the actual relief work in the area.

The main changes that have occurred in the organization and structure of the Secretariat during the past year are as follows:

EXECUTIVE OFFICE OF THE SECRETARY-GENERAL

The Executive Office of the Secretary-General has been reorganized in accordance with the recommendations of the Advisory Committee on Administrative and Budgetary Questions to the effect that the emphasis in that Office should be on senior staff who would be more concerned than heretofore with problems, on the policy level, of co-ordination and liaison in connexion with Member Governments, specialized agencies, economic and social matters, missions and United Nations offices away from Headquarters.

DEPARTMENT OF ECONOMIC AFFAIRS

With the transfer to the Executive Office of the Secretary-General of the Specialized Agencies Section of the Joint Division of Co-ordination and Liaison the functions of the remaining Section, those of providing services to the Economic and Social Council, were merged with those of the Section for arrangements for consultation with non-governmental organizations to form the Economic and Social Council Secretariat. A Section has been set up on a temporary basis to handle problems relating to the programme for providing technical assistance to under-developed countries in accordance with the terms of resolution 200 (III) of the General Assembly. It is expected that this Section will be established on a permanent basis in 1950.

DEPARTMENT OF PUBLIC INFORMATION

As a result of the study made following a request by the Fifth Committee that the Advisory Committee on Administrative and Budgetary Questions should "investigate the activities of the information centres with a view to the rationalization of their administration", External Services has been abolished as a division. While it was found that it would be neither possible nor expedient to prescribe a uniform pattern for all information centres in view of the wide differences in their problems and in the demands made for service, it was believed desirable to place the responsibility for giving substantive direction to the centres in the Office of the Assistant Secretary-General. It was furthermore decided that the function of producing material for the centres should be transferred to existing production, supply and distribution units of the various service divisions of the Department, thus establishing direct contact between those units and the centres.

During the year under review, a new information centre has been opened in Cairo, Egypt.

CONFERENCE AND GENERAL SERVICES

During the early part of 1949, general administrative duties formerly decentralized among the various Divisions of the Bureau of General Services were centralized in the Office of the Director, with resultant staff economies combined with more effective administrative control. A further rationalization of previously scattered functions and responsibilities, in the interest of economy and operating efficiency, was achieved with the establishment in the Bureau of a Telecommunications Services Division comprising the technical staff formerly engaged in research and planning of telecommunications in the Department of Public Information and the operational staff of the Sound and Recording Section of Conference and General Services.

In the Bureau of Documents, the consolidation of all activities relating to procurement and functional control in the field of printing was completed with the organization of a Publications Division, consisting of a Printing Section, Reproduction Section and Distribution Section. In view of the large sum which the United Nations spends annually on printing, the Secretary-General is conscious of his responsibility continuously to review the programme and operations in this field. The changes made during the past year have already demonstrated their worth in terms of more efficient office routine, more reliable estimates and lower contract prices, better budgetary control, more consistent scheduling and greater productivity. The use of printing facilities out-

side the United States of America has also been extended; 25.2 per cent of the pages printed during the period under review were printed in other countries, excluding 7,500 pages printed in Paris during the course of the last session of the General Assembly.

ADMINISTRATIVE AND FINANCIAL SERVICES

The reorganization of the Administrative and Financial Services, mainly affecting the Bureau of Administrative and Financial Services and the Bureau of the Comptroller, was effected in January 1949 in accordance with principles recommended by the Advisory Committee on Administrative and Budgetary Questions and by the Fifth Committee. The Department now comprises the Office of the Assistant Secretary-General with its functions unchanged, the Bureau of Finance and the Bureau of Personnel, and a newly created Inspection Service.

The Bureau of Finance is responsible for budget formulation, establishment of manning tables for each department, salaries and allowances, grading of posts; receipts, custody and disbursement of funds; maintaining liaison with specialized agencies on administrative and financial questions; issuance of administrative directives; and making studies and recommendations on all questions involving financial policy. The Bureau is composed as follows: Office of the Director, Budget Division, Policy Division, Treasury Section, Tax Section, General Accounts Section and Claims Section.

The Inspection Service, which reports directly to the Assistant Secretary-General, is responsible for examining all actions of the Secretariat which have financial implications in order to ensure conformity with the regulations and an economical use of funds; for reviewing administrative procedures, forms and related office methods from the viewpoint of effectiveness, efficiency and maximum utilization of staff and equipment; and for inquiring into questions of organization, operating effectiveness and personnel utilization, including work records and standards of performance.

B. Conference Services

The earlier part of the period under review was largely occupied with the preparation of arrangements for the third regular session of the General Assembly. After the selection of Paris as the site of the session, negotiations were conducted with the French Government, as a result of which letters were exchanged between the Minister for Foreign Affairs of the French Republic and the Secretary-General, defining the division of administrative and financial responsi-

bilities. The Secretary-General has recorded his appreciation of the generous and effective part played by the French Government in the negotiations themselves and in their subsequent implementation.

When preliminary agreement had been reached, the Secretary-General dispatched a small advance party to Paris to maintain liaison with the French Government and to provide detailed information and assistance in the material preparations. A number of difficulties, not unexpected in an operation of such scope and complexity, were encountered, but were progressively overcome. Certain other difficulties arose during the Assembly session, but the advantages of a central situation within a city, and within Paris in particular, largely compensated for the shortcomings.

The stress of preparing for the Paris session coincided with the reorganization of the Bureau of Documents referred to in last year's report and with the need to send on home leave a large number of the officials detailed to duty in Paris. Nevertheless, the task was accomplished and the reorganization sufficiently advanced to give clear evidence of its advantages during the Assembly session.

The centralization of activities relating to Official Records, on the one hand, and of printing functions on the other, made it possible to maintain a steady schedule in the printing in Paris of the Official Records of the first part of the third regular session, so that several volumes were completed and published within one month of the Assembly's termination. In addition, the current Official Records of the Security Council were promptly published. Increasing satisfaction with the quality of summary records has been evident, particularly among members of the Economic and Social Council and the Trusteeship Council. Moreover, interchangeability has been achieved among the staff assigned to the preparation, translation and editing of the summary records, thus ensuring increased speed and economy of production and closer adherence to schedules.

A complementary improvement can be reported in the Translation Division, where a more efficient scheduling of the translation of other documents has been made possible by the transfer to the Official Records Division of the responsibility for the translation of current records into the working languages. Nevertheless, flexibility between the Translation Division and the Official Records Division has not been lost. For example, the Translation Division edited part of the Official Records of the General Assembly in Paris and, in the use of Spanish as a working language of

the General Assembly, considerable saving will be made by interchanging translators between the two Divisions.

Progress in the organization of the interpreting services continues, and the policy of achieving interchangeability of interpreters between the consecutive and simultaneous systems continues to be implemented. At present, most of the interpreters can interpret simultaneously. In consequence, the number of interpreters has remained unchanged, while the effective scope of this staff has been increased. Even so, it has been possible to provide a maximum of only four teams of simultaneous interpreters at Headquarters. This has provoked considerable complaint from certain organs, when the number of meetings held at the same time has exceeded four and therefore made consecutive interpretation the only service available to the remainder. The Secretary-General has made every effort to extend the facilities, but within the limits of the resources available to him he has been unable to satisfy the needs of every meeting.

In spite of a considerably increased volume of documentation and of the serious problems raised by the move of the General Assembly to Paris, it is satisfying to be able to report that no meeting has been delayed in the period under review through failure to reproduce documents in time. This has been made possible by the existing procedures for the more systematic and orderly control of work assignments through the Documents Control unit which have been gradually developed and which will continue to be strengthened. In particular, steps have been taken to obtain regular advance information of incoming work and to link both this information and the records of actual submissions with the planning of conferences by the Conference Division. In this way it is hoped gradually to lessen the irregularity of the demands made upon the services. Nevertheless, even reasonably accurate advance planning remains difficult so long as the sessions of the General Assembly and other organs continue to expand beyond the estimated time-limits for which staff is provided.

C. General Services

In general, it may be assumed that the work of the Bureau of General Services has reached a stable level which will be maintained until the Secretariat moves to its permanent Manhattan Headquarters in 1951. However, a considerable part of the additional work of preparing for the third regular session of the General Assembly in Paris fell upon the Transportation and Purchase and Supply Divisions, as the following figures indicate:

	1947-48	1948-49
Travel reservations.....	7,370	13,731
Hotel reservations.....	5,792	6,215
Passport and other transactions	4,798	7,474
Freight moved (pieces)....	11,801	20,898

Approximately 225 tons of supplies and equipment were packed and shipped from New York to Paris. At the close of operations in Paris much of the heavy equipment was sold locally, the sum of \$16,000 being credited to casual revenue after meeting the cost of replacement by new equipment. Other surplus supplies and equipment were sold to international organizations without loss.

The cafeteria showed a small profit for the calendar year 1948 and a somewhat larger profit is indicated for 1949, in addition to which it has been placed on a self-sustaining basis by absorbing its full share of overhead charges such as heat, water, electricity and steam.

The registry service has been decentralized by the establishment of eight branch registries, and the diplomatic pouch service has been extended to fourteen regional offices and missions.

Automobiles of the Local Transportation Section travelled 888,715 miles during the year. It is pleasing to record that to date 288,541 passengers have been conveyed 3,446,201 miles without an accident involving injury.

D. Staff administration

(a) RECRUITMENT AND APPOINTMENTS

As was the case last year, recruitment from outside the United States of America has continued, mainly through fifteen field recruiting officers and a number of voluntary committees whose combined activities cover some thirty-five countries directly and a number of others indirectly.

The system of recruitment by competitive examination has been further developed although, in the main, it continues to be limited to linguistic posts and to such categories of staff as clerk, typist, stenographer, machine operator, etc. Altogether some 1,300 linguistic candidates were examined during the year in twelve countries while, for the latter categories of posts, more than 3,000 persons were tested, mainly in New York, but including also competitions for bilingual secretaries (French-English) in Canada. Progress in the development of the competitive examination method for the recruitment of junior professional and administrative personnel has necessarily been very much slower and some time is likely to elapse before the Secretariat is sufficiently stabilized to make it possible for its normal annual requirements to be secured primarily through open competitive examination. The plans previously formulated for

recruiting twenty young trainees from India, Pakistan and Latin America have, however, been brought to fruition. Examinations in the latter area are already being conducted and it is intended that those to be held in India and Pakistan should take place in the autumn of 1949.

The staffing of missions today constitutes one of the most difficult personnel operations with which the Administration is constantly faced and one which, indeed, has taxed its resources to the utmost. During the past year, 189 persons were placed on mission assignments with the United Nations Mediator on Palestine, the United Nations Conciliation Commission for Palestine, the United Nations Special Committee on the Balkans, the United Nations Commission for Indonesia, the United Nations Commission on Korea, the United Nations Commission for India and Pakistan, and the United Nations Plebiscite Mission for Jammu and Kashmir. Of this number, 118 Secretariat staff members were detailed from their regular assignments at Lake Success, while seventy-one were recruited initially to serve expressly on a specific mission.

The Personnel Selection Committee has continued to review the qualifications of staff members who have been recommended jointly by the department heads and the Bureau of Personnel for indeterminate appointments in the Secretariat. As of 30 June 1949, out of 2,912 established posts of all grades at Headquarters (excluding purely temporary assignments) indeterminate appointments have been granted to or recommended for 1,091 members of the staff. The corresponding figures for internationally recruited staff (i.e. grades 8 and above) are 1,402 established posts and 616 indeterminate appointments respectively. The remaining 475 indeterminate appointments are held by secretarial, clerical and manual workers in grade 7 and below who were, for the most part, recruited locally.

Vigorous efforts to improve the geographical distribution of the staff of the Secretariat have been continued during the past year. The success of these efforts is shown by the fact that on 1 July 1949, the number of "under-represented" nationalities was thirteen as compared with twenty in June 1948. In other words, at the present time, the Secretariat adequately represents, from a numerical standpoint, forty-six of the fifty-nine Member "nationalities", as compared to thirty-seven out of fifty-eight one year ago.

(b) INTERNATIONAL CIVIL SERVICE ADVISORY BOARD

During the past year, the membership of the International Civil Service Advisory Board was completed, and the first session of the Board was

held at Lake Success in March 1949. The two major topics considered were recruitment methods and standards and the proposed international centre for training in public administration. A report was submitted on the latter subject suggesting an outline of the programme for the centre. No report was, however, submitted at that time on recruitment methods and standards. With the initial staffing of the organizations participating in the Board more or less completed, the Board considered that its efforts should be primarily directed towards the development of sound recruitment practices of a long-term nature, but that more information from the participating organizations and more time for a careful review were needed before specific recommendations on this subject could be formulated. Consequently, it was decided to defer reporting on this matter until the Board's second session, to be held early in 1950.

(c) SALARIES AND ALLOWANCES

In view of the comprehensive review which is to be undertaken during the present year at the request of the Advisory Committee on Administrative and Budgetary Questions, by a Committee of Experts on salaries, allowances and leave questions, only relatively minor changes and adjustments have been made in the past twelve months other than those necessitated by the introduction of the staff assessment plan. Action taken to implement resolutions of the General Assembly on the subject of tax equalization and staff assessment are dealt with in section F of this chapter. Little can be reported, at this time, in connexion with the work of the Committee of Experts, whose recommendations are not expected to be available until later in the year. The secretariats of the United Nations and of the specialized agencies have prepared, however, exhaustive factual papers setting forth the salary, allowance and leave systems at present in effect, and it is confidently expected that the results of the Committee's work will facilitate a satisfactory solution of a number of problems that have emerged in the course of administering the existing salary and allowance system.

Experience gained during the first four years of the Organization's existence has clearly indicated that there is urgent need, on the one hand, for simplifying the present highly complicated and administratively costly salary and allowance arrangements of the United Nations and, at the same time, of improving the status of certain categories of staff. It is believed that these two objectives are not mutually incompatible and that current rules and regulations are capable of revision in a manner which will promote both objectives.

As authorized by the General Assembly at its third regular session, the expatriation allowance for persons whose permanent duty stations are outside the country of their nationality has been restored retroactively to the date on which it was discontinued under the two-year rule previously in effect.

To meet the further rise in living costs in the Headquarters area, the cost-of-living adjustment has been increased, with the approval of the Advisory Committee on Administrative and Budgetary Questions, from \$240 (net) for single persons and \$450 (net) for staff with dependants to \$450 (\$530 gross) for all staff in receipt of net salaries not exceeding \$6,700, allowance for dependants being made in the form of credits under the staff assessment plan.

Following upon a study made at the request of the Advisory Committee on Administrative and Budgetary Questions on *per diem* subsistence allowances for staff assigned to missions, a new and more realistic system has been put into effect whereby staff without dependants receive \$3 a day less than the amount established for the mission, this sum having been determined as the amount a single person saves, while on mission, in such home expenses as housing, food and laundry.

Progress can be reported in solving the problem of fixing appropriate differentials in salaries between Headquarters and offices away from Headquarters. The Secretariat this year has been conducting, with the co-operation of the specialized agencies, cost-of-living surveys among staff members in all areas where the various organizations have offices and it is anticipated that the results of these studies will provide a basis for a general review of cost-of-living differentials, having regard to such general policy recommendations as the Expert Committee on salaries and allowances may present.

(d) UNITED NATIONS JOINT STAFF PENSION FUND

A permanent scheme for the United Nations Joint Staff Pension Fund, to become effective on 23 January 1949, was adopted unanimously by the General Assembly at its third session (resolution 248 (III) of 7 December 1948). During the past year, the United Nations Staff Pension Committee, which is entrusted by the General Assembly with the administration of the Fund, has held numerous meetings for the purpose of revising the regulations, admitting new members and authorizing the payment of benefits. On 31 May 1949, the number of members in the Fund was 3,313, all of whom belonged to the Secretariat of the United Nations.

The World Health Organization decided to become a member organization in the Fund as from 1 May 1949, and a formal agreement giving effect to that decision is on the point of completion. Negotiations with the International Civil Aviation Organization and the United Nations Educational, Scientific and Cultural Organization are well advanced with a view to their entering the scheme during 1949.

In the course of the past year, the monies of the Fund have been invested with satisfactory results in accordance with the programme recommended by the Investments Committee, an average yield of 2.52 per cent having been obtained as against the 2.50 per cent required by the pension plan. At its second session held in May 1949, the Investments Committee agreed on certain new recommendations as to future investments, which recommendations have been accepted by the Secretary-General.

(e) STAFF TRAINING AND WELFARE ACTIVITIES

Staff training activities have been largely confined to the organization of courses in the five official languages, a total of 1,583 students having attended such courses during the summer and autumn of 1948 and the spring of 1949. In addition, all new staff members have participated in a short orientation and guidance programme. Special attention has continued to be given to matters affecting the welfare of the staff; in particular, steps have been taken to provide a more adequate and comprehensive medical and health service; to assist those staff members requiring advice with respect to their personal problems by the appointment, in August 1948, of a staff counsellor; and to continue the United Nations Volunteer Services (established in April 1948 with a grant from the Carnegie Endowment for International Peace) by incorporating it into the Bureau of Personnel as from the expiry of the Carnegie grant in January 1949. This latter service, under the direction of a paid secretary, organizes some nineteen volunteers who give from one to five days service a week for the purpose of providing information and assistance to staff members with regard to recreational facilities, camps, schools, etc., and of arranging visits and hospitality on behalf of American families, institutions and communities.

The Medical and Health Service was reorganized as from 1 June 1949 under the management of a Medical Director and staffed by a Chief Medical Officer and part-time physicians. The Service, which possesses facilities for X-ray examination, laboratory tests, electro-cardiogram examination, and basal metabolism tests, will provide complete physical entrance examinations,

periodic examinations, general health counselling to staff members, and first aid. It will also set the standards for the public health aspects of the working environment of the Secretariat, including air conditioning, water and food sanitation, temperature control, and waste disposal. Immunizations will be provided, as required, to staff members; and physical examinations will be given to personnel assigned to and returning from missions.

The advice and assistance of the Service will also be available for the reviewing of health insurance plans and socio-medical schemes of interest to the Secretariat. During the past twelve months, 16,074 visits were made to the Medical and Health Service at Headquarters for first aid and general medical attention. In addition, there were 203 visits for general health counselling and 310 for medical insurance counselling.

Assistance to staff members in connexion with their housing problems has continued to be made available and has been extensively called upon. During the past year, the United Nations housing projects (484 apartments in Parkway Village and 140 apartments in Great Neck) have been fully occupied. In February 1949, the United Nations exercised its first option to renew for a period of one year the master lease of the Great Neck project.

(f) INTERNE PROGRAMMES

The United Nations interne programme, initiated in July 1947 on an experimental basis, has demonstrated its value. A broader programme was developed in 1948; forty-three internes, mainly students, were chosen from thirty-two Member countries and were paid a small allowance, an arrangement made possible by contributions from the Carnegie Endowment for International Peace, the Rotary International and the Hugh Moore Memorial Fund. Twelve additional internes were added on a scholarship basis, funds for which were provided by the Rotary International; the School of International Affairs, Columbia University; Wharton School of Finance, University of Pennsylvania; Stanford University; and Alfred University. A third programme, involving eighty-nine internes from eighteen Member countries and comprising mainly civil servants and officials of international organizations, was held in conjunction with the third regular session of the General Assembly in Paris. The results of these first efforts being such as to justify the continuation of the programme during 1949, eighteen internes, recruited entirely from national civil services and from officials of other international organizations, are being invited to Lake Success between May and July to study

working methods and procedures of the Secretariat; in addition it is proposed to organize two further programmes, one for about fifty students, the expenses of which will be shared by the Rotary International and the United Nations, and the other for approximately thirty-five national civil servants to be held during the fourth regular session of the General Assembly and financed by the United Nations budget.

(g) APPEALS BOARD

From 1 July 1948 to 30 June 1949, twelve separate boards, with the Chairman and Secretary as the only permanent members, held thirty meetings. Of the issues dealt with by the Board, nine involved appeals against termination, five concerned allowances and one a claim for indemnity for injuries sustained as a result of services with the United Nations. The Board forwarded to the Secretary-General thirteen "texts of advice" (involving seventeen appeals) and one preliminary report containing a compromise agreed to by the parties before the Board. The Secretary-General's decision in these seventeen appeals (his decision in two cases having been pending prior to 1 July 1948) was as follows: out of eight advices in favour of the appellants, the Secretary-General accepted four, rejected three, and partly accepted one. He accepted eight advices against the appellants and one mixed advice.

E. Permanent Headquarters of the United Nations

In August 1948, the Secretary-General was notified that the President of the United States of America had signed the necessary legislation approving the Loan Agreement between the United Nations and the United States of America, and that a temporary advance of \$25,000,000 had been authorized from the United States Reconstruction Finance Corporation, in order that construction of the permanent Headquarters buildings on the site in New York City, which is being planned and developed under the authority of General Assembly resolution 182 (II) of 20 November 1947, could begin immediately. In the meantime, architectural plans had been approved and the clearing of the site completed, including the re-location of former residential and industrial tenants. Action by Congress on the actual appropriation of the total of \$65,000,000 was not completed until June 1948, but construction funds were meanwhile available in sufficient amounts to meet the needs of the building programme.

The General Assembly, at its third regular session, adopted resolution 242 (III) by the terms of which it approved the report presented by the Secretary-General, expressed its appreciation of

the co-operation extended by the Government of the United States of America, the State of New York and the City of New York; and decided that the Headquarters Advisory Committee should be continued with the existing membership.

In September 1948, after consultation with the Headquarters Advisory Committee, a contract was made for the excavation work, which was commenced that month; orders were placed for structural steel; and negotiations were begun with outstanding, large construction firms in the New York area for a construction contract. By January 1949, preparations had been completed so that construction could begin, and by that time the negotiations with contracting firms had reached the point where a selection of principal contractors could be made. Competitive proposals had been received from a number of builders, and the lowest price and most advantageous conditions were found in the proposal of a combination of four large firms which pooled their resources for this project, the Fuller-Turner-Walsh-Slaterry Co., Inc. The contract was signed on 28 January 1949 for the construction of the thirty-nine storey Secretariat office building and the complete foundations for the entire group of buildings. The work is required to be completed, under the terms of the contract, by January 1951, and plans are accordingly being laid for the move from Lake Success to take place during the early part of that year.

Throughout the year, the members of the Security Council, the Economic and Social Council, and the Trusteeship Council, were consulted regarding the facilities planned for these bodies with a view to ensuring that all known requirements of the Organization and its principal organs are fully met. Revisions of minor details have been made from time to time, in an effort to incorporate suggestions and ideas growing out of the experiences of the Organization, particularly those of the third regular session of the General Assembly held in Paris.

Earlier in the year, arrangements were made with the President of the Borough of Manhattan in the City of New York to undertake the reconstruction and re-location of the Franklin D. Roosevelt Drive, in accordance with the overall agreement between the City of New York and the United Nations which had been approved in 1947. New York City officials are now making good progress in this work as well as in the other commitments involving the improvements of the approaches to and the immediate surroundings of the United Nations Headquarters site.

During the year, consideration has been given to the preliminary planning of the proposed delegations and specialized agencies' building, to be

erected at some future time on the northern part of the site near 48th Street. In view of the uncertainty of the permanent location of some of the specialized agencies, no steps have been taken other than very preliminary investigations and study.

The plans for the Conference and Council Chambers have been placed in the hands of contractors for estimates, but a contract has not as yet been let for their construction. In preparation, steel for this building was ordered during the month of June 1949 in anticipation of a contract. Plans for the General Assembly building as a whole are in an advanced stage and will be in the hands of contractors within two or three months.

Under the terms of the Loan Agreement, the United Nations has received a total of \$9,965,934 to date, and the Working Capital Fund has been reimbursed the full amount of \$2,961,023.21 advanced from that source during the preliminary period of planning.

F. Finance

(a) WORKING CAPITAL FUND

By resolution 252 (III) B adopted by the General Assembly on 11 December 1948, the Working Capital Fund was maintained at \$20,000,000, the advances of Member States being adjusted on the basis of the scale of assessments for the 1949 budget. The Fund has now been fully paid up.

Under the authority contained in resolutions 244 (III) and 252 (III) B, adopted by the General Assembly at the first part of its third regular session, the following amounts had been advanced from the Working Capital Fund as at 30 June 1949:

	(\$ US)
(i) To finance budgetary expenditures pending the receipt of contributions	8,477,769
(ii) Loans to specialized agencies..	1,431,370
(iii) Advances for staff housing....	412,495
(iv) Advances for unforeseen and extraordinary expenses	101,520
(v) Other	1,219,795
TOTAL	11,642,949

In addition to the outstanding advances shown above, authorizations issued under these resolutions for which funds have not yet been disbursed amounted to \$1,813,410, leaving a balance of \$6,543,641.

(b) CONTRIBUTIONS

The scale of assessments for the 1949 budget adopted by the General Assembly on 18 November 1948 (resolution 238 (III)) was the same as for 1948 with the following modifications: India and Pakistan were separately assessed at 3.25 per

cent and 0.70 per cent respectively, although the aggregate contribution for the two States remained unchanged, namely 3.95 per cent. Burma, having been admitted to membership during the year 1948, was included in the scale with an assessment of 0.15 per cent. The assessment of the United Kingdom was reduced from 11.48 per cent to 11.37 per cent and that of Sweden from 2.04 per cent to 2 per cent.

Under the authority granted the Secretary-General by resolution 238 (III) to accept a portion of the contributions of Member States for the financial year 1949 in currencies other than United States dollars, and after consultation with the Chairman of the Committee on Contributions, the Secretary-General advised Member States that it would be possible to accept from each of them (excluding the United States of America) an amount equal to 12 per cent of its 1949 contribution in Swiss francs, based on the estimated 1949 expenditure in respect of the United Nations European Office. While under this arrangement the equivalent of \$3,000,000 became available for payment in Swiss francs, Member States elected to pay in this currency, a total of approximately \$2,200,000.

The status of the 1949 contributions and of the contributions in arrears for the financial year 1948 as at 31 March 1949 was as follows:

	Assessments for the year	
	1948	1949
	(\$ US)	(\$ US)
Total amount.....	34,775,775.00	41,651,063.00
Paid	34,396,632.40	10,900,508.44
Balance due.....	379,142.60	30,750,554.56

The contributions to the 1946 and 1947 budgets have now been paid in full.

(c) STATUS OF THE 1948 AND 1949 BUDGETS

The financial report and accounts for the year ending 31 December 1948, duly certified by the Board of Auditors, shows that total obligations for the year amounted to \$38,387,530.97 against appropriations of \$39,285,736.21 voted by the General Assembly, leaving an unobligated balance of appropriations of \$898,205.24.

At its third regular session, the General Assembly approved a budget of \$43,487,128 for the expenses of the Organization during the financial year 1949 (resolution 252 (III) A). As of 30 June 1949, obligations and expenditures under these appropriations amounted to \$20,212,744.56, leaving a balance of \$23,274,383.44 for expenses during the last six months of the year.

Under part C of resolution 252 (III) (unforeseen and extraordinary expenses), the General Assembly authorized the Secretary-General, with the prior concurrence of the Advisory Committee on Administrative and Budgetary Questions, to

enter into commitments to meet unforeseen and extraordinary expenses for which no provision had been made in the budget, subject, however, to the concurrence of the Advisory Committee not being necessary for commitments not exceeding \$2,000,000, provided that they were certified by the Secretary-General as relating to the maintenance of peace and security, or to urgent economic rehabilitation. As of 30 June 1949, commitments under this authorization amounted to \$91,020 to cover expenses of the United Nations Commission for India and Pakistan, the United Nations Plebiscite Mission for Jammu and Kashmir, the United Nations Technical Committee on Berlin Currency and Trade, and certain expenses in connexion with the repatriation of Greek children.

The Secretary-General was also authorized to enter into commitments not exceeding \$25,000, duly certified by the President of the International Court of Justice, relating to expenses occasioned by the appointment of assessors (Statute, Article 30) or of witnesses and experts (Statute, Article 50). The commitments under this authorization amounted to \$10,500 as of 30 June 1949, and covered the expenses of experts appointed by the Court in connexion with the Corfu Channel case.

No commitments were entered into by the Secretary-General under the other specific authorizations contained in part C of resolution 252 (III).

In accordance with the terms of the same resolution the Secretary-General will submit to the fourth regular session of the General Assembly a report on all commitments entered into under this resolution, together with supplementary estimates in respect thereof.

The advances of \$2,961,023.21 made in 1947 and 1948 from the Working Capital Fund under authority contained in resolution 100 (I) and 182 (II) for the purpose of financing the preliminary costs in connexion with the construction of the permanent Headquarters of the United Nations have been fully reimbursed to the Fund.

(d) THE 1950 BUDGET ESTIMATES

The budget estimates for the financial year 1950 have been presented to the General Assembly in a separate document. The total expenses for 1950 are estimated at \$44,322,139, as compared with estimated expenses of \$43,487,128 in 1949.

The increase of \$835,011 is primarily due to the special provision made for liquidation of Members' credits arising from the transfer of League of Nations assets to the United Nations, the proposed expansion of the technical assistance programme for economic development, and higher incidence of travel on home leave in 1950 as compared with 1949.

(e) STAFF ASSESSMENT PLAN AND TAX
EQUALIZATION

During its first and second regular sessions the General Assembly adopted resolutions 78 (I) and 160 (II) respectively, requesting all Members which had not fully acceded to the Convention on the Privileges and Immunities of the United Nations to take the necessary legislative action to do so in order to exempt their nationals employed by the United Nations from national income taxation; and, pending such action, to grant relief from double taxation to their nationals employed by the United Nations.¹ Concurrently with these requests, in order to maintain equality among staff members, the Secretary-General was authorized to reimburse staff members for national income taxes paid on salaries and allowances received from the United Nations during the years 1946, 1947 and 1948.

At its third regular session, in order further to encourage and assist Members to grant such exemption or relief from double taxation, the General Assembly adopted a staff assessment plan commencing with the financial year 1949 (resolution 239 (III)). Under this plan the salaries of staff members which had originally been fixed on a net basis (on the assumption that they would be tax exempt) were converted to a gross basis, and a direct assessment, comparable to national income taxes, was imposed at the following rates:

	Per cent
On assessable payments not exceeding \$4,000	15
On the next \$2,000 of assessable payments..	20
" " " "	25
" " " "	30
" " " "	35
On the next \$3,000 of assessable payments..	40
On all remaining assessable income.....	50

The assessment applies to "all salaries, wages, overtime and night-differential payments, cost-of-living adjustments (or differentials) and the allowance for dependent children"; and provision is made for credits against the assessment in the amount of \$200 for a wife or dependent husband or, as an alternative, \$100 for other specified dependants.

No great difficulties have been experienced in the introduction of the plan at Headquarters, Geneva and other fully established offices. Some lesser difficulties have been encountered in its application to locally engaged staff at the smaller offices and on missions, details of which will be reported to the fourth regular session of the General Assembly.

¹ For comments concerning accession of Members to the Convention on the Privileges and Immunities of the United Nations, see page 135.

As an exception for the year 1949, the plan provides that the allowance for dependent children shall be exempted from assessable income, pending review of the technical aspects of this problem by the Committee of Experts on salary, allowances and leave systems. This study is now in progress, in conjunction with the other studies being made by the Committee.

In addition to providing for the introduction of the staff assessment plan, resolution 239 (III) reiterates the request to Members to grant exemption or relief from double taxation on salaries and emoluments paid by the United Nations. The resolution also directs the Secretary-General (a) to provide in all future personnel contracts for the payment of salaries on a gross basis, without provision for reimbursement of national income taxes, and (b) to replace all existing personnel contracts, except indeterminate contracts and contracts for a fixed term, with contracts providing for the payment of salaries on a gross basis, without provision for reimbursement of national income taxes.

These directives have been put into effect as from the commencement of the financial year 1949.

Finally, resolution 239 (III) authorizes the Secretary-General to reimburse staff members for national income taxes paid by them in respect of payments received from the United Nations during 1949, and to withdraw funds from the Working Capital Fund for this purpose, if such reimbursements are necessary in 1949. No payments had been made under this authorization as at 30 June 1949.

(f) TRANSFER OF ASSETS AND LIABILITIES OF
UNRRA (UNITED NATIONS RELIEF AND
REHABILITATION ADMINISTRATION)

The liquidation of UNRRA was completed on 31 March 1949, the liquidator transferring to the United Nations, for the account of the United Nations International Children's Emergency Fund, the following assets and liabilities:

	(\$ US)
Cash	55,941.96
Accounts receivable.....	11,300.14
	67,242.10
Less: Accounts payable.....	27,242.10
Estimated surplus	40,000.00

Outstanding claims of which the face and nominal value amounted to \$8,078,525.33 were also transferred to the United Nations, the proceeds of which will also be transferred to UNICEF.

(g) TRANSFER OF ASSETS OF THE LEAGUE OF NATIONS

Assets acquired by transfer from the League of Nations, which appeared in the accounts for 1947 as a single item of \$12,122,075.60, are shown in the balance sheet at 31 December 1948 under the following classifications:

	(\$ US)
Deferred charge — unamortized balance of other than permanent capital assets acquired from the League of Nations..	533,768.00
Capital assets — Secretariat building and Assembly Hall, library building and villas, Geneva	11,054,540.39
	<hr/> 11,588,308.39

Of this total, \$1,312,546.39 covers assets acquired by gift in respect of which the equivalent amount is included *per contra* in the Donated Funds, while \$10,275,762.00 represents assets

for which unliquidated credits are carried in favour of Member States. The reduction of \$533,767.21 on this account, reflecting the total reduction in these assets, corresponds to the amount charged off against the Supplementary Appropriation for 1948, in order to provide for the first instalment due to Members in connexion with the liquidation of credits, under the terms of General Assembly resolution 250 (III) of 11 December 1948.

As further provided in the resolution, the amount of \$533,768.00, carried as a deferred charge, will be covered in the appropriations for the year 1950, and the balance, representing the value of land and buildings, in fifteen annual instalments commencing in 1951.

As regards the allocation of credits among Members, thirty-one out of the thirty-two Members designated by the League of Nations as entitled to credits signified their willingness to surrender *pro rata* shares in order to make shares available to nine additional Members, and the credits have been adjusted accordingly.