

III. Economic and Social Questions

A. WORLD ECONOMIC SITUATION

At its fifteenth session, held at United Nations Headquarters from 31 March to 28 April, the Economic and Social Council made its annual review of the world economic situation, in accordance with the recommendation of the General Assembly in resolution 118(II).

1. Reports before the Economic and Social Council at its Fifteenth Session

The Council's discussion was based primarily on the Secretary-General's report on world economic conditions, entitled World Economic Report 1951-52 (E/2353/Rev.1),¹ supplemented by a Review of Economic Conditions in the Middle East 1951-52 (E/2353/Add.1 & Corr.1).² Also before the Council were: (1) a report entitled Aspects of Economic Development in Africa (E/2377 & Corr.1); and (2) the Review of International Commodity Problems, 1952 (E/2354).³

World production, as calculated from official government data, rose to a new high level in 1952, stated the World Economic Report. But the rate of expansion, particularly of industrial production—which had been rapid since 1949—slowed down considerably.

From 1950-51 to 1951-52, production of food rose only 1 per cent, thus barely keeping pace with the population growth. International trade, measured at constant prices, was slightly lower in the first three quarters of 1952 than in the corresponding period of 1951. However, there appeared to have been an upturn in both trade and industrial production in a number of countries towards the end of 1952.

In the economically developed private enterprise economies, production rose, on the average, by some 2 per cent from 1951 to 1952. The decline in the rate of increase in production was due chiefly to a marked fall in the rate of accumulation of inventories. While the demand for capital goods was sustained at or near the level of the growing productive capacity, the demand for articles of consumption other than

food, especially textiles, from mid-1951 to mid-1952, was less than that required to keep the industries producing them working at capacity. Despite the substantial increase in resources devoted to arms production, there was a general rise in civilian supplies—and hence real consumption and real wages.

The centrally planned economies continued to devote a high proportion of national income to capital formation, in accordance with their policy of rapid industrial expansion, simultaneously with their heavy military expenditures. High percentage increases in industrial production were reported; agricultural output, however, developed rather slowly. In some countries, increases in the supply of consumer goods were sufficient to permit a rise in real wages, but in others the food supply position deteriorated.

Generally speaking, industrial production in under-developed countries increased during 1951 and 1952. The high rate of expansion of inventories of imported manufactures characteristic of 1950-51 was reduced in 1951-52. The fall in external demand for exportable raw materials, however, was reflected in a piling up of many raw material inventories. In most cases, the major factor in determining the trend in consumption was the level of food supply. In some countries the inadequacy of food supplies tended to generate or sustain upward spirals of wages and prices. In a number of countries in Asia, however, food supplies were adequate to enable consumption to be maintained or increased.

Towards the end of 1950 and early in 1951, international trade expanded sharply under the impact of a general rise in economic activity and, in particular, of an accumulation of inventories in both industrialized and under-developed economies. In 1952, on the other hand, the levelling off in economic activity and the decline in the rate of accumulation of inventories was associated in

¹ U.N.P., Sales No.: 1953.II.C.

² U.N.P., Sales No.: 1953.II.C.1.

³ U.N.P., Sales No.: 1953.II.D.1. For a further discussion of commodity problems see below, under International Commodity Arrangements.

many cases with a fall in the demand for imports. Moreover, a number of countries which had encountered balance-of-payments difficulties in 1951 were compelled in 1952 to reduce their imports either through the use of disinflationary fiscal and credit policies or import restrictions, or both.

Those developments were accompanied by significant fluctuations, not only in the quantum but also in the terms of trade. Both factors were involved in the fluctuations in the balance of payments between industrialized and primary producing countries from 1950 to 1952. Changes in balances among the industrialized countries, however, were associated primarily with differences in the timing of the expansion and subsequent contraction of their imports.

The World Economic Report further stated that while trade between the centrally planned economies and the rest of the world had declined since pre-war years, the quantum of trade within both groups of countries had expanded substantially owing to an intensification of trade among the countries of each group.

Significant economic progress had been made since the early post-war years, the Report recorded. But there were still three areas of continuing economic difficulty: the maintenance of economic stability, the persistent disequilibrium in international payments and the relatively slow development of the under-developed countries. As to stability, the Report stated that by the beginning of 1953 inflationary pressures had subsided in most countries. Although the possibility of deflationary developments could not be excluded from consideration, there were many elements in the current situation in support of demand. Experience from 1950 to 1952, however, illustrated the sensitivity of balances of international payments to even moderate fluctuations in internal demand. The elaboration of measures to mitigate the international impact of domestic instability continued, therefore, to call for international discussion.

As to international economic disequilibrium, the Report noted a reduction in dollar deficits in the course of 1952, but the improvement was precarious. Further adjustments in the pattern of international trade would be required for dollar accounts to be balanced without economic aid.

Fluctuations in the prices of many primary commodities, such as had occurred in recent years, the Report also stated, led to abnormal fluctuations in real income in under-developed countries, tended to subject their economies to periodic dis-

tortion and made it extremely difficult for them to budget for an orderly programme of economic growth. Attempts to diversify the productive capacities of these countries had encountered great obstacles, of which the lack of elasticity in the supply of food was among the most important. The tempo of economic development could be substantially accelerated with the aid of resources borrowed from industrialized countries. An expanded flow of capital to under-developed countries could, in fact, advance progress towards the solution of all three types of basic problems confronting the world.

The Review of Economic Conditions in the Middle East 1951-52 pointed out that development made only slow progress in the region as a whole during 1951 and 1952, but with wide differences in this respect among the various countries. While the region's terms of trade had previously improved, following the rise in prices of raw materials in international markets, the reversal of this trend towards the end of 1951 and the beginning of 1952 tended to remove the stimulus to economic activity provided by higher export prices. In some countries internal factors tended to intensify the effects of these international trends while in others such factors exerted an offsetting influence. The region's production of crude petroleum rose by 10 per cent in 1951 and 8 per cent in 1952, while the production of refined products dropped by approximately 17.5 per cent in 1951 because of the cessation of oil exports from Iran. The benefits derived by the major oil-producing countries in the Middle East showed a considerable increase; several new profit-sharing agreements were concluded between oil companies and individual governments.

The first part of the report entitled Aspects of Economic Development in Africa dealt with the expansion of the exchange economy in tropical Africa and analysed the relationship between subsistence production and cash earning activities. From the point of view of economic development, it noted, the most characteristic feature of virtually the whole of tropical Africa was the fact that the indigenous inhabitants were in process of transition from almost complete dependence on subsistence activities to participation in various forms of cash earning. Although cash income had become for most indigenous inhabitants of tropical Africa a necessary support to established standards of living, their basic means of livelihood was supplied, as a rule, by subsistence agriculture.

Major developments in African trade and production were summarized in the second part of this report, which also described official economic

plans in the Belgian Congo and the British and French territories. During 1951, it observed, expenditures on development plans in the dependent territories were generally at a higher level than in 1950, partly as a result of higher prices and partly because of the increasing number of projects under way.

The Review of International Commodity Problems, 1952, prepared by the Interim Co-ordinating Committee for International Commodity Arrangements, noted the change during the previous five years in opinion about the purpose of commodity agreements. Increased attention was being given currently to the general problem of avoiding instability in the prices of primary commodities and less to the particular problem of dealing with burdensome surpluses. The Review also drew attention to the consideration of commodity problems at the fourteenth session of the Council on the basis of the report entitled Measures for International Economic Stability (E/2156). This debate, according to the Committee, was the first major international discussion of general commodity problems since the drafting of the Havana Charter for an International Trade Organization.

2. Consideration by the Economic and Social Council at its Fifteenth Session

The Economic and Social Council discussed the world economic situation specifically at its 688th to 694th and 697th to 698th plenary meetings, from 16 to 21 and on 23 April 1953.

In discussing the world economic situation in the light of developments in their own countries, many representatives stressed that concerted world-wide action was required to solve the major economic problems, since the world economy constituted an indivisible whole.

The economic period under review was described by the representatives of Australia, Belgium, the United Kingdom and the United States, among others, as one of reaction to the 1950-51 boom, with inflationary pressures generally in check.

There was general agreement with the observation of the French representative that rearmament had not had as adverse an effect on the economic situation as originally expected, since countries carrying the major burden of rearmament had been able to increase the supply of consumer goods and the output of capital equipment for export to less developed countries. Though

the boom had not been followed by a depression, the situation did, however, call for concerted action for maintaining world demand, the Swedish representative, for instance, stressed. The representatives of some countries, including Australia and Belgium, stated that consumer goods industries had already felt the decline in demand, but that production during 1952 had been high in industries benefiting directly or indirectly from rearmament, and that, in general, unemployment had remained low. The United States representative, however, reported that the period had been one of balanced growth in all branches of the economy in his country.

The slower rate of increase in industrial production was not regarded by the United Kingdom and United States representatives as a cause for alarm, provided it proved to be only a temporary adjustment from the 1950-51 boom. But representatives of developed countries—the United Kingdom, for example—believed it to be a major task of governments to watch the trend of demand so that measures could be taken if there appeared to be a serious danger of the growth of unemployment. In this connexion, the Swedish representative made mention of the study requested by the Council at its fourteenth session on the means of promoting and maintaining full employment while avoiding inflation.⁴

Some representatives of the developed countries, including the representatives of France, Sweden and the United Kingdom, emphasized that the maintenance of economic stability in the United States and other creditor countries was indispensable, as even moderate fluctuations in their domestic economic activity might well have profound repercussions on the world economy.

The Swedish representative was concerned because world income was currently more unevenly distributed than in the pre-war period and the gap between the industrialized and the underdeveloped countries was growing wider as world income increased. The representatives of France, the United Kingdom and the United States were among those who pointed out that food production was a cause for anxiety because it continued to lag behind the growth in industrial production and had not kept pace with the increase in the world's population. The representative of the United Kingdom said that the primary producing countries, which had at first benefited from the increased demand for primary commodities, were now suffering from the instability in prices of

⁴ See Y.U.N., 1952, p. 403; see also below, under Full Employment.

these goods which had adversely affected their capacity to import. Steps should be taken to avoid excessive fluctuations in the supply of and demand for primary products, he said, reaffirming his Government's support of international commodity agreements. Representatives of developed countries, including those of Australia, Belgium, Sweden, the United Kingdom, and the United States, continued to uphold the need for expediting the development of the under-developed countries. While some progress had been made in encouraging the flow of capital to those countries, their progressive industrialization required further efforts. The point, however, was also made — by the United States representative — that responsibility rested with the under-developed countries themselves to establish a climate favourable to foreign investment.

The economic period under review, it was also noted by the Belgian and United Kingdom representatives, had been marked by a continuing disequilibrium in international trade and payments. Since these difficulties persisted in spite of the growth in production and world trade and of the subsiding inflationary pressures, the Belgian, French and Swedish representatives felt, problems of the structure of economies were involved. In this connexion, the Belgian and French representatives stressed the need for a triangular system of international trade in which, among other things, Western Europe would gain a larger share in the markets of under-developed countries, while the latter countries would receive dollar surpluses both from their exports of merchandise to the dollar area and from an inflow of dollar capital. The Yugoslav representative, however, considered that the problem of international balance could not be solved by an effort to dictate a reorganization or reorientation of trade. It could only be solved through a fundamental change in the sphere of production, involving a more rapid economic development of under-developed countries.

The United Kingdom representative considered that gold and dollar reserves were inadequate to absorb the effects of the violent swings in balances of payments which had recently been experienced, so that many countries had had to resort to import restrictions. Full co-operation in achieving equilibrium in world trade was urged by the representatives of Belgium, France, Sweden and the United Kingdom, among others. Points which they stressed in this regard included the following: a high level of domestic activity should be encouraged; domestic inflation should be avoided; and international trade in goods and services should

not be impeded by excessive tariffs or protectionist practices, especially in leading creditor countries.

The unfavourable effects of recent economic trends on the development of under-developed economies were described by the representatives of Cuba, Egypt, the Philippines and Venezuela, among others. The prices of most primary commodities exported from under-developed countries had fallen sharply, they observed, while prices of manufactured imports had remained relatively high, or else levelled off more slowly. As a result, the terms of trade of such countries had deteriorated sharply, and their external deficits had grown. It was pointed out by the representatives of Argentina, Cuba, the Philippines and Venezuela that fluctuations in external demand and in terms of trade caused very considerable economic difficulties in those under-developed countries which depended on the production and export of a few raw materials.

The under-developed countries were very much at the mercy of the forces governing international trade; during the period of sharp increases in external demand and prices for raw materials in 1950 and the first half of 1951, intense inflationary pressures had been encountered. Subsequently, primary products had been the first to be hit when demand had begun to waver and prices had fallen in mid-1951. Within a few months some countries had passed from relative prosperity to a situation of great difficulty. Many of these countries had had to tighten import restrictions and reduce internal demand, so that standards of living had declined.

The representatives of India and Venezuela felt that the problem of world food production deserved the most urgent attention and that the Council should recognize the need for studying it closely in the future. The Argentine representative pointed out, however, that those under-developed countries which were also food-producing countries should not be expected to specialize in that activity to the extent of neglecting their integrated economic development.

The need for diversifying and industrializing the economies of under-developed countries was also stressed by the representatives of Argentina, Cuba, Uruguay, Venezuela and Yugoslavia. But they also emphasized, as did the representatives of the Philippines and Turkey, that, without aid from abroad, national efforts would not suffice to narrow the gap in living standards between developed and under-developed countries. A continuing problem, in their view and in the view of the Egyptian, Indian, Philippine and Turkish representatives, was that of maintaining a substantial

flow of capital from developed countries for financing economic development in under-developed countries. The Cuban representative pointed out that private investors in the industrialized countries still tended to place their capital principally in extractive industries, while public investment, though rising, remained inadequate for general development needs. The Philippine representative was among those who expressed the hope that, if the world political situation continued to improve, the Council, at its sixteenth session, might consider recommendations for setting up a special fund for grants-in-aid and low-interest, long-term loans to help speed the economic development of under-developed countries.⁵

The Indian and Uruguayan representatives maintained that better opportunities to enable under-developed countries to market their products and to increase their exports were a prerequisite to the economic development of these countries. There was a great need for more flexible import regulations and general trade policies on the part of the great importing countries and for the development of a truly multilateral system of trade. For some under-developed countries the lack of convertibility of currencies remained a problem, and the Uruguayan representative pointed out that the Economic Commission for Latin America (ECLA) was considering the possibility of the participation of Latin American countries in a payments union.

The representative of Egypt made the further point that inflationary pressures associated with rearmament in the developed countries had had disturbing effects on under-developed economies. The latter, said the Philippine representative, could best develop in an atmosphere of lasting peace.

Hopes for a possible expansion of East-West trade were voiced by the representatives of India, France and Sweden, who also hoped for a greater flow of consumer and capital goods towards the under-developed countries.

The representatives of Czechoslovakia, Poland and the USSR, which have centrally planned economies, contended that large-scale rearmament in North America and Western Europe had aggravated the economic situation in those regions, raising the cost of living and increasing taxes without a matching rise in wages, thus reducing the real per capita income and lowering the standards of living of the working classes, while at the same time large corporations and industrial monopolies made enormous profits. They stated that lowered production for the civilian market in

developed countries was directly attributable to the drive for production of armaments, with a resulting rise in unemployment and fall in consumption, an increased imbalance in international trade and a contraction of markets. Western Europe was being forced out of its traditional markets, competition on the capitalist market had been intensified by the economic expansion of Western Germany and Japan, and there had also been an increase in the disequilibrium of trade between the developed and under-developed countries. The lag in food production was attributed by these representatives to the economic and social conditions in capitalist countries, especially those which were rearming. The conditions underlying the present economic situation could not properly be regarded as transitory but were due to the economic preponderance of the United States, whose protectionist policy, they said, added to the difficulties of countries wishing to export their goods to that country.

In their own countries, stated these representatives, production of both capital and consumer goods had increased. Per capita purchasing power and consumption had also increased considerably and great progress had been made in raising cultural standards. There was no unemployment. The economies of these countries were immune to depressions and ensured a steadily rising standard of living for the people.

International trade, in the opinion of the representatives of Czechoslovakia, Poland and the USSR, was passing through a critical period, a situation made worse by the disruption of trade between the capitalist world and the centrally planned economies. The intensified commercial links among the centrally planned economies did not mean that these countries were unwilling to maintain commercial relationships with the capitalist countries. It was necessary to develop international co-operation in the economic field based on respect for equal rights and national sovereignty, regardless of the economic system.

The representative of the International Confederation of Free Trade Unions (ICFTU) noted that, in spite of rearmament, real consumption and real wages had risen in free enterprise countries as a whole, but recommended that governments give close consideration to the problem of reconversion to the production of consumer goods and services in order to avoid a recession. The representative also urged governments to resist the temptation to fight inflationary pressures by unduly restrictive measures which would have

⁵ See below, under Economic Development of Under-Developed Areas.

serious adverse effects on living standards. ICFTU recommended consideration of a special fund for the development of economically under-developed countries, and maintained that under-developed countries should be assured of steady markets and steady foreign exchange earnings. ICFTU also supported the European Coal and Steel Community and international commodity agreements.

According to the representative of the World Federation of Trade Unions (WFTU), the most serious problem for the worker was unemployment. This, he said, had increased in the capitalist world while food production and consumption lagged and the cost of living had risen, thus causing a decline in the standard of living. These difficulties were the result of the rearmament drive. This representative also noted a slackening in industrial production in the capitalist countries, in marked contrast to trends in the centrally planned economies. However, WFTU was glad to note evidence of growing trade between some capitalist and socialist countries during this period.

The representative of the International Federation of Christian Trade Unions (IFCTU) asked the Council to consider steps to equalize the distribution of national income, and expressed the hope that some of the recommendations of the United Nations and the Food and Agriculture Organization of the United Nations (FAO) for increasing production of foodstuffs might be put into practice on a large scale without delay. IFCTU commended technical assistance and the steps taken toward economic integration in various parts of the world and expressed the hope that the Council's work would lead to positive measures to avert an economic recession.

At the conclusion of the debate, the Council had before it two draft resolutions proposed by Uruguay. In the first (E/L.497), Uruguay proposed that the Council, bearing in mind the incidence of fluctuations of marine and war freight and insurance rates on the ceiling prices of primary commodities purchased by the industrial countries, should recommend that ceiling prices, when established, be based on values f.o.b. port of shipment. Uruguay withdrew this proposal after the Council had agreed to request the Secretary-General to refer the draft resolution together with the records of the discussion to the Group of Experts established under General Assembly resolution 623(VII).

The second Uruguayan draft (E/L.496), resubmitted as a joint proposal by Argentina, Uruguay and Venezuela (E/L.499), was adopted by the Council by 9 votes to none, with 9 ab-

stentions, at the 698th plenary meeting on 23 April.

In this resolution (460(XV)), the Council, taking into account the World Economic Report 1951-52, and considering that it was desirable and necessary to make comparative studies of the economies of the various areas involved, asked the Secretary-General "to include in future economic and statistical reports index numbers relating to the absolute value, quantum and unit value of marine freight rates, Conference and non-Conference, distinguishing between traffic from industrial countries to primary producing countries and vice versa."

3. Annual Report of the International Monetary Fund

The Council during its fifteenth session, at its 682nd and 683rd plenary meetings on 13 April, considered the annual report of the International Monetary Fund for the fiscal year ending 30 April 1952, together with a supplement covering the period from 1 May 1952 to 20 February 1953 (E/2351 & Add.1).

In a statement to the Council, the Managing Director of the Fund declared that, in a "normal" world, the Fund's role would be to relieve temporary pressures on the balance of payments of countries which found themselves in difficulties. When the Fund was established in 1946, many had assumed that the most serious risk against which insurance was needed was that of a worldwide depression, but the chief problem of the post-war period had, in fact, been inflation. While the Fund would not forget the risks of a recession, the fight against inflation remained its immediate concern.

During the period of extraordinary aid supplied to certain governments by the United States, it had been the policy that Member Governments participating in the aid programme should request the purchase of United States dollars from the Fund only in exceptional and unforeseen circumstances. As the period of extraordinary aid drew near its close, the Fund had been engaged in developing procedures designed to facilitate a more extensive use of its resources by its Members as a secondary line of reserves. Under the procedure developed, a Member country expecting to run into temporary balance-of-payments difficulties might, upon request, have an account established on a standby basis upon which it might draw in case of need.

Noting that proposals had at times been made for a revision of some of the Fund's Articles of Agreement, the Managing Director stated that interpretations of the Articles had been found possible which would permit a reasonable degree of flexibility in practice. The activities of the Fund were therefore not being hampered by the terms of its Articles of Agreement.

Commenting on the Fund's activities during the past year, the Managing Director pointed out that its transactions had begun to show an increase. Consultations on the retention of exchange controls had been initiated, and technical advice had been given by Fund representatives to several Members. He also referred to the Fund's reports and publications.

The adequacy of the existing resources of the Fund, the Managing Director stated, depended in part on the view taken of the adequacy of the other resources of its Members and on the measures which Members themselves took to restore balance in their economies. He emphasized that the Fund's efforts would be frustrated if Members failed to adopt and maintain domestic policies which diminished the risk of serious disturbances in their international economic relations. Inflation, he said, was not the only problem standing in the way of the emergence of a properly balanced pattern of world trade. The development of the productive capacity of under-developed countries would imply radical shifts in the customary flow of trade. An increased willingness on the part of the major importing countries to liberalize their commercial policies was also an essential condition of adjustment, as were policies to promote a more adequate flow of international capital. The Fund stood ready to co-operate as far as possible in solving the whole of the world's payments problem.

In the subsequent debate in the Council, emphasis was placed on the role of the Fund in relation to the prevailing international disequilibrium. The representative of the United Kingdom stated that it might prove necessary in the coming years to re-examine the validity of the assumptions which had guided the negotiations at Bretton Woods and to consider whether the regulation of international payments could remain divorced from the rules governing international trade which the payments reflected.

Several representatives, including those of Sweden and the United Kingdom, drew attention to the recent tendency for inflationary pressure to become weaker and less general and to the appearance of deflationary trends. While accepting the importance of combating inflation, they emphasized the necessity of dealing with factors of a

structural nature which appeared to be at the root of international payments difficulties. In this connexion, the United Kingdom representative stressed the need for creditor nations to open their domestic markets to foreign imports and for debtor nations to avoid inflation and develop competitive production.

The representatives of Egypt, India and the United Kingdom, among others, commended the Fund for its adoption of more flexible policies concerning the use of its resources. Hope was also expressed that, pending the elimination of the long-range structural causes of international disequilibrium, the Fund would continue to develop such policies.

Some representatives, in particular, those of France and Sweden, while maintaining that the solution of the international payments problem must aim at general convertibility, expressed the view that existing conditions required that this goal be approached by a partial and gradually extended transferability of currencies. In this connexion, the Fund was urged to contribute to the support of regional efforts toward convertibility, as exemplified by the European Payments Union. The representative of Yugoslavia, on the other hand, felt that free convertibility was impracticable for a country in process of development; Yugoslavia, he said, could not for the time being participate in the movement for the liberalization of exchange undertaken under the Fund's auspices.

The representative of India declared that the claims of prudence as advocated by the Fund had to be weighed against the need for rapid economic development in the countries of Asia and in other under-developed regions. These countries, lacking domestic resources, required foreign capital as a means of neutralizing inflationary tendencies. He urged an adequate flow of international investment as essential for domestic as well as international equilibrium. Other representatives, however, including those of Belgium and Sweden, pointed out that long-term action designed to change the flow of capital went beyond the Fund's competence.

The representatives of India and the United States, among others, praised the Fund for the consultations on exchange restrictions conducted by it in 1952. The representatives of the United Kingdom, the United States and Yugoslavia also commended the Fund's activities in rendering technical assistance to its Members.

The Council at its 683rd plenary meeting, by 16 votes to none, with 2 abstentions, adopted resolution 467(XV) taking note of the report of the Fund.

B. ECONOMIC DEVELOPMENT OF UNDER-DEVELOPED AREAS

1. Financing of Economic Development⁶

The fundamental position of the United Nations with respect to the financing of economic development of under-developed countries was set forth in resolution 400(V) of the General Assembly. In this resolution the Assembly had recognized that, although the economic development of under-developed countries depended primarily upon the efforts of the people of those countries, the necessary acceleration of that development, on the basis of their own plans and programmes, required not only technical but also financial assistance from abroad, and particularly from the more developed countries. The General Assembly had also considered that the domestic financial resources of the under-developed countries, together with the international flow of capital for investment, had not been sufficient to assure the desired rate of economic development, and that the accelerated economic development of under-developed countries required a more effective and sustained mobilization of domestic savings and an expanded and more stable flow of foreign capital investment. The General Assembly had further expressed the conviction that the volume of private capital currently flowing into under-developed countries could not meet the financial needs of the economic development of under-developed countries, and that those needs could not be met without an increased flow of international public funds.

Since the fifth session of the General Assembly, and on the basis of the principles set forth above, the Assembly and the Council⁷ have considered a number of studies of methods whereby an enlarged and more stable flow of international finance for the economic development of under-developed countries might best be secured.

a. SPECIAL UNITED NATIONS FUND FOR ECONOMIC DEVELOPMENT (SUNFED)

- (1) Report of the Committee on a Special United Nations Fund

As provided by Council resolution 416 A (XIV),⁸ the Secretary-General appointed a committee of nine members to prepare a detailed plan for a special fund in accordance with the terms of Assembly resolution 520 A (VI). The Committee, which held a seven-week session beginning 21 January 1953, prepared, in accordance with its terms of reference, a detailed plan for the establishment (when circumstances permit), operation,

management and control of a special fund for grants-in-aid and low-interest, long-term loans to under-developed countries for the acceleration of their economic development. The Committee's report, entitled Report on a Special United Nations Fund for Economic Development (E/2381),⁹ presented the unanimous recommendations of its authors, who acted in their personal capacities and put forward their recommendations on their own responsibility.

The detailed plan drawn up by the Committee dealt, in turn, with the income, the operations and the disbursements of the special fund. It also contained recommendations on the structure—control and management—and concluded with a short account of how the special fund might work. The Committee did not advise on whether or not a fund should be established nor did it express any views as to when circumstances might permit the fund to be set up. It considered that these matters were not within its competence.

Concerning income, the Committee recommended that the fund should depend on voluntary contributions paid regularly in the currencies of the contributors, the amounts to be assessed by governments themselves according to their economic strength and resources. While not estimating the ultimate size of the fund, it recommended that it should not be established until the equivalent of \$250 million had been pledged by at least 30 governments. The Committee also advocated the advance pledging of contributions covering a period of at least one further year.

Under "Operations", the Committee dealt with the principles and policies which it considered should govern the fund's relations with its member countries. These, it emphasized, "will largely turn upon the creation and maintenance of mutual confidence and a sense of partnership directed towards the promotion of the assisted countries economic development". The Committee also recommended that governments receiving assistance should, within the framework of their general economic policies, develop fiscal and monetary policies adequate for their needs and should endeavour to keep inflationary pressures under

⁶ For discussion of the question of fiscal incentives to increase the international flow of private capital, see pp. 355-57.

⁷ See Y.U.N., 1951, pp. 376-91 and Y.U.N., 1952, pp. 363-78.

⁸ See Y.U.N., 1952, pp. 369-70.9

⁹ U.N.P., Sales No.: 1953.II.B.1. For the Committee's membership, see Appendix III.

control; governments should seek the maximum mobilization of their domestic resources since the fund's assistance should be supplementary; governments should, as a matter of economic policy, move towards the formulation of integrated economic development policies. Finally, assistance from the fund should be directed to the welfare of the population as a whole.

On the other hand, it was stressed, the fund should observe certain fundamental principles in its dealings with the under-developed countries. One such principle was that the fund must be concerned with the insufficiency of the total resources at the disposal of countries requesting assistance. Thus, while non-self-liquidating projects might constitute a significant part of the fund's total operations, the fund should not be limited to that type of financing only. Although assistance from the fund would be given to governments only, the Committee felt that this should not restrict applications to projects in the public sector. The fund, as a United Nations institution, should not serve as a means of foreign economic and political interference in the internal affairs of assisted countries.

The implementation of these principles would require a framework of formal relations between the fund and governments requesting assistance. These relations were formulated by the Committee in terms of the policies affecting governments and those regulating the operations of the fund. In presenting these policies the Committee stressed the great importance of ensuring the prudent and effective use of the assistance granted and recommended safeguards which it judged were essential to protect the interests of all members of the fund.

With regard to disbursement of resources from the fund, the Committee decided against both the method of predetermined country allocations and the case-by-case approach of dealing with individual country applications on their merits. It recommended a method combining some of the advantages of both systems, and set forth guiding considerations for the allocation of resources in the early phase of the fund's operations.

Basically, the Committee concluded, in a further recommendation regarding distribution of resources, that loans by the special fund were "acts of assistance" to under-developed countries and were distinguishable from grants-in-aid only in that it might be found possible and convenient to recover wholly or in part the sums involved. It recommended that the fund should not attempt to recover principal or ask for interest, where this would jeopardize the applicant country's economic

development. However, each case should be determined individually and administrative flexibility should be left to the fund in deciding both on the distribution of its resources between loans and grants and on the terms of loans granted.

With regard to membership of the fund, the Committee recommended that it should be open to any government which: (1) is prepared to subscribe to the fund's principles and policies; (2) is a Member of the United Nations or any specialized agency; and (3) is willing to pledge a contribution to the operational budget, and pay its share of the administrative budget. Any other government which is not a Member of the United Nations or any specialized agency might also join, provided that the "General Council of the Fund" accepted its membership and that the government was prepared to subscribe to the conditions of membership.

The Committee recommended that members should meet annually to pledge their contributions, to lay down all major policy matters, to approve the fund's administrative budget and to receive reports on the fund's activities. This annual meeting would be known as the "General Council of the Fund". To provide immediate control, it recommended the election by the General Council of an Executive Board of eight to twelve members.

While recognizing that there would be many practical advantages if the fund were integrated with an existing United Nations institution, the Committee nevertheless felt obliged to recommend the establishment of a new institution. The Committee also made specific recommendations concerning liaison and co-ordination between the fund and other financial agencies of the United Nations and the agencies participating in the Expanded Programme of Technical Assistance.

(2) Consideration by the Economic and Social Council at its Sixteenth Session

The Council considered the report during its discussion of the agenda item "Economic development of under-developed countries" at the 138th to 140th meetings of its Economic Committee, on 21 and 31 July and 3 August, and at its 725th to 731st and 749th plenary meetings, on 15 to 18 July and 4 August 1953.

There was a substantial measure of agreement in the Council on the need both for increased financial assistance to accelerate economic development and for an international fund to make grants to under-developed countries. Almost all representatives expressed their high regard for the Committee's constructive report.

The representatives of the more-developed countries stated that it was the settled policy of their governments and their peoples to aid the efforts of the peoples of under-developed areas to develop their resources and improve their working conditions. Several of these representatives, among them those of Australia, France and the United Kingdom, reviewed the substantial programmes of international aid that their governments were currently undertaking. The United States representative referred to the increasing scale of such aid, in spite of the fact that his country had been compelled to join other free nations in repelling aggression, and pointed out that the citizens of his country, both as private individuals and through the government, were making large investments to this end. He regretted that circumstances, over which his country had no control, had limited the scale of the assistance provided.

The representatives of under-developed countries warmly commended the Committee's findings. The representatives of Egypt, the Philippines and Turkey instanced, in particular, the following features of the report as commendable:

(1) that the Committee had recognized that the economic development of under-developed countries must primarily be the concern of such countries themselves;

(2) that it had taken as a "fundamental premise" the need for non-commercial capital in the form of grants-in-aid or long-term, low-interest loans;

(3) that it had viewed realistically the strain on the economies of developed countries in suggesting the modest initial requirement of \$250,000,000;

(4) that in suggesting the minimum of 30 contributors it had endorsed the view that the fund's strength would reside, initially, not in its absolute size but in its widespread support by the United Nations; and

(5) that the Committee had appreciated the current situation in recommending that contributions, apart from those to the administrative budget, might be made in local currency and that governments might reserve the right to restrict the export of goods regarded as essential to their domestic economies.

The USSR representative stated that the proposals made by the Committee had envisaged a fund designed to stimulate the flow of foreign capital to the under-developed countries. But experience had shown that foreign investments were usually made in the under-developed countries on such terms that they served to worsen the already bad economic situation of those countries and resulted, contrary to United Nations principles, in interference in their domestic affairs. It was therefore impossible, he said, to accept the view that foreign capital should constitute the principal method of promoting the economic development

of the under-developed countries. It could play some part in that development (though only an auxiliary part) provided it was made available on conditions which were not detrimental to the national interests of the under-developed countries and without interference in their domestic affairs. The representative of Poland, supporting this statement, expressed the view that the establishment of a special fund (or international finance corporation) would not be beneficial in the current political situation.

The representatives of India and Uruguay felt that it was incumbent on the Council, in the light of General Assembly resolution 520 A (VI) which had requested the Council to submit a detailed plan, to study the report and to express views on the merits of the Committee's proposals. However, among others, the representatives of China, France, Sweden, the United Kingdom and the United States felt that to debate the precise organization of the proposed fund and even the broader issues raised in the report would be premature since the circumstances which would prevail at the time the fund was established were still unknown. At the Assembly's sixth session it had been recognized that the time was not yet ripe for the establishment of the proposed fund and circumstances had not changed since then.

The Swedish representative suggested that it might be more desirable to expand existing institutions. The representative of Yugoslavia held that the ultimate decision was up to the Assembly, not the Council. He therefore proposed (E/L.522 & Corr.1) that the Council transmit the Special Committee's report to the Assembly, recommending that the fund be established as soon as possible on the basis of the report.

The representative of Chile, however, speaking as an observer, referred to the threatened worsening of the world situation which made the need for such a fund more urgent and he argued that in advising a small initial minimum contribution and in assuming the absence of free convertibility of currencies in the fund, the Committee had, by implication, advised that the fund should be set up sooner rather than later.

Further discussion in the Council tended away from detailed examination of the Committee's recommendations. Discussion was mainly concerned with the questions of the adequacy of the resources presently available for economic development and a proposal that savings from disarmament be devoted to economic development through an international fund.

The insufficiency of the resources available for more rapid economic development was stressed

by representatives of under-developed countries. While fully accepting the position that the more energetic mobilization and utilization of domestic resources must be the basis for accelerated economic development, they felt that renewed emphasis on this proposition, which was self-evident and generally agreed, was out of place, and they considered that it would be more useful to stress the severely limited extent to which investment could, in practice, be financed from domestic resources.

The representative of the International Confederation of Free Trade Unions (ICFTU) emphasized the need for self-help in the under-developed countries and supported the proposal for the establishment of a special fund.

Several representatives, among them those of Belgium, Sweden and Venezuela, referred to the substantial part which had been, and must continue to be, played by the import of private capital by under-developed countries. Some, including the Yugoslav representative, emphasized the serious limitations of this form of finance as an instrument of economic development. They feared that the growing burden of interest and amortization, which in periods when the rate of new investment fell off could easily exceed new investment and result in a net export of capital from the under-developed countries, might place such a heavy burden on these economies as to jeopardize their development. A further limitation on the usefulness of private external capital was that, since it moved in response to the profit motive, its flow was reduced in times of depression and it was therefore a destabilizing factor. Furthermore, it was naturally invested in the most profitable forms of investment from the point of view of the investor, such as the production of primary commodities for export, which were not necessarily forms of investment which contributed most to the economic development of the territories in question. The Argentine representative stressed that private capital should not be the main driving force behind economic progress. The representatives of Poland and the USSR considered that the colonial or semi-colonial character of the economies of under-developed countries was reflected in their excessive dependence on the export of raw materials and their lack of industry as opposed to agriculture and mining; this distortion, they said, was attributable to the behaviour of private international investment.

The representative of the World Federation of Trade Unions (WFTU) stated that foreign investment had not benefited the under-developed countries since it had led to their excessive de-

pendence on the export of primary commodities and on the decisions of foreign monopolies.

The representative of the International Chamber of Commerce (ICC) pleaded for a restoration of a favourable atmosphere for a resumption of a freer flow of international investment which would make it possible gradually to restore multilateral world trade. He stated that it was the view of his organization that public capital could not replace private capital which brought with it valuable "know-how". Care should be taken not to make public loans at artificially low rates of interest in such a way as to encourage waste.

The representative of the Food and Agriculture Organization of the United Nations (FAO) emphasized the tremendous gap between the funds required and those available for investment. FAO had offered its help to governments in the preparation of applications to the International Bank for Reconstruction and Development for schemes of agricultural development, in the light of the difficulty experienced by the Bank as a result of the lack of specific and well-documented loan applications.

A number of representatives pointed out that exports of primary commodities by under-developed countries constituted a more important source of foreign exchange than foreign investment. In this connexion, the representatives of Egypt, Poland and Venezuela stressed the difficulties for under-developed countries resulting from the fact that the markets for the primary commodities which such countries export are subject to very considerable instability. Representatives of the under-developed countries emphasized the importance of achieving stability in commodity prices as a condition of economic development. The Argentine representative, in addition, considered that commodity price stabilization would succeed only if it were undertaken on a comprehensive basis. An equitable level of prices for primary commodities in relation to those of manufactured goods was required. The representative of Indonesia, speaking as an observer, stated that the provision of foreign finance as a supplement to domestic savings would afford only limited support to the development plans of under-developed countries unless the markets for their exports were stabilized.

The USSR representative felt that the most effective method of assisting the under-developed countries would be the elimination of the abnormal restrictions on trade with other countries imposed by certain major Powers. Such restrictions contributed to the deterioration in terms of trade of the under-developed countries, as a result of

which foreign monopolies bought raw materials and foodstuffs cheaply and sold their own goods at high prices. The development of normal trade relations would create conditions in which foreign capital would be attracted to the under-developed countries on terms compatible both with the interests of those countries and with the commercial interests of foreign capital itself. Under the current policy of trade restrictions, foreign capital was given an opportunity of imposing conditions disadvantageous to the under-developed countries.

Others, including the representatives of the Philippines and Yugoslavia, urged that obstacles to multilateral trade, such as import restrictions, exchange control and inconvertibility of currencies, were preventing the expansion of world production. There was an obvious interdependence between the constantly diminishing volume of international private investment and the existence of such obstacles to trade. Nevertheless, increasingly severe restrictions were currently being placed by many countries on the flow of trade and this was a major impediment to economic development.

The representative of the World Federation of United Nations Associations (WFUNA) urged the need for finding some financial means of speeding up economic and social development, over and above the technical assistance programme, and urged that, if a special fund were established, Territories under United Nations Trusteeship should benefit fully from its operations.

While the majority were in agreement concerning the need to expand the volume of international assistance for the economic development of under-developed countries at the earliest possible date, representatives of the more developed countries which would be the major potential contributors to the proposed fund stated that their countries were unable to assume, at present, any additional financial burdens.

However, in the course of the discussion the United States representative reminded the Council that the President of the United States had recently declared, after outlining the ways in which international tension could be relieved and the burden of armaments reduced, that his Government was ready to ask the American people to join with all nations in devoting a substantial percentage of the savings which would be achieved by such disarmament to a fund for world aid and reconstruction. The representative of the United States repeated that pledge on behalf of his Government.

The fund envisaged by the President of the United States would, he said, be an international fund with a broad membership, designed to facilitate the fulfilment of the United Nations mission of building a better world. The precise form which such a fund might take could not at present be foreseen. It might serve as an instrument for making loans and grants, or it might be largely concerned with technical assistance. It might be used to promote social as well as economic progress, and might even develop novel procedures for associating private and public initiative. The representative of the United States expressed the hope that all countries would find it possible to join in making a pledge such as that proposed by President Eisenhower, and his delegation had accordingly included in Part A of its draft resolution on the economic development of under-developed countries (E/L.536 & Corr.1) an equivalent declaration in which Members of the United Nations pledged themselves to ask their peoples, when genuine progress had been made towards internationally supervised world-wide disarmament, to devote a portion of the savings, achieved through such disarmament, to an international fund for development and reconstruction.

Part B of the United States draft resolution would have the Council express the opinion that further refinement of a scheme, such as proposed by the Special Committee, would be premature, and would transmit the report to the Assembly for its information.

Many representatives warmly welcomed the initiative taken by the United States representative in placing such a draft declaration before the Council, and associated themselves with the general purposes of that declaration. Council members recognized the pledge made by the President of the United States as marking an important step forward in the approach of the major industrially advanced countries to the problem of financial aid to the under-developed countries.

The representative of Belgium stressed that such a fund could not be a substitute for either loans or trade, and presented an amendment (E/L.540/Rev.1) to alter the proposed declaration to that effect.

A number of representatives, including those of Argentina, Egypt, India and Yugoslavia, considered that the expansion of financial aid to the under-developed countries should not be entirely contingent upon disarmament, even though it might well be recognized that many countries might not be in a position to make a maximum contribution to such an expansion until the burden of armaments expenditures had been somewhat

eased. It was pointed out by the Philippine representative that the Assembly, in its resolution 520(VI), had requested the Council to prepare its recommendations in this field "keeping in mind the desirability of universal participation and the utilization of any savings that may accrue from any programme of disarmament, as one of the sources of contributions". The Assembly had thus envisaged disarmament as providing an additional source of funds, but had not implied that the establishment of an international fund depended upon disarmament.

At the 138th meeting of the Economic Committee on 21 July, the representatives of Argentina, Egypt, India, the Philippines, Uruguay and Yugoslavia presented a joint amendment (E/AC.6/L.75)¹⁰ to the United States draft resolution (E/L.536). In presenting it, the Indian representative explained, *inter alia*, that its purpose was to:

(1) provide that the proposed fund be supplied by independent contributions and not exclusively from savings resulting from disarmament and that it be within the framework of the United Nations;

(2) emphasize that the Council had considered, not merely received, the Special Committee's report and recommend it as a basis for the Assembly's consideration of further preparatory steps for the establishment of a special United Nations fund; and

(3) provide that the fund be for the exclusive benefit of under-developed countries.

Following informal discussions, a joint draft resolution (E/AC.6/L.76), superseding all other draft resolutions and amendments, was presented by Australia, Cuba, Egypt, India, the Philippines, the United States and Yugoslavia at the Economic Committee's 139th meeting on 31 July.

It was adopted, without further discussion, by the Committee (E/2505 I) by 15 votes to none, with 2 abstentions, and by the Council at its 749th plenary meeting on 4 August, by the same vote, as resolution 482 A (XVI). It read:

A

METHODS OF FINANCING ECONOMIC DEVELOPMENT

I

"The Economic and Social Council,

"Having taken into consideration the document entitled Report on a Special United Nations Fund for Economic Development, prepared by a committee appointed by the Secretary-General pursuant to Council resolution 416 A (XIV),

"Having in mind General Assembly resolutions 520 A (VI) and 622 A (VII) requesting the Council to submit to the General Assembly a detailed plan for establishing, as soon as circumstances permit, a United Nations fund for the financing of the economic development of under-developed countries,

"1. Expresses its great appreciation to the Committee for its work;

"2. Transmits the report of the Committee to the General Assembly, together with the pertinent records of the sixteenth session of the Council;

"3. Recommends that the General Assembly consider, in the light of the report of the Committee and the records of the sixteenth session of the Council, what other preparatory steps might usefully be taken towards the establishment, when circumstances permit, of an international fund designed to assist development and reconstruction of the under-developed countries."

II

"The Economic and Social Council,

"Desirous of strengthening the United Nations in its mission of guarding the peace and security of all peoples and of making the United Nations a more effective institution for the promotion of higher standards of living and of conditions of economic and social progress and development in under-developed countries,

"Looking forward to the time when sufficient progress in internationally supervised world-wide disarmament will make it propitious to devote additional resources to assist development and reconstruction, particularly in the under-developed countries,

"Recommends that governments consider joining, at the eighth session of the General Assembly, in the following draft declaration:

"We, the governments of the States Members of the United Nations, in order to promote higher standards of living and conditions of economic and social progress and development, stand ready to ask our peoples, when sufficient progress has been made in internationally supervised worldwide disarmament, to devote a portion of the savings achieved through such disarmament to an international fund, within the framework of the United Nations, to assist development and reconstruction in under-developed countries."

(3) Consideration by the General Assembly at its Eighth Session

The General Assembly considered the question of establishing a special fund for grants-in-aid and for low-interest, long-term loans, during its discussion of the question of economic development of under-developed areas at the 257th to 282nd meetings of its Second Committee, from 12 October to 1 December, and at its 468th plenary meeting on 7 December 1953. The Committee had before it, *inter alia*, the report of the Economic and Social Council (A/2430) and a memorandum by the Secretary-General (A/2447 & Corr.1) providing a summary of the background material on questions relating to economic development.

¹⁰ As a result of the consolidated joint amendment, amendments by India (E/L.537) and the Philippines (E/L.539) to the United States proposal and an Egyptian amendment (E/L.538) to the Indian amendment were withdrawn, as well as the Yugoslav draft resolution (E/L.522 & Corr.1).

During the extensive debate, the views expressed were primarily those put forward in the discussions in the Council. The representatives of the more developed, capital-exporting countries, while recognizing the need to accelerate economic development, emphasized that their governments were not in a position at this time to make additional contributions to an international development fund, primarily because of rearmament expenses. It would be both unwise and a sham, in their opinion, to create such a fund without sufficient funds for its effective operation. Current efforts should concentrate on making more effective use of existing programmes and sources of financing, they considered.

Among the views expressed by the less-developed countries was that the creation of such a fund should not depend on disarmament and that savings from disarmament should only be viewed as an additional source of finance. In their opinion, the speeding up of economic development—which would be accomplished by such a fund—would help secure world peace and put an end to the internal threats and political unrest which endangered that peace. The acceleration of economic development, they stressed, must not be postponed indefinitely nor put off pending world-wide disarmament.

Other representatives, including those of the Byelorussian SSR, Czechoslovakia, Poland, the Ukrainian SSR and the USSR, emphasized that the fundamental factor in economic development was industrialization and considered that the best way to help under-developed countries obtain funds was to develop non-discriminatory international trade relations. Foreign financial aid should only be used to supplement domestic resources and earnings from foreign trade. They doubted that much would be achieved by the establishment of the special fund, although they would not oppose its creation. However, they considered that it must not be linked to the International Bank for Reconstruction and Development which, they alleged, was under the influence of United States capitalist monopolies.

The representative of Canada pointed out that the debate showed that the differences in views related more to matters of time and method than to objectives and that it should be possible to work out a solution acceptable to all.

The Second Committee had before it three draft resolutions on the establishment of a special fund.

(1) A draft resolution by the United States (A/C.2/L.204), by which the Assembly would adopt the "declaration" recommended by the Economic and Social Council, on the proposal of the United States representative.

Egypt submitted an amendment (A/C.2/L.208) to this draft to specify that the additional resources resulting from disarmament be devoted to a special fund rather than merely to assist development and reconstruction. He later withdrew that amendment on the assurance that the adoption of the resolution would not preclude the possibility of establishing a special fund before world disarmament under international control was effected.

(2) A draft resolution by Greece, Haiti and Pakistan (A/C.2/L.205), by which the Assembly would refer to the Expert's Report on a Special United Nations Fund for Economic Development, state its opinion that the establishment of the fund need not be dependent only on internationally supervised world-wide disarmament and express its confidence that favourable conditions necessary for the establishment of the fund would be created in the near future. It would:

(a) request the Secretary-General to transmit the Expert's Report to Member Governments for their detailed comments on the creation of the fund and on the extent to which they were in a position to contribute to its establishment;

(b) request the Council to study these comments and submit to the Assembly's ninth session recommendations concerning the practical steps that could be taken to set up the fund as soon as circumstances permitted; and

(c) recommend, meanwhile, that all countries should give special consideration to the views expressed by the Assembly with a view to the creation of the fund as soon as circumstances permitted.

(3) A draft resolution by Afghanistan, Bolivia, Brazil, Burma, Chile, Colombia, Costa Rica, Cuba, Egypt, Guatemala, India, Indonesia, Iraq, Lebanon, the Philippines, Saudi Arabia, Syria, Venezuela, Yemen and Yugoslavia (A/C.2/L.206/Rev.1). The operative part of the draft resolution, as revised would have the Assembly, *inter alia*, invite comments from governments and specialized agencies on the Expert's Report and on the degree of moral and material support and adherence which might be expected from them. It would also provide for the appointment of a small contact group of persons of high standing to consider the comments and to consult with governments, if necessary by personal visits, and to report to the Assembly's ninth session.

As revised, this draft resolution took into account a Netherlands amendment (A/C.2/L.207) the purpose of which, the Netherlands representative stated, was to stress that economic and social advancement of the under-developed countries could also contribute towards the maintenance of international peace and security and that the establishment of the fund should be seen in that context. The Netherlands representative expressed the view that, while it was generally accepted that development was closely tied to disarmament, the creation of SUNFED might be considered as an exception since the sum required to start it was insignificant in comparison with the amount spent on disarmament.

The Committee, at its 270th meeting on 2 November, agreed to establish a working group which

would have as a primary reference the three-Power draft resolution (A/C.2/L.205), the 20-Power revised draft resolution (A/C.2/L.206/Rev.1) and the Netherlands amendments (A/C.2/L.207) to the original text, with the understanding that if, in the course of its work, the group should find it had to deal also with the United States draft resolution (A/C.2/L.204) and the Egyptian amendment thereto (A/C.2/L.208), it should do so.

The working group held ten meetings between 3 and 19 November and submitted a compromise draft resolution (A/C.2/L.212 & Corr.1). As a result, the 20-Power draft resolution (A/C.2/L.206/Rev.1), the amendments by the Netherlands (A/C.2/L.207) and the three-Power draft resolution (A/C.2/L.205) were withdrawn by their sponsors.

The Committee discussed the compromise draft resolution and the United States draft resolution at its 275th to 277th meetings, from 23 to 25 November. The majority supported both resolutions in general. The representatives of Argentina, Brazil, Chile, Colombia and Guatemala, among others, regretted that the working group had not been able to recommend more positive steps, but agreed that the compromise draft was a step forward and, at least, kept the idea of a fund alive. A number of representatives, including those of Colombia, Egypt, Honduras, Iraq and Venezuela, indicated their support of the United States proposal, on the understanding that the establishment of a fund was not made conditional on worldwide disarmament.

The Egyptian amendment having been withdrawn, the draft resolution proposed by the United States (A/C.2/L.204) was adopted by the Committee (A/2590 A) at its 277th meeting on 25 November by 41 votes to none, with 13 abstentions.

It was adopted by the General Assembly at its 468th plenary meeting on 7 December, without discussion, by 44 votes to none, with 6 abstentions, as resolution 724 A (VIII). (For text, see below.)

During the discussion of the draft resolution (A/C.2/L.212 & Corr.1) recommended by the working group, considerable debate arose over paragraph 4 of the preamble which would have the Assembly express confidence that an expanded flow of capital to under-developed countries would contribute to the solution of the basic economic problems of our time, both for under-developed and developed countries. The representative of Czechoslovakia stated that he could not support the draft resolution unless it were explicitly stated in that paragraph that foreign investments should

not be made conditional on any demands for economic, political or military privileges; he submitted an amendment (A/C.2/L.214) to this effect.

The amendment was supported by the representatives of the Byelorussian SSR, Guatemala, Honduras, Poland, the Ukrainian SSR and the USSR. The majority, however, while agreeing with the question of principle involved, opposed the amendment on the grounds that it was out of place in this particular resolution and served no useful purpose. The resolution, they held, was concerned with the establishment of a fund within the framework of the United Nations and therefore there could be no question of such an institution's seeking to exploit the countries to which it granted financial aid.

Several compromises were suggested. The representative of Cuba proposed the addition of a new paragraph stating the principle involved. The representatives of Saudi Arabia and India suggested deleting the paragraph altogether. The representative of France proposed (A/C.2/L.215) that the problem might be solved by adding before the words "would contribute" the words "in conformity with the principles and purposes of the United Nations Charter".

Following a meeting of the working group, the Committee, at its 277th meeting on 25 November, rejected the following amendments, the others having been withdrawn:

(1) By 28 votes to 4, with 23 abstentions, a proposal to delete paragraph 4, originally withdrawn by India and Saudi Arabia and now verbally resubmitted by Pakistan.

(2) By a roll-call vote of 26 to 7, with 22 abstentions, the Czechoslovak amendment (A/C.2/L.214).

Paragraph 4 was subsequently adopted by 46 votes to none, with 7 abstentions.

The Committee adopted the draft resolution in paragraph-by-paragraph votes, ranging from a unanimous vote to 46 votes to none, with 7 abstentions. It adopted (A/2590 B) the resolution, as a whole, by 50 votes to none, with 5 abstentions. The Committee's draft resolution was adopted by the General Assembly at its 468th plenary meeting on 7 December, without discussion, by 46 votes to 5, with 5 abstentions, as resolution 724 B (VIII).

Resolution 724 A & B (VIII) read:

A

"The General Assembly,

"Having noted Economic and Social Council resolution 482 A (XVI) of 4 August 1953,

"Desirous of strengthening the United Nations in its mission of guarding the peace and security of all peoples and of promoting higher standards of living and conditions of economic and social progress and development in under-developed countries,

"Looking forward to the time when sufficient progress in internationally supervised world-wide disarmament will make it propitious to devote additional resources to assist development and reconstruction, particularly in the under-developed countries,

"Adopts the following declaration:

"We, the governments of the States Members of the United Nations, in order to promote higher standards of living and conditions of economic and social progress and development, stand ready to ask our peoples, when sufficient progress has been made in internationally supervised world-wide disarmament, to devote a portion of the savings achieved through such disarmament to an international fund, within the framework of the United Nations, to assist development and reconstruction in under-developed countries."

B

"The General Assembly,

"Having considered the Report on a Special United Nations Fund for Economic Development prepared by the Committee of Nine appointed by the Secretary-General, and submitted in pursuance of Economic and Social Council resolution 416 A (XIV) of 23 June 1952 and General Assembly resolution 622 A (VII) of 21 December 1952,

"Mindful of the aim expressed in the preamble of the Charter "to employ international machinery for the promotion of the economic and social advancement of all peoples" and of Articles 55 and 56 of the Charter,

"Believing that, especially in the present state of world tension, the social and economic advancement of the under-developed countries can contribute towards the achievement of international peace and security,

"Confident that an expanded flow of capital to under-developed countries would contribute to the solution of the basic economic problems of our time, both for under-developed and developed countries,

"Considering that the use of international machinery for financially assisting the acceleration of the economic development of the under-developed countries contributes to the achievement of an expanding and stable world economy,

"Noting that the efforts made and the activities undertaken so far by and under the United Nations for the economic development of the under-developed countries have proved beneficial and represent a marked advance in economic co-operation among nations,

"Bearing in mind the recommendations contained in Economic and Social Council resolution 482 A (XVI) of 4 August 1953 relating to a special United Nations fund,

"Considering that the General Assembly should keep under review the question of the establishment of a special fund and, in particular, be attentive to any changes either in world conditions or in the attitudes of the governments of Member States, which might

be propitious to the establishment of such a fund in the near future,

"Hopeful that conditions favourable to the establishment of an international fund will be created in the near future and that savings from internationally supervised world-wide disarmament will provide additional means for financing the economic development of under-developed countries, and will further the aims and objectives of such a fund,

"1. Expresses its great appreciation of the work of the Committee of Nine;

"2. Invites governments of States Members of the United Nations and of the specialized agencies in the economic and social field to transmit to the Secretary-General their detailed comments both on the recommendations contained in the report of the Committee of Nine and on the degree of moral and material support which may be expected from them for such a fund;

"3. Decides to appoint the present President of the Economic and Social Council, Mr. Raymond Scheyven, to examine, with the assistance of the Secretary-General, the comments of governments submitted in response to the invitation contained in the preceding paragraph; to collate and where he judges necessary to request elaboration of such comments, if desirable by direct consultation with governments; and to submit to the Economic and Social Council at its eighteenth session an interim report on his work, and, in any event to submit to the General Assembly at its ninth session, a final report together with his comments, with a view to assisting it to make such recommendations as it would find possible which could facilitate the establishment of such a fund as soon as circumstances permit;

"4. Requests the Secretary-General to:

"(a) Provide Mr. Scheyven with all necessary assistance and facilities;

"(b) Transmit to the governments specified in paragraph 2 above the report of the Committee of Nine, together with the records of the discussion on the subject at the eighth session of the General Assembly;

"(c) Circulate as soon as possible to the governments specified in paragraph 2 above (i) the comments submitted in response to that paragraph, and (ii) the final report of Mr. Scheyven; and submit a summary of the comments of governments to the General Assembly at its ninth session;

"(d) Prepare a working paper, for submission to the Economic and Social Council, on the extent and methods of co-ordination which may be desirable or necessary between the activities of such a fund, of the Technical Assistance Board and of such of the specialized agencies as may be engaged in tasks relating to the economic development of under-developed countries;

"5. Requests the Economic and Social Council to study at its eighteenth session the working paper referred to in paragraph 4 (d) above and to transmit it, together with its views, to the General Assembly at its ninth session;

"6. Decides to include in the provisional agenda of the ninth session of the General Assembly a separate item for the consideration of the results of the steps provided for above."

b. PROPOSAL FOR THE ESTABLISHMENT
OF AN INTERNATIONAL FINANCE
CORPORATION

(1) Consideration by the Economic and
Social Council at its Sixteenth Session

In accordance with resolution 416 C (XIV),¹¹ the Council had before it a report by the International Bank for Reconstruction and Development (E/2441) on the results of its further examination of the proposal to establish an international finance corporation designed to promote the flow of private capital to under-developed countries.

The Bank reported that informal discussions between Bank officers and Member Governments on the desirability of setting up such a corporation indicated that, almost without exception, representatives of the less-developed countries had supported the proposal and, in addition, two of the more highly-developed countries had indicated that their governments supported the proposal. Spokesmen for most of the highly-developed countries, however, while expressing sympathetic interest, had reserved judgment on the merits of the proposal, and several had stated that their governments were not at present in a position to contribute to a corporation of that kind.

The report of the Bank stated that "... while maintaining their interest in the proposal, countries on whom the corporation would necessarily have to depend for the greater part of its funds have not as yet indicated that they are ready to commit themselves to subscribe to its capital. Because of this, the management of the Bank does not believe that any point would be served by greater formalization of the project at this time. The management intends, however, to continue to explore the matter with the Bank's Member Governments and, if and when there appears to be a reasonable prospect that sufficient financial participation will be forthcoming, will be prepared to present concrete proposals to them for consideration. The Bank will be glad to inform the Council promptly of further developments in connexion with the project."

The Council discussed the report during its discussion of the agenda item "Economic development of under-developed countries" at the 138th to 140th meetings of its Economic Committee, on 21 and 31 July and 3 August and at its 725th to 731st and 749th plenary meetings, on 15 to 18 July and 4 August 1953.

In the course of a supplementary statement, the representative of the Bank stated that the Bank was still of the opinion that the international

finance corporation would give a modest but worthwhile stimulus to the growth of private enterprise and thus further the development of the Bank's Member countries. For the time being, however, the unwillingness of the more important Member countries to subscribe to the corporation's capital made it doubtful whether any useful purpose would be served by taking the project a step further at the present time.

During the discussion, a variety of views were expressed, ranging from those of the Yugoslav representative, who held that since private capital would seek foreign investment opportunities to the extent that these were more attractive to it and that since an international finance corporation could not make such opportunities more attractive the corporation could serve little purpose, to the view of the Argentine representative that the corporation should be set up without further delay. The representatives of China, Egypt and Sweden, among others, held that in the light of the Bank's advice, and particularly in the light of the unwillingness of potential contributors to commit any funds to this purpose, little more could be done at this stage than to keep the question under review and invite the Bank to continue its studies with a view to preparing a more detailed plan for establishing a corporation when circumstances permitted. The representative of the United Kingdom, while endorsing the case for equity investment, and considering that there was scope for guaranteed lending, questioned whether an international organ or, indeed, any institution of universal scope was the best means of providing this service.

The representative of ICFTU regretted that the prospects of establishing an international finance corporation had changed for the worse during the past year, but welcomed the willingness of the International Bank to make further soundings and thought that time might be saved if the Bank were to proceed with working out a draft agreement.

The representative of India thought that the corporation should be established as soon as circumstances permitted and proposed (E/L.534) that the Bank draw up a more detailed plan. The representatives of Australia, Belgium, the United Kingdom and the United States considered it both premature and undesirable to ask the Bank to undertake to draw up a detailed plan at this time, particularly when there were many important issues needing further exploration. They therefore proposed an amendment (E/AC.6/L.73) provid-

¹¹ See Y.U.N., 1952, p. 367.

ing instead that the studies should be directed to the clarification and analysis of the basic questions still outstanding.

Following informal discussions by the representative of India with those representatives sponsoring the amendment, a revised joint draft resolution (E/AC.6/L.77) was presented, sponsored by the five delegations, at the Economic Committee's 140th meeting on 3 August. It was adopted by the Committee (E/2505 II) by 11 votes to none, with 3 abstentions, and by the Council, without discussion, at its 749th plenary meeting on 4 August by 14 votes to none, with 3 abstentions, as resolution 482 B (XVI).

By this resolution, the Council noted that the Bank intended to continue to explore the question of an international finance corporation with its Member Governments, and commended the Bank for the useful contribution it had made to the study of the question. It invited the Bank to present, as soon as possible, the results of a further study with a view to clarifying and analysing the questions which had been raised and the different points of view that had been expressed, continuing at the same time further exploration of the matter with its Member Governments, and in so doing to take into account the comments on the Bank's further report during the sixteenth session of the Council. The Council further invited the Bank to report on the progress made in these respects to the Council at its seventeenth session.

(2) Consideration by the General Assembly at its Eighth Session

The General Assembly considered the proposal for the establishment of an international finance corporation during its discussion of the question of economic development of under-developed areas at the 257th to 282nd meetings of its Second Committee, from 12 October to 1 December, and at its 468th plenary meeting on 7 December 1953. It had before it, *inter alia*, the report of the Economic and Social Council (A/2430) and a memorandum by the Secretary-General (A/2447 & Corr.1) providing a summary of the background material on questions relating to economic development.

Representatives of the under-developed countries, generally speaking, stressed the importance of increasing the flow of private foreign capital, emphasizing that, though domestic capital was important, it needed to be supplemented. The flow of private foreign capital, although considerable, was insufficient and had, moreover, decreased since the Second World War. The representative of Colombia stated that in his country, for ex-

ample, a favourable climate for private investment existed, but the flow of private capital still did not meet the demands. The representatives of Canada and India thought that many of the fears of under-developed countries with regard to private financing were not justified in all cases and were based on unfortunate incidents. The representatives of Belgium and Cuba agreed that private capital would feel more secure with an international finance corporation and that fears of both private creditors and the under-developed countries might thus be allayed. The representative of Saudi Arabia suggested drafting an international code to govern relations between government borrowers and their private creditors. The Chinese and United States representatives supported this idea.

The Cuban representative thought that the Council ought to be asked to draw up detailed plans forthwith for the establishment of the international finance corporation. Among those who spoke in support of the establishment of such a corporation were the representatives of Brazil, Chile, Colombia, Costa Rica, Egypt, Haiti, Indonesia, Liberia, Pakistan and Panama. The representative of Costa Rica suggested that the Bank prepare a draft statute for the corporation. The representative of Turkey, among others, felt that the Bank ought to continue to explore the question further with governments.

The Committee had before it a draft resolution by Costa Rica, Cuba, Ecuador, Egypt, Indonesia, Iraq, Pakistan and Saudi Arabia (A/C.2/L.209) on the status of the proposal to establish an international finance corporation.

According to section I of this draft resolution, the General Assembly would: (1) commend the International Bank for its efforts and express its appreciation of the Bank's reports on the proposed international finance corporation; (2) emphasize the beneficial effects the proposed corporation would have on the mobilization of financial resources in developed and under-developed countries in order to ensure additional resources for financing economic development in the under-developed countries; (3) look forward to the establishment, as soon as circumstances permitted, of an international finance corporation; (4) request the Bank to intensify its activities to seek the participation of public and private financial resources in furnishing the capital for a corporation as envisaged in the Bank's reports, and, with that end in view: (a) to analyse in detail the views expressed by governments and private financing circles concerning the methods of furnishing the capital for an international finance corporation, its function and operation; (b) to conduct its consultations for the establishment of an international finance corporation and for securing its initial capital in a more intensive manner, and to report to the Economic and Social Council at its eighteenth session; and (5) request the Council to review at that session the Bank's reports on the proposed international finance

corporation with a view to recommending the drafting of its statute and to report thereon to the Assembly during its ninth session.

In section II of the draft resolution, the Assembly would request that the study, which was being prepared by the Secretary-General pursuant to Assembly resolution 622 C (VII), on the general role of private external capital be examined by the Council during its seventeenth session with a view to recommending effective means through which external private capital would be made more readily available to under-developed countries.

In section III, the Assembly would urge Member States to create favourable conditions conducive to the development of more liberal trade relations among them, and to adjust as much as was practicable any existing disequilibrium in the terms of trade and payments between the highly developed and under-developed countries, in order to create circumstances in which sources of additional capital would be more adequately available to under-developed countries.

The representative of Belgium supported the draft resolution, but thought that it might give the impression that the Bank had expressed an opinion regarding the establishment of a corporation which was capable of being constituted immediately and the aims, working methods and financing of which were known, whereas the Bank's report clearly showed that it was still only a question of a proposal. The draft resolution, he considered, also seemed to prejudge the results of the studies being made and drew conclusions which were perhaps premature in emphasizing the beneficial effects the proposed corporation would have on the mobilization of financial resources. With regard to section III of the draft resolution, he did not think it advisable in a resolution dealing specifically with a financial investment corporation to take up the question of the establishment of fair and equitable international prices for primary commodities. Therefore the Belgian representative, jointly with the representatives of Denmark, Norway, Sweden and the United States, submitted an amendment (A/C.2/L.211) to effect these changes.

The representative of Czechoslovakia, referring to section II of the draft resolution, stated that the Council could not recommend means through which external private capital would be made more readily available to under-developed countries until it had considered the question as a whole and had determined whether such capital would benefit the economy of the countries concerned. He therefore proposed (A/C.2/L.210) deleting that part of the paragraph which called on the Council to examine the study on the general role of private capital "with a view to recommending effective means through which external private capital would be made more readily available to under-developed countries."

The representative of France seriously objected to section III of the draft resolution which he considered not only obscure but contradictory. On the one hand, he stated, it asked Member States to develop more liberal trade relations, while, on the other hand, it called on them to adjust as much as was practicable the disequilibrium in the terms of trade and payments between the highly developed and the under-developed countries.

In an attempt to take into account these views, among others, the authors of the joint draft resolution submitted a revised text (A/C.2/L.209/Rev.1) at the Committee's 274th meeting on 16 November.

As revised, the resolution would have the Assembly in section I: (1) express its appreciation of the useful contribution the Bank had made to the study of the question; (2) emphasize the beneficial effects the proposed corporation could have on the mobilization of additional domestic resources in the under-developed countries and on the flow of external capital into these countries in order to augment the financial resources for their economic development; (3) look forward to the establishment, as soon as circumstances permitted, of an international finance corporation; (4) request the Bank to: (a) analyse in detail the questions raised and the views expressed by governments and non-governmental institutions concerning the methods of furnishing the capital for an international finance corporation, its functions and operation, (b) conduct its consultations on the question of the creation of an international finance corporation and securing its initial capital in a more intensive manner, (c) report to the Council at its eighteenth session on the subjects referred to in sub-paragraphs (a) and (b) above; and (5) request the Council to review at its eighteenth session the Bank's reports on the question of creating an international finance corporation and to report thereon to the General Assembly during its ninth session.

In section II, the Assembly would request that the study being prepared by the Secretary-General on the general role of private external capital be examined by the Council during its seventeenth session with a view to ensuring the steady flow into under-developed countries of private capital in adequate amounts, so that it might effectively contribute to the harmonious and adequate integration of the economies of those countries and to their economic and social development.

In section III, the Assembly would request the Council to consider at its seventeenth session the report to be prepared by the group of experts appointed pursuant to Assembly resolution 623(VII) and, if possible, to propose recommendations for consideration by the Assembly at its ninth session.

The French representative expressed satisfaction with the revision of section III. However, the representative of Czechoslovakia did not think that section II, as revised, had altered the meaning and he therefore retained his original amendment (A/C.2/L.210). The United States representative considered that the resolution still implied acceptance in principle of the proposal to establish

an international finance corporation and that the only question was when it should be established. The United States Government, he stated, still had the proposal under consideration and thus could not support that point. Secondly, the draft resolution still prejudged the question whether the proposed corporation would in fact have beneficial effects on the mobilization of additional resources for investment in under-developed countries. The joint amendment (A/C.2/L.211) was, therefore, also retained.

A working group was established, which, after two meetings on 19 and 20 November, presented a draft resolution (A/C.2/L.213) at the Committee's 275th meeting on 23 November. The eight-Power joint draft resolution (A/C.2/L.209/Rev.1) and the amendments thereto (A/C.2/L.210 & L.211) were then withdrawn by their respective sponsors. Following the acceptance of a drafting amendment by Indonesia, the Committee at its 279th meeting on 27 November adopted (A/2590 C) the draft resolution in paragraph-by-paragraph votes, ranging from a unanimous vote to 43 votes to none, with 5 abstentions. The resolution, as a whole, was adopted by 46 votes to none, with 5 abstentions.

The General Assembly at its 468th plenary meeting on 7 December adopted the preamble of the draft resolution by 50 votes to none, with 5 abstentions; Part I by 51 votes to none, with 5 abstentions; Part II by 49 votes to none, with 5 abstentions; and Part III unanimously. The draft resolution, as a whole, was adopted by 51 votes to none, with 5 abstentions, as resolution 724 C (VIII). It read:

"The General Assembly,

"Bearing in mind that the general problem of economic development of the under-developed countries concerns both the under-developed and the more developed countries,

"Mindful that the economic development of the under-developed countries depends primarily on their own efforts and resources,

"Recognizing, however, that financial resources at present available in the under-developed countries are inadequate to finance the desired rate of economic development,

"Believing that additional external resources, both private and public, made available, as appropriate, within or without the framework of the United Nations, would greatly aid the under-developed countries in financing their development programmes,

I

"bearing in mind General Assembly resolution 622 B (VII) of 21 December 1952 and Economic and Social Council resolutions 416 C (XIV) and 482 B (XVI) of 23 June 1952 and 4 August 1953 respectively,

"Having considered the reports of the International Bank for Reconstruction and Development on the question of creating an international finance corporation,

"Bearing in mind that the consultations and study requested below might indicate the practicability of establishing such a finance corporation in the near future,

"1. Expresses its appreciation of the useful contribution the International Bank for Reconstruction and Development has made to the study of the question;

"2. Emphasizes the beneficial effects the proposed corporation could have in so far as it would promote the mobilization of additional domestic resources in the under-developed countries and the flow of external capital into these countries, in order to augment the financial resources for their economic development;

"3. Urges governments which have not done so to give early consideration to the merits of establishing an international finance corporation, and to make known to the International Bank their views on the possibility of supporting such a corporation in time for the Bank to take them into consideration when preparing its report for the eighteenth session of the Economic and Social Council, as foreseen in paragraph 4 below;

"4. Requests the International Bank to:

"(a) Analyse in detail the questions raised and the views expressed by governments and non-governmental institutions concerning the methods of furnishing the capital for an international finance corporation, its functions and operations;

"(b) Conduct its consultations in a more intensive manner on the question of the creation of an international finance corporation and on the prospects of financial support for it;

"(c) Report to the Economic and Social Council at its eighteenth session on the subjects referred to it in sub-paragraphs (a) and (b) above;

"5. Requests the Economic and Social Council to review at its eighteenth session the reports of the International Bank on the question of creating an international finance corporation and to report thereon to the General Assembly during its ninth session;

II

"Recognizing the importance of finding means to stimulate the flow of external private capital to the under-developed countries in order to accelerate their development,

"Mindful of General Assembly resolution 622 C (VII) of 21 December 1952,

"Requests that the study which is being prepared by the Secretary-General, pursuant to General Assembly resolution 622 C (VII), on the general role of private external capital be examined by the Economic and Social Council during its seventeenth session, with a view to ascertaining under what conditions the flow into under-developed countries of private capital can effectively contribute to the harmonious and adequate integration of the economies of those countries and to their economic and social development;

"Recognizing the importance of fluctuations in the terms of trade and the effect of these fluctuations on the financing of the economic development of the under-developed countries,

"Requests the Economic and Social Council to consider at its seventeenth session the report prepared by the group of experts appointed pursuant to General Assembly resolution 623(VII) of 21 December 1952 and to make such recommendations as it may find desirable for consideration by the General Assembly at its ninth session."

c. ANNUAL REPORT OF THE INTERNATIONAL BANK FOR RECONSTRUCTION AND DEVELOPMENT

The Council, at its 684th and 685th plenary meetings on 14 April 1953, considered the annual report of the International Bank for Reconstruction and Development (E/2360) together with a supplement covering the period from 1 July 1952 to 28 February 1953 (E/2360/Add.1).

The President of the Bank, in a supplementary statement to the Council, stated that, during the year ending 30 June 1952, the Bank had loaned approximately \$300 million and, during the subsequent nine months, a further \$175 million. He stated that total disbursements by the Bank thus far were \$1,050 million and during the past twelve months had been larger than in any comparable period since the end of the Bank's lending for European reconstruction. Disbursements outside the United States of funds raised in that country were increasing, and the Bank's lending in non-dollar currencies had reached a significant level. The Bank was continuing to urge Members other than the United States to release for lending additional funds from their subscribed capital and was meeting with considerable success. Since June 1952, the Bank, despite the fact that the cost of borrowed funds continued to rise, had successfully floated a \$60 million issue in the United States and a 50 million Swiss franc issue in Switzerland.

The President of the Bank stated that the Bank was devoting more attention to problems of administrative and financial management in connexion with the execution of projects it was financing and that it was assisting the borrowers in working out effective solutions. In some cases, such factors as inflationary monetary and fiscal policies had hampered effective Bank action, but the Bank had been very active in undertaking investigations into the feasibility of providing new loans or reducing current difficulties of Members. During the past nine months, more than 40 Member countries and dependencies had been visited by Bank missions, including general survey

missions. Advice had been given to stimulate the mobilization of local capital through the organization of development banks and the marketing of domestic securities.

He noted that in some respects the world economic situation had almost reversed since the beginning of 1951. The accumulated demand for goods in industrialized countries had largely been met, critical shortages had been overcome to a great extent, inflation had somewhat subsided and a period of adjustment appeared to be setting in. Whatever the turn of events might be, he did not anticipate any slackening in either the demand for or the urgency of economic development.

During the debate, several representatives, among them those of Argentina, Australia, France, India, the Philippines, Sweden, Turkey, the United Kingdom, the United States and Uruguay, expressed their satisfaction with the progress of the Bank's lending activities and its technical assistance programme, including its survey missions. The representatives of Egypt, India and the Philippines thought that, although the Bank was now giving greater attention to under-developed countries than in the past, certain geographical areas had, as yet, received an unduly small proportion of loans. The United States representative expressed approval of the flexibility of the Bank's operations, which had included for the first time a large direct loan to a privately owned manufacturing enterprise in India, and an increasing amount of loans in non-dollar currencies. The need for balanced distribution of assistance to development schemes in the under-developed areas in the industrial as well as the agricultural spheres was emphasized by the Indian representative. He and the United Kingdom representative pointed out that, in addition to its loans, the Bank had contributed to the revival of a somewhat better climate for international investment, which was of particular importance at a time when public capital and particularly private risk capital was increasingly scarce.

Other representatives, including those of Belgium and France, noted that economic development continued to be hampered by the fact that a true multilateral system of payments had not been re-established. The former expressed the opinion that the Bank did not seem to have paid sufficient attention in its lending operations to the objective of currency convertibility, in particular through fostering the expansion of triangular trade. This, he urged, would have special importance for the export of capital goods by European countries. Even though the Bank had to

plan its operations on the assumption that for the time being certain currencies would remain inconvertible, it would be desirable to make its lending operations more multilateral. He also suggested that the Bank might free a country that had been granted a dollar loan from the obligation of repayment in dollars provided that a non-dollar country where the proceeds of the loan had been spent assumed the obligation of converting the equivalent amount back into dollars when the payments became due.

The representatives of Argentina and India expressed concern as to the ability of the Bank to operate effectively without a sharp drop in its rate of investment in under-developed countries in the event of a depression, because of its limited resources and of its credit system, and hoped that the Bank would work out policies for such an eventuality. The Australian representative pointed out that the Bank, which was restricted in the amount and nature of the assistance it could offer, could not alone provide the international capital required for economic development. However, it was only one of several instruments capable of promoting a greater international flow of public and private capital. The creation of a special fund for economic development, in the view of some representatives, including those of Turkey and Yugoslavia, was an urgent necessity; such a fund and the Bank would then together be able to play an important role in the sphere of world finance. The view was expressed by the Australian representative that more importance should be attached to the argument that the foreign financing of a country's productive development might be a powerful factor in solving the economic and financial problems that gave rise to difficulties in its international relations.

The representative of WFUNA pointed out that thus far the Bank had sold its bonds to exchange agents and brokers who resold them to such agencies as insurance companies and banks. He suggested that the Bank make arrangements for offering its bonds to individual small savers as well—a method which he felt was economically feasible and which would also have an important psychological effect.

Following the debate, the Council, by 16 votes to none, with 2 abstentions, adopted resolution 466(XV) taking note of the report of the Bank.

2. Technical Assistance for Economic Development

The Technical Assistance Administration (TAA)¹² set up on 31 July 1950 is responsible

for the operational activities under General Assembly resolutions 200(III) on technical assistance for economic development, 418(V) on advisory social welfare services, for the operational and substantive aspects of 246(III) on training in public administration, and for the United Nations operational activities under the Expanded Programme of Technical Assistance for Economic Development of Under-Developed Countries, established by the Economic and Social Council under resolution 222 A (IX).¹³ The first three programmes are financed by the regular United Nations budget; the Expanded Programme is financed by voluntary contributions from governments to a Special Account. However, with the exception of the origin of the funds, the United Nations makes no administrative distinction between the technical assistance which it gives under resolutions 200 (III) and 246(III) and that which it gives with Expanded Programme funds. This is also true of those social welfare services provided under resolution 418(V) that pertain directly to economic development, for example, those in the fields of housing and town and country planning, migration and population.

The United Nations and the specialized agencies participate jointly in the Expanded Programme. The Technical Assistance Board (TAB) co-ordinates, integrates and reviews the activities carried out by these organizations under this Programme. The Technical Assistance Committee (TAC), a standing committee of the Council makes a critical examination of activities undertaken and results achieved and reports to the Council concerning the reports it receives from TAB.

a. EXPANDED PROGRAMME OF TECHNICAL ASSISTANCE

(1) Consideration by the Economic and Social Council at its Fifteenth Session

The Council's Technical Assistance Committee (TAC) met (29th to 37th meetings) from 23 March to 2 April 1953 and presented two reports to the Council, at its 687th plenary meeting on 15 April 1953. The first (E/2394) was primarily a report to precede the discussions (see below) to be held at the following session of TAC and at the Council's sixteenth session. It dealt briefly with preparatory work to be done before TAC's next session: (1) on proposals for improving the procedures for developing co-ordinated technical as-

¹² See also Y.U.N., 1952, p. 353.

¹³ For these resolutions, see Y.U.N., 1948-49, pp. 437-38, 443 and 480; Y.U.N., 1950, p. 596.

sistance programmes at the country level, and (2) on the preparation of a statement of the responsibilities of Resident Representatives and the corresponding responsibilities of the field representatives of the participating agencies. It also referred to the plans for a study of future financing of the Programme and to the need for working out estimates on a basis longer than a one-year period.

The second report (E/2395 & Corr.1) dealt in detail with the question of local costs to be borne by governments. In this connexion, TAC had had before it a report (E/TAC/R.59) by TAB on the question of the payment by recipient governments of local costs of technical assistance projects. TAC had also had before it reports of its working party (E/TAC/4 & Corr.1 & 2) as well as a resolution of the Executive Board of WHO (E/TAC/5) on the subject. The Committee had accepted, with slight changes, the proposals of its working party and, in an annex, set forth the financial implications of these proposals, which it recommended to the Council.

There was general agreement in the Council that the solutions recommended by TAC were in the nature of a compromise and the representative of the Philippines praised the remarkable co-operative effort of the delegations concerned. The French representative expressed the hope that recipient countries would themselves participate in the local costs of projects to a greater extent than that which was strictly required by the terms of the TAC decision. The Australian representative pointed out that the obligations assumed by recipient governments were not confined to the living costs of experts and that, when a government decided to carry out a development plan, it was fundamentally responsible for the administration and financing of the plan.

On the basis of TAC's report, the Council, at its 687th plenary meeting on 15 April, by 16 votes to none, with 2 abstentions, adopted the resolution (E/2395 B) proposed by TAC.

By this resolution (470(XV)), the Council decided that the new method of obtaining payment toward the living costs of experts, recommended by TAC in its resolution of 27 March 1953 (see below) should be substituted for the methods contained in paragraph 2¹⁴ of the operative part of the resolution of TAC of 17 July 1952 and put into effect not later than 1 January 1954. It recommended that payments made by governments towards living costs should be accounted for and administered in the same manner as voluntary contributions under resolution 222 (IX), provided

that reports on the financial status of the Programme shall distinguish between voluntary contributions and payments made by governments toward the living costs of experts. The Council also requested the Assembly to authorize the Secretary-General to account for and administer payments made by governments towards the living costs of experts in accordance with the above-mentioned recommendations of the Council.

The resolution adopted by TAC was annexed to this resolution. It read as follows:

"The Technical Assistance Committee,

"Having reaffirmed the principle that governments should make a substantial contribution to the cost of technical assistance in local currency or in kind,

"Noting that the present method of determining the level of payments by governments towards the living costs of experts has tended to create disparities in the rates paid by different recipient governments in respect to such costs; that it has tended to bring about a progressive deterioration of the position in respect to the aggregate amount of government payments towards such costs, and that the present methods of payment of experts' living costs have created certain difficulties,

"Having considered the proposals on local costs to be borne by governments under the Expanded Programme of Technical Assistance, contained in annex I of the report of the Committee,

"1. Adopts the policies and procedures set forth therein;

"2. Decides that, at a date not later than 1 January 1954, and without affecting the arrangements for meeting other types of local costs, the existing methods of assessing and paying local living costs of experts shall be modified to accord with those policies and procedures, to the end that,

"(a) All cash entitlements due to experts will be paid directly either by the employing organization or by an agent of the Technical Assistance Board, out of Programme funds;

"(b) The amount due from each recipient government in respect of each expert man-day provided to the government under the Programme will be assessed at a standard rate in local currency;

"(c) For purposes of calculation of amounts due for expert services, the standard rate will be 50 per cent of the TAB subsistence rate for the country concerned;

"(d) The amount calculated as due in respect of the total expert man-days to be provided in the year will be paid in accordance with financial arrangements to be negotiated between the government, the Executive Chairman and the participating organizations concerned;

¹⁴ Paragraph 2 provided that "requesting governments should not be required to provide the cost of lodging or travel per diem for experts in respect of such projects and programmes for the implementation of which extensive staff and other facilities are provided by the requesting governments; in all cases requesting governments should undertake to secure suitable accommodations for the experts".

"(e) The financial arrangements thus negotiated will take into account the option to be exercised by the recipient government which would elect whether (i) to make its payments towards these costs programme by programme, or alternatively, (ii) to make such payments in respect to all experts employed under all programmes in that country as a lump sum;

"3. Decides that, in cases of extreme hardship, general waivers may be granted by the Executive Chairman in consultation with the Technical Assistance Board to cover all programmes in the recipient country for limited periods; waivers may also be granted in exceptional circumstances to cover certain specific projects;

"4. Requests governments recipients of technical assistance to take all actions necessary to enable them to make payments in local currency on the above basis;

"5. Requests the Executive Chairman of the Technical Assistance Board, in consultation with the participating organizations, to carry out the necessary negotiations with the governments concerned and to establish the necessary administrative procedures, so that the new arrangements herein approved may be in effect at a date not later than 1 January 1954, in accordance with the provisions for implementing them set forth in the report of the Working Party of the Technical Assistance Committee."

(2) Consideration by the Economic and Social Council at its Sixteenth Session

TAC met (38th to 53rd meetings) from 22 July to 5 August and submitted its report (E/2497) to the Council at its 751st plenary meeting on 5 August 1953. The report was based on the fifth report of TAB (E/2433), which gave an account of the Programme's development in 1952, reviewed its financial aspects and summarized activities approved for 1953 and proposed for 1954. At the request of TAC, the Executive Chairman of TAB had also submitted proposals regarding the future financing of the Programme (E/TAC/10), the establishment of programmes of technical assistance at the country level (E/TAC/12) and the role of Resident Representatives (E/TAC/13). The Council also had before it a special report by the Advisory Committee on Co-ordination (E/2450) on policy issues involved in the operation of the technical assistance Programme under the Council's resolutions.

During the debate in TAC, general support was expressed for the concept of developing at the country level a programme aimed at ensuring that the projects carried out were closely integrated with the recipient governments' own efforts and plans of development. In discussing the role of Resident Technical Assistance Representatives, the Executive Chairman of TAB stressed that inter-agency co-operation had been strengthened by the appointment of these Representatives in a number of countries. The Polish and USSR

representatives doubted the advisability of such appointments and thought expenses could be cut considerably by eliminating these posts. It was generally agreed, however, that these Representatives should continue to advise governments at their request on the formulation and implementation of requests for technical assistance in their countries of residence. In addition to the regular duties of Resident Representatives, it was considered that they might take on specific duties as might be agreed upon between the government concerned and TAB. These functions would to a large extent be determined in the light of the existence of an effective planning and co-ordinating machinery in the country concerned, subject to the overriding concept envisaged in the development of programmes at the country level.

The Executive Chairman and the Board were asked to make a close examination of the position in countries where Resident Representatives had been appointed, particularly in those where representatives of specialized agencies were functioning simultaneously, with a view to achieving economy and maximum efficiency. In this connexion, consideration should be given to the possibility of broadening the assignments of Resident Representatives to include more than one country.

The Committee adopted a new system of reports, as proposed by the Executive Chairman, and stressed that more attention should be given to programme evaluation and appraisal of the results.

TAC held a detailed discussion on the financial situation with which the Programme was faced, its future financing and the administrative and financial procedures under which it was operated.

While all recognized the need for administrative economies, they noted the particular problems arising from the complexity of the organizational arrangements for the Expanded Programme. The majority felt that TAB should closely examine the question of concentration of activities with a view to ensuring that contributions were used as effectively as possible. Noting that TAB had set up a working group to consider improved methods of classifying indirect operation costs, the Committee expressed the hope that TAB would carefully scrutinize such costs, as well as administrative costs, with a view to achieving economies.

The Committee stressed the importance of governments paying promptly their pledged contributions, and welcomed the decision of the USSR and Poland to contribute financially to the Expanded Programme. The desirability of long-term

financing of the Programme was also recognized. The Committee further came to the conclusion that a review of the current financial procedures should be undertaken immediately and appointed a working party to conduct such a review. As a matter of urgency, TAC also requested TAB to review thoroughly the current financial procedures of the Expanded Programme, including the system of commitment and obligation and the size of the Special Reserve Fund and to report to the working party.

The Committee also suggested that the Assembly might wish to request the Advisory Committee on Administrative and Budgetary Questions to review the administrative procedures of TAB and those of the participating organizations, and their administrative expenditures financed from the Special Account. Such advice, it stated, would be welcomed by TAC in considering the policies of the Programme.

Following a brief discussion at the Council's 751st plenary meeting on 5 August, at which the need for a reduction in administrative expenses was again stressed, the two draft resolutions proposed by TAC (E/2497) were adopted by the Council.

By 16 votes to none, with 2 abstentions, the Council (492 C I (XVI)) took note of the memorandum of the Executive Chairman of TAB outlining the measures adopted by the Board for improving the procedures whereby co-ordinated country technical assistance programmes might be developed at the country level. It also requested TAB to report to TAC on the results obtained by putting these proposals into effect. It recalled, in that connexion, General Assembly resolution 519(VI) which requests the recipient governments to strengthen their internal machinery with a view to rendering more effective the activities of the participating organizations and to facilitate the co-ordination work of TAB and of its Resident Representatives.

The draft resolution concerning financial arrangements for 1954 and future financing of the Expanded Programme was adopted in parts: Part B was adopted by 16 votes to none, with 2 abstentions; and the preamble and Parts A, C, and D unanimously. The draft resolution, as a whole, was adopted unanimously. This resolution (492 C. II (XVI)) read as follows:

"The Economic and Social Council,

"Having considered the report of the Technical Assistance Committee on the Expanded Programme of Technical Assistance, together with the fifth report of the Technical Assistance Board, the documents presented

by the Technical Assistance Board, and the special report of the Administrative Committee on Co-ordination,

"Reaffirming its conviction that the Programme as a positive force in the economic development of under-developed countries and as a moral force for building the foundations of a peaceful world merits continuation and expansion,

A

"1. Emphasizes the pressing need that governments pay their pledged contributions promptly, including those already announced;

"2. Urges States participating in the Expanded Programme of Technical Assistance to continue to give it their full support, financial and other, so as to ensure its essential and natural development and help it to meet the growing needs of the under-developed countries;

"3. Urges that, in order to permit the Expanded Programme of Technical Assistance to progress, governments contribute for the year 1954 so as to meet to the maximum extent possible the programme needs for 1954, and in any case so that the funds available shall be no less than the amount earmarked by the Technical Assistance Board for the approved 1953 programme;

"4. Requests that, in order to enable the participating organizations to plan their programmes for 1954 in advance of the beginning of that year, the United Nations Negotiating Committee for Extra-Budgetary Funds meet as soon as possible after the close of the sixteenth session of the Council, and that the fourth Technical Assistance Conference be held as early as possible during the eighth regular session of the General Assembly;

B

"5. Recommends to the General Assembly to approve at an early date in its eighth regular session the following financial arrangements for the year 1954:

"(a) Seventy-five per cent of total funds available, excluding carry-over, shall be available for allocation to the participating organizations after approval of country programmes by the Technical Assistance Board, in accordance with the percentages set forth in paragraph 8 (c) of Council resolution 222(IX) as amended and modified pursuant to paragraph 19 of the report of the Technical Assistance Committee to the thirteenth session of the Council;

"(b) The balance of funds available, including carry-over, shall be retained in the Special Account: (i) to cover the necessary minimum expenses of TAB and the resident representatives, and (ii) for further allocation to the participating organizations, as provided in Council resolution 433(XIV);

"(c) In establishing the level of the necessary administrative expense in the whole programme, the need for economy, in view of the present level of operational expenditure, shall be fully taken into account;

C

"6. Takes note of the decision of the Technical Assistance Committee to appoint a working party:

"(a) To review the financial procedures under which the Expanded Programme of Technical Assistance operates;

"(b) To consider in due course the system of allocation of funds to be applied as from 1955, taking into account the resolutions of TAC concerning the development of technical assistance programmes at the country level;

"7. Requests the Technical Assistance Committee to submit any recommendations it may wish to make in connexion with sub-paragraph (a) in the preceding paragraph to the resumed session of the Council, to be held during or shortly after the eighth regular session of the General Assembly;

D

"8. Having considered the feasibility of working out estimates for the Programme on a basis longer than a one-year period, according to the desire expressed by the General Assembly in its resolution 621(VII),

"9. Expresses the view that, for the orderly development of programmes, it would be useful to have assured financial support for a period longer than a year, even if the establishment of accurate long-term estimates of the requirements of the Programme is not feasible;

"10. Invites, therefore, such participating countries as may be in a position to do so, to take steps, within their constitutional limitations, to ensure the financial support of the Programme on a long-term basis."

(3) Consideration by the General Assembly at its Eighth Session

The General Assembly considered the Expanded Programme of Technical Assistance at the 249th to 257th meetings of its Second Committee, from 28 September to 12 October, and at its 454th plenary meeting on 23 October. It had before it the report of the Economic and Social Council (A/2430) and a memorandum by the Secretary-General providing a summary of the background material on questions relating to economic development.

The Executive Chairman of the Technical Assistance Board (TAB), in an opening statement to the Committee, pointed out that the crucial question was whether or not the Programme would be provided with the financial resources to proceed, to expand gradually and to fulfil its promise. Although the rate of cash payments had been better in 1953 than in 1952, considerable doubt had arisen concerning the probable payment of some contributions. He regretted that the tremendous momentum gained by the Expanded Programme had not been maintained in 1953. Financial limitations and uncertainties had made it necessary to abandon plans for expansion, many requests had been refused, and the hopes of many governments had been disappointed. In sharp contrast to the earlier years, 1953 had been marked by consolidation, disengagement and retrenchment. It was hoped that the forthcoming pledging conference would remedy the situation, but as no significant carry-over funds from 1953 to 1954

could be expected, governments would have to pledge a total of not less than 20 per cent in excess of the previous pledged total if the Programme were to be implemented in 1954 on the scale originally planned for 1953.

During the debate, the value of the Programme was stressed by all speakers. The mutual advantages deriving from a world-wide exchange of skills were stressed, as was also the contribution of the Programme to world peace by helping peoples to overcome conditions which breed unrest, tyranny and war. The Programme had shown that, despite political differences, the countries of the world could unite through the United Nations in a common endeavour for the general good of all. It was a practical activity by which many people would judge the Organization. Its actual achievements to date warranted the continued support of United Nations Members.

As in the Council, many representatives, in discussing the operation of the Programme, held that administrative costs were too high. Some representatives, among them those of Guatemala, India, Saudi Arabia and Venezuela, thought the salaries of experts appeared excessive. The representative of India held that the use of Resident Technical Assistance Representatives often imposed a heavy financial burden and suggested that there be fewer Representatives and that they be appointed on a regional basis rather than for a single country. In this connexion, the Indonesian representative agreed that the possibility of some readjustment of jurisdiction assigned to Resident Representatives might be explored in the interests of better co-ordination.

A number of representatives announced their governments' continuing support for the Programme and their intentions—subject to parliamentary approval—to increase their pledges for the coming year. The representative of Czechoslovakia had also earlier announced, at the 444th plenary meeting on 24 September, that his country was ready to contribute to the Programme.

There was some discussion as to the possibilities of governments pledging funds for a period of more than one year, but it was generally recognized that, for constitutional and administrative reasons, it would be impossible for most governments to make such pledges. However, in this connexion, the Indonesian representative announced that his Government would make a pledge for a period of three years. The representative of Saudi Arabia suggested that an annual quota system be set up similar to that used in maintaining the regular United Nations budget. The representative

of Argentina also favoured some system of permanent contributions.

As a means of raising additional funds, the Haitian representative suggested the sale of a special Technical Assistance postage stamp in Member States. The representative of Peru supported the examination of this proposal and suggested also the possibility of obtaining funds from private institutions or donors.

The need for greater co-ordination of the Programme was stressed during the debate. The representatives of Argentina, Belgium and the USSR supported the idea that programmes conducted by individual agencies in the countries should be integrated into wider national programmes and that the specialized agencies should be induced to give up part of their independence in order to promote the flexible and regular operation of the Expanded Programme. The representative of France suggested that governments be more closely associated with the approval of programmes and the allocation of funds for technical aid projects, somewhat along the lines of the procedures followed in other United Nations operations financed from voluntary contributions by governments, like the United Nations Children's Fund or the programmes for Korea and Palestine refugees. He also favoured abolishing the current system, whereby a certain proportion of the funds for the Expanded Programme were automatically allocated between the participating organizations in accordance with an established formula. Several members, including the representatives of Argentina, Belgium, Egypt, Israel, Iraq and the Netherlands, thought these suggestions deserved further study. The representative of the Netherlands, however, cautioned that the scheme for more direct association of governments in the execution of the Programme would not fully come up to expectations if it involved the creation of some sort of advisory inter-governmental body of very restricted membership.

The Assembly had before it a joint draft resolution (A/C.2/L.197) by Belgium, Bolivia, Canada, the Dominican Republic, Iraq, the Netherlands, Pakistan, Saudi Arabia, the United States and the United Kingdom embodying the substance of the recommendations by the Council.

The representatives of Israel and Norway proposed (A/C.2/L.198) the insertion of a new paragraph which would request "the participating governments and agencies to intensify their efforts to secure wide publicity for the Programme". Among others, the representatives of Egypt, India, Iran and Lebanon objected to this amendment

primarily on the grounds that it was inconsistent with the needs and recommendations for economy. The sponsors of the amendment agreed to add (A/C.2/L.198/Rev.1) the words "by existing means at their disposal" since, they stated, they had not intended that additional money be required.

The representative of Greece submitted a proposal (A/C.2/L.199/Rev.1) which, following the acceptance of a drafting amendment by Iraq, would invite TAC and TAB, in working out their recommendations on the administration, financial procedures and system of allocation of funds, to take into consideration the relevant views expressed in the Assembly's debates.

The representative of the USSR thought that the paragraph in the draft concerning unfulfilled pledges should specify that the governments which had not fulfilled such pledges had made them at conferences of participants, and suggested an amendment (A/C.2/L.200) to clarify this point. He accepted a suggestion by Pakistan to refer to "obligations assumed" rather than "pledges", in view of the fact that in the legal sense the majority of governments did not assume a binding engagement since decisions had to be ratified by their legislatures.

The representative of Egypt thought that the resolution ought to conform more closely to Council resolution 492 C (XVI). The Council, he stated, had reaffirmed that the Programme must be dynamic and continually expanding. The Assembly should take the same approach rather than condemning the Programme to stagnation by expressions of satisfaction with the current status. He therefore submitted amendments (A/C.2/L.201) to this effect.

At the Committee's 257th meeting on 8 October, a draft resolution was submitted (A/C.2/L.202) by a working group set up at the previous meeting. The working group had substituted a new text for the joint amendment submitted by Israel and Norway and this was subsequently adopted by 41 votes to 1, with 10 abstentions (see below, paragraph 1).

The USSR representative considered that the point of his amendment had not been met. However, he agreed to a text submitted verbally by the French representative; this text was adopted by 45 votes to none, with 7 abstentions (see below, paragraph 3). The Committee also agreed, as proposed by Poland and the United Kingdom, respectively, to refer in paragraph 4 specifically to Council resolution 492 C. I & II (XVI), paragraphs 6 and 7 (see above).

On the request of the representative of the USSR, paragraph 6 was voted on separately; it was adopted by a vote of 45 to none, with 7 abstentions.

The draft resolution, as a whole, as amended, was adopted unanimously by the Committee (A/2519 I), and by the General Assembly at its 454th plenary meeting on 23 October 1953. Resolution 722(VIII) read:

"The General Assembly,

"Believing that the results so far achieved by the Expanded Programme of Technical Assistance demonstrate the important contribution which the Programme has made and is capable of making in the economic development of under-developed countries,

"Desirous that the Expanded Programme shall continue to play an increasingly effective role in the achievement of higher standards of living for the people of the under-developed areas,

"1. Recommends that governments and participating agencies pay due regard to making the aims and operations of the Expanded Programme of Technical Assistance more widely known;

"2. Urges that, in order to permit the Expanded Programme to progress, governments contribute for the year 1954 so as to meet to the maximum extent possible the Programme needs for 1954 and, in any case, so that the funds available shall be no less than the amount earmarked by the Technical Assistance Board for the approved 1953 programme;

"3. Emphasizes the pressing need that governments pay promptly their contributions pledged at conferences, with special regard to previous financial periods;

"4. Notes with satisfaction the actions taken by the Economic and Social Council in paragraphs 1, 2 and 3 of section I and in paragraphs 6 and 7 of section II of resolution 492 C (XVI) of 5 August 1953 designed to strengthen the organization and administration of the Expanded Programme, so as to assure the most effective use of the contributions made available, and invites the Technical Assistance Committee and the Technical Assistance Board, in working out their recommendations on the administration, the financial procedures and the system of allocation of funds of the Expanded Programme of Technical Assistance, to take into consideration the relevant views expressed in the debates during the eighth session of the General Assembly;

"5. Requests the Advisory Committee on Administrative and Budgetary Questions to review as soon as possible the administrative procedures of the Technical Assistance Board and those of the participating organizations as well as their administrative expenditures so far as those are financed from the Special Account;

"6. Approves the financial arrangements set forth in the annex hereto as recommended by the Economic and Social Council in paragraph 5 of section II of resolution 492 C (XVI);

"7. Requests the Negotiating Committee for Extra-Budgetary Funds, appointed pursuant to General Assembly resolution 759(VIII) of 5 October 1953, to undertake, in addition to already assigned tasks and as soon as convenient after the closing of the eighteenth

session of the Economic and Social Council, negotiations with governments regarding their pledges to the Special Account for the year 1955 towards the goal to be suggested by the Council at the same session;

"8. Notes that the Economic and Social Council, in response to the desire expressed by the General Assembly in resolution 621(VII) of 21 December 1952, has expressed the view that, for the orderly development of programmes, it would be useful to have assured financial support for a period longer than a year, and invites those participating countries which may be in a position to do so to take steps within their constitutional limitations, to ensure the financial support of the Expanded Programme on a long-term basis."

ANNEX FINANCIAL ARRANGEMENTS

(Recommended by the Economic and Social Council in paragraph 5, section II, of resolution 492 C (XVI))

(a) Seventy-five per cent of total funds available, excluding carry-over, shall be available for allocation to the participating organizations after approval of country programmes by the Technical Assistance Board, in accordance with the percentages set forth in paragraph 8 (c)¹⁵ of Council resolution 222 A (IX) as amended and modified pursuant to paragraph 19 of the report of the Technical Assistance Committee to the thirteenth session of the Council;

(b) The balance of funds available, including carry-over, shall be retained in the Special Account (i) to cover the necessary minimum expenses of TAB and the resident representatives; and (ii) for further allocation to the participating organizations, as provided in Council resolution 433(XIV);

(c) In establishing the level of the necessary administrative expense in the whole Programme, the need for economy, in view of the present level of operational expenditure, shall be fully taken into account.

(4) Activities during 1953¹⁶

During the year, a total of 86 countries and territories received technical assistance under the Expanded Programme. The total direct project costs incurred by all the participating organizations on their projects in these countries and territories during 1953 amounted to the equivalent of US \$17.8 million. Of the total, projects implemented in Africa accounted for \$1.7 million, Asia and the Far East for \$5.5 million, Europe for \$1.5 million, Latin America for \$4.6 million and the Middle East for \$3.2 million. A sum of \$1.3 million was obligated on inter-regional projects which benefited jointly countries in more than one region.

¹⁵ Formerly paragraph 9 (c).

¹⁶ For activities of the United Nations under the Expanded and regular programmes, see below. For activities of the specialized agencies under the Expanded Programme and under their regular programmes, see under the respective agencies. For a summary of advisory social welfare activities under the Expanded Programme and under resolution 418(V), see pp. 460-61.

To provide for some unforeseen but urgent requests from governments, to meet the shortage of financial resources and to utilize more fully some of the non-convertible currencies, various adjustments had to be made in the Programme during 1953. As a result, 269 projects were completed during the year and, at the end of 1953, a total of 502 were in operation in 68 countries and territories.

During 1953, as in previous years, the main forms of assistance continued to be: (1) the provision of the services of experts in various specialized fields; (2) the award of fellowships and study or training grants to nationals of the under-developed countries for observation, study or training abroad in the various fields related to economic or social development; and (3) the provision of limited amounts of supplies and equipment not locally available in the countries assisted and needed for purposes of training and demonstration in connexion with particular technical assistance projects. The relative importance of these three forms of assistance in the Programme as implemented in 1953 can be seen from the fact that, of the total amounts obligated for

projects during the year, experts accounted for \$13,585,310 (76 per cent), fellowships for \$2,531,582 (14 per cent) and supplies and equipment for \$1,701,255 (10 per cent).

A total of 1,757 experts of 64 nationalities were sent to 65 countries and territories during 1953, as against 1,626 experts of 64 nationalities sent in 1952 to 62 countries and territories. An important feature of the 1953 operations was the sharp fall in the number of fellowships and scholarships awarded as a result of the acute financial stringency. Thus, a total of 1,195 scholarships and fellowships were awarded to nationals of 85 countries and territories, compared with the 2,127 awards made in 1952 to nationals of 92 countries and territories, and 67, as compared with 76, countries or territories acted as hosts to fellows.

(5) **Contributions to the Expanded Programme of Technical Assistance**

As a result of the Third Technical Assistance Conference in February 1953, 69 governments, by 31 December, had pledged \$22,395,687 for the year 1953, as follows:

Name of Country	Local Currency Amount	US Dollar Equivalents
1. Afghanistan	Equivalent of US \$	10,000*
2. Argentina	Argentine pesos	200,000
3. Australia	Equivalent of US \$	400,000
4. Austria	Schillings	19,231
5. Belgium	Equivalent of US \$	283,500
6. Bolivia	Bolivianos	25,000
7. Brazil	Cruzeiros	459,459
8. Burma	Equivalent of US \$	12,000
9. Cambodia	United States \$	5,000
10. Canada	United States \$	800,000
11. Ceylon	Equivalent in pounds sterling of US \$	15,000
12. Chile	Chilean pesos	209,032
13. China	United States \$	10,000
14. Colombia	United States I	100,000
13. Costa Rica	United States \$	5,000
16. Cuba	Cuban pesos	50,000
17. Denmark	Danish kroner	434,342
18. Dominican Republic	United States \$	10,000
19. Ecuador	Sucre	6,400
20. Egypt	Egyptian pounds	86,157
21. El Salvador	United States \$	6,000
22. Ethiopia	United States \$	20,000
23. Finland	Equivalent of US \$	10,000
24. France	French francs	1,207,500
25. Germany, Fed. Rep. of	German marks	148,810
26. Greece	Equivalent of US \$	20,295
27. Guatemala	United States \$	7,500
28. Haiti	United States \$	12,000
29. Honduras	United States \$	9,600
30. Iceland	Equivalent of US \$	2,800
31. India	Equivalent of US \$	275,000

Name of Country	Local Currency	Amount	US Dollar Equivalents
32. Indonesia	Equivalent of US		63,585
33. Iran	Equivalent of US		40,000
34. Iraq	Pounds sterling	4,000	11,201
35. Israel	Equivalent of US		40,000
36. Italy	Equivalent of US		93,000
37. Japan	Equivalent of US		80,000
38. Korea	United States \$	3,000	3,000
39. Laos	Piastres	100,000	4,857
40. Lebanon	Lebanese pounds	15,000	6,846
41. Liberia	United States \$	12,000	12,000
42. Libya	United States \$	3,000	3,000
43. Luxembourg	Equivalent in Belgian francs of US \$		2,500
44. Mexico	Mexican pesos	300,000	34,682
45. Monaco	French francs	400,000	1,143
46. Netherlands	Netherlands guilders	1,600,000	421,053
47. New Zealand	New Zealand pounds	45,000	125,593
48. Nicaragua	Cordobas	25,000	5,000
49. Norway	Norwegian kroner	500,000	69,999
50. Pakistan	Pakistan rupees	550,000	166,213
51. Panama	United States \$	3,000	3,000
52. Paraguay	United States \$	5,000	5,000
53. Peru	United States \$	10,000	10,000
54. Philippines	United States \$	50,000	50,000
55. Poland	Zlotys	300,000	75,000**
56. Saudi Arabia	United States \$	15,000	15,000
57. Sweden	Swedish kroner	2,000,000	386,623
58. Switzerland	Swiss francs	1,000,000	233,372
59. Syria	Syrian pounds	25,000	11,410
60. Thailand	Baht	500,000	40,000
61. Turkey	Turkish pounds	509,600	183,571
62. USSR	Rubles	4,000,000	1,000,000***
63. United Kingdom	Pounds sterling	500,000	1,400,168
64. United States	United States \$	12,767,145	12,767,145
65. Uruguay	Equivalent of US \$		75,000
66. Venezuela	Equivalent of US \$		25,000
67. Vietnam	Equivalent of US \$		7,500
68. Yemen	Indian rupees	10,000	2,100
69. Yugoslavia	Equivalent of US \$		62,500
			22,395,687

* Pledge increased by the equivalent of \$3,000, in accordance with letter of 17 September 1953 from Afghan Government.

** Pledge announced at the sixteenth session of the Economic and Social Council.

*** Pledge announced at the sixteenth session of the Economic and Social Council, but subject to confirmation.

As a result of the Fourth Technical Assistance Conference, in November, 69 governments and the Holy See, by the end of the year, had pledged \$24,204,529 for 1954.

b. UNITED NATIONS PROGRAMME OF TECHNICAL ASSISTANCE¹⁷

(1) Progress Report of the Secretary-General

The Council, at its 747th plenary meeting on 3 August 1953, had before it a report submitted by the Secretary-General (E/2414) describing technical assistance rendered to governments by the United Nations during 1952 and, more briefly, important developments in this field during the first three months of 1953.¹⁸ The report covered

activities under the Expanded Programme of technical assistance as well as under the three related programmes concerning economic development, public administration, and advisory social welfare services established by General Assembly resolutions 200(III), 246(III) and 418(V), respectively. The report contained a description, by country and project, of action taken to meet requests from 77 governments and territories, as well as some 45 regional and other projects, many of which had been planned or carried out in co-

¹⁷ See also under Advisory Social Welfare Services, pp. 460-61.

¹⁸ For details of assistance rendered during 1952 and 1953, respectively, see Y.U.N., 1952, pp. 362-63 and this Yearbook, pp. 317-18.

operation with the secretariats of the regional economic commissions and with other agencies.

The Secretary-General in his report drew the Council's attention to the striking increase in the volume of assistance rendered to governments. The number of experts had, for example, risen from 165 in 1951 to 451 in 1952; and whereas, in 1951, 451 fellows and scholars had taken up awards, the comparable figure in 1952 had been 729. He reminded the Council, however, that this encouraging development was offset by the fact that, at the very moment when the technical assistance programme was getting into its stride, its further growth had been at any rate temporarily curtailed by the shortage of funds.

He reported a growing tendency on the part of countries in the process of development to play an active part as givers of technical assistance, either by furnishing host facilities for fellows and scholars or by making available experts to give technical advice or to conduct training or demonstration projects. Particularly in the case of the fellowship programme, periods of study and observation, in the Secretary-General's view, could often be more fruitful to the individual concerned if spent in countries where the level of economic development did not diverge too sharply from that in his own country and where a similar social and cultural pattern obtained. The Secretary-General further stated that careful attention had been paid, in accordance with views frequently expressed in the Council, to the selection of projects in the social field to be financed under the Expanded Programme. Only those projects directly related to economic development would be so financed.

On the subject of reporting, the Secretary-General informed the Council that he proposed to continue his current practice of submitting one annual report to the Council on the activities of TAA as a whole. He further suggested that, in order to meet the requirements of General Assembly resolution 200(III) on technical assistance for economic development, which asks for the submission of a report to each session of the Council on measures taken in compliance with that resolution, a brief information paper on activities under the resolution might be circulated at other sessions of the Council during a given year. Such a paper had in fact been circulated during the Council's fifteenth session (E/2375).

During the discussion, the representatives of France and the United States declared that they were generally satisfied with the progress recorded and considered that the programme had

been well directed and conducted during 1952. The representative of the USSR thought that much good had been achieved and, although there were shortcomings, they did not detract from the significance of the programme. The United States representative also expressed the view that the growing part played in the implementation of the programme by countries in the process of development was an encouraging sign. He and the French representative expressed particular satisfaction with the increasingly effective collaboration with the secretariats of the regional economic commissions and with the development of regional activities in general. However, the representative of France felt that the expenses entailed by the large number of seminars and working groups might be considered excessive. Satisfaction was also expressed at evidence of smoother co-ordination with other technical assistance programmes and within the United Nations Secretariat itself. The USSR representative warned that attempts to achieve co-ordination with bilateral programmes might implicate the United Nations programme in matters alien to the nature and aims of international technical assistance.

The representatives of the United Kingdom and the United States placed particular emphasis on the importance of the follow-up of technical assistance by recipient governments, both as regards the implementation of experts' recommendations and as regards the use to which returning fellows and scholars were able to put the training they had received abroad. It was essential, they held, that the Council should receive information on, and an evaluation of, the results of technical assistance, and future reports by the Secretary-General should cover this question as fully as possible. On the general subject of reports, it was agreed that one annual report on the previous year's activities would meet the Council's needs, and that, in addition, the brief information paper to be circulated at other sessions would serve a useful purpose.

A French draft resolution (E/L.656) was adopted by the Council by 16 votes to none, with 2 abstentions. The Polish representative, explaining his abstention, expressed the view that the Council should use a uniform phrase in acknowledging reports and not "take note" of them in some instances and "express satisfaction" in others. This view was shared by the USSR representative. In resolution 492 A (XVI), the Council noted with satisfaction the Secretary-General's report concerning the Regular United Nations Programme of Technical Assistance.

(2) **Technical Assistance in Public Administration**(a) **CONSIDERATION BY THE ECONOMIC AND SOCIAL COUNCIL AT ITS SIXTEENTH SESSION**

The Council at its 747th and 748th plenary meetings, on 3 and 4 August, had before it a report by the Secretary-General on "Technical Assistance in Public Administration" (E/2415). The report outlined the history of the programme, pointing out that the emphasis had gradually shifted from the conception, embodied in General Assembly resolution 246(III), of an international training centre to the provision of opportunities for national and regional training, and that, at the request of governments, direct expert assistance in public administration was being furnished on an increasing scale. The Secretary-General described the elements of the programme as currently carried out and suggested that the Council might wish to give its official sanction to these activities, which were wider in scope than those originally conceived by the Council and the General Assembly at the inception of the programme.

The discussion of the report revealed that the Council was in substantial agreement that the need existed for a new and more realistic definition of the terms of reference, aims and methods of the programme of technical assistance in public administration and that it endorsed, in general, the trends and developments noted by the Secretary-General in his report. The principle that economic development could only be securely founded in countries possessing sound administrative structures was reaffirmed, and it was pointed out, by the Argentine representative, that the countries most in need of United Nations assistance in public administration were those in the process of development. Several representatives, among them those of Australia, Egypt, France, the USSR and the United States, agreed that the shift in emphasis towards regional and national training was wise, since there was a special need in the field of public administration for technical assistance designed and adapted to meet the needs of a particular country. In this connexion, the Egyptian representative urged that emphasis should be placed on national, rather than on regional, training centres. It was also generally agreed that future reports on the programme should include an assessment of practical results achieved.

A number of representatives, among them those of Belgium, France and the United Kingdom, noted with satisfaction the collaboration described in the Secretary-General's report between the United Nations and the International Institute of

Administrative Sciences, and urged that the maximum use be made of the expertise of this and similar institutions, in the interests of both efficiency and economy. The representative of the USSR held the view, however, that such co-operation should not entail any allocation of United Nations funds to these institutions.

While it was generally considered that the collection and dissemination of technical information was an important aspect of the programme, the United Kingdom representative stressed that the major effort of the Public Administration Division of TAA should be directed towards tangible assistance to governments and that the collection of technical information should be left to expert bodies. The USSR representative thought that the type of information received was often superfluous and that the United Nations should concentrate on information submitted by governments which would have a direct bearing on the problems of technical assistance in public administration.

The Council had before it a joint draft resolution (E/L.562) by Argentina, Cuba, Egypt, the Philippines, Sweden, the United Kingdom and the United States redefining the functions and aims of the programme of technical assistance in public administration along the broad lines suggested in the Secretary-General's report.

The Council noted an oral statement by the Director-General of TAA to the effect that the adoption of the draft resolution would not authorize the initiation of any new activity and would neither increase nor decrease the financial commitment of the United Nations. By 15 votes to 2, with 1 abstention, it rejected an oral proposal by the USSR representative to include in the draft resolution a specific directive that the financial estimates for the programme should be put forward within the limits of the previous year's appropriation. It was agreed, however, that, while the Council should not impose such an unprecedented limitation on the Secretary-General's powers to suggest increases or decreases in the United Nations budgetary estimates, his attention should be drawn to the need for ensuring that the programme was administered with the utmost economy.

The sponsors of the draft resolution accepted a French amendment (E/L.566), which would provide for collaboration with the International Institute of Administrative Sciences not only with regard to exchange of information but also with regard to collection and analysis of technical information in the field of public administration. As

suggested by the representative of Cuba, the words "where appropriate" were inserted. In a separate vote on this part of the paragraph, it was adopted by 16 votes to 2, and the remainder of the draft resolution was adopted by 16 votes to none, with 2 abstentions. The draft resolution, as a whole, as amended, was adopted by the Council at its 748th meeting on 4 August 1953, by 16 votes to none, with 2 abstentions.

By resolution 492 B (XVI), the Council took note of the Secretary-General's report on the programme of technical assistance in public administration and of the organizational measures which he had taken in that connexion, and recommended that the Assembly adopt a resolution approving a revised United Nations programme in public administration. (For text as adopted without change by the Assembly, see below.)

(b) CONSIDERATION BY THE GENERAL ASSEMBLY AT ITS EIGHTH SESSION

The General Assembly considered the item "Technical assistance in public administration" at the same time as it discussed questions concerning the Expanded Programme of technical assistance for economic development at the 249th to 257th meetings of its Second Committee, from 28 September to 12 October, and at its 454th plenary meeting on 23 October.

During the general debate, a number of representatives, including those of Belgium, Brazil, Cuba, Iran, the Netherlands and Turkey, stressed the importance of the public administration programme. Without an efficient public administration, the representative of Belgium pointed out, the economic and social standard of living could not be raised. Since public administration was a very large subject, experts, he stressed, should give their advice on specific points and these recommendations should be practical and adapted to local conditions. The representative of Iran stated that he would endorse any means to improve public administration in under-developed countries by methods more closely adapted to the individual requirements of such countries and by more direct assistance.

The draft resolution, as proposed by the Council (492 B (XVI)), was adopted unanimously by the Second Committee (A/2519 II) at its 256th meeting on 9 October, and by the Assembly at its 454th plenary meeting on 23 October 1953. Resolution 723 (VIII) read:

"The General Assembly,

"Noting that the programme of activities and the organizational arrangements developed by the Secretary-General in consultation with the Economic and Social

Council in response to General Assembly resolution 246(III) of 4 December 1948, and placed on a continuing basis in accordance with General Assembly resolution 518(VI) of 12 January 1952, are no longer adequately covered by the terms of resolution 246(III),

"Noting further that the aforementioned activities now form an integral part of a wider programme of assistance to governments in the field of public administration, including aspects other than training,

"Recognizing the increasingly important role of governmental administration in programmes for the promotion of economic development and social welfare,

"1. Approves a revised United Nations programme in public administration comprising:

"(a) The provision, at the request of governments, of technical assistance related to public administration, including training for public service, through:

- (i) The advisory services of experts;
- (ii) Fellowships and scholarships;
- (iii) Training institutes, seminars, conferences, working groups and other means;
- (iv) The provision of technical publications;

"(b) The collection, analysis and exchange of technical information in the field of public administration, in collaboration, where appropriate, with the International Institute of Administrative Sciences and other appropriate institutions, and assistance to governments to promote, by all suitable means, sound public administration, in relation to economic and social development;

"2. Authorizes the Secretary-General to continue to include in the budgetary estimates of the United Nations the funds necessary for carrying out an effective operational programme based on the provision of the above services and, in addition, to finance such activities from funds made available from the United Nations Expanded Programme of Technical Assistance, provided that, in the latter case, such assistance is related to the economic development of under-developed countries;

"3. Reaffirms the principle by which each requesting government shall continue to be expected to assume responsibility, as far as possible, for all or part of the expenses connected with the services furnished to it;

"4. Requests the Secretary-General to report regularly to the Economic and Social Council on activities carried on under this programme."

(3) Activities during 1953

In 1953, under the United Nations programme of technical assistance, 495 experts, recruited from 50 countries, gave advice in the fields of social welfare, economic development, and public administration in response to requests from 55 governments. The experts were specialists in transport and communications, industrial development, applied economics, statistics, water and mineral resources, monetary and fiscal policy, cottage industries, electrification, housing and town planning, rehabilitation, population, rural welfare, training of civil servants and social workers, personnel selection and central and local administration.

Work has been diversified and has varied from geological surveys of almost unmapped territories to the revision of statutes of central banks. Experts have assisted in finding new water supplies for drought-threatened cities and have aided finance ministers in devising new investment programmes. New ports have been developed, new techniques in industry and in building applied, and new equipment installed.

In addition to providing expert advice, the United Nations, in 1953, arranged to send abroad 627 fellows and scholars; of these, 273 observed and studied in the field of economic development, 100 in the field of public administration, and 254 in that of social welfare.

Technical assistance is also supplied by means of group activities. During 1953, for example, a group of technicians from Asia and the Far East visited Australia to study the prospecting, mining, and utilization of lignite. Demonstrations have been held in Israel on the use of stabilized earth as a building material and preparations were made for the opening in Pakistan of a regional training centre in railway operations.

In Santiago, Chile, an Economic Development Training Programme has continued the work begun in a previous year. A seminar on the transport problems of five Central American countries has been part of a larger programme of the economic integration of their national systems. In Egypt, a Demonstration Centre for the Rehabilitation Service of the Blind has been opened under the guidance of a Canadian expert; the Centre combines a school, home training facilities and a Braille printing press.

Training schools in Public Administration have been established in Brazil, Turkey and Libya, and plans were well advanced by the end of the year for a school in Central America. Seminars on public administration and budget management were organized in Istanbul and Mexico City.

Two regional seminars in social welfare were held in Latin America. One, on rural welfare, dealt with the problems associated with migration from the countryside to the towns; the other was concerned with the prevention of crime and treatment of offenders. In Europe, Exchange Plan Seminars in social welfare were organized on similar lines to those of previous years.

c. ASSISTANCE TO LIBYA

The General Assembly on 1 February 1952 (515(VI))¹⁹ requested the Economic and Social Council to study, in consultation with the Government of the United Kingdom of Libya, ways

and means by which the United Nations, with the co-operation of all governments and the competent specialized agencies, and upon the request of the Government of Libya, could furnish additional assistance to that country with a view to financing its fundamental and urgent programmes of economic and social development, and to report thereon to the Assembly. At the request of the Libyan Government (E/2282), the Council at its fourteenth session in 1952 postponed consideration of the question until 1953, at which time that Government had indicated it expected to be in a position to furnish the requisite factual information on Libya's economic and social development programmes and on the functioning of the related operative organs only just established.

(1) Consideration by the Economic and Social Council at its Sixteenth Session

The Council at its 746th and 747th plenary meetings, on 3 August 1953, had before it a memorandum (E/2469 & Corr.1) from the Acting Prime Minister of Libya setting forth a five-year capital development programme, defining the financial assistance needed for projects to be carried out with the aid of technical assistance experts as well as for building up an agricultural credits fund and a stabilization reserve for emergency expenditures in drought years. In introducing this memorandum to the Council, the observer for the Government of Libya further explained his country's vital need for assistance in its development, expressed the gratitude of the Libyan people for the help received to that end under the United Nations Expanded Programme of Technical Assistance and under bilateral arrangements for the same purpose, and emphasized that his Government would welcome additional contributions, compatible with the country's independence and sovereignty, from States which wished to accord economic and financial assistance to Libya.

The Council also had before it a joint draft resolution (E/L.563) by Egypt and Turkey on assistance to Libya, which was subsequently adopted (see below). During the discussion, the majority agreed that Libya greatly needed assistance in developing its resources and in improving the welfare of the people. They supported the draft resolution, recognizing that the United Nations had a special responsibility towards the State it had helped to create, and commended the development programme drawn up by the Libyan Government. It was clear, they agreed, from the memorandum submitted by that Government that

¹⁹ See Y.U.N., 1951, pp. 275-76.

substantial financial assistance would have to be provided if Libya were to overcome the grave and urgent problems with which it was faced.

The representative of the United Kingdom stated that it was incumbent on all governments to consider, in the light of their existing resources and commitments, whether they could make an increased or fresh contribution. The representative of France thought that the extent of the financial aid and technical help that could be given at the present time should not be overestimated, but hoped that the adoption of the draft resolution would pave the way for more effective help to Libya in the future. The Yugoslav representative, while also supporting the draft resolution, felt that more should be done by the United Nations to help strengthen the Libyan economy and develop the country as an independent State. He believed that certain questions barely touched upon in the text as drafted would have to be taken up for consideration when the resolution came before the General Assembly.

The representatives of India and the USSR, sharing the view that more explicit provision for additional assistance to Libya through the United Nations ought to have been made in the draft resolution, expressed misgivings regarding the "other channels" of assistance referred to therein, a reference which might be construed as implying approval by the Council of such bilateral agreements as that just concluded for a period of 20 years between the United Kingdom and the Libyan Governments. While no objection, in principle, could be voiced against bilateral arrangements for assistance in economic development, the Indian representative stated, such assistance, where the bargaining strength of the contracting parties was very unequal, might in the long run endanger Libya's economic freedom and not be altogether in its interests. The representative of the USSR, though recognizing that the Government of Libya was free if it so chose to enter into such an arrangement, stated that the terms of the treaty were not compatible with United Nations principles as defined in the Charter. On these grounds he also felt unable to support the draft resolution but would also not oppose it, wishing Libya to receive any appropriate help in its development.

The Council, at its 747th plenary meeting on 3 August, adopted the joint draft resolution by 15 votes to none, with 3 abstentions, as resolution 493(XVI).

By this resolution, the Council recalled the part played by the United Nations in the creation of the independent State of the United Kingdom of

Libya in accordance with General Assembly resolution 289(IV); noted that consultations had been undertaken with the Libyan Government in accordance with General Assembly resolution 515 (VI); and considered that it was open to governments to assist Libya through any appropriate mechanisms within the United Nations that might be available for receiving voluntary contributions or through other channels acceptable to the Libyan Government.

The Council, therefore, recommended that the General Assembly: (1) invite all governments which were in a position to do so to provide, in the spirit of the United Nations Charter and within their possibilities, financial and technical assistance to Libya in order to assist in Libya's economic development; (2) recommend that, if and when further means became available for assisting in the financing of the development of under-developed areas, due consideration should be given to the specific development needs of Libya; and (3) request the Secretary-General and the specialized agencies concerned to continue to waive local costs and to give all possible favourable consideration to the requests of Libya for technical assistance, taking into account the special needs of Libya and the principles of the technical assistance programmes of the United Nations and the specialized agencies.

**(2) Consideration by the General Assembly
at its Eighth Session**

The question was before the General Assembly at the 285th to 287th meetings of its Second Committee, on 3 and 4 December, and at its 469th plenary meeting on 8 December 1953. The Second Committee had before it, inter alia, a joint draft resolution (A/C.2/L.221/Rev.1) by Egypt, Indonesia, Iraq, Lebanon, Pakistan, Saudi Arabia, Syria, Turkey and Yemen, based on the previous resolutions adopted by the Council and the Assembly concerning aid to Libya.

As in the Council, it was agreed that, if Libya were to overcome the grave and urgent problems with which it was faced, it must have substantial financial and technical assistance, and that the United Nations, having played a part in bringing about its independence, should consider what could be done to help provide such assistance. Among those speaking in support of the draft resolution were the representatives of Afghanistan, Argentina, Chile, Cuba, India, Peru, the Philippines, the United Kingdom and the United States. The representatives of Afghanistan, Chile, Ecuador, Ethiopia, Liberia, Mexico and Uruguay supported the draft resolution, but stated that their

Governments were not in a position at this time to make funds available to Libya. The representatives of Cuba and Peru stated that they did not regard support of the resolution as a definite commitment to contribute to the financing of the fundamental programmes for the development of Libya. The representative of the Philippines thought it should be understood that assistance to Libya would not continue indefinitely and that the waiving of local costs was intended as an interim measure.

As in the Council, the USSR representative criticized the bilateral agreement between the United Kingdom and Libya as containing provisions infringing upon Libya's sovereign rights. He stated that he could not support those parts of the draft resolution which would make such a policy possible, although other parts of the draft resolution were acceptable. His delegation would therefore abstain.

At its 287th meeting, following paragraph-by-paragraph votes, ranging from a unanimous vote to 44 votes to none, with 6 abstentions, the Committee adopted the draft resolution, as a whole, by 45 votes to none, with 5 abstentions.

The draft resolution, as proposed by the Committee (A/2612), was adopted at the Assembly's 469th plenary meeting on 8 December by 41 votes to none, with 5 abstentions, as resolution 726(VIII). It read:

"The General Assembly,

"Recalling the part played by the United Nations in the creation of the independent State of the United Kingdom of Libya, in accordance with General Assembly resolution 289 A (IV) of 21 November 1949 recommending that Libya, comprising Cyrenaica, Tripolitania and the Fezzan should be constituted as an independent and sovereign State, and that this independence was achieved on 24 December 1951, in accordance with that resolution,

"Recalling General Assembly resolution 515(VI) of 1 February 1952 by which the Assembly requested the Economic and Social Council to study, in consultation with the Government of the United Kingdom of Libya, ways and means by which the United Nations, with the co-operation of all governments and the competent specialized agencies, and upon the request of the Government of Libya, could furnish additional assistance to the United Kingdom of Libya with a view to financing its fundamental and urgent programmes of economic and social development, giving consideration to the possibility of opening a special account of voluntary contributions to that end, and to report thereon to the General Assembly at its seventh session,

"Recalling further its resolution 529(VI) of 29 January 1952 on the problem of war damages in Libya,

"Recalling General Assembly resolution 398(V) of 17 November 1950 which recognizes the special responsibility assumed by the United Nations for the future of Libya,

"Bearing in mind the recommendations submitted by the Economic and Social Council in its resolution 493 (XVI) of 3 August 1953,

"Having heard the statement made by the representative of the United Kingdom of Libya concerning the needs of Libya for economic and financial assistance,

"1. Invites all governments willing and in a position to do so to provide financial assistance to the United Kingdom of Libya through the appropriate mechanisms within the United Nations Organization available for receiving voluntary contributions, in order to assist Libya in the financing of its fundamental and urgent programmes of reconstruction and of economic and social development;

"2. Recommends that, if and when further means become available for assisting in the financing of the development of under-developed areas, due consideration be given by the United Nations and the specialized agencies to the specific development needs of Libya;

"3. Requests the Secretary-General and the specialized agencies concerned to continue to waive local costs and to give all possible favourable consideration to the requests of Libya for technical assistance, taking into account the special needs of Libya and the principles of the technical assistance programmes of the United Nations and the specialized agencies enumerated in Economic and Social Council resolution 222(IX) of 15 August 1949;

"4. Requests the Secretary-General to bring the present resolution to the attention of the governments of Members and to take the necessary measures to facilitate the implementation of paragraph 1 above;

"5. Requests the Secretary-General to make a special report on the question of United Nations assistance to Libya in time to be placed on the agenda of the tenth session of the General Assembly."

3. Methods to Increase World Productivity

In resolution 416 E (XIV) of 10 July 1952, the Council requested the Secretary-General, after consultation with the specialized agencies concerned, to arrange for the continuation of studies concerning the problem of raising productivity in under-developed countries, particularly in such fields as agriculture, manufacture, mining, transport, the construction industries and the distributive trades, and for the preparation of working papers on the problem of raising productivity in relation to programmes for the expansion of production in these fields and on the role of labour in any programme for increasing productivity.

Accordingly, at its sixteenth session, the Council had before it two working papers by the Food and Agriculture Organization of the United Nations (FAO) and by the International Labour Office.

The working paper prepared by FAO (E/2435) briefly discussed the problems of produc-

tivity, for which FAO has international responsibility in agriculture, fisheries and forestry. Special emphasis was placed on the important differences which distinguish problems of productivity in these fields from those in industry, mining, transport and other forms of secondary or tertiary economic activities. The report, inter alia, listed six principal means of raising productivity in agriculture:

- (1) transformation of the natural resources of land and water in such a way that they can contribute in full to plant growth;
- (2) improving the capacity for growth and production of the plant and animals domesticated by man;
- (3) better nutrition for plants and animals;
- (4) improvements in technical equipment;
- (5) prevention of losses in growing crops and live-stock through pests and diseases and losses from products in storage and in transit; and
- (6) raising skill and understanding in the conservation and use of resources and the care of plants and animals and the utilization of technical equipment.

The working paper prepared by the International Labour Office (E/2440) concerned the role of labour in programmes for increasing productivity. It dealt with measures to enlist the co-operation and safeguard the interests of workers in programmes for raising productivity, namely: education and vocational training; measures to stabilize the labour force in particular undertakings; growth of a trade-union movement; explanations and joint consultation; equitable distribution of the benefits of higher productivity; security against unemployment; and working conditions.

During the discussion of the agenda item "Economic development of under-developed countries" at the Economic Committee's 138th to 140th meetings, on 21 and 31 July and 3 August, and at the Council's 725th to 731st and 749th plenary meetings, on 15 to 18 July and 4 August, the International Labour Office and FAO were complimented on the clarity of their working papers.

There was general agreement among Council members on the need for greater productivity to raise living standards, particularly in view of the conspicuous fact that food production was lagging behind population growth. Immense natural resources were not being fully utilized owing to shortage of money and technical skills. The importance of carrying out land reforms was also stressed.

The representative of FAO emphasized that the distinctive feature of any attempt to increase productivity in agriculture as opposed to industry was the need to ensure that renewable resources

were improved and not decreased or wasted. He referred to the importance, over and above the six principal methods of raising productivity in agriculture set out in the FAO report, of incentives, of adequate and supervised agricultural credit systems and of adequate and stable prices for primary commodities.

The representative of Egypt suggested that, in view of the particular importance of the problem of developing arid land, the United Nations should set up a special body to co-ordinate the work. He also felt that attempts to improve productivity in agriculture on the lines suggested by FAO would prove ineffective unless accompanied by comprehensive land reform and the organization of co-operatives, agricultural credits and an international system for the commercial distribution of agricultural produce.

The French representative referred to, among other things, the intimate relationships between productivity and other problems, such as those of employment, restrictive business practices, international trade, integrated economies, non-self-liquidating investment, means of economizing in raw materials, and differences in the taxation and social legislation systems of various countries. These relationships made it doubtful that the Council should continue to deal with these matters independently of one another.

The representative of the United Nations Educational, Scientific and Cultural Organization (UNESCO) stated that production in under-developed countries depended on millions of illiterate workers and he referred to the contributions of UNESCO in the field of science and education towards economic development.

The representative of ICFTU expressed the concern of his organization to protect workers against any undue demand being made on them as the result of excessive speeding up of work and to secure for the workers their proper share of any increases in productivity.

At the 749th plenary meeting on 4 August, the President, on behalf of the Council, thanked the representatives of FAO and the International Labour Office for the working papers they had submitted.

4. Integrated Economic Development

The Council, at its fourteenth session, requested (416 F (XIV))²⁰ the Secretary-General to prepare a working paper regarding the concrete proposals referred to in General Assembly resolution

²⁰ See Y.U.N., 1952, pp. 391-92.

521(VI)²¹ and relating to a programme of rapid industrialization of under-developed countries.

Accordingly, the Council, at its fifteenth session, had before it a working paper submitted by the Secretary-General (E/2384) on certain aspects of this question. This paper contained a brief review of the various resolutions by the several United Nations organs and the programme of studies in progress or completed by the United Nations on subjects such as financing of economic development, national income, international price relations, availability of development goods, land reform, productivity and resource utilization—all of which were based on the recognition not only of the importance of the principle of "integrated economic development" but also of the fact that to the furtherance of such development the efforts of both developed and under-developed countries were essential. The remainder of the paper dealt with proposals on two specific topics which had not yet been considered by the Council: (1) the problem of initiating economic development in subsistence societies and the part that enterprise at the local level might play in this field; and (2) the development corporation as an instrument for furthering the process of integrated economic development.

During the Council's discussions of the subject at its 694th to 697th plenary meetings, from 21 to 23 April, it had before it a joint draft resolution (E/L.500) by Argentina, Cuba, Egypt, India, the Philippines, Uruguay and Yugoslavia. The operative part proposed that the Secretary-General:

(1) convene a group of experts to prepare a report for the Council's eighteenth session on the process and problems of industrialization of the under-developed countries, in order to provide a basis for a programme of rapid industrialization of the under-developed countries, including the economic, social, fiscal, technical and organizational problems involved, and the role that both the industrially advanced and the under-developed countries have to play in such a programme; and

(2) continue the studies of industrialization as part of the general problem of economic development and submit periodical reports to the Council on the progress of his work.

It was generally agreed that the measures to be adopted with regard to integrated economic development must necessarily vary according to conditions prevailing in each country, but opinion was divided as to the most effective way of dealing with the question through international channels. The representative of the USSR stressed that the development of the economies of under-developed countries in their own national interests was an essential consideration and that the achievement of economic independence by the under-

developed countries would have a beneficial effect on the world as a whole.

Some representatives, among them those of Sweden and the United Kingdom, pointed out that industrialization was not the only method of advancing economic development. The representatives of Uruguay, Yugoslavia and Venezuela, among others, agreed with this view, but thought that efforts to increase agricultural production should proceed simultaneously with other development schemes and that a combination of methods was needed to advance development. Rapid industrialization, the Australian representative stated, was essentially an internal problem and should be attacked at the national and not at the international level. The representative of Argentina pointed out that it was not a matter of choosing between agriculture and industrial development, but rather of promoting balanced expansion in all sectors of the economy. He and the representative of Uruguay considered that rapid industrialization of under-developed countries was essential in order to establish equilibrium between the economies of those countries and those of the industrialized countries.

In the course of the discussion, statements were made by representatives of the International Chamber of Commerce (ICC), the International Co-operative Alliance (ICA) and the World Federation of Trade Unions (WFTU). The representative of ICC presented the views of his organization on General Assembly resolution 626 (VII) on "Right to exploit freely natural wealth and resources"; the representative of ICA spoke on the role the co-operative movement could play in assisting under-developed countries in their economic development programmes; and the representative of WFTU spoke of industrialization as a major factor in the economic development of under-developed countries and a means of achieving economic independence.

Several representatives doubted the advisability of establishing a group of experts to undertake a generalized international study of problems of industrialization. The representative of the United Kingdom thought it would have little practical value and that the general principles had been amply debated in the Council at various times. The experts, in his opinion, could hardly draw up a general programme for all countries. The real need, he held, was for technical assistance and an exchange of information on the experience gained by other countries in dealing with similar problems. The representatives of France and the

²¹ See Y.U.N., 1951, p. 416.

United States thought that general studies had a limited usefulness, that there was already voluminous documentation on the general aspects of the question and that it would be better to concentrate on well-defined and specific questions which would lead to practical conclusions that could be applied immediately. They proposed (E/L.502), therefore, that the Council, instead of setting up a group of experts, might invite some of its subsidiary bodies, the regional commissions, several functional commissions and appropriate specialized agencies to devote special attention in their work to the United Nations priority programmes concerning "increased production in fields other than food", as listed in section B, paragraph 10, of the annex to resolution 451(XIV).²²

The Australian representative, while agreeing that international studies on the subject should be pursued, expressed doubts as to the advisability of establishing the group of experts. He suggested that it might be more advantageous if the Secretary-General were to continue to expand his studies in the field, paying special attention to the problems which the joint draft resolution would have entrusted to an expert group. The Yugoslav representative suggested that a special study of the results of experience acquired in planned industrialization and in the modernization of agriculture might also be useful.

Taking into account the suggestions and comments made during the discussion, the sponsors of the joint draft resolution presented a revised text (E/L.503) at the Council's 697th plenary meeting on 23 April. The representatives of France and the United States considered that paragraphs 2 and 3 (see below) were still too general and maintained their amendment (E/L.502). It was rejected by 11 votes to 5, with 2 abstentions.

The revised text was adopted unanimously, as resolution 461(XV). It read:

"The Economic and Social Council,

"Having examined the Secretary-General's report on the progress of the work undertaken in accordance with Council resolution 416 F (XIV),

"Reaffirming the principles set forth in General Assembly resolution 521(VI) and Council resolution 416 F (XIV) with regard to the need for the rapid industrialization of under-developed countries,

"1. Notes the Secretary-General's first report on the progress of the work undertaken in accordance with resolution 416 F (XIV);

"2. Requests the Secretary-General, in continuing his studies on the question of industrialization as part of the problem of integrated economic development of under-developed countries, to submit, after taking into account the discussions in the fifteenth session of the Council and not later than the eighteenth session of

the Council, a study on the processes and problems of industrialization which may assist the under-developed countries in preparing practical programmes of rapid industrialization, the study to deal also with the economic, social, fiscal, technical and organizational problems involved and with the role which the industrially advanced countries can play in order to help further such programmes;

"3. Authorizes the Secretary-General if necessary to consult with experts for the purposes of the above study;

"4. Invites the Secretary-General to prepare for the seventeenth session of the Council:

"(a) A bibliography of the studies undertaken by the organs of the United Nations and the specialized agencies on the subject of industrialization of under-developed countries;

"(b) A similar bibliography of important books and documents otherwise published on the subject;

"5. Requests the Secretary-General, in the light of the above, to prepare and submit a list of subjects relating to the industrialization of under-developed countries which have not so far been dealt with by the United Nations or the specialized agencies, with a view to completing the programme of studies requested in General Assembly resolution 521(VI);

"6. Requests the Secretary-General also to submit further details of the functioning of development corporations in the countries where they exist."

5. Conservation and Utilization of Non-Agricultural Resources

The Council, during its fifteenth session, at its 689th and 690th plenary meetings, on 16 and 17 April, had before it the Secretary-General's third report (E/2367) submitted in accordance with Council resolution 345(XII).

Under this resolution, the Secretary-General furnishes each session of the Council with a statement on specific plans and action taken with respect to a programme designed to promote the systematic survey and inventory of non-agricultural natural resources and on the results of any explorations with respect to the desirability of holding international conferences on particular resources or resource problems. The Council had also requested the Secretary-General to report, not later than at its fifteenth session, on other activities specified in that resolution, namely, those related to requests from governments for technical assistance and to his consideration of any international action designed to promote an integrated approach in this field.

In his report, the Secretary-General informed the Council that the meeting of the Ad hoc Committee of Experts, established to study and prepare

²² See Y.U.N., 1952, p. 539.

recommendations on standard concepts and terminology for use in connexion with surveys and inventories of iron ore resources, had been postponed to mid-1953 for lack of staff (see below). As a result and because budgetary arrangements provided for only one resource meeting a year, it had been necessary also to suspend investigations with respect to coal and lignite resources. Similar activities on water resources under Council resolution 417(XIV)²³ had also to be delayed. The report contained information on the technical assistance furnished to Member States by the United Nations during 1951 and 1952 in connexion with the development of resources, and on the technical conferences and meetings on various resources initiated by the regional economic commissions.

Thirty-three fellowships and scholarships, relevant to the development of non-agricultural resources, had been awarded to nationals of 26 countries. No requests for international conferences on any particular resources had been received from Member Governments. However, a meeting of experts, organized jointly by the Economic Commission for Latin America (ECLA) and the Technical Assistance Administration (TAA), had been held at Bogota, Colombia, from 13 October to 13 November 1952, to consider basic problems and processes of the iron and steel industry of Latin America.

The importance of international co-operation on questions of water resources was stressed by the majority of speakers, and it was agreed that work in this respect should be undertaken as soon as possible. The Council, at its 690th plenary meeting on 17 April, therefore, unanimously adopted a joint draft resolution (E/L.495/Rev.1) by Argentina, Australia and France.

By this resolution (463(XV)), the Council took note of the Secretary-General's report, and recommended the effective continuation of the action provided for by resolution 345(XII) and that the earliest possible action should be taken under resolution 417(XIV).

The Secretary-General, in accordance with resolution 345(XII), furnished the Council, at its sixteenth session, with a further statement (E/2442) of specific plans and action taken in compliance with the terms of the resolution. He noted that the Ad hoc Committee of Experts, which was established to study and prepare recommendations of standard concepts and terminology for use in connexion with the survey and inventory of iron ore resources, would hold a preliminary session in June 1953 at New York and a second and final session in March 1954 at Geneva. A regional conference on mineral resources development, sponsored by ECAFE with the participation of TAA, had been held in Tokyo from 20 to 30 April 1953. Preparatory work, he reported, had been started by the Bureau of Flood Control and Water Resources Development of ECAFE on the convening of a regional technical conference on water resources and development, which was scheduled for 1954. The Economic Commission for Europe (ECE) was working on the subject of coal classification, and studies were being made of solid fuel utilization and on the substitution possibilities between coal and other forms of energy. ECLA, at its fifth session in April 1953, had extended its activities in the field of non-agricultural resources. In particular, resolutions had been adopted and projects had been included in ECLA's work programme dealing with: iron ore utilization; the compilation of data on estimated reserves of ores of non-ferrous metals and problems in their mining and use; and the development and utilization of energy resources.

C. FULL EMPLOYMENT

The Economic and Social Council at its sixteenth session considered the question of full employment under the following headings: (1) reconversion after the rearmament period; (2) consideration of replies from governments to the annual questionnaire circulated by the Secretary-General concerning full employment objectives, policies and measures; (3) report of the International Monetary Fund concerning the adequacy of monetary reserves; and (4) report of the Secretary-General concerning full employment and inflation.

The question was considered by the Council at its 720th to 724th, 748th and 749th plenary meetings, on 10, 11 and 13 July and 4 August, and at the 133rd to 137th meetings of the Economic Committee, on 14, 16 and 20 July. The Council's discussions opened with a general debate on all four subjects at the 720th to 724th plenary meetings. Its consideration of these subjects is dealt with below, the first two being grouped together.

²³ See Y.U.N., 1952, pp. 383-84.

1. Reconversion After the Rearmament Period and Replies from Governments to the Questionnaire on Full Employment

a. MEMORANDUM BY ICFTU

Regarding the subject of reconversion, the International Confederation of Free Trade Unions (ICFTU) had presented to the Council at its fifteenth session a memorandum entitled "Reconversion after the Rearmament Period" (E/2421). In this memorandum, ICFTU argued that any discontinuation of rearmament was bound to have a serious impact on economic and social conditions, and expressed the view that the Council should give a lead to the study of this problem. The Council at the 703rd plenary meeting of its fifteenth session, on 28 April, decided to include the item "Reconversion after the Rearmament Period", proposed by ICFTU, in the provisional agenda for the sixteenth session.

Subsequently, ICFTU submitted a further memorandum on this subject (E/2474), containing recommendations designed to ensure that full advantage was taken by Member Governments of the end or falling-off of rearmament so as to switch resources to production contributing directly to human welfare and to forestall any possible adverse effects of a cessation of arms production on employment and living standards.

The recommendations which ICFTU proposed should be made by the Council to Member Governments included: research into the probable effects of the falling-off of arms production; plans for measures to stimulate private consumption, in particular through a policy of high wages, improved social security schemes and benefits, as well as reductions of taxes on lower incomes; plans for an increased level of public investment, especially in social housing; and increased public and private investment by industrial countries in economically under-developed areas.

Other recommendations were that the Council, in conjunction with the regional economic commissions, should work out plans for an international housing fund; that it should try to speed up the establishment of the proposed international institutions for increased investments in economically under-developed countries and should appeal to Member Governments to contribute to international funds for the development of such countries; and that it should convene further international commodity conferences.

b. REPLIES OF GOVERNMENTS TO QUESTIONNAIRE ON FULL EMPLOYMENT

The Council also had before it the replies of governments²⁴ to the questionnaire on full employment, the balance of payments and economic trends, objectives and policies in 1952 and 1953, which had been prepared and circulated to governments by the Secretary-General in accordance with General Assembly resolution 520 B (VI) and with Council resolutions 221 E (IX), 290 (XI) and 371 B (XIII). Further, it had before it an analysis (E/2445 & Addenda) by the Secretariat of the replies to the questionnaire. Owing to the fact that, at the time of the preparation of the analysis, the replies of governments of under-developed countries had not been received in sufficient number or detail from all regions, it did not prove possible to examine the problems of economic development in under-developed countries, as provided in Council resolution 371 B (XIII). The Secretary-General advised the Council (E/2445) that he had under consideration measures to secure a more adequate response to the questions relating to under-developed countries in the future.

The Secretariat's analysis of the replies to the questionnaire consisted of three parts. The first part (E/2445) reviewed domestic full employment policies; the second (E/2445/Add.1) dealt with balance of payments and related policies; and the third (E/2445/Add.2) provided a tabular comparison of certain economic indicators in the more developed and the less developed countries.

The first part indicated that most governments had had little to add to previous replies concerning their full employment standards, and that the general picture of economic activity in 1952 emerging from the replies did not differ radically from that given in the World Economic Report 1951-52.²⁵ The analysis therefore concentrated on forecasts of the level of economic activity in 1953.

²⁴ By 11 September 1953, complete or partial replies (E/2408 & Add.1-12) had been received from: Australia, Austria, Belgium (including statement for Non-Self-Governing Territories), Cambodia, Canada, Ceylon, Chile, China (Taiwan), Costa Rica, Czechoslovakia, Denmark, the Dominican Republic, Ecuador, Finland, France, Honduras, Iceland, India, Israel, Italy (including statement for Trust Territory), Japan, Laos, Luxembourg, the Netherlands, New Zealand (including statement for Non-Self-Governing and Trust Territories), Norway, Pakistan, Peru, Poland, Portugal, Romania, Sweden, Switzerland, Thailand, Turkey, the Union of South Africa, the USSR, the United Kingdom (including statement for Dependent Territories), the United States (including statement for Non-Self-Governing and Trust Territories) and Vietnam.

²⁵ See Y.U.N., 1952, pp. 348-49.

The replies of six major industrialized countries—Canada, the Netherlands, Norway, Sweden, the United Kingdom and the United States—which had arrived in time for analysis, anticipated an average increase in the national product of over 3 per cent from 1952 to 1953, compared with an actual rise of about 2 per cent from 1951 to 1952. It appeared that average unemployment would be no higher in 1953 than in 1952 in Canada, Norway, and the United States, but that some rise in unemployment was likely in Sweden.

The second part showed that relatively little information was supplied by governments concerning prospects of balance-of-payments trends and policies for 1953.

The United States reply stated that "with favourable climatic conditions abroad and continued favourable business conditions in the United States, foreign countries should be able to raise their gold and dollar assets again in 1953, although probably at a slower rate".

However, structural disequilibrium in international trade and payments persisted, and the problem of rebuilding foreign exchange reserves appeared, in most countries, to be far from solved. A number of countries had introduced fiscal and monetary measures in their programmes for restoring a balance in their external accounts. There was also a widespread desire for a general relaxation of exchange and trade restrictions. Structural changes in production were likely to be required in industrial as well as primary producing countries for the re-establishment of international equilibrium.

The third part listed the following twelve economic series which it stated might reasonably serve as partial indicators of economic development: all agricultural commodities, food, mining, manufacturing, cotton goods, crude steel, cement, building bricks, fertilizers, employment in manufacturing, quantum of exports and ton-kilometres of railway traffic. The more developed countries listed were: Argentina, Australia, Austria, Belgium and Luxembourg, Canada, Denmark, Finland, France, Germany (Fed. Rep. of), Ireland, Italy, Japan, the Netherlands, New Zealand, Norway, Portugal, Spain, Sweden, Switzerland, the Union of South Africa, the USSR, the United Kingdom and the United States. The less developed countries listed were: Algeria, Brazil, Ceylon, Chile, Colombia, Cuba, Egypt, Greece, India, Israel, Malaya, Mexico, Morocco (French), Pakistan, Peru, the Philippines, Thailand, Tunisia, Turkey and Yugoslavia.

c. VIEWS EXPRESSED IN THE ECONOMIC AND SOCIAL COUNCIL

In the course of the general debate, several representatives, including those of Australia, China, Cuba, Egypt, France and the Philippines, paid tribute to the initiative of ICFTU in bringing the subject of reconversion before the Council. It was observed that the analysis prepared by the Secretariat indicated that most of the leading industrialized countries anticipated higher output in 1953 than in 1952. Nevertheless, an easing of international tensions was likely to be accompanied by some relaxation in the pressure of arms production, and it was necessary for countries to be prepared well in advance to take such measures as might be required to maintain total effective demand in the event of any slackening in economic activity in the armament and related industries.

The representative of Belgium declared that the stabilization of armaments expenditure harboured the seeds of deflation, because all economic activities connected with the expansion of arms production would then lose their point. Stability, he held, was synonymous with depression in a world in which 25 per cent of all economic activity was based on the production of capital goods. That had been clear in 1952 when the prices of raw materials had declined at the mere prospect of such stability.

Certain representatives, in particular those of Belgium, the United Kingdom and the United States, pointed to the need for expanding civilian expenditures to replace any decline in military expenditures. It must not be said, the representative of Belgium emphasized, that armaments were synonymous with economic prosperity and peace with economic depression. The United Kingdom representative agreed with ICFTU that any problem created by falling demand in the defence sector would not be solved almost automatically by the freeing of a great, pent-up civilian demand for both consumer goods and investment, as had been the case in the period immediately following the end of the Second World War. At the same time, he maintained, the problem should not be exaggerated and the extent of reconversion required would be far less than in 1945. He and the representative of the United States pointed out that any reduction in defence spending would provide opportunities for more rapid increases in investment in civilian industry and in standards of living and would free important resources of labour, materials and machinery for civilian needs.

Certain representatives, including those of Argentina, Australia, Belgium and Sweden, stressed the impact on the world economy of developments in the leading industrial countries, notably the United States. It was observed that even a comparatively small change in the economic climate of the United States might have repercussions on the world market many times larger than those felt in the United States itself, particularly since the foreign trade of the United States comprised a far smaller proportion of its general economic activity than was the case in many other countries.

The representative of the United States recognized the concern of other countries regarding future prospects in his country. The United States Government had pledged itself to do everything necessary to maintain a high level of productive employment with rising standards of living in the United States, as a direct contribution to the improvement of living standards throughout the world. There were powerful and sustaining forces for economic expansion in the United States, including, for example, the growth in population. In the task of reconversion, the co-operative efforts of all citizens would be reinforced by the determination of the Government to maintain full employment. At the same time, the United States representative pointed out, the maintenance of an expanding world economy was a collective responsibility which must be shared by all countries.

Several representatives, including those of Argentina, Cuba, Egypt, France, the Philippines, Venezuela and Yugoslavia, emphasized the inter-relationship between problems of full employment and of economic development. The representative of France, for example, declared that the industrialized countries could not enjoy lasting prosperity or solve the problem of full employment until the economic development of the backward countries had been assured. Conversely, he said, without full employment in the industrialized countries there was no solution for the problem of economic development in the under-developed countries.

The representative of Yugoslavia considered that an essential element in any international policy for full employment would be an expansion of financial aid to the under-developed countries, since this would not only contribute to the task of economic development but would also stimulate economic activity.

Under-developed countries, it was stated, were particularly vulnerable to fluctuations in economic

activity in the industrially advanced countries. In this connexion, several representatives, including those of Argentina, Cuba, Egypt and the Philippines, stressed the need for stabilizing the demand for and prices of primary products. It was also observed that an equitable relationship should be maintained between the prices of raw materials in relation to those of manufactured goods, and that the prices negotiated in international commodity agreements should be such as to assure a fair wage to the workers engaged in producing the commodities concerned.

Certain representatives, in particular those of Belgium and India, expressed concern at the obstacles and restrictions currently affecting international trade and the difficulties in maintaining full employment experienced by any country whose exports were subject to restrictions of various kinds in external markets. The representative of Belgium contended that many countries called upon their neighbours to pursue a policy of full employment, but refused to accept either labour or goods from those same countries; the only possible basis for a policy of full employment was a wide international exchange of goods, manpower and capital. Normal trading, the representative of India stated, was still far off and, though some relaxation had taken place in exchange control and quota restrictions in Europe, difficulties attributable to those restrictions still persisted.

The representatives of Poland and the USSR contended that policies of trade discrimination against Eastern European countries and the People's Republic of China had been designed to hamper their economic development and were disrupting world trade, impeding full employment and causing strained international relations. There were signs, however, these representatives believed, that attempts at discrimination were failing and that the consolidation of trade links between East and West was progressing. In their view, recent increases in unemployment in a number of Western European countries could be attributed to the armaments race. While a growth in armaments expenditure might absorb additional labour in the armament industries, its deeper effect was to distort the economies of the countries affected and to reduce consumption and hence employment in the civilian sectors of their economies. The reduction of armaments expenditure, these representatives argued, could set free financial and material resources which could be used in order to finance productive investments, public works, housing, social security and an increase in the production of consumer goods. Such a reduction of armaments expenditure would also

reduce inflationary pressure and make it possible to decrease taxation and increase the purchasing power of the people. It could also lead to a general increase of international trade, greater stability of raw material prices, and a better supply of capital goods to the under-developed countries, which, in turn, would lead to an increase of employment in industrialized countries.

The representative of the United Kingdom, on the other hand, could not agree to the contention that the rise in unemployment had been due to the rearmament programmes of the countries concerned, since defence demands in recent years had, in his opinion, added to the total pressure of demand on the manpower and other resources of those countries.

The representative of the International Labour Organisation (ILO) said that the Governing Body of ILO had recently expressed the view that governments and employers should try to improve methods of forecasting changes in economic activity and employment in order to be better prepared to anticipate new situations. It would be most important to make a smooth conversion from a high level of armaments expenditure to more normal conditions without causing unemployment or inflation. However, some forms of unemployment were not due to a low level of effective demand and could not therefore be remedied by increased spending. ILO had outlined a comprehensive programme to deal with frictional unemployment, and its Asian Advisory Committee had made suggestions for dealing with problems of unemployment in under-developed countries. Studies had also been made of questions of productivity.

The representative of the World Federation of Trade Unions (WFTU) considered that rearmament and the systematic restriction of trade between two parts of the world were reducing employment opportunities in both developed and under-developed countries. WFTU had submitted constructive proposals for full employment to the twelfth session of the Council. The Council should take steps to promote the industrialization of under-developed countries, to raise living standards and purchasing power, to re-establish normal trading relations between all countries and to mitigate the effects of rearmament.

The representative of ICFTU expressed the view that it was the Council's duty to persuade Member Governments to draw up reconversion programmes as soon as possible. Immediate research into the probable consequences of a reduction in armaments production was required,

together with a programme of action to deal with such consequences. ICFTU had recommended certain measures to this effect (E/2474, see above).

The representative of the International Federation of Christian Trade Unions (IFCTU) recalled that this Federation had submitted a note to the Council (E/C.2/361) containing its views on the possible extension of technical assistance and the stimulation of social progress through the reduction of expenditure on armaments. The Council should express its desire that the Disarmament Commission reach a positive solution of the problems it was examining and should recommend a study to determine the amount and application of funds that could be released through a reduction in armament expenditure, with special reference to problems of productivity, trade and housing conditions.

d. DRAFT RESOLUTIONS BEFORE THE ECONOMIC AND SOCIAL COUNCIL

Three draft resolutions were placed before the Council: (1) by the USSR (E/L.531); (2) jointly by Belgium, India and Sweden (E/L.533); and (3) jointly by France and the United Kingdom (E/L.535). The last two draft resolutions were subsequently replaced by a new draft submitted jointly by the sponsors of the two former ones, namely, Belgium, France, India, Sweden and the United Kingdom (E/AC.6/L.63).

The USSR draft resolution (E/L.531) would call upon all the Member States of the United Nations, with a view to increasing employment and raising the standard of living of the people, to take the necessary steps to remove obstacles to the development of normal trade between States in conformity with the principle of abolishing the numerous discriminatory practices currently prevailing in international trade, which were doing great harm to the economy of many States and were gravely complicating international relations.

In support of his draft resolution, the USSR representative stressed the need for taking effective measures to reduce unemployment and increase the standard of living by removing obstacles to the development of international trade which were doing harm to the economy of many States. The joint draft resolution submitted by Belgium, France, India, Sweden and the United Kingdom, on the other hand, he argued, had no such practical objectives in view, but merely recommended governments to reduce obstacles to the development of normal and mutually beneficial trade. As most governments had already taken

steps to that end, the joint draft resolution, which made no reference to the discriminatory practices which the Soviet Union had in mind, did no more than reflect the existing state of affairs, which it must therefore tend to perpetuate.

The USSR draft was supported by the representative of Poland, who also stated that the discriminatory measures aimed at the Soviet Union and the peoples' democracies had failed and had only created difficulties for countries which had taken part in that useless economic blockade.

The representatives of Egypt and Sweden, in particular, while expressing agreement with some parts of the USSR draft, stated that they could not accept all its implications. The representative of Sweden as well as the representative of Turkey expressed the view that the removal of trade barriers was only one of a number of ways of assisting in the maintenance of full employment and, in any case, not the most important. The representative of Turkey also emphasized that the Soviet draft implied that rearmament was resorted to in order to achieve full employment, whereas, in point of fact, rearmament had always been resorted to by governments under force of circumstance and against their will.

The trade discrimination referred to in the Soviet draft, explained the representative of India, was a consequence of political tension. Both he and the representatives of France and the United States expressed the view that, as long as the international tension lasted, States would refuse, on obvious security grounds, to export strategic materials. The solution of the political tension, said the representative of India, was of a political nature and could not be found by the Economic and Social Council. In the opinion of the representative of France, there was a close connexion between the easing of international political tension and the development of international trade relations, it being evident that the maximum development of trade could come about only when the political atmosphere was free of all tension. In the view of the representative of the United States, the removal of security controls on trade was deliberately confused in the Soviet draft with miscellaneous barriers to peaceful trade.

The Council's Economic Committee, at its 135th meeting on 16 July, rejected the various parts of the Soviet draft in votes ranging from 11 to 3, with 4 abstentions, to 6 to 3, with 9 abstentions.

The joint draft resolution of Belgium, India and Sweden (E/L.533) would have made provision for a committee of experts to study the measures needed to counteract any decline in economic

activity to which a decrease in rearmament might give rise, to raise employment rates where they were low, and, generally, to attain and maintain high levels of employment within the framework of external and internal economic equilibrium and of liberalization of trade, and to report to the Council at its eighteenth session.

The joint French-United Kingdom draft resolution (E/L.535), on the other hand, made no provision for a committee of experts, but would have requested the Secretary-General to invite each Member Government to submit statements to the Council: (1) on the measures considered necessary to prevent adverse effects on its own economy or on those of other Members arising from foreseeable reduction in defence expenditures; and (2) on their experience in dealing with inflationary pressures associated with high levels of economic activity.

In the joint five-Power draft resolution (E/AC.6/L.63), replacing these two drafts, section B dealt with reconversion after the rearmament period and section D with full employment measures. (For the other questions dealt with, see below.) According to section B, the Council would, *inter alia*, request the Secretary-General "to invite each Member Government to indicate, before 1 December 1953, its views on the measures it may consider necessary to prevent adverse effects on its economy or on those of other Members arising from foreseeable reductions in its defence expenditures".

Under section D it would call upon "all governments, with a view to increasing trade, employment and standards of living, to take all practicable steps to reduce obstacles to the development of normal and mutually beneficial trade between countries availing themselves, *inter alia*, of any opportunities which may arise as a consequence of an easing of international tensions".

The following amendments and sub-amendments were submitted to these sections: a joint amendment by Argentina, Cuba, Uruguay, Yugoslavia and Venezuela (E/AC.6/L.64) and a Swedish sub-amendment (E/AC.6/L.70) to it; a joint amendment by Turkey and the United States (E/AC.6/L.66); an amendment by Egypt (E/AC.6/L.68); and an amendment by the USSR (E/AC.6/L.69) with a Swedish sub-amendment (E/AC.6/L.74) to substitute a new text.

The purpose of the joint five-Power amendment (E/AC.6/L.64), explained the representative of Argentina, was to insert in the preamble to section B of the joint draft resolution a reference to the importance of accelerated economic development in the countries being developed.

The Swedish sub-amendment (E/AC.6/L.70) to the joint five-Power amendment would have the Council recognize that any tendency toward a slackening or a fall in the total effective demand on some sectors of the economy resulting from any significant reduction in the level of expenditure on defence could be counteracted, among other ways, by a more rapid economic development of the less economically-developed countries.

The purpose of the joint Turkish-United States amendment (E/AC.6/L.66), according to its sponsors, would be: as regards section B, to add a statement in the preamble making it clear that the Council considered any significant reduction in arms expenditure to be desirable; and, as regards section D, to introduce a reference in the operative paragraph to some of the other major improvements in world conditions that would enable trade barriers to be reduced. The only specific opportunities of reducing trade barriers referred to in section D of the five-Power draft resolution, it was stated, were those due to an easing of international tensions. As regards section D, the Turkish-United States amendment referred, in addition, to improved balance-of-payments or monetary reserve positions and the maturing of newly-developed industries.

The Egyptian amendment (E/AC.6/L.68) proposed to specify in the preamble to section B that a reduction in expenditure on defence could cause a fall in the level of employment only "in industrial countries" and to add the word "world" before the word "economy" in order to make clear, said the Egyptian representative, that reconversion might cause a slackening in effective demand not only nationally but also internationally.

The amendment further proposed to alter section D of the draft resolution to have the Council state that the removal of obstacles to the "smooth development of international trade" (rather than the "development of normal and mutually beneficial trade between countries") would help to stimulate business activity and employment.

The USSR representative declared that the text of section B of the five-Power draft, as it stood, gave the impression that the Council was concerned at the prospect of a reduction in the level of expenditure on defence, although such a reduction was not in itself a cause for concern. His amendment (E/AC.6/L.69) to this section, he explained, accordingly referred to the need for an expansion in civilian production, a rise in the standard of living, and normal trade relations between States without discrimination. If it were adopted, he declared, the Council would be referring to the positive steps required rather than

expressing a misplaced concern at a possible reduction in the level of defence expenditure.

The Swedish sub-amendment (E/AC.6/L.74) to this USSR amendment proposed to replace the reference to the need for an expansion in civilian production, a rise in the standard of living and normal trade relations between States without discrimination, as proposed by the USSR, by a statement recognizing that any tendency toward a slackening or a fall in the total effective demand on some sectors of the economy resulting from any significant reduction in the level of expenditure on defence could be counteracted by "measures designed to increase, generally, the demand for an internal and international trade in products coming from the civilian sector of the economy". This phrase would be in addition to the phrase "by a more rapid economic development of the less economically developed countries", as proposed in the Swedish sub-amendment (E/AC.6/L.70) to the joint five-Power amendment (see above).

The USSR amendment relating to section D (E/AC.6/L.69) would substitute a revised text by which the Council would call upon all governments to take "all practical steps to reduce obstacles" instead of "all steps to remove obstacles", with a view to increasing trade, employment and standards of living.

The sponsors of the joint draft resolution on 17 July submitted a revised text (E/AC.6/L.71) incorporating all the amendments they had accepted. The revised text included all or parts of the Turkish-United States amendment (E/AC.6/L.66), the Egyptian amendment (E/AC.6/L.68) and the Swedish sub-amendment (E/AC.6/L.70) to the joint five-Power amendment. The sponsors of the five-Power amendment agreed to accept the revised text of the joint draft resolution.

The Economic Committee voted on the revised joint draft resolution at its 137th meeting on 20 July. The Swedish sub-amendment (E/AC.6/L.74) to the USSR amendment, with certain textual modifications accepted by the representative of Sweden, was adopted by 16 votes to 2.

The USSR amendment (E/AC.6/L.69) to section B was rejected by 12 votes to 2, with 4 abstentions.

Section B of the revised joint draft resolution, as amended, was adopted by 16 votes to none, with 2 abstentions (for text, see below).

The USSR amendment to section D of the joint draft resolution was rejected by 12 votes to 2, with 4 abstentions. Section D of the joint draft

resolution was adopted by 15 votes to none, with 3 abstentions (for text, see below).

2. The Adequacy of Monetary Reserves

a. REPORT OF THE INTERNATIONAL MONETARY FUND

In resolution 427(XIV),²⁶ the Council requested the International Monetary Fund to furnish an analysis of the question of the adequacy of monetary reserves to the Council in 1953. The Fund accordingly submitted a report (E/2454), which formed the basis of the Council's consideration of this question.

The report of the Fund stressed three basic considerations. In the first place, monetary reserves were meant to take care of swings in balances of payments and not to finance a permanent disequilibrium. Secondly, there was a high degree of inter-action between the effect of domestic fiscal and monetary policies on the amount of the monetary reserves of any country, and the effect of the amount of such reserves on the domestic fiscal and monetary policies of that country. Finally, a world-wide distribution of monetary reserves in accordance with the apparent need for them was incompatible with the yet more fundamental considerations of the distribution of the real resources of each country in accordance with the highest priority for their use. It was a corollary of the first consideration that the subject of reserve adequacy could be discussed meaningfully only on the assumption that countries adopted policies adequate to balance their accounts over a normal economic cycle. On this assumption, four standards of reserve adequacy could be distinguished; while almost all countries could qualify for the lowest standard of reserve adequacy specified, few could qualify for the highest standard.

The report pointed out that the resources of the Fund were available for temporary assistance to Member countries which had achieved a fundamental payments balance. In the event of a depression, the maintenance of demand would depend primarily on positive action at the national level, especially in industrial countries, rather than on defensive action such as the supplying of supplementary reserves to countries in difficulty. Nevertheless, the Fund, recognizing the importance of defensive measures, considered that supplementary reserves should be supplied early, on liberal terms, and in adequate amounts. In the event of a severe depression, the Fund would consult with its Members on the desirability of

additions to its resources and would consider possible changes in its modes of operations to meet the emergent situation.

In presenting the report to the Council, the representative of the Fund, at the 720th plenary meeting of the Council on 10 July, stated that, although the conditions under which some of the suggestions made in Council resolution 427(XIV) would be applicable had not yet come about, the Fund had applied its rules flexibly and would continue to do so. It was the core of the Fund's business to keep under review the question of Members' monetary reserves and their relationship to the levels of trade and payments and the restrictions which governments felt it necessary to impose in these fields. The report explained that no absolute determination of the adequacy of monetary reserves could be given for any specific country or area, and that reserves were merely one term in the equation which governments were continually trying to solve.

b. VIEWS EXPRESSED IN THE ECONOMIC AND SOCIAL COUNCIL

Several representatives, including those of Cuba, France, India, the United Kingdom and the United States, congratulated the Fund upon the analysis made in its report. The representative of the United Kingdom, in particular, expressed satisfaction that the Fund was disposed to make its resources more readily available to Members. The representatives of France and the United Kingdom, among others, welcomed the Fund's undertaking to keep under review the question of monetary reserves and their relationship to restrictions and trade.

The representatives of China and France noted that existing monetary reserves, even when supplemented by the resources of the Fund, would not be adequate to combat the spread of a severe depression.

The representative of the United Kingdom stated that it was his Government's view that current reserves were inadequate to finance a free flow of multilateral trade.

The representative of France observed that during the last two years the countries of Western Europe had so increased their trade that their reserves were now inadequate to finance their international trade. The currency restrictions which those countries were obliged to maintain owing to the burdens on their economy, and the social policy they were obliged to apply in order to

²⁶ See Y.U.N., 1952, pp. 401-402.

maintain as high a level of employment as possible, could certainly be relaxed to some extent if reserves were more adequate for the present volume of Western European trade. He considered that the Bretton Woods Agreement implied that drawing rights, to fulfil the requirements of reserves, should be automatic.

The representative of India suggested that the Fund devote more attention to the particular problems of under-developed countries and the representative of Yugoslavia considered that the resources of the Fund should be increased, and that loans should be granted by the Fund to under-developed countries for the stabilization of their currencies and prices and to ensure full employment.

The representative of France expressed certain doubts as to the reliability of 1938 as the base year in determining whether existing monetary reserves were adequate, and pointed out that in that year exchange reserves were very low.

At the 134th meeting of the Economic Committee on 14 July, the representative of the Fund, expressing his thanks to the Council, said that the Fund had constantly in mind the special problems of the lesser-developed countries, but that the requirement that its resources should be employed in a revolving manner for the benefit of all Members precluded the permanent commitment of those resources for the purpose of economic development in any Member country. That was the responsibility of other international agencies, national governments, private firms and individuals. In the case of under-developed countries, moreover, the Fund, in assessing a country's ability to repurchase its currency, took full account of the normal long-term capital inflow into that country, and in that way endeavoured to support its Members' economic development to the fullest extent compatible with the nature of the Fund's functions and the character of its resources as a common reserve. He agreed that reserves should be adequate, not merely during the continuance of American aid, but in a world of balanced trade, and it was for that reason that, in the Fund's report, reserves had been related to total imports, including those financed by American and other aid. The Fund, he said, would keep the adequacy of monetary reserves under review and, at an appropriate time in 1954, inform the Council on this matter.

c. DRAFT RESOLUTION BEFORE THE ECONOMIC AND SOCIAL COUNCIL

Section C of the joint five-Power draft resolution (E/AC.6/L.63)²⁷ was concerned with the

question of the adequacy of monetary reserves. The sponsors of the joint draft resolution incorporated in their revised draft (E/AC.6/L.71) an Egyptian amendment (E/AC.6/L.68) to include "consumption" among the constituents of economic stability influenced by the level of monetary reserves.

Section C of the revised five-Power draft was adopted unanimously by the Economic Committee at its 137th meeting on 20 July.²⁸

3. Full Employment and Inflation

a. REPORTS BY THE SECRETARY-GENERAL

In resolution 426 B (XIV)²⁹ of 9 July 1952, the Council had requested the Secretary-General, after consultation with the appropriate specialized agencies, to prepare, in the light of recent experience in various parts of the world and of pertinent United Nations and other reports and studies already available, a report on national and international measures designed to reconcile the attainment and maintenance of full employment with the avoidance of the harmful effects of inflation, for presentation to the Council in 1953.

In a note presented to the fifteenth session of the Council (E/2404), the Secretary-General stated that preliminary research pertinent to the report requested in resolution 426 B (XIV) had raised certain problems.

In the first place, it was difficult, in analysing past experience, to isolate the influence of a high level of employment from other factors. For example, the periods of inflation accompanied by full utilization of resources during and after the war were characterized by the fact that a much higher proportion of the national product than normal was absorbed in purposes other than the provision of consumer goods. Thus, potent factors not directly related to a high level of employment were involved.

Secondly, an analysis of the sort of chronic inflation which might develop under conditions of full employment appeared to lead to the conclusion that the counter-measures involved decisions in which the political aspect was of paramount importance. Whether, for example, a country would wish to enforce wage controls or price controls or both depended upon the particular institutions and circumstances in that country, and in any case involved political rather than economic judgments.

²⁷ See pp. 328ff.

²⁸ See p. 336.

²⁹ See Y.U.N., 1952, p. 403.

Finally, the problem of preventing inflation in the course of rapid economic development in the under-developed countries was inextricably linked with other aspects of economic development and should, therefore, be made the subject of separate study.

The Council, at its fifteenth session, discussed this note in connexion with the consideration of its provisional agenda for the sixteenth session. The consensus was that, in the first place, the Secretariat should supply a classification of the types of inflation associated with high levels of economic activity and a list of relevant recent studies, especially by international organizations. It was suggested, secondly, that the members of the Council which had had experience in dealing with inflationary pressures associated with high levels of economic activity might arrange to give the Council the benefit of their experience.

With respect to the first of these suggestions, the Secretary-General presented a report to the Council's sixteenth session (E/2449), giving a classification of the types of inflation that might be associated with a high level of economic activity and, in an appendix, a list of recent studies on the subject (with summaries) by international organizations and some private authors. The types of inflation classified were:

(1) inflation arising as a result of investment, government expenditure, or exports being "too high" in relation to available resources, in the sense that these expenditures generate a demand for consumption goods which cannot be satisfied at the normal price-wage relationship; (2) sectional inflation arising even where there is no over-all shortage of consumption goods in relation to demand, when shortages appear in some important sectors; (3) inflation arising in the course of rapid development of under-developed countries; and (4) inflation caused by a rise in wages exceeding that in productivity.

The second of the above suggestions was brought to the attention of members of the Council in a memorandum from the Secretariat dated 26 May 1953. By 23 July 1953, replies had been received from Australia and India which were circulated (E/2488 & Corr.1).

b. VIEWS EXPRESSED IN THE ECONOMIC AND SOCIAL COUNCIL

In the course of the Council's discussion at its sixteenth session, most representatives were agreed on the importance of general policies which would, on the one hand, promote full employment and the economic development of under-developed countries and, on the other, avoid the harmful effects of inflation. It was pointed out by, among others, the representatives of Belgium and China.

that, apart from their undesirable internal effects, inflationary pressures caused strains in balances of payments and gave rise to the imposition of abnormal exchange and trade restrictions. The representative of Sweden declared that inflationary trends hampered the movement of international capital required for the development of under-developed countries. The United States representative expressed the view that inflation was not inevitable during a period of full employment.

Some representatives, in particular those of France and the United Kingdom, considered that economic rigidities were of crucial importance in relation to the problem of inflation. The representative of France observed that, where there was more or less full employment, there was little elasticity of supply and general equilibrium was at the mercy of slight variations in demand. At the same time, he said, some of the factors governing over-all demand could neither be foreseen nor influenced. Consumer expenditure and the demand for private capital equipment were unresponsive to immediate action by the public authorities. Moreover, there was often a discrepancy between supply and demand in respect of the same category of products. Inflation, he said, might easily spring up in agriculture, where production could not be increased overnight.

The representative of the United Kingdom suggested that any measures which could be taken in a free society, either to encourage the movement of labour and other resources into sectors of expanding demand, or to prevent a sudden excessive demand in particular sectors from forcing up the general price-level unduly, would make it possible to maintain a higher level of total demand and employment over the whole economy without price inflation. Another important lesson of the post-war years, he stated, had been that, to maintain full employment without inflation in such a society, wage-earners, farmers and others must play their part by refraining from taking advantage of high levels of demand for their services to try to increase their real incomes faster than the rise in the income of the community as a whole would allow.

The question of wage policy in conditions of full employment was, in the view of the representative of the United States, in many respects the key aspect of the problem of inflation. He suggested that ILO, which had recently had that matter under discussion, should be requested to continue its work thereon and keep the Council advised of its findings.

The representative of ILO stated that his organization was ready and eager to co-operate

with the Council in research and operational activities for full employment without inflation.

The representative of Cuba agreed with the Secretary-General's view that it would be contrary to the United Nations Charter to eliminate inflation by increasing the amount of unemployment in the world. He was also opposed to the alternative solutions: wage control, which would link wage increases to increases in productivity; or price controls, accompanied by freely fluctuating wages. Parts of the reserve labour force in under-developed countries, he emphasized, could be used for investment projects without reducing the output of consumer goods, thereby raising total output and real wages without causing inflation.

The representative of Poland opposed the view that full employment might give rise to inflationary tendencies and considered that the attempt to link difficulties in balances of payments with full employment constituted a new sort of escapism in economic theory. The view that wages were increasing faster than productivity could be disproved by the statistical fact that although productivity had risen during post-war years, real wages in the capitalist countries had actually in most cases declined. The real reason for the current inflation in the capitalist countries was the militarization of their economies and the financing of armaments production by additional currency issues, he said. Difficulties in balances of payments were due to the diminishing capitalist market, high tariff barriers in the United States, the obstacles to East-West trade and the resistance of under-developed countries to "colonial" economic relationships.

c. DRAFT RESOLUTION AND AMENDMENTS BEFORE THE ECONOMIC AND SOCIAL COUNCIL

Section A of the joint five-Power draft resolution (E/AC.6/L.63)³⁰ dealt with the question of full employment and inflation. It would request the Secretary-General to invite Members that have had experience in dealing with inflationary pressures associated with high levels of economic activity or with the process of economic development in under-developed countries to submit written statements on this subject by 1 December 1953. The Secretary-General would be asked to prepare an analysis of these statements, and the Council, at its seventeenth session, would consider the advisability of requesting the Secretary-General to appoint a committee of experts for further study of this problem.

Amendments were submitted to this section: jointly by Argentina, Cuba, Uruguay, Yugoslavia and Venezuela (E/AC.6/L.64); by Venezuela (E/AC.6/L.65); by Egypt (E/AC.6/L.68); by the USSR (E/AC.6/L.69). Sub-amendments were also submitted to the joint five-Power amendment by Egypt (E/AC.6/L.67) and by Sweden (E/AC.6/L.70).

The purpose of the joint five-Power amendment (E/AC.6/L.64), explained the representative of Argentina, was to insert in the preamble of the joint draft resolution a reference to the importance of accelerated economic development in the countries being developed.

The Egyptian sub-amendment (E/AC.6/L.67) to this joint amendment would add to this paragraph a reference to lasting economic stability.

The Swedish sub-amendment (E/AC.6/L.70) to the joint amendment would have this paragraph refer in particular to inflation in the industrialized countries, and the urgent problem of reconciling the need for an accelerated economic development of the less economically developed countries with the avoidance of inflation.

The Venezuelan amendment (E/AC.6/L.65) proposed to add a paragraph inviting ILO to continue its review of the wage policies appropriate to different levels of employment, including the question of wage policy in relation to the problem of inflation, and to inform the Council from time to time of the results of its work.

The purpose of the Egyptian amendment (E/AC.6/L.68), the representative of Egypt said, was to mention the two separate problems before the Council, namely, inflation brought about by a policy of full employment, and inflation resulting from a policy of economic development.

The USSR amendment (E/AC.6/L.69) would reword the preamble as follows:

"Considering that, although the problem of how to attain and maintain full employment without inflation needs further consideration, it is nevertheless necessary to take steps to provide fuller employment."

The USSR representative explained that his amendment was intended to make it clear that, although the problem might well require further consideration, it was also still necessary to take positive measures to raise employment levels. The Council, he argued, would become a mere debating society if it contented itself with remarking that every problem required further consideration, and made no reference to practical steps.

The sponsors of the joint five-Power draft resolution on 17 July submitted a revised text

³⁰ See pp. 328ff.

{E/AC.6/L.71) incorporating all the amendments they had accepted. Section A of the revised text included the amendments proposed by Venezuela (E/AC.6/L.65) and Egypt (E/AC.6/L.68), and the sub-amendment by Sweden (E/AC.6/L.70) to the joint five-Power amendment. The sponsors of the joint five-Power amendment accepted the revised joint draft resolution and the USSR representative withdrew his amendment to section A.

A consolidated joint amendment proposed by Argentina, Belgium, France, the Philippines, India, Sweden, the United Kingdom, the United States and Venezuela (E/AC.6/L.72 & Corr.1) was submitted to the revised joint five-Power draft. It was decided without objection at the 136th meeting of the Economic Committee on 20 July that this consolidated joint amendment would be substituted for the second paragraph of the preamble to section A of the revised joint draft resolution (for text, see resolution as adopted, below).

The revised five-Power joint draft resolution (E/AC.6/L.71) was voted upon by the Economic Committee at its 137th meeting on 20 July. The preamble, the consolidated joint amendment (E/AC.6/L.72 & Corr.1) to section A, and section A, as amended, were all adopted unanimously.

Sections B, C and D were adopted as indicated above, and the revised joint draft resolution, as a whole, and as amended, was adopted by 16 votes to none, with 2 abstentions.

4. Resolution Adopted by the Economic and Social Council

The report of the Economic Committee (E/2491) was considered by the Council at its 748th and 749th plenary meetings on 4 August. The Council also had before it a USSR draft resolution (E/L531), previously introduced at the 720th plenary meeting on 10 July and resubmitted at the 748th meeting.

The USSR representative considered that the draft resolution put forward by the Economic Committee failed to suggest concrete measures to combat unemployment and to raise the standard of living of the workers throughout the world. It merely took note of the existing situation and did not propose to change it. If the Council were to adopt this draft resolution, he argued, it would be guilty of a serious dereliction of its important responsibilities in the matter. Further, such action might be construed as tantamount to the approval by the Council of the rearmament drive. The USSR draft resolution, on the contrary, he sub-

mitted, took the fullest account of the need for taking specific measures. It laid stress on the need for normalizing trade relations, and invited Member States to take measures which would lead to a rise in the level of employment and to an improvement in international relations. Similar views were expressed by the representative of Poland.

The representatives of France, the United States and Yugoslavia opposed the USSR draft and supported that proposed by the Economic Committee. The latter draft, in their view, was a fair expression of a wide consensus and was the result of an effort to achieve unanimity. The representative of Yugoslavia, while he acknowledged that the Committee's draft could be improved in a theoretical sense, thought that it represented a satisfactory step forward, having regard to the current international situation.

The representative of France regretted that the USSR representative had reopened a wide-ranging discussion at so late a stage. By so doing, he had refused to recognize the genuine effort made by the Economic Committee to reach agreement by including in its text the essentials of the acceptable points in the USSR draft resolution. The representatives of France and the United States maintained that the operative part of the USSR draft was open to the general criticism that it was unrealistic since it purported to be unaware of the fact that obstacles to the development of normal trade between States were due not only to economic difficulties, such as disequilibrium in the balance of payments, but also to security considerations. To remove security restrictions before the relaxation of the tensions that had made the restrictions necessary, would, in the view of the representative of the United States, be the height of folly.

The representative of Egypt observed that in the Economic Committee his delegation had voted in favour of certain parts of the USSR draft. He considered that the discussions in the Economic Committee had justified his delegation's position, since the sponsors of the Committee's draft resolution had endeavoured to improve their text so as to bring it into line with the spirit of the USSR proposal. In general, Egypt thought that the existing tendencies towards a resumption of normal political relations might be encouraged by an endeavour to achieve the maximum possible resumption of normal commercial relations. If the USSR draft did not obtain the necessary majority, however, he would vote in favour of the Economic Committee's draft resolution.

The USSR draft resolution (E/L.531) was rejected, in parts, by votes ranging from 12 to 3, with 3 abstentions, to 8 to 3, with 7 abstentions.

The USSR representative then stated that it was desirable that the Council adopt unanimously a resolution on full employment, and he accordingly proposed amendments to the Economic Committee's draft resolution (E/2491) so as to remove what he considered its defects.

The USSR amendments (E/L.568) were the following:

The preamble to section B (for text, see below) would be reworded to read:

"Recognizing that, in order to maintain a normal demand for products, civilian sectors of industry and normal trade between countries without discrimination must be developed and standards of living raised;"

In the first operative paragraph of section B (for text, see below) the words "to prevent adverse effects... defence expenditures" would be replaced by:

"for developing the civilian sectors of industry and normal trade between countries without discrimination and improving standards of living".

In the second operative paragraph of section D (for text, see below) the words "all practicable steps to reduce obstacles" would be replaced by the words "all steps to remove obstacles."

The USSR amendments were each rejected by 14 votes to 2, with 2 abstentions.

The Economic Committee's draft resolution was then adopted by 16 votes to none, with 2 abstentions, at the 749th plenary meeting, as resolution 483 (XVI). It read:

"The Economic and Social Council,

"Having considered the documentation placed before it for its discussion on the question of full employment, including, *inter alia*, the replies of the governments of Member States to the questionnaire on full employment and balance of payments and the analysis of these replies presented by the Secretary-General, the reports presented by the Secretary-General on measures designed to reconcile the attainment and maintenance of full employment with the avoidance of the harmful effects of inflation, and the report of the International Monetary Fund on the adequacy of monetary reserves,

A

"Having in mind the need for continuing efforts to achieve and maintain high levels of employment,

"Considering that the problems of reconciling the attainment and maintenance of full employment in the industrialized countries, and the acceleration of the economic development of the less economically-developed countries, with the need for avoiding the harmful effects of inflation, deserve further consideration,

"1. Requests the Secretary-General:

"(a) To suggest to Member States that those governments having had experience in dealing with inflationary pressures associated with high levels of economic activity or with the process of economic development in under-developed countries should arrange to give the Council the benefit of their experience and to submit written statements on this subject by 1 December 1953, for circulation to the Council;

"(b) To prepare a summary of these statements and to circulate it to the Council for consideration at its seventeenth session;

"2. Decides to consider at its seventeenth session the advisability of requesting the Secretary-General to appoint a committee of experts for further study of these problems;

"3. Invites the International Labour Organisation to continue its study of wage policies, including the question of wage policy in relation to the problem of inflation, and to inform the Council from time to time, as appropriate, of the results of its work in this connexion;

B

"Recognizing that any significant reduction in the level of expenditure on defence, which would of itself be most welcome, could at any time cause a slackening or a fall in the total effective demand on some sectors of the world economy,

"Recognizing, in this connexion, that any such tendency could be counteracted, *inter alia*, by a more rapid economic development of the less economically-developed countries, as well as by an expansion in the demand for, and internal and international trade in, products coming from the civilian sector of the economy,

"1. Requests the Secretary-General to invite each Member State to indicate, before 1 December 1953, its views on the measures it may consider necessary to prevent foreseeable adverse effects on its economy or on those of other Member States arising from reductions in its defence expenditures;

"2. Decides to consider at its seventeenth session the possible need for further action with reference to the above-mentioned problems of reconversion, including the advisability of requesting the Secretary-General to provide for further studies either by the committee of experts mentioned under section A, paragraph 2, above or in some other appropriate manner;

C

"Recognizing that the level of the monetary reserves available to Member States is an important factor influencing the possibility of maintaining international economic stability at optimum levels of output, consumption, trade and employment,

"Requests the International Monetary Fund to continue to keep under review the adequacy of monetary reserves for the purpose of helping countries to meet temporary disequilibria in their balances of international payments, bearing in mind the objectives referred to in paragraph 6 (a) of Council resolution 427 (XIV), and to inform the Council in 1954 of the results of its work in this connexion;

D

"Considering that the removal of obstacles to the development of normal and mutually beneficial trade

between countries would help to stimulate business activity and employment.

"Calls upon all governments, with a view to increasing trade, employment and standards of living, to take all practicable steps to reduce obstacles to the develop-

ment of normal and mutually beneficial trade between countries, availing themselves, *inter alia*, of any opportunities which may arise as a consequence of improved balance of payments or monetary reserve positions, in maturing of newly-developed industries or an easing of international tensions."

D. RESTRICTIVE BUSINESS PRACTICES

1. Report of the Ad Hoc Committee on Restrictive Business Practices

The report of the Ad Hoc Committee on Restrictive Business Practices (E/2380), established by the Economic and Social Council in resolution 375(XIII)³¹ of 13 September 1951, was before the Council at its sixteenth session.

In its report, the Committee presented and explained 20 draft articles of a proposed international agreement, which covered both the substantive principles and procedures for an international organization charged with responsibility for the prevention and control of restrictive business practices, and the internal structure and procedures which the Committee considered appropriate to the problems which would be encountered by any international agency having to deal with such practices.

The Committee did not deal with the organization to implement the principles and procedures which it recommended since, under Council resolution 375(XIII), this was the Secretary-General's responsibility. The Secretary-General, had been asked to make a report and recommendations on the matter in the light of views obtained from any appropriate inter-governmental bodies or agencies. He pointed out (E/2443) that such a report could not be made, because one of the most important of these inter-governmental bodies, the Contracting Parties to GATT, had had no regular meeting between the date of the Committee's report (30 March 1953) and the convening of the Council's sixteenth session (30 June 1953).

In accordance with the Council's recommendation that the Committee base its proposals on the principles set forth in chapter V of the Havana Charter for an International Trade Organization, the first draft article of agreement defined restrictive business practices as those which "restrain competition, limit access to markets or foster monopolistic control". The practices falling within the scope of the proposed agreement were listed and provision was made for the possibility of extending the list by a

two-thirds majority of the members of the organization present and voting.

The draft articles also defined the conditions under which restrictive business practices might be subject to investigation by the organization, *i.e.*, they must be practices affecting international trade and carried on by one or more private or public commercial enterprises possessing, individually or collectively, effective control of trade among a number of countries, and they must have been the subject of a complaint to the organization.

The obligations of adhering governments were defined as follows: each member shall take appropriate measures and shall co-operate with other members in the organization to prevent, on the part of private or public commercial enterprises, business practices affecting international trade which restrain competition, limit access to markets, or foster monopolistic control, whenever such practices have harmful effects on the expansion of production or trade, in the light of the objectives relating to commercial policy, economic development and related purposes set forth in the preamble to the proposed agreement (see below).

Provision was made for a consultation procedure and an investigation procedure applicable to products, and for a separate procedure applicable to services such as transportation and telecommunications. In addition, the draft articles also authorized the organization to make general studies of restrictive business practices.

The Committee incorporated in its draft articles of agreement a preamble inspired by the objectives of the Havana Charter. This preamble, to the extent that the objectives expressed in it were relevant, would serve to provide guidance for the organization in considering whether or not a restrictive business practice had harmful effects. Furthermore, the draft agreement provided that any restrictive business practice which was "specifically required" by governmental measures in all countries in which the practice exists should

³¹ See Y.U.N., 1951, pp. 427-28.

be exempted from the investigation procedure. These changes, together with the incorporation of certain provisions relating to co-operation with intergovernmental bodies and agencies, were deemed necessary by the Committee so that the provisions of the Havana Charter relating to restrictive business practices could stand on their own divorced from the much more comprehensive responsibilities of the International Trade Organization contemplated under the Havana Charter.

The Committee also incorporated in its draft agreement relevant parts of the Havana Charter not contained in chapter V, introduced amendments which clarified the language of that chapter and recorded its interpretation of some doubtful points. However, it adopted only one substantive amendment of chapter V, a less restrictive definition of the restrictive business practice involved in the suppression and withholding of technology.

As to the internal structure and procedures of an implementing agency for its proposals, the Committee recommended the creation of a Representative Body, consisting of the representatives of all governments adhering to the agreement, having paramount authority and the final power of decision within the agency. It also envisaged an Executive Board, consisting of a smaller number of governmental representatives, to which important powers would be delegated. Members of the Board would be drawn from countries having different types of economy and different degrees of economic development, from countries in different geographical areas, and from countries of chief economic importance having regard particularly to their shares in international trade. The Committee's proposals envisaged two groups of staff functions, to be performed by officials in an executive secretariat and an advisory staff, respectively. The officials in the executive secretariat would, among other things, examine complaints of restrictive business practices, check the information supplied and request member States to furnish supplementary information, with a view to advising the Representative Body whether the complaints *prima facie* satisfied the conditions laid down in the draft agreement.

The advisory staff would be responsible for the handling of complaints after a decision had been taken to make an investigation and members had been informed. There would be three main stages in its handling of complaints: (1) examining, analysing and setting forth the information received; (2) deciding whether the practice in question has had, has or is about to have harm-

ful effects within the meaning of the draft agreement; and (3) making recommendations in appropriate cases to member governments as to remedial measures.

The Committee also made proposals concerning the entry into force, amendment and termination of the draft agreement, and withdrawal therefrom, and made suggestions as to how the adherence of the European Coal and Steel Community to the proposed agreement might be facilitated. The report concluded with a statement of the relationship and inter-action between restrictive business practices and other barriers to international trade. Some Committee members held that the proposed agency would commend itself to governments only if it formed part of a wider body with comprehensive responsibilities in the whole field of international trade. Others felt that different types of trade barriers must be dealt with at a different pace and under different organizational arrangements.

An appendix to the draft agreement listed the national share in world trade of individual countries (computed on the basis of import and export figures supplied by the Statistical Office of the United Nations).

2. Analysis of Governmental Measures Relating to Restrictive Business Practices

In compliance with the fifth paragraph of Council resolution 375(XIII), the Ad Hoc Committee transmitted to the Council a report by the Committee's Secretary (E/2379 & Add.1) on analysis of governmental measures relating to restrictive business practices.

In its covering letter of transmittal, the Committee stated that, in accordance with the Council's resolution, it had, on 3 March 1952, addressed a letter to States that were Members of the United Nations or of specialized agencies, asking them for pertinent documents and information concerning restrictive business practices. A similar letter was sent to certain specialized agencies and intergovernmental organizations. Interested non-governmental organizations were also invited to make available to the Committee such information as they deemed relevant, either in oral statements at public meetings of the Committee or in written statements.

Prior to 31 March 1953, seventeen countries³² had forwarded documents to the Committee.

³² Belgium, Canada, Colombia, Denmark, France, Iran, Iraq, the Netherlands, New Zealand, Norway, the Philippines, Sweden, Switzerland, Thailand, the Union of South Africa, the United Kingdom and the United States.

These documents included the texts of laws or proposed laws, judicial decisions, administrative measures and reports.

The Committee decided, in view of the shortage of time and the voluminous material that had been forwarded, to charge its Secretary with the task of preparing a report giving the information received from governments. It expressed the view that information not originally submitted by governments should, wherever possible, be verified subsequently by correspondence with the governments concerned.

After two introductory chapters setting forth the types of restrictive business practices and their extent, the report by the Committee's Secretary dealt with governmental measures relating to such practices. It covered:

- (1) the legal origins of such governmental measures;
- (2) the types of legislation involved, e.g., laws providing for the surveillance, prevention and control, or adoption of restrictive business practices;
- (3) the types of business activities held illegal under national legislation, e.g., price-fixing, limitation of production;
- (4) exemptions from the scope of relevant legislation;
- (5) general provisions for the collection of information;
- (6) registration laws and procedures;
- (7) investigation procedures;
- (8) remedies and penalties; and
- (9) the effectiveness of governmental measures in this field.

One annex to the report contained the texts of the relevant legislation of some 60 countries on restrictive business practices. Another annex consisted of case histories showing how various international restrictive arrangements operated in the past in the following four industries: electric lamps; titanium pigments and related products; aluminium; and heavy nonferrous materials.

3. Consideration by the Economic and Social Council at its Sixteenth Session

The question of restrictive business practices was considered by the Council at its 742nd and 744th plenary meetings, on 30 and 31 July 1953. In addition to the above two reports of the Ad Hoc Committee, the Council had before it a joint draft resolution by Belgium, Egypt, France, Turkey and the United Kingdom (E/L.556), and a joint Swedish-Yugoslav amendment (E/L.557) to the joint draft resolution.

Under the joint draft resolution, the Secretary-General would be requested, *inter alia*:

to transmit the two reports for examination and comment to Members of the United Nations and of specialized agencies in the economic field, the specialized agencies concerned, and interested intergovernmental organizations and non-governmental organizations. The Council would resume consideration of the matter not later than its nineteenth session.

The amendment proposed the addition of a new paragraph, under which the Secretary-General would be requested:

- (1) to continue to follow, on the basis of information obtained from governments, the principal legislative, judicial, executive and administrative developments in this field;
- (2) to summarize relevant information regarding restrictive business practices in international trade which might be obtained in official government documents; and
- (3) to report thereon to the Council before it resumed its consideration of this problem.

The Council also had before it a statement by the Secretary-General of financial implications (E/L.557/Add.1) to the effect that the tasks arising from the joint draft resolution (E/L.556) could be undertaken within existing resources but that the amendment (E/L.557) would require the assignment of additional personnel, involving a cost of \$15,800. It was subsequently explained by the representative of the Secretary-General that the additional expenditure could be absorbed in the budget of the Department of Economic Affairs for 1953, but that it was not possible to prejudge any decision that might be taken on the budget of the Department in respect of 1954.

Most representatives, including those of Australia, Belgium, Egypt, France, India, Turkey, the United Kingdom, the United States and Uruguay, spoke in support of the joint draft resolution. They stated that the documentation submitted to the Council was substantial and dealt with difficult problems, and they considered that more time was needed for governments to formulate their views on the Ad Hoc Committee's recommendations. The absence of a report by the Secretary-General on the organization to implement the proposals and the lack of an opportunity to consult the Contracting Parties to GATT were further reasons for postponing discussion of the subject. Any delay thereby entailed, they argued, would be rewarded by the ultimate adoption of constructive measures.

Some representatives, in particular those of Sweden and Yugoslavia, on the other hand, favoured action before the tenth session of the Council. In their opinion, efforts should be made

to maintain public interest in the abolition of restrictive business practices during the intervening period. Their amendment therefore proposed that the Secretary-General should carry out a series of follow-up studies which would keep the Secretariat's information up to date until such time as the Council resumed consideration of the matter. Such studies, they thought, might also be useful to nations wishing to adopt measures to liberalize trade. The representative of Sweden considered it to be the consensus of modern expert opinion that cartels in many cases adversely influenced productivity by fixing prices at the level of the least efficient member and by obviating the need for rationalization, and that such practices hampered economic development, most of all in the under-developed countries. He also stated that the abolition of restrictive business practices would redound to the advantage of the balance of payments, the balance of trade, world productivity and the maintenance of full employment.

The representatives of Poland and the USSR took the position that restrictive business practices were not as important as other problems in international trade, such as discriminatory trade practices by certain governments. They held that the draft agreement was designed to promote the expansion of United States enterprises abroad and to enable United States firms to establish themselves as dominant influences in cartels and ententes in which they had hitherto had no part. The documents before the Council were criticized for failing to take account of the harmful effects of monopolistic restrictive practices in colonial areas and in the smaller and under-developed countries.

The United States representative, in reply to these comments, affirmed the continuing devotion of his Government and people to the principles of free and fair competition under which his country had prospered and said that his country had a long record of action against trade restrictions. He stated that the trade restrictions which had been imposed and to which reference had just been made had been taken for security reasons, and not for protectionist and balance of payments purposes and his Government would be glad if conditions would change so that such restrictions could safely be lifted.

While the Committee's report and documentation supported the view that restrictive business practices in many cases had harmful effects, some representatives, in particular the representative of Belgium, cautioned against the view that this was true universally. Cartels and combines, the representative of Belgium argued, could prove to be

a useful factor through which the current rigid economic structure could be made more flexible. Agreement between undertakings might make it possible to regulate economic development, which made for stability of employment. It could guide capital into the most productive channels and reduce production costs, and therefore prices, by arranging for specialization, standardization and the pooling of the cost of technical research, advertising and market research. The evil, in his view, lay not in the mere existence of cartels and combines, but in the general economic situation to which their formation represented industry's reaction.

The representatives of Belgium and Sweden, among others, stressed the need for concurrent international action to prevent and control governmental, as well as private, restrictions on trade. The Belgium representative regretted the absence from the Committee's report of provisions relating to restrictive practices with regard to services. The representative of Sweden, drawing attention to specific cases, pointed out that national action against restrictive business practices in international trade frequently encountered difficulties and proved ineffective when it was not supported by international action.

Few comments were made on the procedural aspects of the Committee's report. The representative of Uruguay, however, considered that some of the draft articles of agreement gave too much power to the advisory staff. Certain articles, he thought, would seem to imply that the Representative Body would always have to accept the reports of the advisory staff, and if that were so it would be surrendering its own competence. His second criticism was that it would be inappropriate to establish an executive board with a restricted membership. Although it might have certain virtues, the establishment of such a board would be contrary to the democratic principle that the rights of all the States members of the proposed organization must be respected. He emphasized also that the smaller the membership of the controlling body, the easier it would be for the cartels and trusts to bring pressure to bear on it.

The representative of the International Co-operative Alliance (ICA) proposed that non-governmental organizations in category A be given the right to submit suggestions to the proposed organization. The representative of the International Confederation of Free Trade Unions (ICFTU) advanced the view that a bona fide non-governmental organization, appointed for the purpose by the members of the new agency, should

also be entitled to submit complaints as a means of protecting the general interests of the community.

The representative of France suggested that a study be made of specific phases of restrictive business practices, such as the failure of some governments to provide for the compulsory licensing of patents as a remedial measure against the restrictive practice of patent suppression, as they were obligated to do by their agreements under the Paris Union of 1883 (as most recently amended in London in 1934). More information, he said, was needed on the effectiveness of legislation purporting to restrain cartel abuse, such as the experience gained under the recent German and Japanese anti-cartel ordinances. He also noted that restrictive arrangements involving agricultural foodstuffs and articles of human consumption, which were more informal and more difficult to cope with than similar arrangements relating to industrial commodities, required further investigation and analysis.

The representative of the World Federation of Trade Unions (WFTU) considered that the report of the Ad Hoc Committee was not likely to lead to effective action against restrictive business practices and would not, for example, affect the control he claimed certain monopolies had over the economic and political life of many underdeveloped countries. The representative of the International Chamber of Commerce (ICC) stated that the views of his organization were set out in a brochure entitled Economic Competition and Agreement. Agreements between firms amounted to monopolies only in exceptional cases; the criteria for action should be whether the purpose of an agreement was to restrict production and trade and whether it gave the parties advantages disproportionate to the services they rendered.

At its 744th plenary meeting on 31 July, the Council adopted the amendment (E/L.557)³³ first in parts and then as a whole. The first and third parts were adopted by 12 votes to none, with 6 abstentions, and the second part by 10

votes to 1, with 7 abstentions. The joint draft resolution, as a whole, as amended, was adopted by 16 votes to none, with 2 abstentions (resolution 487(XVI)). It read:

"The Economic and Social Council,

"Noting the report of the Ad Hoc Committee on Restrictive Business Practices and the Secretariat's analysis of governmental measures relating to restrictive business practices prepared in accordance with Council resolution 375(XIII),

"Bearing in mind that restrictive business practices in international trade may have harmful effects on the attainment of the higher standards of living, full employment and conditions of economic and social progress and development envisaged in Article 55 of the Charter of the United Nations,

"Recognizing the necessity of according sufficient time to governments to give thorough study to the proposals of the Ad Hoc Committee, and to the Secretary-General to formulate the report and recommendation called for in paragraph 6 of resolution 375(XIII),

"1. Commends the Ad Hoc Committee and the Secretariat for the thoroughness and dispatch with which the tasks assigned to them have been executed;

"2. Requests the Secretary-General:

"(a) To transmit the Committee's report and the Secretariat's analysis to the States Members of the United Nations and of specialized agencies in the economic field, to the specialized agencies concerned, and to interested intergovernmental organizations and non-governmental organizations, for examination and any comments they may wish to make;

"(b) To circulate to the foregoing such comments as he may receive, together with such analysis as he deems appropriate;

"3. Further requests the Secretary-General to proceed to implement paragraph 6 of resolution 375(XIII) when a sufficient number of governments have commented on the Committee's report to provide some indication of attitudes towards the report, and to continue to follow, on the basis of information obtained from governments, the principal legislative, judicial, executive and administrative developments in this field, to summarize relevant information regarding restrictive business practices in international trade which may be contained in official government documents, and to report thereon to the Council before it resumes consideration of this problem;

"4. Decides to resume consideration of this matter not later than the nineteenth session of the Council."

E. INTERNATIONAL COMMODITY ARRANGEMENTS

At its fifteenth session, the Economic and Social Council discussed the question of convening inter-governmental study groups and commodity conferences, at the 127th to 130th meetings of its Economic Committee, on 10, 17, and 23 April, and at its 702nd plenary meeting on 27 April 1953.

As a basis for this discussion, the Council had before it a report by the Secretary-General regarding procedures for intergovernmental consultation on problems arising in connexion with primary commodities (E/2039) submitted to its

³³ See p. 339.

thirteenth session and an addendum (E/2039/Add.1) bringing the data included in the original study up to date. It also had before it the Review of International Commodity Problems, 1952³⁴ prepared by the Interim Co-ordinating Committee for International Commodity Arrangements (ICCICA).

In the course of the Council's discussion, the majority of speakers drew attention to difficulties arising from fluctuations in prices of primary products and to the importance of international efforts to reduce such fluctuations. In particular, considerable attention was given to the harmful effects of such fluctuations on the economies of the less developed countries which depend largely on the export of primary commodities.

It was generally agreed that it would be inappropriate at this time to discuss the substance of the question. Although it was recognized that commodity agreements were not the only way of stabilizing prices, the majority considered that the present machinery had proved effective and should be continued. A draft resolution to this effect was presented by Australia (E/AC.6/L.55).

The representatives of Poland and the USSR held that no solution could be found in a procedure based on the principles of the Havana Charter, since it would impose on governments the procedures of that Charter, which some of them had never accepted. In this connexion, the Australian representative pointed out that the draft resolution did not imply acceptance of the provisions of the Havana Charter. It was merely a question of being generally guided by those principles.

The representative of Argentina submitted two amendments (E/AC.6/L.58) to the Australian draft resolution. The first would recall the paramount importance of establishing machinery for intergovernmental consultations on primary commodity agreements, while the second aimed at securing more effective means of reaching such agreements.

The Australian representative stated that he could not accept the first amendment since it was a question of substance. However, he agreed to accept an oral United Kingdom compromise proposal to add to the preamble of the draft resolution a paragraph noting the study requested in paragraph 6 of General Assembly resolution 623 (VII)³⁵. The second Argentine amendment was adopted at the Economic Committee's 128th meeting on 10 April, by 13 votes to none, with 4 abstentions (see below, para. 5).

The representative of Australia also accepted, with minor drafting changes, an amendment by Uruguay (E/AC.6/L.56), which would increase the membership of the ICCICA to four, and an oral Indian amendment, to give the ICCICA a more active role by adding a provision that the Committee assist in intergovernmental consultation and action in respect of international commodity problems (see below).

The draft resolution, thus amended, was adopted (E/2410A) by 15 votes to 2 at the Committee's 128th meeting, following separate votes on the first three operative paragraphs ranging from 14 votes to 2, with 1 abstention, to 14 votes to none, with 3 abstentions.

It was adopted by the Council at its 702nd plenary meeting, on 27 April, by 16 votes to 2, as resolution 462 A (XV). It read:

"The Economic and Social Council,

"Recognizing the importance to all countries of maintaining adequate machinery to facilitate international consideration of problems of primary commodities,

"Recalling Council resolution 30(IV), 296(XI) and 373(XIII) relating to international commodity arrangements,

"Believing that these resolutions continue to constitute an effective basis for international consultation and action,

"Noting the study requested in paragraph 6 of General Assembly resolution 623(VII),

"1. Reaffirms Council resolution 296(XI) governing the procedures to be followed by the Secretary-General in convening inter-governmental commodity conferences;

"2. Recommends that Members of the United Nations continue to accept the principles of chapter VI of the Havana Charter for an International Trade Organization as a general guide in inter-governmental consultation or action with respect to commodity problems;

"3. Recommends that the membership of the Interim Co-ordinating Committee for International Commodity Arrangements (ICCICA) should be increased to four, the fourth member to be a person of wide experience in the problems confronting countries undergoing development whose economies are primarily dependent on the production and international marketing of primary commodities, and authorizes the Secretary-General to make this appointment;

"4. Recommends that the ICCICA should continue to review international commodity problems and to assist in inter-governmental consultation and action in respect of such problems;

"5. Recommends that the group of experts appointed under General Assembly resolution 623(VII) should devote attention to the question of the use of study groups and international commodity conferences."

³⁴ U.N.P. Sales No.: 1953.II.D.1. See also under World Economic Situation.

³⁵ See Y.U.N., 1952, pp. 377-78.

The Economic Committee also had before it a draft resolution by Uruguay (E/AC.6/L.57), calling for a study of steel and its principal by-products.

During the discussion, the representatives of France, Sweden and the United States, among others, stressed that it was for the ICCICA, not the Council, to make recommendations concerning specific commodities. It would therefore, they thought, be sufficient to transmit the summary records of the discussion to the ICCICA. It was also open to the Government of Uruguay, the United States representative said, to communicate directly with the Committee without a formal proposal by the Council. A number of representatives, including those of Australia, China, France and the United States, pointed out that the work being done by the regional economic commissions should also be taken into account before establishing such a study group.

The United States representative proposed (E/AC.7/L.59) that the Council invite governments to consider the usefulness and desirability of convening a study group on steel and request them to transmit their views to the ICCICA. Following a brief discussion, the representative of Uruguay agreed to accept this draft resolution if it were recorded in the summary records that the basic problem was not supply but disparity between the income received by the under-developed countries from the sales of the products they exported and the prices which they had to pay for the commodities they needed.

However, at the following meeting (130th), the United States withdrew the draft resolution and, together with India and Uruguay, submitted a joint text (E/AC.6/L.60), which was adopted by 15 votes to none, with 3 abstentions, both by the Economic Committee (E/2410B), and by the Council at its 702nd plenary meeting on 27 April 1953 as resolution 462 B (XV). It read:

"The Economic and Social Council

"1. Requests the Interim Co-ordinating Committee for International Commodity Arrangements (ICCICA) to consult governments on the desirability and usefulness of convening an inter-governmental study group on steel, and to transmit to the governments for their information the official records of the discussion of the question at the fifteenth session of the Council;

"2. Recommends that the governments consulted should transmit their views on the question to the ICCICA not later than 30 September 1953;

"3. Requests the ICCICA to consider the replies received from governments and to report to the Council at its seventeenth session on the action taken in this matter."

In accordance with the Council's resolution, the ICCICA prepared a report (E/2537) on the

question of convening a study group on steel for submission to the Council's seventeenth session.

During 1953, there was further discussion about the possibility of using commodity agreements to stabilize the relationship between prices of given primary commodities and of secondary goods which exporting countries need to import. The effect of any such arrangements would be to stabilize the prices of the commodities concerned, not in absolute terms but in relation to the prices of certain other goods. This matter was also considered by the group of experts which prepared the report Commodity Trade and Economic Development.³⁶

The international wheat agreement of 1949 expired during 1953 and, after intergovernmental discussion, was renewed, with certain changes arising from experience in its operation. The basic principles of a multilateral contract were retained in the 1953 agreement.

In accordance with Council resolution 296(XI), the Secretary-General sought the advice of the ICCICA on a request that he had received to convene an international conference to consider the conclusion of an international agreement on sugar. The ICCICA reported that a conference was desirable and the United Nations Sugar Conference was convened in London, from 13 July to 24 August 1953. The meeting was attended by over 200 representatives from 50 countries, of which twelve had observer status. At the end of the Conference, a Final Act was signed, to which was attached the International Sugar Agreement prepared at the Conference.³⁷

The technique adopted in the agreement has many new aspects. Market prices are accepted as a guide to the relation between supply and demand, and provision made to ensure that adjustments to available supplies are made quickly in response to changes in price. The first meeting of the new International Sugar Council was held on 18 December and the general clauses of the Agreement became operative on 1 January 1954.

At its meeting in London in March 1953, the International Tin Study Group considered developments following the adjournment of the United Nations Tin Conference in November 1950. To give further consideration to this matter,

³⁶ See Y.U.N., 1952, pp. 377-78. U.N.P. Sales No.: 1954.II.B.1.

³⁷ The Conference agenda, the list of representatives, the summary records of the plenary meetings, the resolutions of the final plenary meeting, the Final Act of the Conference and the text of the international agreement concluded at the Conference have been published in United Nations Sugar Conference, 1953: Summary of Proceedings. U.N.P., Sales No.: 1953.II.D.3.

it appointed a working party, which met in Brussels in June 1953. The working party prepared a report on its attempts to reconcile differences of views between producing and consuming countries on various aspects of a proposed agreement. The member governments of the International Tin Study Group were asked to examine this report and to inform the chairman of the United Nations Tin Conference concerning their views as to the usefulness of an early resumption of the conference. To facilitate further discussion regarding the proposed agreement, a drafting committee met in London in August 1953 and prepared a draft, based on the work of the 1950 conference and on subsequent proposals, setting out various suggestions which had been made. The replies from governments were generally favourable to an early resumption of the Conference, and the Secretary-

General, acting on the request of the chairman of the United Nations Tin Conference and in accordance with arrangements made at the time the Conference adjourned, convened the second session of the Conference in Geneva, from 16 November to 9 December 1953. It was attended by representatives from 30 countries; representatives of seven of these countries had observer status. An International Tin Agreement was prepared for submission to governments.

At its meeting held in Geneva in December 1953, the ICCICA reviewed the changes that had taken place during the year in the supply and demand of various primary commodities and prepared a report for the Economic and Social Council reviewing current problems in international trade in these commodities.

F. CO-ORDINATED ACTION FOR INCREASED FOOD PRODUCTION

The Council, at its sixteenth session, devoted considerable attention to problems of food production in connexion with its review of the annual report (E/2432 & Add.1 & 2) of the Food and Agricultural Organization of the United Nations (FAO).

The report, which contained an assessment of the trend of food requirements on the basis of population estimates worked out with the Population Division of the United Nations, showed that for the period 1948-1951 the rate of population increase for all countries, for which statistics were available, amounted to 1.4 per cent. Assuming that the rate of increase in countries for which statistics were not available to the United Nations was the same, then the annual increase in world population would be about 30 millions—an additional 80,000 new mouths daily to be fed. It was further pointed out that food requirements do not solely depend on the growth of population, since they are also affected by the level of food consumption per capita and by the quality of the diets consumed. In certain countries food production was increasing more rapidly than population, and indeed substantial stocks existed in North America. On the other hand, throughout the greater part of the under-developed countries and particularly in Asia and the Far East, the quantities of food available per capita were still less than in the immediate pre-war period, when malnutrition was the common lot of the greater part of the world's population. FAO, the report pointed out, devotes the greater part of its resources, under

both its regular and its technical assistance programmes, to methods of assisting governments to increase their food production and to improve distribution; but the budgetary resources at the disposal of the organization severely limit the amount of such assistance that can be given.

FAO has established a joint agricultural secretariat with each of the regional economic commissions which is responsible both to the Director-General of FAO and to the Executive Secretaries of the economic commissions. Those joint activities undertaken vary somewhat from year to year, but are directed to methods of increasing production, improvement of agricultural statistics, better understanding of agricultural economic problems, and problems of land reform.

Co-operation between FAO and other specialized agencies has been developed progressively, the report stated, in regard to the reform of agrarian structures, and inter-agency meetings have been arranged by FAO in preparation for the report³⁸ which the Secretary-General would make on this subject to the General Assembly in 1954. Close co-operation was continued between FAO and WHO on a number of nutritional problems, special emphasis being placed on questions of methods of overcoming protein deficiencies which have such serious effects on the health of young children in Africa, the Far East and in under-developed countries in general.

³⁸ Progress in Land Reform, U.N.P., Sales No.: 1954. II.B.3.

At the request of governments, the report stated, projects implemented under the United Nations Expanded Programme of technical assistance also contributed to an increase in food production.

The Council considered the report at its sixteenth session, at its 709th and 710th plenary meetings, on 2 and 3 July. The representative of FAO, in presenting the report, said that special emphasis had been placed on the relationship of world food production to world population, which appeared to be growing by approximately 1.4 per cent per annum, equivalent to an aggregate increase of 30 million persons a year. In the light of recent studies, it was now considered that increased production, favoured by good harvests during the past two years, particularly in North America, made it doubtful whether, statistically, world food production was in fact lagging behind world population growth. Indeed, substantial surpluses of foodstuffs were available in North America, but they were not readily available to the world owing to balance-of-payments and transport difficulties, although some surpluses had generously been placed at the disposal of the rest of the world by the United States and Canadian Governments. In less-favoured regions, however—and these comprised the greatest part of the world's population—the per capita consumption of food was still markedly less than before the war, he said.

The FAO representative pointed out that, at least for the time being, the number of food-importing countries had increased. Increased food production, particularly in countries from which exports might be anticipated, was a matter of the greatest importance to food-importing countries. FAO felt that technical assistance represented the most fruitful initiative undertaken by the United Nations. The very success of FAO's technical assistance programme, however, had placed the organization in a difficult position, owing to the increase in the number of requests received.

The Council also had before it a draft resolution by Sweden (E/L.511), which would have the Council take note of the report. During the discussion, members congratulated FAO and its secretariat upon the success of their work, and expressed satisfaction with the valuable services rendered by FAO in the field of technical assistance and with the co-operation achieved with other specialized agencies and with the regional economic commissions.

The majority of representatives expressed serious concern at the situation regarding world food

supplies revealed by FAO's studies, and reaffirmed support of FAO's objective, calling for a well-balanced increase in world food production of at least 1 to 2 per cent per annum in excess of the rate of population growth. The representative of France emphasized that all governments should heed the warnings of FAO and try to increase agricultural production. Agricultural and industrial development, however, should go hand in hand, he said. There were too many current examples of disequilibrium between industrial and agricultural development. Governments engaged in industrializing their countries should take care to increase agricultural output proportionately.

The representatives of Argentina, Cuba and Egypt, among others, however, thought there was a lack of balance in the FAO report. It had said that more adequate supplies of food were a prerequisite of all economic development and that the only real solution to the problem of securing such supplies in under-developed countries lay in increasing indigenous production. At a time when surpluses of food were accumulating for lack of markets, while millions in need were unable to gain access to those surpluses for lack of purchasing power—which was in turn due to the lack of economic development in under-developed countries—such statements, they held, suggested an incorrect approach to the problem. FAO should not, of course, deviate from its allotted tasks, but instead of giving priority to food production over economic development FAO should bear in mind the need for integrated and harmonious development.

The representatives of Argentina and Egypt proposed an amendment (E/L.516) to the Swedish draft resolution, by which the Council would request FAO, when dealing with the problem of increase in production of foodstuffs, to bear in mind the more general problems arising out of economic development, improvement in the standard of living, and the flow of international trade.

Replying to the observations made, the representative of FAO stated that his organization had felt it necessary to emphasize the gravity of the world food problem, but its attitude was not one of pessimism. On the contrary, it believed, in contrast to the neo-Malthusians, that the technical problems of food production could be overcome. The most formidable obstacles were political, social and economic, not technical.

With respect to integrated economic development, FAO had never suggested that the importance of industrialization could be minimized. On several occasions, in fact, the FAO Conference and

Council had stressed the importance of industrialization as part of economic development. In countries in which there was considerable under-employment in agriculture, industrialization might well prove to be the only way of remedying the situation. What FAO had maintained was rather that industrial and agricultural development should be carried out concurrently. The representatives of Cuba, France and Yugoslavia felt that, in the circumstances, the amendment would be inappropriate.

The amendment proposed by Argentina and Egypt was withdrawn, in view of the assurances given by the representative of FAO and on the understanding that the Council was in agreement

in stressing the importance of the general problems arising out of economic development, the improvement of living standards and the flow of international trade.

The representative of Sweden accepted an Australian amendment (E/L.514 & Corr.1) to express appreciation of the report and note with approval emphasis on operational activities. The draft resolution (E/L.511), as thus amended, was adopted by 16 votes to none, with 2 abstentions, at the Council's 710th plenary meeting on 3 July.

By this resolution (488(XVI)), the Council took note of FAO's report with appreciation and noted with approval the continued emphasis on the carrying out of operational activities in the field.

G. TRANSPORT AND COMMUNICATIONS

The Transport and Communications Commission held its sixth session at United Nations Headquarters from 2 to 11 February 1953.

The Commission's report (E/2363) was considered by the Economic and Social Council at its fifteenth session, at the 125th, 126th and 129th meetings of the Economic Committee, on 6, 7 and 17 April 1953, and at the 687th and 689th plenary meetings, on 15 and 16 April 1953.

On the basis of the report of the Economic Committee (E/2402) and a statement by the Secretary-General (E/2363/Add.1) on the financial implications of the report of the Commission, the Council, at its 687th plenary meeting on 15 April, by 15 votes to none, with 2 abstentions, took note of the report of the Commission, in resolution 468 A (XV).

The action taken by the Commission and the Council on transport and communications questions during 1953 are dealt with below.

1. International Road Transport

a. CONVENTION ON ROAD TRAFFIC

The Commission noted that the Convention on Road Traffic,³⁹ opened for signature on 19 September 1949, had come into force on 26 March 1952. The Norwegian and United Kingdom representatives informed the Commission that their Governments had taken steps toward ratification of the Convention and the representatives of Pakistan and China stated that their Governments

were considering the ratification of the Convention in the near future.

At its sixteenth session, the Council had before it communications to the Secretary-General from the Governments of Vietnam and the Vatican City (E/2453), requesting that the question of their accession to the Convention on Road Traffic be placed on the Council's agenda. The question was considered by the Council at its 715th plenary meeting on 7 July.

The representative of France pointed out that, under article 27, paragraph 3, of the Convention on Road Traffic, that instrument was open to accession by all States Members of the United Nations, by every State which had been invited to attend the United Nations Conference on Road and Motor Transport held at Geneva in 1949, and also by any "other State which the Economic and Social Council might by resolution declare to be eligible". Some representatives, including those of Belgium, China and Venezuela, felt that, this Convention being of a technical nature, it was essential to ensure its universal implementation. Opposition was voiced by the USSR representative, who did not consider that the application concerning Vietnam emanated from the lawful government of that country.

The Council adopted by 12 votes to 3, with 2 abstentions, and by 15 votes to none, with 2 abstentions, respectively, resolutions 506(XVI) and 507(XVI), resolving to admit the State of Viet-

³⁹ See Y.U.N., 1948-49, pp. 489-90.

nam and the State of Vatican City as Parties to that Convention.

In explaining his abstention, the representative of India stated that the point at issue had not been universality in the application of the Convention, but the eligibility of certain States—e.g., Vietnam—to accede to it.

The representative of Egypt said that his delegation, "for obvious political reasons", had abstained in the vote on the draft resolution concerning Vietnam.

At the end of 1953, the following countries had ratified or acceded to the Convention: Cuba, Czechoslovakia, France, Greece, Italy, Luxembourg, Monaco, the Netherlands, the Philippines, Sweden, Syria, the Union of South Africa, the United States, the Vatican City State and Vietnam.

b. ROAD SIGNS AND SIGNALS

The Commission, at its sixth session, approved the final report of the Group of Experts on Road Signs and Signals (E/CN.2/119-E/CN.2/CONT.1/12) which had been established in accordance with Council resolution 272(X).⁴⁰ The experts had held three sessions in the period 1950-52 and had completed a draft protocol on a uniform system of road signs and signals.

The Commission considered that this draft might appropriately be placed before governments for adoption on a world-wide basis, and discussed the procedure by which this should be done. It noted that the Group of Experts suggested the convening of a conference of governments for this purpose. However, the Commission was of the opinion that, in view of the thorough preparation of the draft, the holding of such a conference would not be essential and might delay the adoption of the uniform system.

In its consideration of this matter, the Economic Committee of the Council, by 9 votes to none, with 9 abstentions, adopted an oral Australian proposal to delete the provision in the draft protocol which would have made it impossible for governments to make reservations on signing it. A French oral proposal to have the Secretary-General "continue his consultations concerning the contents of the protocol and the date it should be opened for signature, and to report to the Council at its seventeenth session" was adopted by the Economic Committee. As thus amended, a draft resolution on this question was adopted by the Economic Committee (E/2402) at its 125th meeting on 6 April by 16 votes to none, with 2 abstentions; and by the Council, at its 687th

plenary meeting on 15 April, by the same vote, as resolution 468 D (XV). It read:

"The Economic and Social Council,

"Taking note of the considerations and recommendations of the Transport and Communications Commission in its resolution 3 concerning the final report of the Group of Experts on Road Signs and Signals,

"1. Notes in particular that the Commission considers the recommendation of the Group of Experts, as embodied in the draft convention on a uniform system of road signs and signals, a suitable solution for achieving uniformity on a world-wide basis; and that the draft convention should without delay be opened for signature and ratification by governments;

"2. Considers that a gradual application of a uniform system would be the best method of securing eventual acceptance and thus uniformity on a world-wide scale; and, therefore,

"3. Approves the decision of the Group of Experts to omit from the draft convention indication of a period of time during which the introduction of uniform signs and signals should be accomplished by governments;

"4. Notes that the draft convention, in article 41, provides that it shall terminate and replace in the relations between Contracting States the provisions of the 1931 Convention concerning the Unification of Road Signals and the 1949 Protocol on Road Signs and Signals;

"5. Decides that the draft convention shall be known as the Protocol on a Uniform System of Road Signs and Signals (New York, [year]);

"6. Instructs the Secretary-General:

"(a) To continue his consultations concerning the contents of the protocol and the date it should be opened for signature, and to report thereon to the Council at its seventeenth session;

"(b) To bring to the attention of the governments the information and explanations contained in the final report of the Group of Experts on Road Signs and Signals."

ANNEX

REVISED TEXT OF PARAGRAPH 1 OF ARTICLE 35 OF THE DRAFT CONVENTION ON A UNIFORM SYSTEM OF ROAD SIGNS AND SIGNALS

Article 35

1. This Protocol shall be open until 195 for signature by all States Parties to the Convention on Road Traffic, opened for signature at Geneva on 19 September 1949, and all States Members of the United Nations or of any of the specialized agencies.

c. LICENSING OF MOTOR VEHICLE DRIVERS

The Committee of Experts on Licensing of Motor Vehicle Drivers, established in accordance with Council resolution 379 B (XIII),⁴¹ submitted its report (E/CN.2/133-E/CN.2/-

⁴⁰ See Y.U.N., 1950, p. 489.

⁴¹ See Y.U.N., 1951, pp. 437-38.

CONF.2/3), dealing with the problem of establishing uniform minimum regulations for the licensing of drivers of the various categories of motor vehicles, to the Commission at its sixth session. In accordance with its terms of reference, the report of the Committee contained draft uniform regulations for the licensing of motor vehicle drivers which were recommended for consideration by governments in connexion with their domestic laws and regulations. It also contained draft general provisions applicable to international traffic for consideration as an annex to the Convention on Road Traffic. The Committee furthermore recommended that governments be requested to circulate the report to the driver licensing authorities in their countries. In addition it proposed that the assistance of the World Health Organization (WHO) be invoked with respect to further recommendations relative to requirements of mental and physical fitness of motor vehicle drivers.

The Economic Committee (E/2402) at its 125th meeting on 6 April, by 16 votes to 2, and the Council, at its 687th plenary meeting on 15 April, by the same vote, adopted a resolution on this matter. The USSR representative expressed the view that the licensing of motor vehicle drivers was a matter essentially within the domestic jurisdiction of States, and that a United Nations organ had no authority to impose rules on the subject. The resolution adopted by the Council (468 E (XV)) read:

"The Economic and Social Council,

"Taking note of the considerations and recommendations of the Transport and Communications Commission in its resolution 4 concerning the report of the Committee of Experts on Licensing of Motor Vehicle Drivers,

"Noting in particular that the Committee of Experts has recommended that the minimum uniform regulations for the licensing of motor vehicle drivers drafted by it should be referred to governments for consideration in connexion with their national laws and regulations,

"Further noting that the Committee has also proposed some general provisions for insertion in a new annex to the Convention on Road Traffic, concluded at Geneva on 19 September 1949, and that the Transport and Communications Commission considers that it would be appropriate to merge the proposed new annex, as revised by the Commission, with annex 8 to the Convention,

"1. Instructs the Secretary-General:

"(a) To circulate the report of the Committee of Experts on Licensing of Motor Vehicle Drivers to all States Members of the United Nations or of any of the specialized agencies:

"(i) Requesting them to consider in connexion with their domestic laws and regulations the minimum uniform regulations recommended by the Committee; and

"(ii) Drawing to their attention the attached amendment to annex 8 to the Convention on Road Traffic proposed by the Committee of Experts and revised by the Commission, and requesting the governments of those States which are Parties to the Convention to notify the Secretary-General if they wish to accept the proposed amendment in accordance with article 31 of the Convention;

"(b) To bring to the attention of the World Health Organization the recommendation of the Committee of Experts that the assistance of that organization be sought with respect to the requirements and methods of determining mental and physical fitness of applicants for driving permits;

"2. Endorses the recommendation of the Commission that the study of this question which is being undertaken on the regional level under the auspices of the Economic Commission for Europe be co-ordinated with the recommendations by the Committee of Experts and with any action taken by the World Health Organization in giving the requested assistance."

CONVENTION ON ROAD TRAFFIC: DRAFT AMENDED ANNEX 8

CONDITIONS TO BE FULFILLED BY DRIVERS OF MOTOR VEHICLES IN INTERNATIONAL TRAFFIC

(Note: Paragraph 1 is the existing text of annex 8.)

1. The minimum age for driving a motor vehicle under the conditions set out in article 24 of the Convention shall be eighteen years.

Any Contracting State or sub-division thereof may, however, recognize the driving permits issued by other Contracting States to drivers of motorcycles and invalid carriages of a lower age than eighteen years.

(Note: Paragraphs 2, 3 and 4 are new and constitute the proposed amendment.)

2. The requirement of "proof of competence" as called for in paragraph 1 of article 24 of the Convention shall be deemed to have been fulfilled if:

(1) The permit was issued to the applicant:

(a) After he had passed satisfactorily an examination of his:

(i) Ability to drive safely under normal traffic conditions a vehicle of the description to which the permit relates,

(ii) Knowledge of traffic laws and regulations, and of correct road behaviour; and

(b) After steps had been taken to ensure that the applicant was in a state of health and physical and mental condition compatible with safe driving; or

(2) The driver held a permit prior to 26 March 1952, the date of entry into force of the Convention, Provisional permits issued to learner-drivers are not driving permits in the meaning of this provision.

3. Driving permits issued to disabled persons shall bear a clause to the effect that they are valid only when the vehicle or the holder or both are equipped with devices designed to take account of the disability. This clause shall include the word "restricted" in the language of the driving permit and the translation in French *restreint* and the registration number of the vehicle, if specially equipped.

4. Contracting States in introducing the detailed measures to give effect to the provisions of this annex shall give full consideration to the recommendations of the Committee of Experts on Licensing of Motor Vehicle Drivers, established in accordance with Economic and Social Council resolution 379 B (XIII) of 11 August 1951.

2. Other Problems of International Inland Transport

a. REGIONAL DEVELOPMENTS IN THE FIELD OF INLAND TRANSPORT

The Commission took note of a report by the Secretary-General concerning developments in the field of inland transport (E/CN.2/121 & Corr.1 & Add.1) which had occurred in the various regions since the fifth session of the Commission, and, in particular, of the activities of the three regional economic commissions. The Commission noted that the Economic Commission for Asia and the Far East (ECAFE) had placed emphasis on projects, usually undertaken in conjunction with the Technical Assistance Administration (TAA) or specialized agencies, for providing training facilities for professional and technical personnel in the transport field; it noted the activities of ECE in the co-ordination of inland transport, the integration of European railway systems, the development and improvement of international road transport, the transport of dangerous goods and the simplification of frontier formalities; and that the Economic Commission for Latin America (ECLA) among a number of transport studies had undertaken a study, in collaboration with TAA, of the development and integration of the transport systems of the six Central American countries.

b. CO-ORDINATION OF INLAND TRANSPORT

The Commission noted the Secretary-General's report on the co-ordination of inland transport (E/CN.2/122 & Add.1), summarizing activities in this field since its fifth session, in particular the activities of the International Labour Organisation (ILO), ECE, ECAFE and of the International Chamber of Commerce (ICC).

Having noted that the Council in its resolution 298 H (XI)⁴² had requested the Secretary-General

to continue to examine this problem, the Commission decided that the Secretary-General should continue to make reports to it on developments in this field.

3. Facilitation of International Movement of Persons and Goods

a. TRAVEL, PASSPORTS AND FRONTIER FORMALITIES

The activities during 1951 and 1952 of a number of international bodies concerned with the promotion and facilitation of international travel were noted by the Commission on the basis of a report by the Secretary-General (E/CN.2/123 & Add.1).

The Commission also considered the Secretary-General's report on passports and frontier formalities, setting out developments in 1951-52, in particular with regard to the implementation of the recommendations of the 1947 Meeting of Experts on Passports and Frontier Formalities (E/CN.2/124 & Corr.1 & Add.1).

The Commission requested the Secretary-General to follow progress in this field, and, in his opinion it should be desirable, to address an inquiry to Member Governments, and to report results to the Commission. It was also decided to circulate the standard visa format—recommended by the International Civil Aviation Organization (ICAO), with a view to facilitating the movement of persons by international air transport—to all Member States, requesting their views concerning its application to international travel by all means of transport. With regard to another ICAO proposal that the United Nations publish periodically a booklet setting out visa requirements of States, the Commission decided that it would not be feasible to undertake this.

b. CUSTOMS FORMALITIES FOR TOURING

The Commission had before it, at its sixth session, a report by the Secretary-General (E/CN.2/135 & Corr.1, 2 & Add.1, 2 & 3) containing documents which had been circulated to governments in accordance with Council resolution 379 D (XIII)⁴³ and the comments received.

⁴² See Y.U.N., 1950, pp. 490-91.

⁴³ See Y.U.N., 1951, pp. 439-40.

The documents circulated included the draft International Customs Convention on Touring prepared under the auspices of ECE, together with the proposals submitted jointly by the World Touring and Automobile Organization (OTA) and the International Union of Official Travel Organizations (IUOTO). A draft World Wide Convention on Tourism prepared by the Government of the United Kingdom was circulated separately.

The comments received from governments concerned the desirability of concluding international conventions on customs formalities for: (1) the temporary importation of private vehicles and their equipment; and (2) tourism (i.e., the personal effects of tourists travelling by any means of transport), and on the suitability of the drafts mentioned above as a basis of discussion for concluding such conventions.

The Commission proposed a draft resolution which was adopted with certain changes by the Council. Thus, the Council's Economic Committee, by a vote of 13 to 1, with 3 abstentions, adopted a proposal that the suggested conference on customs formalities should meet in Geneva rather than at United Nations Headquarters. An Egyptian oral proposal to extend invitations to the conference to territories which were not fully responsible for their foreign relations but were self-governing in the field covered by the conference's terms of reference was adopted in the Economic Committee by 14 votes to none, with 4 abstentions, and by the same vote by the Council. The revised draft resolution was adopted in the Economic Committee (E/2402) at its 126th meeting on 7 April by 14 votes to none, with 4 abstentions, and by the Council by 15 votes to none, with 3 abstentions on 15 April.

The resolution adopted by the Council (468 F (XV)) instructed the Secretary-General to convene as early as possible in 1954, and preferably in Geneva, a conference of governments for the conclusion on a world-wide basis of two conventions relating to customs formalities, namely: for the temporary importation of private road motor vehicles carrying persons and their equipment and for tourism (i.e., personal effects of tourists travelling by any means of transport).

By the same resolution, the Council decided that all States Members of the United Nations or any of the specialized agencies should be invited to participate in the conference, that the specialized agencies, intergovernmental organizations and international organizations in this field,

as may be appropriate, be invited to send observers to the conference, and that territories, which are not fully responsible for their foreign relations, but which are self-governing in the fields covered by the terms of reference of the conference, should be invited to attend the conference without the right to vote.

c. BARRIERS TO THE INTERNATIONAL TRANSPORT OF GOODS

The Secretary-General submitted to the Transport and Communications Commission a report (E/CN.2/129) on action on the question of barriers to the international transport of goods taken by the following: the Contracting Parties to the General Agreement on Tariffs and Trade (GATT), ECE, ICAO, WHO and the International Air Transport Association (IATA).

On the basis of the Secretary-General's report, the Commission, at its sixth session, noted with satisfaction the adoption by the Contracting Parties to GATT, at their seventh session in Geneva from 2 October to 10 November 1952, of two codes of standard practices, one relative to documentary requirements for the importation of goods, and the other to consular formalities. The governments were asked to report on the steps taken to bring their own practices into conformity with the two codes of standard practices.

The Commission decided that the question could be removed from its agenda in view of the action taken by GATT. At the same time it noted the action taken on the European regional basis through the adoption at Geneva on 10 January 1952 of the International Convention to Facilitate the Crossing of Frontiers for Goods Carried by Rail, prepared by ECE.

4. Transport of Dangerous Goods

The Commission considered a report (E/CN.2/126 & Corr.1 & Add.1, 2 & 3) prepared by the Secretary-General pursuant to Council resolution 379 E (XIII)⁴⁴ on the various aspects of the problem of the transport of dangerous goods, with a view to determining which of these aspects were appropriate for uniform, or approximately uniform, regulations with respect to the various means of transport.

The Secretary-General's report, among other things, analysed comments by various organizations

⁴⁴ See Y.U.N., 1951, pp. 440-41.

on this question and made a number of suggestions regarding further action. The Secretary-General suggested that the first two aspects of the problem to receive priority should be:

(1) definition and classification of dangerous goods, determination of those which are to be excluded from (or restricted to certain types of) carriage and methods and extent of listing; and

(2) aspects related to preparation of the consignment for shipment.

The Commission made a recommendation which recognized that the greatest possible uniformity was required in the regulations for the safe transport of dangerous goods and considered that the first step should be to prepare draft regulations to meet certain problems common to all forms of transport and which might be given uniform treatment with the least possible impact on existing practices.

During a discussion of the question in the Economic Committee, the representative of the United Kingdom suggested that the work of the experts—who were proposed to be appointed to study the matter—would be more productive if the differences of opinion between governments could be settled as far as possible before the experts met. The representative of the Secretary-General stated that the Secretariat would give full consideration to the matter before a meeting of the experts took place.

A draft resolution on the question, prepared by the Commission, was adopted by the Economic Committee at its 126th meeting on 7 April by 16 votes to 2 (E/2402), and by the Council, at its 687th plenary meeting on 15 April, by the same vote.

By this resolution (468 G (XV)), the Secretary-General was requested to appoint a committee of not more than nine qualified experts from countries having a substantial interest in the international transport of dangerous goods, whose principal task would be to make a study and present to the Commission a report which, taking account of existing practices, procedures and usage, would recommend and define groupings or classification of dangerous goods on the basis of the character of risk involved, list and classify the principal dangerous goods, recommend marks or labels to identify the risk graphically and without regard to printed text, and recommend the simplest possible requirements for shipping papers. The Secretary-General was also authorized to invite appropriate international organizations to participate in the work of the Committee in a consultative capacity.

5. Problems in the Field of Shipping

a. SITUATION WITH RESPECT TO RATIFICATION OF THE CONVENTION ON THE INTER-GOVERNMENTAL MARITIME CONSULTATIVE ORGANIZATION (IMCO)

The Commission at its sixth session considered the Secretary-General's report on the situation with respect to ratification of the Convention (E/CN.2/128 & Corr.1). Eleven countries at that time had ratified the Convention, six of which had more than a million gross tons of shipping each, whereas 21 parties to the Convention are required to bring it into force, of which seven must each have not less than a million gross tons of shipping. In response to an inquiry to governments which had not thus far ratified the Convention, the Secretary-General had received information that a number of them had the matter under consideration.

A resolution on the question was prepared by the Commission and adopted by the Economic Committee at its 125th meeting on 6 April by 11 votes to none, with 7 abstentions (E/2402), and by the Council, at its 687th plenary meeting on 15 April, by 13 votes to none, with 5 abstentions.

According to the resolution (468 C (XV)), the Secretary-General was instructed to pursue, with those governments that had not yet replied to his previous communication, the inquiry concerning their steps to ratify the Convention and to continue his efforts to secure the entry into force of the Convention. It also invited those States which had accepted the Convention to consider what measures might be taken with a view to hastening the bringing into being of the organization.

On the initiative of the United Kingdom Government, representatives of the fourteen governments which have accepted the Convention met in London on 27 and 28 October 1953. They agreed to recommend that their governments continue to endeavour to obtain further acceptances. They also agreed to request the Secretary-General to send copies of the report of their meeting to all governments eligible to join IMCO and to place this report before the Economic and Social Council. The report drew attention to a number of specific reasons why the establishment of IMCO was considered to be urgently required.

At the end of 1953 fourteen countries had ratified the Convention.⁴⁵

⁴⁵ See Part Two of this Yearbook, under Inter-Governmental Maritime Consultative Organization.

b. UNIFICATION OF MARITIME
TONNAGE MEASUREMENT

After noting a report by the Secretary-General (E/CN.2/141), reviewing developments on the unification of maritime tonnage measurements, explaining that rules were under study by professional bodies in various countries and describing a meeting of experts held at The Hague in June 1952, the Commission, at its sixth session, refrained from action, pending the coming into being of IMCO.

In his report, the Secretary-General stated that a third meeting of tonnage experts was held at The Hague in June 1952. The aim of this meeting, like that of the earlier ones held at Oslo in April 1948 and Stockholm in June 1950, was to ensure uniform application and interpretation of the "International Regulations for Tonnage Measurement of Ships", drawn up under the auspices of the League of Nations in 1939, and adopted by the above-mentioned Oslo Conference. It was found at the meeting that the Oslo Convention, which contains the above regulations, had been ratified by only three signatories, Iceland, Norway and the Netherlands, and that only the Netherlands had put it into effect. It was decided that the next meeting of experts should be held at Paris in 1954. It was also noted in the report of the Secretary-General that the rules of maritime tonnage measurements were under study by such professional bodies as the International Standards Committee of the Society of Naval Architects and Marine Engineers in New York and the Institution of Naval Architects in the United Kingdom.

c. POLLUTION OF SEA WATER

The Commission, at its sixth session, noted the Secretary-General's report on the pollution of sea water (E/CN.2/134 & Corr.1 & Add. 1 & 2).

The report indicated that 31 governments had so far replied to inquiries by the Secretary-General on the question. The replies contained information on studies undertaken; listed the extent of pollution; indicated the damage caused by pollution (damage to birds; damage to plant life; damage to fisheries, fish and shellfish; damage to beaches; danger to ports (danger of fire)); explained causes of pollution and conditions under which it takes place; listed possible remedies for pollution (separators on ships, facilities on barges or ashore for the discharge of polluted water, possibilities of treating oil sludge by physical or chemical processes and limiting the spread of oil discharged at sea); indicated the need for

international regulation; and summarized action that had already been taken at the international or national level.

The Council discussed the question on the basis of a draft resolution proposed by the Commission. In the Economic Committee the representatives of the United Kingdom and Sweden stated that their governments were then studying the question of pollution of sea water. The representative of the United Kingdom expressed the hope that his country would be represented on the committee of experts being planned to study the matter. The representative of Sweden felt that the only way to achieve tangible results would be to convene an international conference on the question. The Swedish representative, with certain reservations, in particular regarding the provision relating to IMCO (see below), and the French representative expressed support for the draft resolution.

That part of the draft resolution concerning expenses to be covered out of the regular budget of the United Nations was adopted by the Economic Committee at its 125th meeting on 6 April, by 13 votes to 2, with 2 abstentions, and by the Council by 16 votes to 2. The draft resolution, as a whole, was adopted by both the Committee (E/2402) on 6 April and by the Council, at its 687th plenary meeting on 15 April, by 16 votes to none, with 2 abstentions.

By the resolution (468 B (XV)), the Council authorized the Secretary-General to request Governments of Member States interested in the matter, at their own expense, to make available to him experts in this field, who would correlate the studies and other communications submitted by interested governments and draw such conclusions as might be appropriate for transmittal to IMCO when that organization became active, provided: that at least three governments were prepared to follow this course and that the Secretary-General would be authorized to cover some or all of the expense involved out of the regular budget of the United Nations if he found the expense could be covered under present budgetary appropriations.

Subsequently, the United Kingdom Government, in view of the increasing seriousness of the pollution problem and following consideration of the recommendations in a Report to the British Minister of Transport by the Committee on the Prevention of Pollution of the Sea by Oil, dated 2 July 1953, issued invitations to the major maritime Powers to attend an ad hoc diplomatic conference in London opening on 26 April 1954.

The United Nations was invited to send an observer and make available the information on the subject furnished by the various governments.

6. Co-ordination of Activities of the Specialized Agencies in the Field of Transport and Communications

The Commission, at its sixth session, took note of a report prepared by the Secretary-General (E/CN.2/127 & Corr.1, 2), surveying the activities of the United Nations and the specialized agencies in the field of transport and communications with particular regard to the co-ordination of such activities.

In summarizing the co-ordination of activities relating to subjects of direct interest to the Transport and Communications Commission the report dealt with: international transport; international communications; application of meteorology; co-ordination of statistical activities concerning transport and communications; and co-ordination of activities in the fields of aviation, shipping, telecommunication and meteorology in regard to safety at sea and in the air. In dealing with co-ordination of activities relating to subjects of indirect interest to the Commission, the Secretary-General briefly described the following:

- (1) The Expanded Programme of technical assistance for economic development of under-developed countries;
- (2) conditions of employment in international transport;
- (3) application of telecommunications—improving international understanding;
- (4) United Nations research laboratories;
- (5) co-ordination of cartographic activities;
- (6) inter-agency service privileges; and
- (7) fiscal matters.

7. Implementation of the Decisions of the Atlantic City Telecommunication Conferences of 1947

The report of the Secretary-General on the implementation of the decisions of the Atlantic City Telecommunication Conferences of 1947 (E/CN.2/130 & Corr.1 & Add.1) informed the Commission that the Extraordinary Administrative Radio Conference, held at Geneva from 16 August to 3 December 1951, had concluded an "Agreement for the preparation and adoption of the new international frequency list for the various services in the bands between 14 kc/s and 27,500 kc/s with a view to bringing into force

the Atlantic City table of frequency allocations". The International Plenipotentiary Telecommunication Conference, held at Buenos Aires from 3 October to 22 December 1952, confirmed the validity of this agreement. The Commission decided to remove this matter from its agenda.

8. Discrimination in Transport Insurance

The Transport and Communications Commission had before it a report of the Secretary-General on discrimination in transport insurance (E/CN.2/139 & Corr.1) which summarized available information on this question. One section defined discrimination, referred to the extent to which restrictions in transport insurance were being applied, and cited the impact of discriminatory practices on international trade. Another section noted the provisions concerning discrimination in various recent international conventions and agreements dealing with commerce and transportation (Havana Charter for an International Trade Organization (Havana, 1948), Convention on the Inter-Governmental Maritime Consultative Organization (Geneva, 1948), and the Economic Agreement of Bogota (1948)). A third section dealt with action by international organizations including intergovernmental and non-governmental organizations. Another section dealt with a possible approach of the Transport and Communications Commission to this subject. Here, the following various categories of discrimination were examined and various courses of action were suggested:

- (1) laws and regulations which provide for the insurance of goods in international trade to be effected in the domestic insurance market, including provisions to that effect in commercial treaties;
- (2) discriminatory taxation;
- (3) discrimination practised through the control of foreign exchange; and
- (4) practices designed to discourage the admission of foreign insurance companies.

During the discussion of this question in the Economic Committee, the representative of Argentina took exception to that part of the report of the Secretary-General which stated that Argentina applied discriminatory laws in marine insurance. He denied that Argentine laws resulted in higher cost of marine insurance or that these costs were passed to the ultimate consumer and constituted a serious impediment to international trade. He then explained in detail the system existing in Argentina.

The representative of Venezuela, while stating that he would vote for the draft resolution con-

cerning transport insurance proposed by the Commission which was before the Committee, pointed out that in Venezuela aliens enjoyed the same rights as nationals in matters of transport insurance. The insertion in every future commercial treaty of a clause designed to prevent discrimination could be dangerous, he felt, since the term "discrimination" might give rise to confusion.

The representative of the United States declared that his Government was already endeavouring to include in its commercial treaties with other countries a provision designed to prevent the discrimination referred to in the draft resolution.

The draft resolution proposed by the Commission was adopted in parts by varying votes and, as a whole, by 12 votes to 3, with 3 abstentions, by the Economic Committee (E/2402) at its 126th meeting on 7 April.

The USSR representative said that he had voted against the draft because its implementation would require amendments to domestic legislation on transport insurance and therefore constitute an interference in the domestic affairs of States.

The Council considered an Argentine amendment (E/L.492) which had the effect of providing that anti-discrimination clauses regarding transport insurance should only be inserted in future commercial treaties when the economic progress of under-developed countries would not be affected thereby. However, by 12 votes to 2, with 2 abstentions, it adopted a proposal, made orally by the French representative and accepted by Argentina, to delete altogether the provision concerned with commercial treaties.

The amended draft resolution, as a whole, was adopted by 13 votes to 2, with 1 abstention, at the 689th plenary meeting on 16 April.

By this resolution (468 H (XV)), the Council decided to bring the Secretary-General's study (E/CN.2/139 & Corr.1) to the attention of governments. It also instructed the Secretary-General to bring to the notice of the Contracting Parties to GATT the relevant resolutions of the Council and of the Commission, and the Secretary-General's study for possible action; to bring them to the notice of the International Monetary Fund with a view to examination by that organization of the possibility of achieving relaxation of exchange controls as applied to transport insurance; and to advise the Commission at its next session of the progress made in this matter.

The representative of the Fund said that only after the extent and significance of the restriction referred to in the resolution had been explored

would it be possible to determine the degree of priority treatment justified for them. The Fund hoped to be able to report to the Transport and Communications Commission at its next session.

9. Application of Certain Non-Governmental Organizations for Consultative Status

As requested by Council resolution 453 (XIV),⁴⁶ the Commission, at its sixth session, considered the application for consultative status in category B of the International Automotive Institute. The Commission, having noted that this organization had requested postponement of the consideration of its request (E/CN.2/137) and having noted the available information concerning the organization, decided not to recommend the granting of consultative status to this organization.

The Council, in voting on applications and reapplications for consultative status⁴⁷ acted in accordance with the recommendation of the Com-

10. Priority Programme of Work

The Transport and Communications Commission, at its sixth session, recommended a list of projects in the transport and communications field, divided into the three following groups of priority:

(1) continuing projects of high priority (for example, review of developments in the field of international road transport with particular reference to international action required at the world-wide level to supplement the Convention on Road Traffic; and progress in implementation of recommendations of the Meeting of Experts on Passports and Frontier Formalities);

(2) ad hoc projects of first priority (for example, uniform system of road signs and signals; and uniform regulations for the licensing of motor vehicle drivers); and

(3) projects of lower priority which might be deferred (for example, study on co-ordination of inland transport).

This question was considered by the Council's Economic Committee at its 126th meeting on 7 April and by the Council at its 687th plenary meeting on 15 April. In both the Economic Committee and in the Council's plenary meeting, the USSR representative stated that, in the absence of information on the financial implications of

⁴⁶ See Y.U.N., 1952, pp. 550-51.

⁴⁷ See pp. 503-504.

the draft resolution concerning the priority programme, he would be obliged to vote against it.

The draft resolution on this question was adopted by the Economic Committee (E/2402)

and by the Council by the same vote—16 votes to 2. The resolution (468 I (XV)) approved the list of priorities included in the report of the Commission (A/2363).

H. FISCAL QUESTIONS

At its fourth session, from 27 April to 8 May 1953, the Fiscal Commission discussed a series of substantive fiscal problems which had been brought before it under the following items of the agenda: (1) international tax problems, especially the problem of fiscal incentives to increase the international flow of private capital for the economic development of under-developed countries, (2) world tax service, (3) taxation of agriculture, (4) government finance and economic development, (5) government financial reporting, (6) public finance information service and (7) problems of municipal finance.

The Commission adopted a report on its session (E/2429) by 12 votes to none, with 2 abstentions. The report, besides reviewing the discussions at the meetings, contained a request for studies to be undertaken by the Secretariat in a certain order of priority, as well as three draft resolutions on international tax problems, government financial reporting and public finance information service.

The Economic and Social Council considered this report during its sixteenth session, at the 131st and 132nd meetings of its Economic Committee, on 6 and 7 July 1953, and at its 710th to 712th and 719th plenary meetings, on 3, 4 and 9 July 1953. The Council on 4 and 7 July adopted resolution 486(XVI) which, in part A, took note of the report of the Commission and, in part B, approved, with certain modifications, the draft resolution of the Commission concerning international tax problems recommended in the report. In parts C and D of the same resolution, the Council adopted without modifications the draft resolutions recommended by the Commission on government financial reporting and public finance information service. In part E, the Council approved the programme of work proposed by the Commission in its report. An account of the principal studies proposed and recommendations made is given below.

1. International Tax Problems

For the consideration of the problem of taxation of foreign investment the Commission had before it the study *Taxation in Capital-Exporting*

and *Capital-Importing Countries of Foreign Private Investment in Latin America—United States Income Taxation of Private United States Investment in Latin America*,⁴⁸ prepared by the Secretary-General in response to resolution 378 I 2 (b) (XIII)⁴⁹ of the Economic and Social Council, adopted upon the recommendation of the Fiscal Commission at its third session. This was the first in a series of studies designed to inquire into the impact of tax measures, in capital-exporting countries to Latin America and in selected Latin American countries, on the flow of foreign investment.

The Fiscal Commission also had before it a special request embodied in Council resolution 416 D (XIV) requesting the Commission to examine further the proposal that, through bilateral agreements or unilateral measures, income from foreign investments in under-developed countries should be taxed only in these countries, with such income being exempted from taxes in the capital-exporting countries; and to submit the results of such examination to the Council in a special section of its next report. The Fiscal Commission discussed this problem and established a working group on international tax problems to seek a reconciliation of the views expressed by its members. Upon the proposal of the working group, the Commission recommended for adoption by the Council draft resolution B on "Fiscal Incentives to Increase the International Flow of Private Capital for the Economic Development of Under-Developed Countries".

The operative part would have the Council: (1) reaffirm that the country in which income arises has as a general principle an undoubted right to tax that income; and (2) recommend that the highly developed countries, acting unilaterally or through bilateral tax agreements, give sympathetic consideration to the feasibility of taxing income from investments in under-developed countries only or primarily in the country in which the income was produced.

Furthermore, in its resolution on the programme of work of the Secretariat, the Commission requested as an ad hoc project in the first priority category the continuation of the study on the effects of taxation on foreign investment, especially in under-developed countries, in the light of this draft resolution.

⁴⁸ U.N.P. Sales No.: 1953-XVI.1.

⁴⁹ See Y.U.N., 1952, p. 413.

The Council in considering the Fiscal Commission's draft resolution B also had before it a draft resolution by Cuba (E/L.510) which would have the Council:

(1) declare that income from foreign investments in under-developed countries should be taxed only in those countries; and

(2) recommend that highly developed countries, in carrying out their policy of concluding bilateral fiscal agreements with under-developed countries, stipulate that the income of their residents from investments in the other country would be taxed only in the country where such income was produced.

A series of amendments (E/L.515 & Corr.1) to this proposal were presented by Argentina which were designed primarily to broaden the application of the draft resolution.

Representatives of the more highly developed countries, however, expressed their preference for the draft resolution proposed by the Fiscal Commission, which was subsequently adopted. They were not prepared to approve an outright recommendation of complete tax exemption for income from foreign investment in the capital-exporting countries. Among the reasons put forward by these representatives was that the inducements proposed in the Cuban draft resolution might not be effective in view of the other important influences affecting the international movement of capital. Such exemption, moreover, would seriously discriminate against domestic investment, which was also of importance to the highly developed countries, and might thus lead in some of them to the adoption of measures restricting capital exports. The representative of the United States explained that his country was in the process of re-examining its entire tax structure—including consideration of new incentives to foreign investment—pending which it would not be possible to support the Cuban draft resolution.

The representatives of Argentina, Cuba, Uruguay and Venezuela, among others, stressed the importance of providing incentives for private investments in the under-developed countries. One of these incentives, they held, consisted in the relatively lower tax rates prevailing in the under-developed countries, so long as their purpose was not defeated by the imposition of further taxes in the countries from which such investment capital was derived.

The representative of Argentina sought to have this idea included (E/L.517 & Corr.1) in a new text for paragraph V of the preamble to the draft resolution proposed by the Fiscal Commission. However, in the interest of unanimity, he subsequently withdrew the amendment and joined with the representatives of Cuba, Egypt,

the Philippines, Uruguay and Venezuela in proposing (E/AC.6/L.62) a minor rewording of the same paragraph. However, the sponsors of the joint amendment later agreed to a United States oral amendment which would include a reference to the comparative study of the taxation of foreign investment in capital-exporting countries and under-developed countries.

The paragraph, as thus reworded, was adopted (for text, see below, para. (c)), at the Economic Committee's 132nd meeting on 7 July, by 15 votes to none, with 3 abstentions.

It was generally agreed that further study was needed on the influence of taxation on international investment and that the Council should note that the Fiscal Commission planned to continue to study the problem, reporting to the Council after its next meeting. Amendments to this effect were proposed by Argentina (E/L.517 & Corr.1), the United States (E/L.520) and jointly by Argentina, Cuba, Uruguay and Venezuela (E/AC.6/L.61). On the basis of a joint amendment by Argentina, Cuba, Egypt, the Philippines, Uruguay and Venezuela (E/AC.6/L.62), the following action was taken:

(1) An additional paragraph (f) (for text, see below) was adopted by 15 votes to none, with 3 abstentions, following the acceptance of a Swedish oral amendment adding a reference to practical recommendations which might emerge from this continued study and analysis.

(2) The first operative paragraph of draft resolution B (see above) was deleted and a new paragraph adopted by 16 votes to none, with 2 abstentions (for text, see below).

The second operative paragraph proposed by the Fiscal Commission (see above) was redrafted with minor changes on the basis of suggestions by (1) Australia (E/L.518), (2) Argentina, Cuba, Egypt, the Philippines, Uruguay and Venezuela (E/AC.6/L.62) and (3) China (orally), and was adopted by 15 votes to none, with 2 abstentions.

Draft resolution B, as proposed by the Fiscal Commission, was adopted, as amended, as a whole, by 15 votes to none, with 3 abstentions, by the Economic Committee (E/2478), and by the Council, by the same vote, at its 719th plenary meeting on 9 July 1953. Resolution 486 B (XVI) read:

Fiscal incentives to increase the international flow of private capital for the economic development of under-developed countries

"The Economic and Social Council,

"Recognizing:

"(a) The great importance of finding means to stimulate the flow of private investment from the highly

developed to the under-developed countries, in order to accelerate the economic development of the latter,

"(b) That the present flow of capital exported to the under-developed countries is insufficient for their development needs,

"(c) That relatively lower taxation in force in the under-developed countries, as compared with capital exporting countries, is one of the attractions that under-developed countries may be in a position to offer to foreign capital as an incentive to investment,

"(d) That this incentive becomes less effective—although international double taxation is avoided—if the capital-exporting countries apply to the income from investments in under-developed countries any further taxation beyond that already paid in the latter,

"(e) That favourable tax treatment is one of the many factors affecting the flow of foreign capital,

"(f) That further analysis and factual study of the problem referred to in paragraph (J) above is needed, together with such practical recommendations as may emerge from this further study and analysis,

"1. Notes that the Fiscal Commission plans to continue its study of the problem referred to in paragraph (d) above and anticipates a report on the results of its further studies to the Council after the next meeting of the Commission;

"2. Recommends, meanwhile, that the highly developed countries, acting unilaterally or when concluding tax agreements, should give special consideration to the feasibility of taking action to ensure that such income is taxable only or primarily in the country in which the income was produced."

Accordingly, the Secretary-General continued his research on the effects of taxation on foreign investment. A study "Taxation of Foreign Investment in Mexico" (E/CN.8/69/Add.2) was distributed in 1953 in the series "Taxation in Capital-Exporting and Capital-Importing Countries of Foreign Private Investment in Latin America". Similar country studies were initiated or contemplated during the year, in preparation for a study attempting to analyse the potentialities of tax exemption in capital-exporting countries as an incentive to the flow of private investment capital to under-developed countries. Thus, studies on Argentina, Belgium, Brazil, Canada and Chile were in preparation; studies on the Netherlands and Switzerland and on Ecuador, Peru and Uruguay were contemplated. Within its programme of co-operation with the United Nations (see below "World Tax Service"), Harvard University undertook studies on Colombia, Cuba, Venezuela, France, Sweden, the United Kingdom, as well as enquiries among United States investment circles.

Further, in the field of international tax problems, the Fiscal Commission discussed the problems of taxation of corporate profits and dividends and the taxation of foreign nationals, residents, income, assets and transactions. For the considera-

tion of these subjects the Commission had before it a progress report on "Corporate Tax Problems" (E/CN.8/66), with a series of country studies (E/CN.8/66/Add.1 to 7; the countries covered were Argentina, Belgium, Canada, France, the Netherlands, New Zealand and the United Kingdom), and the comparative country studies on "Taxation of Foreign Taxpayers and Foreign Income" (E/CN.8/68/Add.1 to 4; the countries covered were Argentina, Canada, Israel and New Zealand).⁵⁰ In its resolution on the programme of work of the Secretariat, the Commission requested the continuation of studies on the taxation of foreign taxpayers and foreign income and the methods of relief from international double taxation, as well as of the study "Corporate Tax Problems." In response to these requests, the Secretary-General undertook to prepare a number of additional country studies in both series. In the former, country studies on Belgium and the United States were undertaken, and additional studies on France, Sweden and the United Kingdom were planned; in the latter, country studies on Egypt, India and the United States were undertaken. On the basis of this material, it is intended to prepare ultimately a comparative examination of the types of provisions in laws and agreements which govern taxation of incomes derived from international business activities.

During 1953, the Secretary-General also continued to publish and distribute the replies received from Member Governments to his questionnaire on the "Taxation of Foreign Nationals, Assets and Transactions" (E/CN.8/W.19) issued on 13 September 1948.

In its resolution on the programme of work of the Secretariat, the Commission gave high priority to the continuation of the series International Tax Agreements. Volume IV in this series was prepared during 1953 for publication in the spring of 1954. This volume contains the texts of international tax agreements signed since 1951 and brings up to date the tables on the present status of tax agreements published in Volume III, World Guide to International Tax Agreements, 1843-1951.⁵¹

2. World Tax Service

The Commission took note of the progress which had been made since its last session in the establishment of a world tax service with the possible co-operation of universities. It was informed that the first university to offer its participation

⁵⁰ See Y.U.N., 1952, p. 413.

⁵¹ See Y.U.N., 1951, p. 445. U.N.P., Sales No.: 1951.XVI.5.

in this project was Harvard University of Cambridge, Massachusetts, U.S.A.⁵² and that a programme of research was being established by Harvard University in co-operation with the Secretary-General. The Commission expressed the hope that other universities might offer their co-operation. In its resolution on the programme of work, it urged the implementation of this project. Under Council resolution 226 B 2 (IX), Harvard University has co-operated with the Secretary-General on the study on taxation, in capital-exporting and capital-importing countries, of foreign private investment in Latin America and on the study of fiscal problems of agriculture. Harvard University has also established a special training programme for tax administrators from under-developed countries under United Nations fellowships and scholarships.

3. Taxation of Agriculture

The Commission discussed the section on taxation policies in the Secretary-General's report on Land Reform⁵³ and was informed of the programme of research established and the work already undertaken jointly by the Food and Agriculture Organization of the United Nations (FAO) and the United Nations on the tax burdens of agriculture, in accordance with Council resolution 378 I 2 (c) (XIII).⁵⁴ The Commission reviewed some of the problems raised by the taxation of agriculture, and requested that further studies include consideration of methods of assessing agricultural income and of the problems of commercial plantations and rural co-operatives.

An international conference of experts on the taxation of agriculture was arranged for early 1954 as part of Harvard University's programme of co-operation with the United Nations. Its purpose would be to examine the present state of knowledge in this field and to develop guide-lines for the direction and methods of further research. The United Nations Secretariat prepared working papers for this conference on the structure and yield of the principal types of taxes levied on agriculture in different countries. Furthermore, within the programme of co-operation with FAO, two papers were prepared on "The Operation of the Land Tax in India and Pakistan" and on "Taxation of Agriculture in Under-Developed Countries."⁵⁵

4. Government Finance and Economic Development

The Commission reviewed the activities of the Secretariat in providing technical assistance to

under-developed countries. It was informed that, since its last session, United Nations missions in the fiscal field were operating in Afghanistan, Bolivia, Colombia, Ecuador, El Salvador, Libya and Paraguay. Experts in the field of banking and credit were sent to Haiti and to Pakistan. Over the same period, 116 United Nations fellowships and scholarships were awarded in the field of public finance and money and banking (E/CN.8/72). The Commission also had for its information the "Report on the Technical Assistance Conference on Comparative Fiscal Administration" held in Geneva from 16 to 25 July 1951 (ST/TAA/M/3—E/CN.8/67).⁵⁶

The Commission discussed some of the issues encountered in rendering technical assistance in the field of public finance. Various members emphasized their belief in the great importance of the technical assistance programme. In its resolution on the programme of work and priorities, the Commission gave first priority to technical assistance to Member Governments at their request.

As part of the technical assistance programme, a workshop on budgetary classification and management was held in Mexico City from 3 to 11 September 1953 under the auspices of the United Nations Technical Assistance Administration, the secretariat of the Economic Commission for Latin America and the United Nations Fiscal Division. The purpose of this workshop was to bring together budget officials from the republics of Central America, the Caribbean area, Mexico and the United States, in order to discuss budget management and classification requirements for the conduct of fiscal policy and the formulation and implementation of government economic development programmes. The bases of discussion of the workshop consisted of a preliminary draft of the "Manual for the Classification of Government Accounts", prepared by the Secretariat in response to technical assistance requirements (General Assembly resolution 407(V)), two earlier studies, Budgetary Structure and Classification of Govern-

⁵² See Y.U.N., 1952, p. 414.

⁵³ U.N.P., Sales No.: 1951.II.B.3.

⁵⁴ See Y.U.N., 1952, p. 414.

⁵⁵ These papers will be published in the Monthly Bulletin of Agricultural Economics and Statistics of F.A.O.

⁵⁶ See Y.U.N., 1952, p. 412. A revised and expanded version of this report was scheduled to be published early in 1954 as a printed volume entitled "Taxes, Fiscal Policy and Economic Development, a Report on Technical Assistance Experience, with Special Reference to Field Missions and to the Technical Assistance Conference on Comparative Fiscal Administration (16-25 July 1951)".

ment Accounts⁵⁷ and Government Accounting and Budget Execution⁵⁸ and several case studies prepared by the participants illustrating the application of new budget classification methods in their countries. A report on this workshop was scheduled for early in 1954.

5. Government Financial Reporting

The Commission had before it the study Government Accounting and Budget Execution prepared by the Secretary-General in response to Council resolution 378 D (XIII), adopted on the recommendation of the Fiscal Commission at its third session.

The Commission, after considering the study, recommended, in draft resolution C, that the Council take note of the study and commend it as a contribution towards the improvement of government accounting and budget procedures. This draft resolution was adopted by the Council at its 712th plenary meeting on 4 July, by 15 votes to none, with 2 abstentions, without modifications, as resolution 486 C (XVI).

6. Public Finance Information Service

The Fiscal Commission considered the following documents submitted by the Secretary-General under this item of the agenda: the Public Finance Survey of India (ST/ECA/SER.B/2),⁵⁹ the Public Finance Information Paper on Peru (ST/ECA/SER.A/6),⁶⁰ the Review of Fiscal Developments 1951-1952 (E/CN.8/74),⁶¹ the periodic public finance data published in the International

Monetary Fund's International Financial Statistics (based on a joint United Nations-International Monetary Fund questionnaire), and the public finance chapter contained in the Statistical Yearbook of the United Nations for 1951 and 1952.⁶² The Commission was also informed of the exploratory work done by the Secretary-General for the proposed volume "Public Finance Statistics 1938-1952."

Upon the Commission's recommendation, the Council at its 712th plenary meeting on 4 July, by 16 votes to none, with 2 abstentions, adopted resolution 486 D (XVI), recommending that the work of the Secretariats of the United Nations and the International Monetary Fund in preparing and publishing comparable public finance statistics be accelerated in so far as possible. It further recommended that the work of the projected special volume "Public Finance Statistics 1938-1952" be continued and that the "Manual on the Classification of Government Accounts" be distributed to Member Governments in draft form for their information and comments. Finally, the Council recommended that a questionnaire designed to obtain better public finance data be drafted and distributed to Member States for their comments.

The Commission also recommended the preparation of regional and country public finance surveys upon request of the regional commissions or when needed for technical assistance purposes. Special interest was expressed in the preparation of a public finance survey of Pakistan. Furthermore, the Commission requested the preparation of a review of fiscal developments in 1953-54.

I. STATISTICAL QUESTIONS

The Economic and Social Council at its fifteenth session had before it the report of the seventh session of the Statistical Commission (E/2365), held from 2 to 13 February 1953. This report covered important developments in the work of the Commission since May 1951 (there being no session in 1952) relating to: (1) principles of statistics of external trade; (2) development of national accounts; (3) concepts and definitions of capital formation; (4) construction of price and quantity indexes in national accounting; (5) definitions in basic industrial statistics; (6) principles for vital statistics; (7) recommendations for migration statistics; and (8) the fifth session of the Sub-Commission on Statistical Sampling.

The Council discussed the Commission's report at the 126th and 129th meetings of its Economic Committee, on 7 and 17 April, and at its 702nd plenary meeting on 27 April 1953. In resolution 469 A (XV), adopted by 16 votes to none, with 2 abstentions, the Council noted with satisfaction the report of the Commission. It also adopted four resolutions suggested by the Commission concerning the use of transaction value in external trade statistics, definitions in basic industrial statistics,

⁵⁷ U.N.P., Sales No.:1951.XVI.3.

⁵⁸ U.N.P., Sales No.:1952.XVI.3; see Y.U.N., 1952, pp. 412 and 413.

⁵⁹ U.N.P., Sales No.: 1952.XVI.1.

⁶⁰ U.N.P., Sales No.: 1952.XVI.2.

⁶¹ See Y.U.N., 1951, p. 445.

⁶² U.N.P., Sales No.: 1951.XVII.5; 1952.XVII.1.

principles for vital statistics and recommendations for migration statistics. The action taken on the various items is given below.

1. Improvement of National Statistics

A comprehensive summary (E/CN.3/148) was presented to the Commission containing a general description of the current position, recent developments and outstanding problems in international and national statistics. Emphasis was also laid on the need for continued efforts to improve the quality of statistics both at national and international levels.

The Commission commented favourably on the fact that, in the last four years, more than 30 countries had produced for the first time centrally prepared current statistical bulletins which were, in themselves, the Commission stressed, a method of effecting closer co-ordination in statistics within a country and of contributing to the wider usefulness of national statistics.

The Commission noted with satisfaction the increase in the number of statistical series currently available throughout the world and the marked improvement in their quality and comparability. This would appear to indicate, the Commission considered, that its efforts to promote the improvement of national statistics were having effective results.

Nevertheless, the Commission emphasized, prime responsibility for the progress of statistical development in any country must be borne mainly by the national organs. The carrying out of this responsibility depends in large measure on the continued improvement in the professional status of statisticians, and the Commission stressed the importance of international assistance in improving basic statistical training. It recommended that such assistance could best be given by manuals, national and regional training centres, additional facilities for education and training abroad.

Technical manuals on statistical methods and procedures for use by national technicians were being compiled by the Statistical Office in the fields of population censuses, statistical organization, national income (including capital formation), price statistics, trade statistics and vital statistics. During the year a manual entitled *Industrial Census and Related Enquiries*⁶³ was published.

Training centres were established in widely scattered areas. During March 1953 the first seminar in the five-year training programme, organized by the Inter-American Centre for Bio-statistics,

opened in Santiago, Chile. The training provides for a six-month series of lectures and three months of practical training in governmental statistical demonstration centres. Thirty-three full-time students and five part-time students from sixteen Latin American countries participated in 1953.

In Cairo, the International Training Centre for National Income Statistics opened in January 1953. The Centre is jointly conducted by the Government of Egypt, the Technical Assistance Administration (TAA) and the Statistical Office. In addition to its courses on national income, certain basic courses in general economics and economic statistics are also held.

In January, the Inter-American Seminar on National Income was conducted jointly by the Government of Chile, the Pan American Union, the Inter-American Statistical Institute and the Statistical Office, with the co-operation of the Economic Commission for Latin America (ECLA). Eighty representatives and observers from nineteen countries, members of the Organization of American States and representatives of international organizations participated in the conference.

Facilities for education and study abroad were provided by the award of 22 fellowships in the field of statistics during 1953 under the technical assistance programme. Under the same programme, statistical experts were provided to a number of countries to assist them either in specific fields of statistics or for the improvement of their statistical services. During the year, experts were assigned to Afghanistan, Burma, Chile, Colombia, Cuba, Ecuador, Egypt, Greece, Haiti, Indonesia, Jamaica (British West Indies), Libya, Nicaragua, North Borneo, Panama, Paraguay, Peru, Thailand and Turkey. A total of more than twenty man years of assistance was given in 1953 by 34 statistical experts.

To enable senior government officials to discuss common problems in particular fields of statistics, the Economic Commission for Europe (ECE) and the Statistical Office sponsored the Third Regional Conference of European Statisticians at Geneva in June 1953. The First Conference of National Committees on Vital and Health Statistics took place at London in October 1953 under the auspices of the World Health Organization (WHO) in close collaboration with the United Nations; 66 representatives from 28 countries attended.

⁶³ U.N.P., Sales No.: 1953.XVII.11, see below under Definitions of Basic Industrial Statistics.

2. International Trade Statistics

As a further advance towards achieving comparability in external trade statistics, attention was given to the uniformity of classification of commodities within the items of the Standard International Trade Classification (SITC). For this purpose the Statistical Office published the Commodity Indexes for the Standard International Trade Classification.⁶⁴ These Indexes list approximately 20,000 commodities showing for each the item of the SITC under which it is classified. These commodities are arranged in item order as well as alphabetically, and therefore provide not only a guide to the placing of individual commodities within the SITC but also show the content and definition of each of the 570 items themselves. It is believed that comprehensive use of the Indexes by countries reporting their trade under the SITC format will lead to increasing comparability of classification. The Indexes furthermore have considerably reduced the questions addressed to the Statistical Office from countries which were doubtful whether they had rearranged into the items of the SITC correctly the items appearing in their national classifications. Work was started in 1953 on a French edition of the Commodity Indexes while the Statistical Office co-operated with the Inter-American Statistical Institute in the compilation of a Spanish edition.

A further development in connexion with the SITC was the decision of the Committee on Economic Co-operation in Central America not only to adopt the SITC as the national classification for the five Central American countries but to use it also as a basis of their tariff nomenclatures. A group of experts from the five countries, supported by advisors from the Statistical Office, ECLA and the Inter-American Statistical Institute, adopted the SITC in the preparation of the "Uniform Central American Customs Nomenclature" (E/CN.12/AC.17/25).

A further advance was made on standard definitions and concepts concerning coverage, valuation and analysis of trade-by-country. The Commission endorsed the principal conclusions in the report (E/CN.3/142) of a group of experts which met in 1952 to study these definitions and concepts. Countries were consulted as to their ability progressively to adapt their external trade statistics to the methods and concepts which received the Commission's approval.

The Commission recommended for adoption by the Council a draft resolution (E/2365 B) on the question of the value to be assigned for statistical purposes to goods imported and exported.

The draft resolution was adopted, without change, by the Economic Committee (E/2406 B), at its 129th meeting on 17 April, by 12 votes to none, with 2 abstentions, and by the Council at its 702nd plenary meeting on 27 April, by 15 votes to none, with 3 abstentions, as resolution 469 B (XV). It read:

"The Economic and Social Council,

"Taking note of the work done by the Statistical Commission at its fifth, sixth and seventh sessions, and the comments received from governments and specialized agencies, on the subject of definitions and methods for external trade statistics,

"Taking note that the use of the principle of the "transaction value", as defined in the report of the Statistical Commission (seventh session), would substantially improve the accuracy, usefulness and comparability of external trade statistics for international purposes,

"Recommends that the governments of Member States, wherever possible, follow this principle:

"(a) By using "transaction values" in the compilation of their national statistics of external trade; or,

"(b) Where national practices are based on f.o.b. valuations of imports or other valuations, by endeavouring to provide supplementary statistical data based on this principle."

3. National Income Statistics

a. SYSTEM OF NATIONAL ACCOUNTS

The Commission considered a report, A System of National Accounts and Supporting Tables,⁶⁵ setting out a standard national accounting system for reporting national income statistics. The Commission directed that the report, prepared by an expert committee, should be circulated in order to assist countries who wished to adopt a system of national accounts along the same lines. The Secretary-General was asked to collect comments and information on the experience gained by countries applying the concepts and classifications proposed in the report in order to provide a basis for further recommendations relating to international standards in this field.

Work was continued on the Manual on Methods of Estimating National Income which will include a study of methods assessing the accuracy of the estimates of various components.

b. CONCEPTS AND DEFINITIONS OF CAPITAL FORMATION

The Commission approved concepts, definitions and classifications contained in Concepts and Definitions of Capital Formation⁶⁶ for use by

⁶⁴ U.N.P., Sales No.: 1952.XVII.9.

⁶⁵ U.N.P., Sales No.: 1952.XVII.4.

⁶⁶ U.N.P., Sales No.: 1953.XVII.6.

countries in the compilation of statistics of capital formation. Information was requested on the experience of countries in applying the concepts and classifications. The Commission asked that a study on the methods of estimating capital formation should be completed and that estimates received from countries, including the estimates of real income and other statistics relating to economic growth, should be examined.

The Commission recommended that a study on methods of estimating national product and expenditure in constant prices should continue. Accordingly, a paper was prepared, discussing various national estimates in constant prices, theoretical aspects of the subject as well as methods of estimating such totals currently in use.

4. Definitions for Basic Industrial Statistics

The Statistical Commission completed work on the definitions of items of data, and these, together with earlier recommendations on coverage and the items of information to be obtained at specified intervals, were issued as International Standards in Basic Industrial Statistics.⁶⁷

The Commission recommended a draft resolution (E/2365 C), which was adopted, without change, by the Council's Economic Committee (E/2406 C), at its 129th meeting on 17 April, by 14 votes to 2, and by the Council at its 702nd plenary meeting on 27 April, by 16 votes to 2 as resolution 469 C (XV).

By this resolution, the Council recommended that governments at present collecting and publishing basic industrial statistics review their work in the light of the recommendations of the Commission, and also recommended that other governments undertake the collection and publication of such statistics in accordance with the Commission's recommendations, adapting the recommendations where necessary for national purposes.

In addition, basic industrial statistics were incorporated in a comprehensive manual covering all aspects of the planning and conducting of an industrial census. The manual (Industrial Censuses and Related Enquiries)⁶⁸ is in two volumes, one dealing primarily with methods and procedures and the other with summaries of country practices, examples of census questionnaires and recommended forms and tabulation schemes. The manual is regarded as provisional; countries are asked to make comments which will be taken into account when a revised edition is prepared.

5. Vital Statistics

The Council had before it a draft resolution recommended by the Commission (E/2365 D) concerning principles for a vital statistics system. A United Kingdom amendment (E/AC.6/L.54) to provide that the Secretary-General should draw the attention of the countries concerned to the priorities suggested by the Population and Statistical Commissions for the collection of vital statistics was adopted by the Economic Committee, at its 129th meeting on 17 April, by 15 votes to none, with 2 abstentions. The draft resolution, as a whole, as amended, was adopted by the Committee (E/2406 D) by 15 votes to none, with 2 abstentions, and by the Council, at its 702nd plenary meeting on 27 April, by 16 votes to none, with 2 abstentions.

By resolution 469 D (XV), the Council recommended that Governments should give attention to the importance of developing vital statistics to meet demographic, economic, public health and social needs. In the development of these statistics, it suggested that governments review and appraise their procedures for registering vital events and compiling vital statistics, taking into account the Principles for a Vital Statistical System⁶⁹ which the Statistical Commission had approved at its seventh session. The Council also suggested that governments introduce such changes as are feasible to improve national statistics and their international comparability in this field. It requested that the Secretary-General draw the attention of governments to the priorities suggested by the Population and Statistical Commissions for the collection of vital statistics, and emphasize that where a vital registration system was being introduced or extended a sound organization of the registration system should precede any attempt to obtain from it the full range of vital statistics.

6. Migration Statistics

Recommendations for the improvement of international migration statistics, which the Population and Statistical Commissions had developed with the advice of Governments, were approved by the Council in resolution 469 E (XV) and appeared in International Migration Statistics.⁷⁰

The resolution as recommended by the Commission (E/2365 E) and adopted by the Council,

⁶⁷ U.N.P., Sales No.: 1953.XVII.7.

⁶⁸ U.N.P., Sales No.: 1953.XVII.11.

⁶⁹ U.N.P., Sales No.: 1953.XVII.8.

⁷⁰ U.N.P., Sales No.: 1953.XVII.10.

by 15 votes to none, with 2 abstentions, at the 129th meeting of its Economic Committee (E/-2406 E), and by 16 votes to none, with 2 abstentions, at its 702nd plenary meeting, expressed the hope that governments might conclude mutual arrangements for the collection of migration statistics without introducing impediments to the movement of people.

7. Statistical Sampling

The Statistical Commission considered the report (E/CN.3/140) of the fifth and final session of the Sub-Commission on Statistical Sampling and came to the following broad conclusions:

(1) that periodic reports should continue to be made on sample surveys of current interest;

(2) that a report should be compiled bringing together the important recommendations made by the Sub-Commission during its five sessions; and

(3) that assistance should be given to countries wishing to undertake sampling projects, such assistance to include the issuing of technical reports and manuals.

The Commission agreed that there was a need for review and study of the use of sampling methods in promoting the improvement of the quantity and quality of basic statistics especially in the under-developed countries and that an ad hoc committee of experts should be convened for this purpose.

The Statistical Commission recommended that final decisions regarding the studies in statistical sampling to be undertaken by ad hoc groups of experts should be made by the Secretary-General, in consultation with the specialized agencies where necessary, and that in the studies of the subjects already suggested the special needs of under-developed countries and their available resources should be taken into consideration. A fifth report on the Sample Surveys of Current Interest⁷¹ appeared during the year under review.

J. ACTIVITIES OF THE REGIONAL ECONOMIC COMMISSIONS

1. Economic Commission for Europe (ECE)

The Economic Commission for Europe held its eighth session from 3 to 18 March 1953 at Geneva (E/2382, Parts III and IV). Representatives of 24 European countries, the United States and various specialized agencies and non-governmental organizations participated.

8. Collection and Dissemination of Statistical Data

During 1953, the Statistical Office continued the regular collection and publication of data in the fields of external trade, production and prices, transport, national income, population and vital statistics, as well as such other special fields as were required. The data published were obtained from official government sources.

The Statistical Yearbook 1953,⁷² containing principal economic and social series, and the Demographic Yearbook 1953,⁷³ which includes major basic demographic series, were prepared during the year. The Yearbook of International Trade Statistics 1952,⁷⁴ issued in 1953, contains detailed statistics for 70 countries, covering about 97 per cent of world trade; for 25 of these countries (or about 65 per cent of world trade) analysis by commodity of imports and exports is made according to the Standard International Trade Classification (SITC).

The following monthly and quarterly publications containing current statistical information were issued during the year to supplement these yearbooks. The Monthly Bulletin of Statistics contains current statistical series for more than 70 countries; Commodity Trade Statistics (quarterly) gives value of imports and exports classified according to the SITC; Direction of International Trade (cumulative monthly issues with an annual summary), published jointly by the International Monetary Fund and the International Bank for Reconstruction and Development, contains monthly trade origin and destination figures for about 100 countries; Population and Vital Statistics Reports contains most recently available data of total births and deaths and population totals with mid-year estimates for more than 250 countries and territories; Statistics of National Income and Expenditure (semi-annual) contains current data concerning national income. In addition, Statistical Notes describe current events in international statistics.

Before the Commission were:

(1) Reports from the committees of the Commission on their activities since the closing date of their reports to the seventh session, and an additional Note to those reports by the Executive Secretary concerning

⁷¹ U.N.P., Sales No.: 1953.XVII.4.

⁷² U.N.P., Sales No.: 1953.XVII.9.

⁷³ U.N.P., Sales No.: 1953.XIII.9.

⁷⁴ U.N.P., Sales No.: 1953-XVII.3.

the Committees on the Development of Trade, Industry and Materials, and Manpower (E/ECE/153);

(2) a Note by the Executive Secretary on other activities of the Commission and its secretariat, dealing principally with ECE co-operation with the Economic Commission for Asia and the Far East (ECAFE) and the Economic Commission for Latin America (ECLA), the Technical Assistance Administration (TAA), specialized agencies and intergovernmental organizations (E/ECE/154);

(3) a Note by the Executive Secretary on decisions of the Economic and Social Council and the General Assembly bearing on ECE (E/ECE/155);

(4) the Commission's programme of work for 1953/54; and

(5) the Economic Survey of Europe since the War (E/ECE/157).

The Commission discussed separately the reports of each committee on its past and planned activities and unanimously adopted resolutions concerning the work of the Committee on Agricultural Problems and of the Coal Committee and on the convening of a Consultation of Trade Experts.

In the first resolution, the Commission stated that certain adjustments in the policies of European countries with regard to agricultural production and trade in agricultural products might materially contribute to the improvement of the economy of Europe and to the welfare of its farmers. It invited the Executive Secretary, in co-operation with the Food and Agriculture Organization of the United Nations (FAO), to prepare a statement of the problems involved, together with proposals for possible action, for submission to governments for their consideration with a view to ascertaining whether the convening of the Committee on Agricultural Problems before the next session of the Commission would serve a useful purpose.

The second resolution called upon the Coal Committee to give special attention during 1953 to the formulation of practical recommendations with a view to restoring European self-sufficiency in solid fuel and putting an end to dependence on extra-European sources of supply.

The third resolution was adopted following a discussion concerning the Committee on the Development of Trade. All representatives who took part in this discussion reiterated their concern for, and interest in, the development of mutually fruitful commercial relations between countries of Eastern and Western Europe. The resolution approved the proposals (E/ECE/153-H Rev.1) made by the Executive Secretary regarding the Consultation of Trade Experts and invited him to convene it on 13 April 1953.

In connexion with its consideration of the Note by the Executive Secretary on decisions of the Economic and Social Council and the General Assembly bearing on the work of ECE, and in the light of certain findings of the Survey, the Commission adopted a resolution stating that the economic development of the less developed countries in Europe, particularly in Southern Europe, could not only promote the welfare of the peoples living in those countries but could also contribute to a general improvement in European economic conditions. It invited the Executive Secretary: (1) to prepare a study of the current possibilities of expanding and accelerating the economic development of the less developed countries in Southern Europe; and (2) to consult with interested governments concerning the possibilities of further action.

a. WORK OF THE SUBSIDIARY BODIES OF THE COMMISSION

(1) Committee on Agricultural Problems

In the absence of an agreed programme of work, the Committee on Agricultural Problems was not convened during 1953 (E/ECE/153-A & E/ECE/177-A).

The Fourth Session of the Working Party on Standardization of Perishable Foodstuffs was held at Geneva in September. Unanimous agreement was reached on proposals for the establishment of European standards regarding seed and ware potatoes, peaches, apricots and plums. Reviewing the work on fruit and vegetables achieved so far, the Working Party came to the conclusion that it was now opportune to ask governments formally to accept, as a common basis for their national regulations and controls, the recommendations included in the "General Provisions" to be applied in Europe for the commercial standardization and quality control of fresh fruit and vegetables moving in international traffic, as adopted the previous year by the Working Party for use on a trial basis. The Working Party further agreed that the "General Provisions" should be incorporated in a draft, which was subsequently prepared. The conditions under which the work of standardization was to be continued and the European standards to be revised periodically were defined. The Working Party also stressed the desirability of enlisting the co-operation of countries which had not previously participated actively in the preparation of standards.

Two papers entitled "Output and Expenses of Agriculture in Some European Countries" (AGRI/42) and "Prices of Agricultural Products

and Fertilizers 1952/53" (AGRI/43) were issued by the secretariat for general distribution.

(2) Coal Committee

The Coal Committee held its 27th to 30th sessions in February, May, August and December (E/ECE/153-B & E/ECE/177-B). The work of the Committee was directed towards ensuring that European coal needs are satisfied as economically as possible, that solid fuel should be used rationally and that the coal market should be rendered as stable as possible. In order to follow the market more closely, the Committee instituted half-yearly reviews to ascertain what measures should be taken to reduce the effect of short-term fluctuations. At the same time, the long-term problems of coal in relation to other forms of energy, consumption trends in particular sectors of the economy, and the classification of coal and lignite were also studied, as well as the possibility of improving coal statistics.

In addition to a decline in demand for coal in Western Europe during 1953, competition from other sources of energy such as dark oils, natural gas and hydro-electric power increased. This question was taken up by the Coal Committee and a study was initiated on post-war developments in the relationship of coal and black oils. Similar studies in the fields of hydro-electricity and natural gas, it was decided, would be undertaken at a later stage.

The Coal Committee considered that part of the falling demand was due to the lack of adequate stock-building by consumers for the winter months, and stressed the importance of proper stocking policies and the necessity of improving statistics of distributed stocks. The Committee therefore suggested that Governments should:

(1) recommend targets for coal stocks in the various sectors of consumption, based on what they considered would be the normal requirements;

(2) exert influence on consumers by publicity or other suitable means in order to ensure that these targets were attained; and

(3) compare the actual figures of stocks in hand at the commencement of the winter with the targets set.

The demand situation led to a sharp fall in the imports of coal from the United States, a decrease from 20.6 million tons in 1952 to 7.0 million tons in 1953. This drop might have been even greater had it not been that, as a result of the lowering of trans-Atlantic freight rates, United States coal became competitive in Europe in the latter part of the year. Most of these imports were of coking qualities which remained in short supply in Europe, and the Coal Committee continued to

direct its attention to solid fuel quality problems in both the technical and economic aspects.

The Committee also studied consumption trends in the main sectors of the coal market, a start being made on the domestic sector.

At its May session, the Coal Trade Sub-Committee decided to hold only one session quarterly. Owing to the easing of the market, the Sub-Committee was able to adjust in nearly all cases discrepancies between export availabilities and import requirements, and agreement was reached without proceeding to a formal allocation.

The Classification Working Party met in April and November; it drew up and agreed on a proposal for a classification of hard coals by rank for commercial purposes. This commercial classification is an adaptation, in a simplified form, of the earlier agreed scientific system for hard coal classification. The proposal is to be fully considered by the participating governments and given a trial over a period of two years, i.e., up to the end of 1955.

Work was started on the classification of hard coals by size as well as on the classification of brown coal and lignites, and a second exchange of brown coal samples was arranged.

The Utilization Working Party met in May and November. An ad hoc working group was set up to examine the advisability and feasibility of creating an International Centre for Documentation and Research on the efficient use of solid fuels.

A consolidated report was issued on fuel advisory services and facilities for education and training of boilerhouse staff. Work was continued on the proper use of measuring instruments to improve results from existing plants.

The problem of the rational utilization of coking coal and the widening of the range of coals used for carbonization was considered and the preparation of a plan of future work was begun.

The Working Party on Coal Statistics, set up by the Coal Committee at the end of 1952, held its first session in January and two subsequent sessions in April and November. Work proceeded on the examination of the definitions used by participating countries, on the improvement of the comparability of statistics and on the inclusion of new statistics in the Quarterly Bulletin of Coal Statistics for Europe. By the end of 1953, considerable progress had been made, especially in the case of productivity, where comparable statistics are now available for the first time. Work was continued on statistics in the field of consumption, prices, wages, and other forms of energy.

During the year, the Quarterly Bulletin of Coal Statistics for Europe, the Monthly Coal Statistical Summary and the Monthly Coal News continued to be issued.

(3) Committee on Electric Power

The Committee on Electric Power held its tenth session on 9 and 10 June (E/ECE 153-C & E/ECE/177-C). A programme of work was drawn up which provided for detailed consideration of specific problems by ad hoc groups of experts and also for studies and negotiations to be undertaken under the auspices of the secretariat.

Six groups of experts met during the year, and the Working Party for the Study of Rural Electrification, which was set up by the Committee on Electric Power to make a periodic review of problems in that field, held its first session. This Working Party was an outcome of the recommendations of a technical study group convened in 1952 in conjunction with TAA and FAO. A comprehensive programme of work was drawn up, designed to make the experience of national experts in a wide range of special problems available for the general improvement of rural electrification practice.

Following the conclusions, adopted by the Committee, of a previous secretariat study on "Transfers of Electric Power Across European Frontiers" (E/ECE/151), a group of experts was appointed to investigate the possibilities of exporting electric power from Yugoslavia to neighbouring countries, and an intergovernmental body known as "Yougel-export", comprising experts representing Austria, Italy, the Western Zone of Germany and Yugoslavia, was set up to carry out the work. This body operates through four committees dealing respectively with technical, economic, financial and legal aspects of the problem.

Inquiries and negotiations concerning general legal questions — both those which hamper international trade in electricity and those involved in the development of rivers and lakes which constitute or cross common frontiers — was continued.

Studies completed by the secretariat during the year included a survey of "Hydro-electric Potential in Europe and its Gross, Technical and Economic Limits" (E/ECE/EP/131). This established on a uniform basis the hydro-electric resources of most European countries and set out methods of comparing development possibilities according to successive levels of theoretical, technical and economic feasibility.

The second of an annual series of surveys of the main factors governing the electric power situ-

ation in Europe was published under the title "The Electric Power Situation in Europe: 1952-53 in the Setting of Post-War Developments" (E/ECE/EP/142). This study includes a more comprehensive analysis of developments in the years following the Second World War.

Among a number of other studies on which the secretariat worked to provide documentation for governments was one dealing with the methods employed in different countries to estimate consumption of electric power in future years.

The Committee on Electric Power continued to act as a forum for the consideration of fundamental problems underlying the development of Europe's electric power resources. Such problems arise largely from the fact that the natural sources of power production, which are both highly diversified and widely distributed, are also very unevenly developed in the different countries. Thus it has often been necessary to supplement by intergovernmental action the efforts made by individual countries to meet a constantly increasing demand under the most favourable conditions. There has, moreover, been a gradual increase in the interconnexion of national transmission systems in order to support a limited but economically important international trade in electric power which has also helped to create a broad degree of interdependence over an ever-widening area of Europe.

In considering these problems, the Committee maintained close contact with other international bodies, initiated studies in special fields, and promoted general studies to bring together authoritative information on questions of current importance. It also continued to provide a medium for the conduct of negotiations between interested governments on any specific issues which arose and its secretariat was continuously available as a channel for this purpose.

(4) Industries and Materials Committee

The Industry and Materials Committee did not meet in 1953 (E/ECE/153-D & E/ECE/177-D). The activities of its subsidiary organs in the fields of engineering and materials continued to be governed by a programme of work drawn up towards the end of 1950 (E/ECE/IM/155).

The Ad hoc Working Party on Contract Practices in Engineering met in February and in June. In February, it finalized the text of "General Conditions for the Supply of Plant and Machinery for Export" (ME/188/53) for use on a permanent basis by interested parties. A "Commentary on the General Conditions for the Supply of Plant

and Machinery for Export" (E/ECE/169) was approved during the June meeting. This meeting also decided to prepare similar model contract clauses dealing with the erection of equipment, a matter of particular interest to under-developed countries. It set out the main subjects to be considered and draft clauses were prepared for submission to a session to be held in February 1954.

Work continued on a "pilot" machine-tool glossary, with the preparation of definitions and drawings of 1,000 selected concepts approaching a semi-final stage.

HOUSING SUB-COMMITTEE

The Housing Sub-Committee, which met in October 1953 (E/ECE/153-D & E/ECE/177-D), continued to develop its work on housing and building in response to the wishes of the governments and also aimed at implementing, in Europe, the programme on housing and town and country planning recommended by the Social Commission and approved by the Economic and Social Council.

Several countries devoted greater attention to measures to reduce the high cost of building. Lower costs were achieved through a variety of measures, such as a rationalization of the building industry in Belgium, the better preparation of projects in Denmark and France, the use of simpler housing plans in the Netherlands, Norway and the United Kingdom, and increased mechanization and prefabrication in the USSR.

An important problem for many countries remained that of relating various aspects of the housing question to a comprehensive housing policy oriented towards a continually rising level of dwelling construction and capable of substantially reducing the remaining backlog of unfulfilled needs. Action in this direction would also encourage and facilitate technological progress leading to the development of a forward-looking and modern building industry.

Arrangements for organizing international co-operation in Europe in building research and documentation on the general lines recommended at the sixth session of the Housing Sub-Committee were completed. A General Assembly of interested parties was held under ECE auspices in June 1953, at which the International Council for Building Research, Studies and Documentation (CIB) was formally established as a non-governmental organization to encourage, facilitate and develop international co-operation in building research, studies and the application of research, and documentation concerning not only the technical but also the economic and social aspects of housing, building and town and country planning.

The Sub-Committee examined the first "Annual Survey of European Housing Progress and Policies" (IM/HOU/60 & Add. 1-7) and discussed some of the more important issues arising, including questions of credits and subsidies and measures governments were taking to reduce costs and promote a higher level of construction. The Sub-Committee expressed the wish that, in future, the survey analyse in greater detail the social and economic trends related to housing.

In the field of economic studies, the Sub-Committee also examined the completed report on "European Rent Policies" (E/ECE/170 & 172) and arrived at a number of general conclusions on points of principle. It was emphasized that rent policy should be regarded as an integral part of housing policy, closely related to credit and subsidy policy, to measures intended to reduce the real cost of construction and to the level of wages. It was also considered desirable to equalize, as far as possible, the rents of houses of substantially similar characteristics and amenities; where such equalization led to increases in the rents of old houses, it was deemed essential to adopt social measures to enable all categories of the population to pay increased rents. It was agreed that, as long as a general housing shortage persisted in some countries, the abolition of rent control and of subsidies could not be contemplated. Finally, it was emphasized that housing could not be regarded as a purely technical and economic problem but as one which had important social aspects of concern to governments.

The first Quarterly Bulletin of Housing and Building Statistics for Europe was published in August 1953. At its second meeting, in November, the Working Party on Housing and Building Statistics recommended methods for computing an index of building activity and a building cost index and began an examination of comparability of data relating to occupation of dwellings. As part of its future work in this field, the Working Party agreed to consider methods of calculating housing needs and overcrowding and methods of computing an index of building cost proper.

The Sub-Committee continued to consider what further steps it could take to reduce the cost of building and to increase the productivity of the industry. Arising out of the general study on "The Cost of House Construction" (E/ECE/165), a number of specialized studies were undertaken concerning: development of model building codes and regulations; methods of awarding building contracts and the placing of orders; trends in mechanization of house building; housing needs of a family; cost of various types of construction.

In addition, the Sub-Committee invited interested governments to examine the import requirements and export availabilities of their countries in building materials and components and to inform the secretariat of any trade possibilities which they considered worth exploring within the framework of ECE. The Sub-Committee further decided to initiate an examination of methods and techniques of developing and expediting the housing programmes of less-industrialized countries in Europe.

(5) Inland Transport Committee

The Committee continued to devote much of its time to problems bearing on general transport policy. As the work advanced, the extent to which problems of co-ordination of transport are bound up with the work on costs and tariffs became increasingly evident. The Committee further defined its aim with respect to the current studies in the field of co-ordination of transport and reached agreement on a number of principles concerning the social and economic burdens imposed on transport undertakings and the advantages and benefits granted to them.

The conclusions drawn by the Working Party on Transport Costs and Accountancy and the methods of calculation it adopted have provided a means of ascertaining the cost of the undertaking for rail, road and inland water transport and a way of facing most rate-fixing problems.

With railway tariffs now largely standardized as to form, attention is being given to achieving greater uniformity in tariff structure in order to simplify the task of those engaged in trade and thus facilitate commercial exchanges.

It was agreed that discrimination in railway tariffs should first be considered from the national standpoint, i.e. with the interest of the railways and of the countries' own economy in view, and then only from the European angle. A list of types of rail tariff discrimination was studied, type by type, at a session of the appropriate subsidiary body of the Committee, the various delegations indicating whether or not they regarded them as justifiable. The possibility of eliminating unjustified discrimination is to be dealt with at a later stage. Representatives from Eastern countries supplied full information on a uniform transit tariff applied by these countries for traffic between them and also for traffic between Western and Eastern countries when one of the latter is an exporter or importer of the goods transported. The possibility of extending the application of such tariffs was being studied. Questions relating to the establish-

ment of international tariffs for road and inland water transport were also being studied.

The Committee, during 1953, prepared a General Agreement embodying economic regulations for international road transport, with an accompanying set of rules with which carriers engaged in international traffic should comply. The provisions relating to the transport undertaking itself, to mobile equipment, to conditions of employment, to the insurance to be carried, etc., are designed to improve the standard of international road services.

Governments were recommended to carry out a census of road traffic on the main international traffic arteries and, beginning in 1955, to take national road traffic censuses and censuses on main international traffic arteries during the same period in order to:

- (1) ascertain whether there is a need for new roads or for improving existing ones;
- (2) find out the extent to which roads are utilized by the various categories of users; and
- (3) obtain information for use in the prevention of accidents.

Progress was made in the study of standardized packaging and of matters relating to the equipment of road vehicles for the transport of perishable foodstuffs. The Committee's objective is to draw up one or more international agreements on packaging and on the quality and conditions of transport of perishable foodstuffs.

Regulations were drafted, to enter into force in 1954, for the temporary duty-free admission of reusable containers (e.g., for household goods, food and liquids) into foreign countries and on the technical conditions which containers must fulfil to be accepted in international traffic under Customs seal. These regulations, when applied, will allow a more extensive use of containers in international traffic.

The Committee agreed that the most important aspect of its work on the prevention of road traffic accidents was the co-ordination of the activities of governments and international organizations in keeping the public informed as to the different ways of preventing accidents. A catalogue of research activities on road safety in progress in the various countries was prepared for publication by the secretariat, as well as an international road safety manual for all road users. Progress was made in laying down the standards to be required of motor vehicle drivers and in studies of technical problems, such as the lighting of vehicles, safety glass and the general internal design of motor vehicles. The object of these particular studies is

to reduce the risk of death or serious injury when accidents occur.

An inquiry was begun to ascertain the possibilities of putting into effect from 1 June 1954 a proposal that the duration of tax exemption for foreign tourist vehicles be extended to coincide with that of the temporary importation papers.

Many European countries during the year began applying the international insurance card system, instituted on the Committee's recommendation, and enabling drivers who are holders of the card to cross frontiers with a minimum of formalities, especially in countries where third-party insurance is compulsory.

The Committee, among other things, also considered problems of the temporary duty-free admission of small pleasure boats, the transport of dangerous goods, various customs questions and rational routing of rail traffic.

(6) Committee on Manpower

No meetings of the Committee were held during 1953, its programme having been taken over, on the decisions of the governments, by ILO in April 1948.

(7) Steel Committee

The Committee held its tenth and eleventh sessions in January and September 1953. During the year, its attention was directed mainly towards the problem of stimulating demand, the shortages of raw materials which had characterized the industry in previous years having been virtually overcome.

Despite some slackening in demand, the overall European steel production of 75 million tons of crude steel in 1953 remained virtually the same as in 1952.

The secretariat published the revised version of two studies, presented in preliminary form to the Committee in 1952, entitled *The European Steel Industry and the Wide-Strip Mill: A Study of Production and Consumption Trends in Flat Products*⁷⁵ and *European Steel Exports and Steel Demand in Non-European Countries* (E/ECE/-163). It also prepared and presented to the Committee the preliminary version of a study on competition between steel and aluminium. This latter study is divided into two main parts, the first covering the characteristics and growth of the aluminium industry and the second reviewing the present and probable future competitive position of aluminium in a number of specific industries, particularly the railway, motor-vehicle, ship-building, packaging and mobile container, and

building and civil engineering industries. In addition to this major study, the secretariat prepared and presented a paper on methods of calculating the availability of capital scrap, and issued a report entitled *"Some Important Developments during 1953 in Iron and Steel Technology"* (E/ECE/-171).

During the year, collaboration between the secretariats of ECE and of ECAFE and ECLA continued to develop.

The Quarterly Bulletin of Steel Statistics for Europe was published regularly throughout the year and incorporated a number of improvements over earlier issues.

(8) Timber Committee

The joint FAO/ECE Working Party on European Timber Trends and Prospects met at Geneva in June; the Timber Committee met at FAO Headquarters at Rome in October 1953, when, as in the previous year, it participated in a joint session with the European Forestry Commission of FAO.

The Committee, reviewing its provisional estimates of the volume of European trade in sawn softwood in 1953, noted that the volume was likely to exceed the Committee's earlier expectations by about 10 per cent.

Production costs in some of the exporting countries have risen more rapidly in recent years than have corresponding export prices, and cost rigidities present an obstacle to any substantial downward revision of prices. The Committee agreed that technical improvements both in the production and utilization of wood should in time contribute to resolving this apparent dilemma.

For 1954, no marked change in total demand for sawn softwood was envisaged, and, after taking into account an expected increase in supplies from Eastern Europe, European import requirements from other continents were probably within the range of estimated availabilities in Canada, the United States and Brazil.

A comparison of pitprop import requirements and export availabilities for 1953 and 1954 showed that supplies in the importing countries appeared secure for these two years. For pulpwood, however, though import requirements in 1953 were below the level of actual imports in 1951 and 1952, export availabilities also declined markedly as compared with the two preceding years; there thus appeared to be a prospective deficit in pulpwood for both 1953 and 1954.

⁷⁵ U.N.P., Sales No.: 1953.II.E.6.

The FAO/ECE Working Party on European Timber Trends and Prospects, at its meeting in Geneva from 25 June to 1 July, considered the implications of the joint FAO/ECE study *European Timber Trends and Prospects*,⁷⁶ published in April, together with *European Timber Statistics 1913-1950*.⁷⁷ Its report was considered at the Joint Meeting of the ECE Timber Committee and FAO European Forestry Commission held at Rome in October 1953.

The Joint Meeting reached the following conclusions: Europe's consumption of industrial timber would tend to rise, affecting primarily pulpwood, only small increases being expected for saw logs and pitprops. In most European importing countries the rise in prices assumed in the study appeared to have taken place. Since 1951, upward revisions in felling estimates have been made in Sweden, Western Germany, and some other European countries with the result that the expected output of industrial wood in Europe (outside the USSR), estimated in the study at 155 million cubic metres, could now be estimated at 163 million cubic metres; this figure, however, remained substantially below the amount of industrial wood Europe might be expected to consume 10 to 20 years hence.

To ensure that Europe's future requirements of industrial wood would be met, the Joint Meeting agreed on a number of recommendations designed to raise Europe's supplies by both short and long-term measures. These included short-term measures to raise forest output by reducing waste in the forest and achieving a fuller use of the by-products of the wood-using industries. The Meeting also considered it desirable to increase the volume of imports of sawn softwood from the Soviet Union and other regions. Among the long-term measures recommended, particular importance was attached to the need for improved forest management, intensified silviculture, improved roadways and transport facilities, and a more ambitious programme of afforestation and reforestation. The need for a long-term programme designed to achieve a progressive improvement in statistical information was stressed.

The Joint Meeting recommended that high priority be accorded to the technical projects figuring in the Committee's programme of work, and requested ECE and FAO to convene joint working parties, as needed, in pursuance of its recommendations in the technical field.

(9) Committee on the Development of Trade

No meeting of the Committee itself was held during the period under review, but work on trade was continued on the basis of resolutions

adopted at the seventh and eighth sessions of the Commission. The Executive Secretary convened an East-West Trade Consultation on 13 April 1953, which was attended by experts nominated by the governments of 24 countries participating in the work of ECE, as well as experts from the Eastern and Western Zones of Germany. In conformity with the plan for the Consultation, no summary records were issued, the Executive Secretary acted as Chairman, and the report to governments on the Consultation's proceedings was submitted by the Executive Secretary on his own responsibility.

This report, among other things, summarized the principal results of the Consultation as follows:

"At the conclusion of the Consultation, it was the general consensus of the experts and of the Executive Secretary:

"(a) That the Consultation had been of value and had helped prepare the way for an increase in East-West trade during the next twelve months;

"(b) That the work done at the Consultation would be followed up in early negotiations;

"(c) That a further Consultation of the same kind would be useful in April 1954;

"(d) That the experts would inform the Executive Secretary (if possible by 1 July 1953 and again by 1 September 1953) of the results of negotiations subsequent to the Consultation.

"(e) That the Executive Secretary would remain in contact with governments on this question and might determine whether it would be to the general advantage to convene a Consultation even before April 1954."

In December 1953, the Executive Secretary, in a communication to all participating governments, convened the next Consultation for 20 April 1954 at Geneva.

A detailed article, "Developments in Trade between Eastern and Western Europe from 1951 to 1952" was published by the secretariat in Volume 5, No. 2, of the *Quarterly Economic Bulletin for Europe*.

The secretariat was instrumental in bringing together, and arranging for bilateral trade negotiations (with the consent of the governments concerned) between the representatives of the Greek and Hungarian Chambers of Commerce. These talks took place in connexion with the East-West Trade Consultation of April 1953. On 1 June 1953, a one-year trade agreement was signed for the exchange of goods totalling about \$4.5 million in value.

b. ECONOMIC SURVEY OF EUROPE SINCE THE WAR

The Economic Survey of Europe Since the War⁷⁸ published in February 1953, was the sixth

⁷⁶ U.N.P., Sales No. 1953.II.E.3.

⁷⁷ U.N.P., Sales No. 1953.II.E.5.

⁷⁸ U.N.P., Sales No. 1953.II.E.4.

annual survey prepared by the secretariat of the Commission. It was based on official statistics and statistical estimates made by the secretariat, and sought to draw on the experience of the whole post-war period and to analyse its significance for the future.

According to the Survey, the adverse effects of the major shifts in the world economy during and after the war were concentrated on Western Europe. The political split of Europe intensified Western Europe's balance-of-payments difficulties, and the dependence of Western European countries on the dollar area as a source of supply grew. At the same time, it became far more difficult than before to earn from other countries the means to cover the deficit.

Following five post-war years of continuous expansion of production, the economy of Western Europe stagnated for a year and a half—despite a continuous increase in armament expenditure and a sustained boom in the United States. The progress, goals and development plans of Western European countries appeared very modest in comparison with those of the Soviet Union and the United States. The problem, the Survey indicated, was to find the means to further economic progress without relapsing into inflation.

Despite difficulties in particular industries at various times in Eastern Europe, countries there made rapid progress in industrialization, particularly in heavy industry. As long as their agricultural plans remained relatively modest, the chance of a rapid and general increase in standards of living remained rather slight. The reported rise in the increase in industrial output in the Soviet Union slowed down in recent years but further industrialization was continuing at a rate surpassing that in any Western country, the Survey stated.

The gap between rural pauperism in Southern Europe and industrial progress and higher living standards in Western and North-Western Europe continued to widen in recent years. While the goal of highly industrialized countries should be further mechanization, both in agriculture and in industry, the goal of over-populated countries in Southern and Eastern Europe, it was indicated, should be an expansion of industry hand-in-hand with an increase in total food production. Since large-scale international migration was neither likely nor desirable, agricultural production needed to be expanded where the surplus manpower exists.

The Survey stressed that the development of industrially retarded countries was in the long-term interest of Europe as a whole. There has been for four decades a persistent trend towards international disintegration in Europe's economy. From

1913 to 1951 total commodity output in Europe (not counting the USSR) increased 70 per cent, but intra-European trade increased only 2 per cent. The trend has been accentuated by government intervention in the economy. When labour and capital movements are restrained and capital is scarce, the obstacles to reaching a higher degree of international integration solely by the automatism of free commodity trade are immense, the Survey pointed out.

Economic stagnation would be fatal to even the most humble efforts to break the historical trend towards national economic autarky in Western Europe, it said, pointing out that a general climate of expanding economy was required to avoid a setback in intra-European trade and thereby in production. Private business had to be given firm confidence that governments take responsibility for maintaining total demand at a high level.

Governments needed to lay the foundation for a new equilibrium in international trade and payments and for a more regular and normal functioning of the world market before removal of controls on trade and payments and the achievement of currency convertibility were possible without serious threats to European production and trade. The situation required adequate action by the European countries themselves, with co-operative efforts on a wider scale to promote steady economic progress in Europe and the world, the Survey declared.

c. CO-OPERATION WITH SPECIALIZED AGENCIES AND OTHER ORGANIZATIONS

Co-operation of the Commission's technical bodies and the secretariat with specialized agencies continued. Co-operation with FAO was maintained mainly through the Joint ECE/FAO Agriculture and Timber Divisions servicing the ECE Committee on agricultural problems and the Timber Committee respectively. FAO collaborated in the preparation of a "Statement on Agricultural Production and Trade in Agricultural Products". An ECE/FAO Working Party met to examine the joint "Study of European Timber Trends", and its recommendations were submitted to a joint session of the ECE Timber Committee and the FAO European Forestry Commission (see above). Collaboration with the United Nations Educational, Scientific and Cultural Organization (UNESCO) continued on the compilation of a pilot machine tool glossary. Co-operation with the World Meteorological Organization (WMO) was initiated in regard to the hydrological aspects of the work of the Electric Power Committee and the influence of the weather on coal consumption. Co-operation

in various fields was maintained with ILO, the World Health Organization (WHO), the International Bank for Reconstruction and Development, the International Monetary Fund, the International Civil Aviation Organization (ICAO) and the Interim Committee of the International Trade Organization (ICITO).

The secretariat maintained informal contacts on a technical level with the staff of the Office of European Economic Co-operation (OEEC), the secretariat of the Council of Europe, and the High Authority of the European Coal and Steel Community. Collaboration with non-governmental organizations was maintained, particularly in the fields of coal, electric power, housing, industry and materials, and inland transport.

d. CONSIDERATION BY THE ECONOMIC AND SOCIAL COUNCIL AT ITS SIXTEENTH SESSION

The Council considered the fifth annual report of ECE (E/2382) at its 716th and 717th plenary meetings on 8 July. It also had before it the Economic Survey of Europe Since the War.

In introducing the annual report, the Executive Secretary of the Commission stressed that the past twelve months had seen two encouraging developments. The first was that experts from Eastern and Western European countries had met in the ECE Trade Consultation to discuss specific trade possibilities, and had thus created means of forging new links between certain countries which had ceased commercial relations, and of enlarging the volume of East-West trade. The second encouraging development had been indications of an increasing willingness on the part of Eastern European Governments to take part in the Commission's technical work. The Executive Secretary explained various ways in which ECE, during the period under review, had devoted greater attention to the problem of economic development. Just as ECE was endeavouring to prevent the fractionalization of Europe, he said, so it was working, in conjunction with ECLA and ECAFE, towards a fuller integration of the various regions of the world into a co-ordinated whole, in conformity with the aims of the United Nations Charter.

During the discussion of the ECE report, a number of representatives commended the practical work done by ECE in various fields. Economic and technical studies of the secretariat were also highly praised, especially the Economic Survey of Europe Since the War, and the Quarterly Economic Bulletins, as well as basic studies on timber, steel and inter-regional trade, certain of which had been

prepared in co-operation with FAO, ECAFE and ECLA.

Non-European members of the Council, including the representatives of Argentina, Australia, the Philippines and Venezuela, joined European members, including the representatives of France, Sweden and Turkey, in expressing appreciation of ECE efforts to relate developments in the European economy to the world situation, and in stressing the importance of past and future inter-regional collaboration. Various representatives, including those of Argentina, France, Turkey, the United States and Yugoslavia, also emphasized the importance of new work by ECE on behalf of less-developed countries in Southern Europe, which was in line with the emphasis placed by the Council on economic development.

The majority expressed hope and optimism concerning greater participation by Eastern European countries in the future work of ECE technical committees and congratulated the Executive Secretary on his efforts to foster East-West trade. The Polish and USSR representatives underlined their view that ECE should concentrate first and foremost on developing trade among all the countries of Europe.

The Council at its 717th plenary meeting on 8 July unanimously adopted, as resolution 484 (XVI), the draft resolution proposed by the Commission (E/2382), taking note of the annual report of ECE and of the views expressed during its eighth session.

2. Economic Commission for Asia and the Far East (ECAFE)

The Economic Commission for Asia and the Far East (ECAFE) held its ninth session at Bandung, Indonesia, from 6 to 14 February 1953. In its report (E/2374) to the fifteenth session of the Economic and Social Council, held in March and April 1953, the Commission drew attention to the rapid growth of regional economic consciousness, the increasing recognition of sharing experiences, and the development of the Commission as an effective and favoured instrument for economic advance of the countries of the region.

The action taken by the Commission at its ninth session, the Council's consideration of the Commission's report and the Commission's activities covering the period up to 31 December 1953 are described below.⁷⁹

⁷⁹ For question of membership in the Commission, see pp. 33-34. For amendments to its rules of procedure, see p. 33.

a. PROBLEMS OF INDUSTRY AND TRADE

At its ninth session, the Commission approved (E/CN.11/361/Rev.2) the report of its Committee on Industry and Trade (E/CN.11/357) which had met for its fifth session in Bandung, Indonesia from 26 January to 2 February 1953. ECAFE noted especially the effective manner in which much of the Committee's work is carried out through sub-committees, expert working parties, and special conferences.

In adopting the report of the Committee, the Commission approved, among other things, recommendations concerning economic and financial aspects of rural electrification; technical and economic aspects of extraction and utilization of lignite and other mineral resources; the visit of a group of experts to Japan to study small-scale industries and handicrafts marketing in 1954; the organization (in co-operation with the Government of India, the Technical Assistance Administration (TAA), the Food and Agriculture Organization of the United Nations (FAO), the International Labour Organisation (ILO), the World Health Organization (WHO) and the United Nations Department of Social Affairs) of a seminar on housing and building materials in 1954; a seminar (with TAA and the International Institute for Administrative Science) on organization and administration of public enterprises in the industrial field in 1954; the continued analysis of trade development and prospects of the region, especially work on a joint ECAFE/ECE/FAO Report on Trade Between Asia and Europe; trade promotion activities, including the convening of a second ECAFE conference on trade promotion and supply of capital goods, in March 1953; a seminar (with FAO and TAA) on agricultural development financing in 1954; and a working party of financial aspects of economic development programmes.

(1) Industrial Development

Electric Power: The Sub-Committee on Electric Power, at its third session at Bangkok, Thailand, from 5 to 9 October 1953, considered reports on co-ordinated development of hydro and thermal power and integrated power development; rural electrification (tariffs and finance); supply of plant and machinery for export; the utilization of lignite in thermal power plants (E/CN.11/EP/22, 23, 26, 27); and the first issue of ECAFE's Electric Power Bulletin for Asia and the Far East.

Advisory services were rendered to Burma on rural electrification and to the Government of East Pakistan on electricity tariffs.

Iron and Steel: The Sub-Committee on Iron and Steel at its fifth session at Bangkok, from 31 August to 3 September 1953, considered the report of the ECAFE/TAA study group of iron and steel experts on Japanese production techniques (ST/TAA/SER.C/5) and reports on the applicability of Japanese techniques to countries of Asia and the Far East and on the development and expansion of the iron and steel industry and allied industries in the countries of the region (E/CN.11/I&S/41 & 42). In view of the usefulness of the group visit to Japan, it was decided to seek TAA and other assistance for a study trip to Europe and North America in 1955. Advisory services on steel projects were rendered to Burma.

Mineral Resources: A regional conference on mineral resources development, the first of its kind, was held in Tokyo from 20 to 30 April 1953. It considered various phases of mineral resources development in the region, possibilities of increasing production, and ways and means of speeding up geological surveying. The report and essential documents of the conference were published in *Development of Mineral Resources in Asia and the Far East*.⁸⁰ Following the conference, delegates toured areas in Japan of geological and mining interest.

A study group visit for Asian lignite experts to Australia in October and November 1953 was jointly sponsored by ECAFE and TAA. In a preliminary report (ECAFE/I&T/14), concrete recommendations were made for consideration by the countries of the region concerning the organization and administration of lignite mining concerns, lignite prospecting, analysis, mining, processing, and the utilization of lignite.

Advisory services were provided to Thailand and arrangements were made for the testing in Japan of coals from Burma, lignite from Thailand and Malaya, and kaolin and peat from Ceylon.

Among reports issued were those on "Mining Development in Asia and the Far East 1952-53" and on "Clays in Relation to Ceramics and Building Materials Industries" (E/CN.11/I&T/87 & 94).

Cottage and Small-Scale Industries: At its third meeting in Bangkok, from 21 to 26 September 1953, the working party on small-scale industries and handicraft marketing considered reports on economic aspects of cottage industries and on domestic and export marketing of handicrafts of countries in Asia and the Far East. It also considered various reports describing government aid

⁸⁰ U.N.P., Sales No.: 1953.II.F.5.

to handicraft marketing and finance, as well as the results of research and experiments concerning handloom production, common facilities services, handmade paper, pottery production, and spinning with bast⁸¹ fibres. An exhibition of bamboo woodwork, including lacquerware, was arranged in Bangkok.

Trained Personnel: The third meeting of the ECAFE/ILO/UNESCO Inter-Secretariat Working Party on Trained Personnel for Economic Development was held in Bangkok from 7 to 14 September 1953. It considered, among other things, the question of the establishment of an International Institute of Management, but concluded that the stage had not yet been reached for such a project.

Housing and Building Materials: The Inter-secretariat Working Party on Housing and Building Materials, at its first meeting from 17 to 21 November 1952, recommended that regional research and demonstration centres for construction methods and designs (one for arid and another for humid climates) be established in co-operation with TAA. A report on "Housing and Building Materials in Asia and the Far East" (ECAFE/I&T/HBWP.2/1) was prepared.

(2) Trade and Finance

Trade Analysis: The Study of Trade Between Asia and Europe⁸², jointly undertaken by the secretariats of ECAFE, ECE and FAO, was completed and published in November 1953.

Trade promotion: The second ECAFE Conference on Trade Promotion was held in Manila from 23 February to 4 March 1953. The Conference suggested (E/CN.11/I&T/84) that the governments should keep under constant review the possibilities of simplifying exchange, customs, import and export regulations. It emphasized the need for the development of arbitration facilities and the promotion of marketing research, which might concern itself with the production and marketing of commodities, the search for new products for export, new uses of existing products, and utilization of by-products. It also dealt with various other aspects of trade promotion and recommended, *inter alia*, that full use be made of the existing trade associations in the region and that the governments increasingly utilize the advice of business groups in the formulation of trade policies.

The Trade Promotion News, previously issued monthly, continued to be issued once every two months. A preliminary draft of a Glossary of Commodity Terms was revised and publication was expected in 1954.

Financial aspects of economic development: At the third session of the working party of experts on financing of economic development in Asia and the Far East, which was held at Bangkok from 7 to 12 September 1953, reports on recent developments in mobilization of domestic capital, taxation as an instrument of development policy, development expenditure and variability in tax yields (ECAFE/I&T/FED.3-5) and a large number of other papers were considered. The report of the working party (E/CN.11/I&T/89) contained recommendations relating to taxation, including taxation in relation to individual development projects.

b. INLAND TRANSPORT

At its ninth session, the Commission approved (E/CN.11/365) the report of the second session of the Inland Transport Committee (E/CN.11/350), held at Bandung from 19 to 21 January 1953. It agreed to enlarge the terms of reference of the Inland Waterways Sub-Committee to cover coastal shipping.

Railways: The Railway Sub-Committee held its second session in Paris from 5 to 10 October 1953—the first session of a subsidiary body of ECAFE to be held outside Asia. It considered reports on the Regional Railway Training Centre for Operating and Signalling Officials, improved methods of track construction and maintenance, the prevention and speedy disposal of claims and the best types of diesel locomotives and railcars (E/CN.11/TRANS/Sub.1/26-30, 32-34). The Sub-Committee reviewed in detail the progress made in establishing the ECAFE/TAA Regional Training Centre for Railway Operating and Signalling Officials at Lahore, Pakistan. The Centre was scheduled to begin operation on 5 April 1954. The session of the Sub-Committee was followed by a group inspection tour of important rail installations in France, the United Kingdom, the Netherlands, West Germany and Switzerland.

Highways: The Highway Sub-Committee at its second session, at Bangkok from 14 to 19 September 1953, considered and approved: standard forms for highway bridge register and recording data on cement concrete pavements and highway project schemes (their preparation and presentation) and recommended these for adoption by governments. Other documents considered dealt with the economics of highway engineering, vehicle maintenance and repair, the training of mechanics and highway safety (E/CN.11/TRANS/Sub.2/14-16, 18, 19).

⁸¹ The inner fibre of certain trees.

⁸² U.N.P., Sales No.: 1953-II.F.3.

Waterways: The Inland Waterways Sub-Committee at its first session at Bandung, Indonesia, from 14 to 17 January 1953, considered the revised draft report of the expert working group on inland water transport from Asia and the Far East (E/CN.11/TRANS/R.1). This report was finalized (ST/TAA/SER.C/9) later in the year and was to be published by TAA. The Sub-Committee recommended the establishment of a regional training centre for inland water transport personnel, especially diesel marine mechanics, and the preparation of a draft convention for uniform methods of craft measurement (E/CN.11/TRANS/87).

In line with the recommendations of the expert working group on inland water transport for Asia and the Far East, trials were held by the Joint Steamer Company in East Pakistan to establish the relative efficiencies of the various towing methods and craft design. Details of these operations and an analysis of their results were given in a special report (ECAFE/TRANS/Sub.3/11).

c. FLOOD CONTROL AND WATER RESOURCES DEVELOPMENT

At its ninth session, the Commission approved (E/CN.11/366) the report of the Bureau of Flood Control (E/CN.11/352). This report recommended, among other things, the convening of a regional technical conference on water resources development in 1954. The Commission approved the suggestion to redesignate the Bureau as "Bureau of Flood Control and Water Resources Development".

Multiple-purpose river basin development: The Bureau of Flood Control and Water Resources Development completed work on the preparation of a manual on methods of economic analysis and planning of multiple-purpose river basin development and country-by-country surveys of water resources development for Burma, Ceylon, China (Taiwan), India, Japan, the Philippines and Thailand. Surveys for Cambodia, Laos, Vietnam, Indonesia and Pakistan were in preparation. The manual and the country surveys begun in 1951 together form a comprehensive study of water resources development in the region.

Flood control and water resources development of international rivers: The Bureau drew up a schedule to investigate the Mekong River along the Thai-Laotian border to study possibilities of irrigation, water power development and navigation. A preliminary study was also made of the possibility of diverting the Mekong River to provide irrigation for the north-eastern part of Thailand.

Studies on the problems of sediment (silt), river bank protection and river training were completed by the Bureau. Hydraulic experiments of silting and scouring of canals and rivers with heavy silt-laden flow, undertaken in co-operation with organizations in India and Thailand, were continued.

Technical advice was given to China (Taiwan), India and Thailand concerning multiple-purpose development of water resources.

The publication of the Flood Control Journal (ST/ECAFE/SER.C/13-17) was continued, and the fourth and fifth volumes of the Flood Control Series ("River Training and River Bank Protection" and "The Sediment Problem" (ST/ECAFE/SER.F/4 & 5)) were published. The Bureau also distributed various publications and reports to national technical organizations at their request.

d. RESEARCH AND STATISTICS

The ninth session of the Commission opened with a discussion on the economic situation in the region, with the annual Economic Survey of Asia and the Far East for 1951 and 1952⁸³ serving as a background document. At the conclusion of the debate, the Commission adopted a resolution (E/CN.11/356) drawing attention to:

(1) the urgent need for measures designed to assure stability of prices, particularly of the primary export products from countries of the region;

(2) the need to bring about general conditions of trade in which the prices of capital goods and other manufactured articles bear an adequate, just and equitable relation to prices of primary commodities; and

(3) the continued need for foreign capital and assistance on mutually agreed terms for the development of the region's agricultural and industrial resources.

Preparations for the 1953 Survey were also completed by the end of the year. It was decided that the Survey, for the first time, should include, besides an analysis of regional economic developments, separate country-by-country reviews. A special article on "Economic Developments in Mainland China, 1949-1953" was published in the November issue of the quarterly Economic Bulletin for Asia and the Far East. Other articles published in the May and November issues of the Bulletin dealt with "Aspects of Urbanization in ECAFE countries"; "Diversification of Production and Trade in ECAFE Countries"; and "Taxation and Economic Development in ECAFE Countries".

Statistical compilation and services: The building up of files of basic statistical series on such

⁸³ U.N.P., Sales No.: 1952.II.F.2.

items as production, transport, trade, finance and prices was continued in collaboration with the statistical offices and departments of governments, the Statistical Office of the United Nations, and the specialized agencies including, in particular, FAO, ILO and the International Monetary Fund. Work on the index of economic statistics on the collection of details relating to statistical series was regularly published in the quarterly Economic Bulletin.

Statistical conference: At its ninth session, the Commission approved (E/CN.11/364) the recommendations of the Second Regional Conference of Statisticians, held at Bangkok from 1 to 13 September 1952, concerning statistics of agricultural and industrial production and wholesale prices. Preparations were being made for the third Regional Conference of Statisticians, to be held in New Delhi, India, in March 1954. This conference would consider the application and promotion of international standards for the estimation of national income in ECAFE countries.

e. AGRICULTURE

The Agriculture Division, jointly set up by ECAFE and FAO and located at ECAFE headquarters, started its work on projects agreed upon by the two organizations. It undertook, for FAO and ECAFE, a continuing review of developments in the field of food and agriculture in the countries of the region. This review was used by FAO in the preparation of the State of Food and Agriculture and by ECAFE in the preparation of the half-yearly and the annual economic surveys.

f. RELATIONS WITH TAA

At its ninth session, the Commission, noting with satisfaction the close co-operation with TAA, requested (E/CN.11/369) the latter to intensify its activities in the region so as to accelerate the pace of economic development. The ECAFE secretariat continued to bring to the notice of TAA many regional needs for technical assistance, and TAA continued to seek the secretariat's advice in preparing its own operational programmes and in dealing with the requests of individual countries. The secretariat also continued to comment on fellowship and scholarship applications and on requests by governments to TAA for technical assistance.

During 1953, TAA co-operated with ECAFE in a number of regional projects, especially on:

(1) the preparations for a regional training centre for railway operating and signalling officials at Lahore, Pakistan, to be opened on 5 April 1954;

(2) a group study tour of lignite experts to Australia in October and November 1953;

(3) arrangements for a study tour of cottage industry experts to Japan in April-May 1954;

(4) a seminar on the organization and administration of public enterprises in the industrial field at Rangoon, Burma in March 1954; and

(5) a seminar on housing and community improvement, at New Delhi in January and February 1954.

TAA also made experts available for the ECAFE conference on mineral resources development, held in Tokyo in April 1953, and the ECAFE working party on cottage and small-scale industries and handicraft marketing held at Bangkok in September 1953.

g. RELATIONS WITH SPECIALIZED AGENCIES AND OTHER ORGANIZATIONS

Close and extensive co-operation with specialized agencies was maintained. Informal meetings were held periodically with representatives of FAO, WHO, UNESCO, ICAO, as well as UNICEF, stationed in Bangkok. The establishment of a joint ECAFE/FAO Agricultural Division at ECAFE's headquarters resulted in still closer co-operation between the two organizations. Co-operation was further developed between the Commission's secretariat and the Consultative Committee for Co-operative Economic Development in South-East Asia (known as the Colombo Plan). Consultations continued with a number of non-governmental organizations.

h. TEMPORARY HEADQUARTERS OF THE COMMISSION

At its ninth session, the Commission considered the question of the location of its working site. After an invitation from the Government of the Philippines had again been put before the Commission, the Commission endorsed (E/CN.11/368) a statement by the Assistant Secretary-General, in agreement with the governments concerned, that the Secretary-General should be asked to explore conditions and facilities at the various sites offered, including Bangkok, to ascertain the most suitable working site. The Secretary-General was requested, following these explorations and keeping in touch with the Chairman of the Commission, to use his administrative discretion and to take appropriate action.

The Commission unanimously recommended to the Council acceptance of an invitation from the Government of Ceylon to hold its tenth session and the meetings immediately preceding it in Ceylon.

i. CONSIDERATION BY THE ECONOMIC AND SOCIAL COUNCIL AT ITS FIFTEENTH SESSION

The Economic and Social Council, at its fifteenth session, considered the annual report of ECAFE (E/2374), at its 699th to 701st plenary meetings on 24 and 27 April. Most representatives felt that the Commission had achieved good results in all branches of its work, that it had rendered useful service to the countries of its region, and that it had become an effective instrument for the promotion of economic development in Asia and the Far East.

The representatives of Poland and the USSR, however, argued that the work of the Commission was practically paralysed because the People's Republic of China, the most important country of Asia and the Far East, was not represented there.

Several representatives, including those of Australia, China, France and the United States, stressed the usefulness of the work of the technical committees and working parties of the Commission in the fields of industry and trade and of inland transport. They praised the efforts made by the Commission in promoting trade between Asia and the Far East and the other countries of the world, including the organization of trade promotion conferences. The work of the Commission's Bureau of Flood Control and Water Resources Development was also commended. The representative of the Philippines, in particular, expressed the view that as an integrated and balanced economic development was of paramount importance, ECAFE should make positive recommendations in this respect and should promote the diversification of production, the fuller use of non-agricultural resources, industrialization and the development of trade.

The representatives of Australia, China and the United States, among others, considered that the co-operation of ECAFE with TAA and the specialized agencies had proved fruitful and profitable for the countries in the region. The establishment of a joint ECAFE/FAO Agriculture Division, said the representative of Australia, was also satisfactory for in the past insufficient attention had perhaps been paid to agriculture.

As regards its working site, the Commission was in favour of the suggestion that the Secretary-General be requested to explore conditions and facilities at the various sites offered, including Bangkok itself, and ascertain what would be the most suitable working site from the points of view both of operating costs and of other relevant factors.

The Council, at its 700th plenary meeting on 24 April, adopted by 16 votes to none, with 2 abstentions, two resolutions (464 A & B (XV)) recommended by ECAFE. In resolution 464 A (XV), the Council took note of the Commission's annual report and the programme of work and priorities contained therein.

In resolution 464 B (XV), the Council, noting the Commission's recommendation regarding the future location of its working site, requested the Secretary-General to take appropriate action.

3. Economic Commission for Latin America (ECLA)

The Economic Commission for Latin America held its fifth session at Rio de Janeiro, Brazil, from 9 to 25 April 1953. In general, the representatives expressed satisfaction with the studies and reports that had been prepared by ECLA's secretariat. The principal issues dealt with by the Commission concerned the need for greater industrialization and the promotion of intra-regional as well as international trade. The Commission called for intensification of studies of iron and steel (including transforming industries), paper and pulp, and chemical and other industries. It decided, *inter alia*, to investigate the possibilities of establishing processing industries utilizing local raw materials. The Commission's activities in Central America were endorsed, and satisfaction was expressed with the progress achieved under the United Nations Expanded Programme of technical assistance.

The Commission's report (E/2405) covering its fifth session was considered by the Economic and Social Council at its sixteenth session. A progress report by the Executive Secretary (E/CN.12/AC.24/2), covering the period from the end of the fifth session to 31 December 1953, was also issued in preparation for the meeting of the Committee of the Whole on 8 February 1954. The following is an account of some of the activities of the Commission and of the Council's consideration of ECLA's report.⁸⁴

a. ANNUAL ECONOMIC SURVEY

The Commission at its fifth session took note with satisfaction of the Economic Survey of Latin America, 1951-52⁸⁵ submitted by the secretariat. It requested the secretariat in the future to broaden the treatment of subjects not sufficiently covered, and recommended that governments provide the

⁸⁴ For amendments to the Commission's rules of procedure, see p. 33.

⁸⁵ U.N.P., Sales No.: 1953.II.G.3.

necessary information. The secretariat was also asked to take into account the observations made in the course of the debate, and to include in future editions of the Survey an explanation of the statistical concepts and methods employed.

The Executive Secretary reported (E/CN.12/AC.24/2) that, while the main part of the Economic Survey of Latin America, 1953 had been completed by the end of the year, it was to be published early in 1954. The 1953 Survey contained sections on income, investment and consumption; foreign trade and the effects of the world economic situation on Latin American trade and balance of payments; monetary problems; agricultural production; and industrial and mining production. The Survey showed that 1953 was marked by changes in the world economic situation which had important repercussions on the economy of Latin America. Attention was drawn to the falling off in world demand, especially demanded by the United States, and the drop in prices of most of Latin America's traditional exports of raw materials. On the other hand, the resurgence of the European industrial producers, with the consequent competition for foreign markets, had favoured Latin America to some extent. A reduction of United States capital flow to Latin America, both government and private, was noted.

For Latin America as a whole, the 1953 Survey showed that the balance of payments in 1953 was maintained in equilibrium, but only as a result of drastic reductions in imports. It was recognized, however, that this was a temporary measure which, if continued too long, would inevitably have an adverse effect on economic activity and the rate of progress.

In addition to the external factors of supply and price relations, the economies of some Latin American countries were weakened by inflation. Moreover, agricultural exports, particularly of foodstuffs, were faced with increased competition from outside the area.

Mining production dropped sharply, due principally to the contraction in world demand for strategic metals. Special studies were made in the Survey of some of the problems arising from inflation and of monetary policies aimed at checking inflation in selected countries.

b. ECONOMIC DEVELOPMENT AND TECHNIQUE OF PROGRAMMING

The Commission at its fifth session requested the secretariat of ECLA to continue its work on general problems of economic development and the technique of programming. Emphasizing the

need for studying the role of monetary and fiscal policies in promoting economic growth, it asked the secretariat to undertake studies in these fields.

The Commission specifically requested that the type of analysis contained in the "Preliminary Study of the Technique of Programming Economic Development", which was presented to ECLA's fifth session (E/CN.12/292), should be perfected, and that the refined method of analysis should be applied in the preparation of studies of development in individual countries.

ECLA's secretariat worked on the revision of the preliminary programming study, for which purpose comments were invited, and an expert visited Santiago, Chile, for a period of three months to make an appraisal of the study. It was planned to complete the revision of the study by the middle of 1954.

ECLA's secretariat also undertook a number of studies on economic development in individual countries, the purpose of which was to collect and analyse data with a view to measuring the rate of economic growth in the recent past and to prepare projects for the different sectors of the economy. It was hoped that such studies would aid governments in formulating integrated economic development programmes. Work undertaken in 1953, which would continue into 1954, included the following:

- (1) a study on the economic development of Brazil, undertaken in collaboration with the Brazilian Development Bank;
- (2) studies on the economic development of Argentina and Colombia; and
- (3) studies of the monetary policies of Chile and Peru and their effects on the economic development of these countries.

c. ECLA/TAA ECONOMIC DEVELOPMENT TRAINING PROGRAMME

The Commission at its fifth session recommended that this joint Programme of ECLA and the United Nations Technical Assistance Administration be maintained and expanded as far as possible.

The scope of the training programme for 1953 was increased and covered the period from April to December inclusive. Twelve trainees from the following nine Latin American countries participated: Argentina (2), Bolivia (1), Brazil (2), Chile (2), Costa Rica (1), Ecuador (1), Guatemala (1), Mexico (1) and Nicaragua (1).

The first month of the Programme was spent in studying statistical tools, including social accounting, input-output, wealth accounting, sources and uses of funds, and resource inventories. The

second month was spent in examining the experience in development of a number of Latin American countries, as well as the United States, the USSR and Japan. The next two months were devoted to studying programming techniques, this subject being the principal aim of the Training Programme, Special attention was given to development policies in the different countries.

In addition to following the general course, the participants worked on special studies dealing with the particular problems of their individual countries. These studies, which were undertaken in collaboration with economists on the staff of ECLA, included reviews of the world situation and markets, balance of payments and projections of foreign exchange receipts, evaluation of the effects of government fiscal policy on the rate of economic development, factors determining the rate of investment, and consideration of priority criteria for investment projects.

d. TECHNICAL MEETING ON BUDGETARY MANAGEMENT

A technical meeting on budgetary management was held in Mexico City in September 1953, under the auspices of ECLA, TAA and the Fiscal Division of the United Nations Secretariat. It was attended by experts from Costa Rica, Cuba, the Dominican Republic, El Salvador, Guatemala, Haiti, Honduras, Mexico, Nicaragua, Panama and the United States.

The main purpose of the meeting was to examine the problems of classification, presentation and analysis of accounts in the public sector, as well as the outlines drawn up by the United Nations for the preliminary draft of a Classification Manual.

e. INDUSTRIES STUDIES

(1) Iron and Steel Transforming Industries

The Commission at its fifth session recommended that the ECLA secretariat continue work relating to the iron and steel industry and investigate, in particular, the development of the iron and steel and related transforming industries in Latin America.

Work on a general study of the iron and steel transforming industries in Latin America was accordingly initiated immediately after the session. This study, to be continued into 1954, is to present a general description of the iron and steel transforming industries in selected Latin American countries, in terms of the origin and use of raw materials, technological knowledge, skilled labour, existing equipment and the means and possibilities

of acquiring or improving it, relation of investment and production costs to production processes, output and the size of the market.

A market study was undertaken of the different types of steel and the economic feasibility of establishing plants for their manufacture. The effects which these industries, and the mechanical industries which would use their output, might have on the balance of payments and on the general economy of the countries concerned was also being considered. One of the aims of this study is to indicate what types of capital goods as well as consumer goods could be produced in the area.

The first phase of the general study of the iron and steel transforming industries in Latin America consisted of a study conducted in Chile. This was done in order to determine the method of investigation best suited for carrying out the general study. A preliminary report on the Chilean study was prepared in December 1953. At the end of the year, field work was under way for a study on Brazil, and studies on Colombia, Mexico and eventually Argentina were to follow.

(2) Pulp and Paper Industry

A preliminary study of the possibilities for the development of the pulp and paper industry in Latin America (E/CN.12/294), carried out with the collaboration of the Food and Agriculture Organization of the United Nations (FAO), was presented to the Commission's fifth session and subsequently published.⁸⁶ In accordance with a recommendation of the Commission, the ECLA secretariat, in conjunction with FAO and TAA and in collaboration with other specialized agencies, continued the research begun in the preliminary study.

These further studies were designed to provide the documentation for a meeting of experts on all aspects of the question, to be held in Buenos Aires, Argentina, in September 1954. This project is sponsored by ECLA, TAA and FAO, with the collaboration of the United Nations Educational, Scientific and Cultural Organization (UNESCO) and other specialized agencies and the secretariat of the Economic Commission for Europe. The collaboration has been obtained of leading pulp and paper technicians and institutions in a number of countries in Western Europe, Canada, the United States, and Latin America. A preliminary work programme for this meeting was drawn up in Santiago immediately after the fifth session. The following tentative agenda was prepared:

(a) present and prospective demand for pulp and paper in Latin America;

⁸⁶ U.N.P., Sales No.: 1953.II.G.2.

(b) availability of Latin American raw materials for the manufacture of pulp and paper;

(c) comparison of the economics of pulp and paper manufacture from conifers, with pulp and paper manufacture from (i) Latin American tropical and sub-tropical hardwoods, (ii) Latin American plantation woods, and (iii) sugar-cane bagasse;

(d) essential steps in planning new pulp and paper industries;

(e) review of development prospects for pulp and paper industries;

(f) prospects in pulp and paper trade; and

(g) financing of Latin American pulp and paper development.

Due to a lack of industrial experience in the utilization of tropical hardwoods in the manufacture of pulp and paper, special studies are to be made in two regions which may be considered as possible sites for the industry, namely, the Yucatán Peninsula in Mexico and the Território Amapá in Brazil. These studies were to consist of preliminary forest inventories, pulping tests with the native woods, the design of wood extraction and transportation systems, and the preliminary design of pulp and paper mills.

(3) Chemical Industries

In response to a recommendation of the Commission at its fifth session, the ECLA secretariat continued its studies of the technical and economic aspects of the chemical industries, including an analysis of imports of chemical products in regard to selected countries in Latin America. Special consideration was being given to the relation between consumption of heavy chemicals and national income. Data was also collected on the consumption of nitrogen for industrial uses.

(4) Energy Studies

As a result of the Commission's recommendation at its fifth session, the ECLA secretariat began work on a study concerning the production and consumption of energy, including an examination of existing and potential energy resources, and research in the consumption of energy by different sectors of industry.

f. INTERNATIONAL AND INTER-LATIN AMERICAN TRADE

The Commission at its fifth session unanimously adopted a resolution which, *inter alia*, requested the ECLA secretariat to continue studies of the effects of changes in the terms of trade on the rate of development in the Latin American countries. The ECLA secretariat undertook the preparation of a paper on the "Theory of International Trade and Terms of Trade" from the point of view of the Latin American periphery. In addition

to the foreign trade section of the 1953 Survey, which deals principally with trade between Latin America and Europe and the United States, work was continued, in accordance with a resolution of the Commission's fifth session, on the study of the possibilities of expanding the markets for Latin American goods by means of greater trade within the region. One part of this study, to be continued into 1955, would include:

(1) an analysis of the flow of trade between Colombia, Ecuador, Venezuela and Panama, and between Mexico, Central America and the Antilles;

(2) a study of recent developments in trade between the seven southern countries of South America;

(3) a study on inter-Latin American trade in specific raw materials and manufactured products;

(4) a study of the effects on inter-Latin American trade of the General Agreement on Tariffs and Trade; and

(5) a study of trade problems in their relation to maritime shipping.

g. CENTRAL AMERICAN ECONOMIC INTEGRATION PROGRAMME

ECLA, in conjunction with TAA, FAO and UNESCO, has been engaged in a project designed to co-ordinate economic activities suitable to the individual countries in the area in such a way that they will mutually benefit the other countries in the region. This has involved questions concerning technical training, transport facilities, energy resources, development of specific industries, etc.

The Committee on Economic Co-operation in Central America held its second meeting at San Jose, Costa Rica, in October 1953, to review the work done since its previous meeting and to obtain the approval of member Governments for the continuation of the work programme. In addition to the reports of the Executive Secretary of ECLA and of the Resident Representative of the Technical Assistance Board and a paper on "Problems of Financing Economic Development and Integration in Central America" (E/CN.12/AC.17/27, 28 & 30 respectively), reports on other technical meetings were received.

The Committee approved a report of the Subcommittee on the Unification of Central American Tariff Nomenclature (E/CN.12/AC.17/25) which had met at Tegucigalpa, Honduras, from October 1952 to March 1953, and had recommended the adoption of a standard tariff nomenclature for Central America. The Committee noted that the project had been studied by the five governments concerned and that definite steps had been taken for its implementation. The governments were recommended to take measures to

standardize tariff nomenclature covering export products, to unify customs regulations and procedures and to study means for overcoming differences in duties and other taxes on imported products which might give rise to illicit trading. The Committee constituted a new sub-committee to carry out this work.

The Committee expressed its appreciation of the work accomplished by the seminar on transportation in Central America, which was held in San Jose, Costa Rica, from 9 to 20 June 1953. The seminar, which was conducted under the auspices of ECLA, TAA and the Government of Costa Rica, published its final report under the title "Transportation in Central America" (E/CN.12/356). The report, the first complete study made of transportation problems affecting Central America, covered all methods of transport and was divided into three parts. The first part described the existing transport situation regarding each country; the second examined the regional problems affecting the different methods of transportation and made recommendations for their solution; and the third dealt with international transport problems common to the six countries, with recommendations. The Committee requested the ECLA secretariat to submit preliminary plans for implementing the recommendations of the seminar which are to be examined by meetings of Central American experts.

The Committee approved a proposal for the creation of an Advanced School of Public Administration (E/CN.12/AC.17/31). The school, scheduled to be inaugurated early in 1954, would provide theoretical and practical instruction for an initial group of 25 fellows from the Central American republics. TAA has agreed to contribute two thirds of the cost of the school and the Central American governments, jointly, are to contribute the remainder. The offer of Costa Rica to establish the institute in San Jose was accepted.

Field work was also being undertaken by groups of experts on an Institute of Industrial Technological Research; electric energy; forestry products, pulp and paper; cattle and dairy products; and technical and administrative training.

b. CO-OPERATION WITH SPECIALIZED AGENCIES AND OTHER ORGANIZATIONS

ECLA maintained co-operation with several specialized agencies. Collaboration with FAO centred on the project for economic integration in Central America and the preparation for a meeting of experts on pulp and paper to be held in 1954. Other specialized agencies participating

in the project for economic integration in Central America were the International Labour Organisation (ILO), UNESCO and the International Civil Aviation Organization (ICAO). The International Bank for Reconstruction and Development was also consulted on this project. The International Monetary Fund co-operated with ECLA in the preparation of studies for a forthcoming meeting of experts on monetary and fiscal policies in relation to economic development. Collaboration with the Inter-American Economic and Social Council continued, and there has also been co-operation with a number of non-governmental organizations.

i. CONSIDERATION BY THE ECONOMIC AND SOCIAL COUNCIL AT ITS SIXTEENTH SESSION

The report of the fifth session of ECLA (E/2405) was considered by the Economic and Social Council during its sixteenth session, at its 718th, 719th and 721st plenary meetings, held on 9 and 10 July. In addition to ECLA's report, the Council had before it a statement of financial implications (E/2405/Add.1) submitted by the Secretary-General, which said that the \$15,000 estimated additional costs for 1953 could be absorbed within the 1953 budget appropriation and that for 1954 an increase of \$63,360 would be required.

In presenting ECLA's report, the Executive Secretary, at the Council's 718th meeting, stressed that, notwithstanding the significant increases in per capita income in Latin America in recent years, an acceleration of the rate of economic growth with corresponding structural changes in production and trade and, in many countries, an expansion of industrial capacity would be required if the gap between living standards in Latin American countries and in the industrially advanced countries were to be narrowed within a reasonable space of time. However, he said, the participation of Latin America in international trade could be expected to grow with the rise in per capita income.

The Council members expressed satisfaction with the work of ECLA and there was general agreement that The Economic Survey of Latin America, 1951-52 had made an important contribution to the understanding of the problems of the region. Certain representatives, including those of Argentina and Venezuela, commented favourably on the practical direction which had been given to the activities of ECLA, as exemplified in its studies on intra-regional trade (E/CN.12/304),⁸⁷

⁸⁷ Subsequently published as U.N.P., Sales No.: 1953. II.G.4.

the economic integration of the Central American States (E/CN.12/296) and the possibilities for developing the iron and steel and the pulp and paper industries in Latin America (E/CN.12/293 & E/CN.12/294).⁸⁸

The attention given by ECLA to the development of agriculture was commended. The representative of Cuba stated that, in practice, the Latin American countries were prevented from expanding their agricultural production by various difficulties such as, for example, the total lack of fuel or electric power, which made it impossible to export certain agricultural products in substantial quantities. It was for this reason, among others, that Latin American countries were seeking a balanced development of their agricultural and industrial resources. On the other hand, the representative of France, in particular, argued that it was necessary for Latin American countries to raise considerably the output of agricultural products so as to provide an adequate basis for industrial development.

The representative of Belgium expressed reservations concerning references in ECLA's report to the need for replacing imports of industrial goods by domestic products, which he considered appeared to imply a trend towards autarky. The statement of the Executive Secretary, he said, made it clear, however, that there would be scope for an expansion of inter-regional trade and co-operation as the incomes of Latin American countries rose.

The representative of the United States welcomed the growing diversification of the Latin American economy which, in the absence of excessive protectionism, would provide a basis for enlarged trade between Latin America and the rest of the world. In this connexion, the representative of Belgium suggested that Latin Amer-

ican countries might be interested in adhering to a trade and payments system along the lines of the European Payments Union.

Two amendments to the draft resolution proposed by ECLA (E/2405, p. 36) were submitted. One by Argentina, Cuba, Venezuela and Uruguay (E/L.528/Rev.1—originally submitted as a substitute draft resolution (E/L.528)) would add a paragraph recognizing the importance of the work being done by ECLA and would amend the first operative paragraph to have the Council note with appreciation the Commission's report. An amendment by France, India and the United States (E/L.529) proposed to add to the first paragraph a reference to the views expressed during the discussions at the Commission's fifth session and to delete the remaining paragraphs of the resolution. These paragraphs would have the Council: consider the Commission's work programme of primary importance to the economic development of Latin America; endorse the priorities allocated by the Commission to individual work projects; recommend that the necessary funds should be made available; and take note of the Commission's decision to hold its sixth session in Bogota.

The Council, at its 721st plenary meeting on 10 July, unanimously adopted a compromise draft resolution (E/L.530) submitted jointly by Argentina, Cuba, France, India, the United States, Uruguay and Venezuela. In the resolution adopted (485(XVI)), the Council, after recognizing the importance of ECLA's work, took note of its annual report and the views expressed at the Commission's fifth session, endorsed the priorities allocated by the Commission to the individual work projects and took note of the arrangements made by the Commission to hold its sixth session in Bogota, Colombia.

K. HUMAN RIGHTS

1. Draft International Covenants on Human Rights and Measures of Implementation

a. CONSIDERATION BY THE COMMISSION ON HUMAN RIGHTS

In accordance with Council resolution 440 A (XIV),⁸⁹ the Commission on Human Rights proceeded at its ninth session, held from 7 April to 30 May 1953, to consider the draft International Covenants on Human Rights and measures of implementation in the light of the instructions

contained in previous resolutions of the General Assembly and of the Economic and Social Council⁹⁰ and on the basis of the report of its eighth session (E/2256). The major part of the session was devoted to this work.

The Commission drafted (E/2447) a number of articles dealing with additional rights for in-

⁸⁸ Subsequently published as U.N.P., Sales No.: 1953. II.G.2.

⁸⁹ See Y.U.N., 1952, pp. 447-48.

⁹⁰ General Assembly resolutions 421 and 422(V) and 543 to 549(VI) and Council resolutions 349(XII), 384(XIII), 415(S-1) and 440(XIV).

elusion in the draft Covenant on Civil and Political Rights, based on proposals submitted at previous sessions and on a draft resolution adopted by the Commission on the Status of Women concerning the inclusion in the draft Covenant on Civil and Political Rights of the text of article 16 of the Universal Declaration of Human Rights relating to marriage and family rights.⁹¹ It adopted seven new articles:

- (1) on the rights to vote, to be elected and to hold public office;
- (2) on the treatment of persons deprived of liberty and on the penitentiary system;
- (3) on the rights of minorities;
- (4) on equal rights of men and women;
- (5) on the protection of the privacy, home, correspondence, honour and reputation of the individual;
- (6) on condemnation of incitement to hatred and violence; and
- (7) on the right to marry and to found a family.

It was not able, however, to discuss certain draft additional articles, such as that concerning the right of property, for inclusion in the draft Covenant on Economic, Social and Cultural Rights.

With regard to measures of implementation of the draft Covenant on Civil and Political Rights, the Commission revised the text of most of these articles, but made no far-reaching changes. It rejected a proposal to reduce the membership of the Human Rights Committee from nine to seven, as well as a proposal that the members should be elected by the Assembly instead of by the International Court of Justice. It also rejected proposals:

- (1) to grant the Committee the right to receive and consider communications from non-governmental organizations, groups of individuals and individuals concerning the non-observance of any provision by States parties;
- (2) to allow the Committee to take the initiative in cases where it considered that non-observance of any provision of the Covenant was sufficiently serious;
- (3) to permit the Committee to accept, for information, petitions from persons who complained that they were victims of violations of the Covenant; and
- (4) to exclude from the Committee's competence the power to deal with communications regarding the right of self-determination.

The Commission drafted two new articles on implementation. The first of these would grant to a State party complained of or lodging a complaint the right to bring the case to the International Court of Justice in the event of the failure of the Committee to reach a solution. The other article related to the implementation of the right of peoples to self-determination. The Commission did not consider measures of implementation of the draft Covenant on Economic, Social and Cultural Rights.

In the time available, the Commission was unable to carry out the other instructions of the General Assembly and the Council, and in particular to consider the federal State clause, the final clauses, the question of reservations, the question of applying the provisions relating to a Human Rights Committee to the Covenant on Economic, Social and Cultural Rights, and the examination of the provisions relating to the system of periodic reports and its application to the two Covenants.

A proposal by the USSR to request the Council to suggest to the General Assembly that it review its decision concerning the drafting of two covenants instead of one was rejected.

Reference was made by the Chairman of the Commission to the fact that the text of the article on the territorial application of the Covenant, prepared by the General Assembly, was included in the annex of the Commission's report relating to both Covenants; it followed that that article was considered as being applicable to both draft Covenants.

In annex I of the Commission's report (E/2447), section A contained the provisions of the draft Covenant on Economic, Social and Cultural Rights drafted at the eighth session of the Commission; section B contained the provisions of the draft Covenant on Civil and Political Rights, as prepared at the eighth and ninth sessions, including provisions on implementation through the establishment of a human rights committee; section C contained the article on the territorial application clause adopted by the General Assembly in resolution 422(V); and sections D and E contained respectively the draft articles on a system of periodic reports drafted at the seventh session, and the final clauses drafted at the sixth session. Annex II included proposals for an additional article on the right of property to be included in the Covenant on Economic, Social and Cultural Rights, for a federal State article, for the final clauses and for the establishment of an office of a United Nations High Commissioner (Attorney-General) for Human Rights.

b. CONSIDERATION BY THE ECONOMIC AND SOCIAL COUNCIL AT ITS SIXTEENTH SESSION

The Council decided, at the 236th meeting of its Social Committee on 8 July, not to deal with the substance of the Commission's report (E/2447) relating to the draft Covenants, but to confine its discussion to the procedural question of whether to refer the matter to the General Assembly or back to the Commission. Varying opinions were expressed on this subject at the 256th to 240th meetings of the Social Committee, from 8 to 10 July 1953.

The representatives of Chile, India, the Philippines, Uruguay, the USSR and Yugoslavia pre-

⁹¹ See also p. 425.

ferred to send the report of the Commission on Human Rights (E/2447) to the General Assembly rather than to refer the draft Covenants back to the Commission. Among their reasons were that: the Commission had completed its assignment; the issues outstanding were political and could only be solved by the Assembly; the Assembly should be asked, at least, for guidance on outstanding issues; and it would be helpful to ascertain the views of governments not represented on the Commission.

On the other hand, the representatives of Australia, Belgium, France, Turkey, the United Kingdom and Venezuela held that the draft Covenants should be returned to the Commission. They pointed out, *inter alia*, that: the Covenants were far from complete and that the Commission should, as far as possible, produce a final version before sending the two texts to the Assembly; effective agreement in the Assembly was more likely once the Commission had formed its own conclusions on outstanding questions; a small technical group was best able to do the work; and it would imply lack of faith in the Commission to send the report directly to the Assembly.

As a compromise, the representative of Egypt proposed a draft resolution (E/AC.7/L.149) which:

(1) would request the Commission to complete the preparation of the Covenants, concentrating exclusively on those parts not touched upon at its ninth session; and

(2) would, at the same time, request the Assembly to provide directives on certain specific questions to simplify the Commission's task.

The representative of Chile⁹² proposed (E/AC.7/L.150) alternatively that the Council should request the Secretary-General to transmit the report to Member States for comments by 1 January 1954 so that the Commission might consider them at its tenth session.

India, the Philippines and Uruguay presented an amendment (E/AC.7/L.151) to the Egyptian draft resolution which would have the effect of transmitting the work of the Commission directly to the Assembly instead of asking the Commission to complete its work.

The Committee at its 238th meeting on 9 July set up a working party consisting of the representatives of Argentina, Egypt, India, the Philippines, Sweden, the United Kingdom and Uruguay and of the observer for the Government of Chile to draft a single text. The working party submitted a text (E/AC.7/L.153) at the following meeting, which was subsequently adopted with minor amendment.

The Committee rejected, by 9 votes to 5, with 4 abstentions, a proposal⁹³ that the Secretary-General be requested to place the report on the Assembly's agenda as a separate item, and adopted, by 10 votes to 2, with 6 abstentions, a United States amendment (E/AC.7/L.154), to specify that the comments requested should be submitted not later than 1 January 1954 so that the Commission might have them available at its next session.

The draft resolution, as amended, was adopted by the Social Committee (E/2482 A), at its 240th meeting on 10 July, in paragraph-by-paragraph votes, ranging from a unanimous vote to 12 votes to none, with 6 abstentions, and as a whole, by 16 votes to none, with 2 abstentions. The Council adopted the Committee's draft resolution, at its 746th plenary meeting on 3 August, by 14 votes to none, with 2 abstentions, as resolution 501 B (XVI).

By this resolution, the Council noted the progress made by the Commission in the drafting of the Covenants, requested the Commission to complete the drafting of the Covenants during its tenth session, and transmitted the report of the ninth session of the Commission to the General Assembly at its eighth session. The resolution also requested the Secretary-General to communicate the report of the ninth session of the Commission to Member States, the specialized agencies and the non-governmental organizations concerned for their observations, to be submitted not later than 1 January 1954.

c. CONSIDERATION BY THE GENERAL ASSEMBLY AT ITS EIGHTH SESSION

The General Assembly discussed aspects of the Covenants during the general debate of the Third Committee, at its 503rd to 511th meetings, on 22 and 26 to 30 October and 2 and 3 November, on Chapters IV (Social Questions) and V (Human Rights) of the report of the Economic and Social Council (A/2430) and, specifically, at

⁹² Chile took part in the discussions under rule 76 of the Council's rules of procedure, which provides that a Member of the United Nations may be invited to participate, without vote, in discussions of particular concern to that Member.

⁹³ This proposal was made in the form of an oral amendment by the Chinese representative in order to facilitate the procedure. A United States amendment (E/AC.7/L.154), to the effect that the Secretary-General would not be expected to include the report as a separate item in the Assembly's agenda, had previously been withdrawn on the basis of a statement by the representative of the Secretary-General that, in the light of the discussion, he did not think the resolution would be interpreted to mean that the report should be included in the agenda as a separate item.

the Committee's 518th to 521st, 523rd and 524th meetings, from 11 to 16 November 1953.

The question was raised of the need for directives from the Assembly to the Commission on Human Rights on the federal State clause, reservations, and the right of petition. The arguments for and against this procedure were similar to those raised in the Council. Among those favouring directives from the Assembly were the representatives of China, Costa Rica, Egypt, India and the Philippines. Those opposed included the representatives of Belgium, Canada, France, Turkey, the Ukrainian SSR and the USSR. Some representatives, including those of Afghanistan, the Byelorussian SSR and Poland, thought that the question of a single covenant should be reopened. The representative of Saudi Arabia preferred a single covenant, but stated that he would not press the point.

With regard to reservations, the representative of India thought it advisable to allow reservations to the Covenant on Economic, Social and Cultural Rights, but not to the Covenant on Civil and Political Rights. The representative of Syria also thought that reservations should be permitted, but limited as to articles and the time during which they would apply. The representatives of Egypt, France and the Philippines also pointed out that to allow too many reservations would weaken the force of the Covenants and expressed the view that certain articles should not be open to reservation.

The Committee, at its 518th to 521st meetings on 11, 12 and 13 November, had before it two draft resolutions relating to a federal State clause.

A draft resolution by Egypt (A/C.3/L.366) proposed, *inter alia*, that the General Assembly should request the Commission on Human Rights not to include provisions relating to federal States in the draft International Covenants on Human Rights.

A draft resolution by Australia proposed (A/C.3/L.374) that the General Assembly should request the Council:

(1) to draw the attention of the Commission on Human Rights to Assembly resolution 421(V) calling for a study of the question of a federal State clause; and

(2) to invite Member States and the specialized agencies and non-governmental organizations concerned to review the Assembly's discussion of the federal State article at its fifth and eighth sessions and, with this discussion in mind, to include their views on the question in their observations submitted to the Secretary-General under Council resolution 501 B (XVI). The available time for submission of these comments would be extended to 1 February 1954.

A number of representatives expressed themselves against the inclusion of a federal State clause. The representatives of the Dominican Republic, Egypt, Iraq and Mexico, among others, held that such a clause was out of place in covenants on human rights, the universality of which should be ensured. The representatives of Guatemala, Syria and Yugoslavia were of the opinion that to include a federal State article would discriminate in favour of federal States and might, on that account, discourage non-federal States from signing the Covenants. The representatives of Egypt and Yugoslavia also expressed the view that a federal State article might be applied by Metropolitan Powers to their dependent territories and that its adoption would be tantamount to an outright repeal of the article on the territorial application of the Covenants which the Assembly had adopted (resolution 422(V)) and which was now incorporated in the draft Covenants.

The representatives of Denmark, Egypt and Saudi Arabia suggested that the constitutional difficulties of federal States might be overcome by the use of reservations at the time of signature. The Pakistan representative agreed, but thought it necessary for federal States themselves to decide whether or not a federal State clause should be included. The representatives of Egypt and Yugoslavia also suggested that federal governments could secure the agreement of all their constituent units before signing the Covenants.

Other representatives, including those of Australia, Canada and the United States, held that to omit the federal State clause would constitute an insuperable barrier to ratification of the Covenants by federal States. The representatives of India and the United States stressed that a majority of unitary States should not attempt to force the hand of federal States which had particular constitutional difficulties. The representative of New Zealand also pointed out that to decide at this time against the inclusion of a federal State clause would prejudice the question of reservations.

A number of representatives, including those of Brazil, Cuba and France, were of the opinion that a decision on this important question would be premature without further study. The representatives of Afghanistan, Bolivia and Chile thought that the Commission on Human Rights, as a body of experts, was the most appropriate organ to study the matter first. The representative of Afghanistan therefore proposed (A/C.3/L.387) that the Egyptian proposal be amended to invite the Commission on Human Rights to

decide, in the light of the Assembly's discussion at its eighth session, whether or not it was necessary to include a federal State clause in the Covenants.

The representative of Guatemala thought that the International Court of Justice should be consulted, and proposed an amendment (A/C.3/L.388) to the Egyptian draft resolution by which the Assembly would, instead, request the Court for an opinion on the desirability or undesirability of including a federal State clause in the Covenants, having regard to the universal application of those rights and the constitutional problems of some federal States. The amendment would also have the Assembly request the Commission on Human Rights not to consider the matter before the Court had delivered its opinion.

The representative of Egypt made a proposal, which was formally submitted by the representative of Saudi Arabia. The draft resolution (A/C.3/L.389) proposed that the Assembly transmit to the Commission on Human Rights the draft resolutions and amendments submitted to the Committee, together with the records of its debate, and request the Secretary-General to take the necessary steps to ensure that the members of the Commission would receive the documents not less than two weeks before the opening of its tenth session. In view of this proposal, the representative of Afghanistan withdrew his amendment to the Egyptian draft resolution.

Some representatives, among them those of Peru, the USSR and Uruguay, thought that it was unnecessary to adopt a formal resolution, since the Saudi Arabian proposal seemed to appear to have the general agreement of the Committee. However, the majority thought that a clear indication of the Committee's wishes should be expressed by a formal resolution, and the proposal was adopted (A/2573 V A) by 40 votes to none, with 8 abstentions, at the Committee's 521st meeting on 13 November.

It was adopted by the General Assembly, without discussion, at its 460th plenary meeting on 28 November 1953, by 50 votes to 5, with 2 abstentions, as resolution 737 A (VIII). It read:

"The General Assembly,

"Recalling its resolution 421 (V), section C, of 4 December 1950,

"Having discussed the draft resolutions contained in documents A/C.3/L.366 and A/C.3/L.374 and the amendment contained in document A/C.3/L.388,

"1. Decides to transmit these draft resolutions and the amendment to the Commission on Human Rights, together with the records of the meetings of the Third Committee relating to the federal clause;

"2. Requests the Secretary-General to take the necessary steps to ensure that the members of the Commission on Human Rights receive the above-mentioned documents not less than two weeks before the opening of the tenth session of the Commission."

The Third Committee discussed, at its 523rd and 524th meetings on 16 November, a proposal by Ecuador, Egypt, Guatemala, the Philippines and Uruguay (A/C.3/L.372) concerning the right of petition. The draft resolution, which was revised (A/C.3/L.372/Rev.1) to take account of drafting amendments by Afghanistan (A/C.3/L.390), would request the Commission on Human Rights to draft provisions recognizing the right of petition of every natural person, every duly constituted group of individuals and every recognized non-governmental organization, for inclusion in the draft Covenants, in accordance with the decision of the Assembly contained in resolution 421 F (V) and in the light of discussions at its present session.

Among the arguments advanced in support of this proposal by, among others, the representatives of Denmark, India, Iraq, Israel, Mexico and Syria, were the following:

(1) that, without the inclusion of provisions extending the right of petition to individuals, groups and non-governmental organizations, the whole value of the Covenants would be in question;

(2) that General Assembly resolution 421 F (V) was the equivalent of an instruction to the Commission on Human Rights to include the right of petition in the Covenants;

(3) that individuals and non-governmental organizations had, in most countries, the right to petition their national governments, and that, since the Covenants attempted to place human rights under international protection, the individual should be accorded the right of international petition;

(4) that to restrict the right of petition to States would lead to an increase in international friction; and

(5) that States were free to ratify or not to ratify the Covenants and could not therefore claim that to grant the right of petition to individuals and organizations would constitute an infringement of domestic jurisdiction.

Others, including the representatives of the Byelorussian SSR, Brazil, Cuba, Ethiopia, France, Honduras, New Zealand and Yugoslavia, argued:

(1) that to extend the right of petition to individuals and organizations would lead to intervention in the domestic affairs of States and would violate Article 2, paragraph 7, of the Charter;

(2) that the principle of the sovereign equality of Member States might also be infringed, since States which had not signed the Covenants would be in a position to invite individuals or non-governmental organizations to submit complaints against States which were parties to the Covenants;

(3) that the position of individuals in international law had not yet been established and that it would not be wise to attempt to achieve too much at one time; and

(4) that international relations were not yet so far developed that the right of petition could be granted in such general terms.

The representatives of Chile, China and Yugoslavia also thought that the question was one that the Commission on Human Rights should decide. The representatives of China and Saudi Arabia thought that it would be wiser for the Committee to take a decision similar to that adopted in the case of the federal State clause and the representative of China presented a formal proposal (A/C.3/L.391) to that effect.

It was adopted by the Committee (A/2573 V B), at its 524th meeting on 16 November, by 34 votes to 3, with 10 abstentions, and by the General Assembly at its 460th plenary meeting on 28 November 1953, by 45 votes to 5, with 4 abstentions, as resolution 737 B (VIII). It read:

"The General Assembly,

"Recalling its resolutions 421(V), section F, of 4 December 1950 and 547(VI) of 5 February 1952,

"Having discussed the draft resolution contained in document A/C.3/L.372/Rev.1 on the right of petition,

"Decides to transmit the draft resolution to the Commission on Human Rights, at its tenth session, together with the records of the discussion thereon in the Third Committee."

2. Development of the Work of the United Nations for Wider Observance of, and Respect for, Human Rights and Fundamental Freedoms

The Commission on Human Rights, at its ninth session, considered together two items on its agenda relating, respectively, to the development of the work of the United Nations for wider observance of, and respect for, human rights and fundamental freedoms throughout the world, and annual reports on human rights. It had before it the memorandum by the Secretary-General (E/1900) on the development of a Twenty-Year Programme for achieving peace through the United Nations. It also had before it two notes by the Secretary-General (E/CN.4/535 & Add.1), containing background information on the subject and certain suggestions for future activities in the field of human rights, and a memorandum (E/CN.4/567) relating to annual reports.

Four draft resolutions were submitted. The first (E/CN.4/L.266/Rev.2) envisaged a programme for annual reports on developments in the field of human rights by Member Governments and their review by the Commission. The second (E/CN.4/L.268)⁹⁴ proposed the initiation by the Commission of a series of studies on specific aspects of human rights on a world-wide basis

with the assistance of expert advisers to be appointed by the Secretary-General. The third (E/CN.4/L.267/Rev.1) proposed the establishment of advisory services in the field of human rights on lines somewhat similar to the existing advisory social welfare services. The fourth draft (E/CN.4/L.286) proposed changes in the procedure for handling communications whereby allegations of violations of human rights might be brought to the attention of the governments concerned and of the Council.

The Commission resolved (E/2447) not to take any decision on the proposal, submitted by Egypt, India, the Philippines and Uruguay, on communications. It was unable to complete consideration of the other three proposals, submitted by the United States, and it transmitted them, together with the amendments submitted thereto and the records of the discussion thereon, to the Economic and Social Council, with a recommendation (E/2447 I) that the Council decide to transmit the documents concerned to Member States and specialized agencies with a request that they submit their comments to the Secretary-General by 1 October 1953.

During the discussion at the Council's sixteenth session, at the 240th meeting of its Social Committee on 10 July 1953, the representative of the United Kingdom expressed the view that governments could not be expected to reply by 1 October 1953 and that 1 January 1954 would be a more appropriate date and would still enable the Commission to consider the replies at its tenth session. The representatives of Sweden and Yugoslavia doubted whether the Commission should be specifically requested to consider the replies of governments at its tenth session, when it would be occupied with the drafting of the Covenants.

The representatives of China, Egypt and the United States, however, considered it desirable that comments of governments and specialized agencies should be received before the forthcoming session of the General Assembly in order to provide additional guidance should a comprehensive debate develop in the Assembly. The Committee, by 16 votes to none, with 2 abstentions, adopted an oral United States amendment to request the comments by 1 October "in so far as possible". The draft resolution, as thus amended, was adopted by the Committee by 16 votes to 2 (E/2882 & Corr.1 B), and by the Council, at its 746th plenary meeting on 3 August 1953, by 15 votes to 2.

⁹⁴ Amendments were submitted to this proposal by France (E/CN.4/L.304/Rev.1); Yugoslavia (E/CN.4/L.305/Rev.1, 306 and 307); Egypt and India (E/CN.4/L.308); and Chile (E/CN.4/L.309/Rev.1).

By this resolution (501 C (XVI)), the Council transmitted the draft resolutions submitted to the Commission and the amendments thereto (see above) to Member States and to the specialized agencies and requested them to submit their comments on the proposals to the Secretary-General in so far as possible by 1 October 1953.

At the General Assembly's eighth session during the Third Committee's general debate, at its 503rd to 511th meetings, on 22 and 26 to 30 October and 2 and 3 November, concerning Chapters IV (Social Questions) and V (Human Rights) of the report of the Economic and Social Council (A/2430), the representative of Egypt submitted a draft resolution (A/C.3/L.367 & Add.1) on this question. This draft, of which the representative of the Philippines subsequently became a co-sponsor (A/C.3/L.367/Add.2), was considered specifically at the Committee's 527th to 529th meetings, from 18 to 20 November, and at the Assembly's 460th plenary meeting on 28 November 1953.

The draft resolution, noting that the Commission on Human Rights had considered three draft resolutions (E/CN.4/L.266/Rev.2, E/CN.4/L.267/Rev.1 & E/CN.4/L.268) concerning development of the work of the United Nations for wider observance of, and respect for, human rights and fundamental freedoms throughout the world, and that the Economic and Social Council had requested Member States and specialized agencies to submit their comments on them and the amendments thereto to the Secretary-General in so far as possible by 1 October 1953, would request the Council to ask the Commission:

(1) to consider at its tenth session the three draft resolutions and to prepare recommendations thereon, in order that these recommendations might be considered by the Council at its eighteenth session; and

(2) to take account of the comments made by Member States and specialized agencies and of the views expressed at the General Assembly's eighth session.

Syria proposed an amendment (A/C.3/L.370) to the draft resolution which, as orally corrected by the Syrian representative, would ask the Commission:

(1) to consider the three draft resolutions at its tenth session "after completing the drafting of the two Covenants on Human Rights and its consideration of the other important matters pending"; and

(2) to prepare recommendations "if possible".

He accepted an oral Afghanistan amendment to rephrase the second amendment to state "if possible, to supplement the provisions of the Covenants on Human Rights . . .".

The debate in the Committee centred principally on the possible significance in relation to

the drafting of the Covenants on Human Rights of the three draft resolutions submitted to the Commission on Human Rights. The majority of representatives agreed that the principal task of the Commission on Human Rights should be to complete the preparation of the draft Covenants.

The representatives of Czechoslovakia and Poland felt that, in the light of the recent statement that the United States Government did not intend to sign any conventions on human rights, the United States proposals contained in the three draft resolutions were intended to constitute an alternative method of protecting human rights and that to approve them would be to abandon the work on the Covenants. The United States representative, on the other hand, stated that her Government would continue to co-operate in drafting the Covenants and was not trying to sidetrack them. The United States view, she said, was that covenants were not the only means of ensuring respect for human rights and she pointed out that in certain matters, such as the status of women, the protection of minorities, freedom of information, forced labour and war prisoners, the United Nations was continuing its efforts by other means. The representative of France also considered that the two methods were not mutually exclusive. The sponsors of the draft resolution stated that it was in no way the purpose of their text that the three draft resolutions should hinder the completion of the work on the draft Covenants; the programme envisaged was intended to supplement the Covenants.

The representatives of Chile and Cuba thought that the proposals would span the transitional period until the Covenants were adopted. The Yugoslav representative suggested that the proposals could at the most be regarded as a trial for the measures of implementation in the Covenants until such time as the Covenants came into force. The representative of Afghanistan, while considering the proposals of value, thought it premature to consider them at the present stage.

The representatives of Argentina, Iraq, Peru, Venezuela and the Union of South Africa supported the draft resolution on the understanding that it was purely procedural and did not commit delegations as to the substance of the three proposals. A number of other representatives, including those of Afghanistan, New Zealand and Saudi Arabia, also reserved their Governments' position on the substance of the proposals.

The Canadian representative stated that she would abstain on the Syrian amendments since it was neither advisable nor necessary to give such directions on priority to the Commission on Human Rights.

The representatives of France and the United Kingdom expressed the view that the second part of the first Syrian amendment, referring to "other important matters pending", would have the effect, if strictly interpreted, of indefinitely postponing consideration of the three proposals. On the proposal of the Greek representative, the Committee decided by 25 votes to 10, with 7 abstentions, to vote on the first Syrian amendment in two parts, the first part referring only to the drafting of the Covenants. The representative of Syria stated that, should the first part of the amendment be adopted and the second rejected, some delegations might claim that the three United States proposals should be considered immediately after the completion of the draft Covenants to the detriment of priority for the recently adopted resolution on the right of peoples and nations to self-determination. He therefore withdrew the whole of his first amendment.

The second Syrian amendment was adopted by 27 votes to 3, with 15 abstentions.

The joint draft resolution, as a whole, as amended, was adopted by the Third Committee (A/2573(VII)), at its 529th meeting on 20 November, by a roll-call vote of 36 to 5, with 7 abstentions.

It was adopted by the General Assembly at its 460th plenary meeting on 28 November, without discussion, by 47 votes to 5, with 6 abstentions, as resolution 739(VIII). It read:

"The General Assembly,

"Considering that, under Articles 55 and 56 of the Charter, the Members of the United Nations have pledged themselves to take joint and separate action to promote universal respect for, and observance of, human rights and fundamental freedoms for all without distinction as to race, sex, language or religion,

"Desiring to advance as rapidly as possible respect for, and observance of, human rights and fundamental freedoms and to stimulate Member States to press forward toward attaining the goals set forth in the Universal Declaration of Human Rights,

"Noting that the Commission on Human Rights, at its ninth session, considered three draft resolutions concerning the development of the work of the United Nations for wider observance of, and respect for, human rights and fundamental freedoms throughout the world,

"Noting that the Economic and Social Council, in resolution 501 C (XVI) of 3 August 1953, requested Member States and specialized agencies to submit their comments on the draft resolutions and the amendments thereto to the Secretary-General in so far as possible by 1 October 1953,

"Requests the Economic and Social Council to ask the Commission on Human Rights:

"(a) To consider, at its tenth session, the three draft resolutions concerning the development of the work of the United Nations for wider observance of, and respect for, human rights and fundamental freedoms throughout

the world, and to prepare, if possible, to supplement the provisions of the Covenants on Human Rights, recommendations thereon, in order that these recommendations may be considered by the Economic and Social Council at its eighteenth session;

"(b) To take account, at its tenth session, of the comments made by Member States and specialized agencies and of the views expressed on this subject at the eighth session of the General Assembly."

3. Communications Concerning Human Rights

In accordance with resolution 75(V) of the Economic and Social Council, as amended by resolution 275 B (X),⁹⁵ the Secretary-General prepared two lists of communications for the ninth session of the Commission on Human Rights:

(1) A non-confidential list of communications (E/CN.4/CR.22 and Add.1) dealing with the principles involved in the promotion of respect for human rights. This list contained summaries of or references to 352 communications received during the period 28 April 1952 to 31 March 1953.

(2) A confidential list of other communications, i.e., complaints and alleged violations of human rights (H.R. Communications List No. 3 & List No. 3/Add.1). This list, which was presented to the Commission in a private meeting, contained summaries of or references to 2,118 communications received during the period 7 May 1952 to 7 March 1953. Of these communications 1,562 alleged persecution on political grounds, the majority of them (1,352) relating to one country. Other communications alleged discrimination and violations of the rights of minorities (96), denial of the right of fair trial (56), infringements of trade union rights (42), denial of the right to freedom of movement (30), violations of freedom of religion (29), denial of the right of self-determination (22) and inhuman use of germ warfare (92). The remaining communications related to a variety of subjects, such as genocide, status of women, cruel and inhuman punishment, freedom of information and of the press, freedom of assembly, right of asylum, old age rights, refugees, right to a nationality and statelessness.

Also distributed at the private meeting were fifteen observations from governments (H.R. Communications Nos. 26-39, E/2371).

The Commission noted the distribution of the lists of communications, and decided to make public the record of the meeting.

⁹⁵ See Y.U.N., 1950, p. 534.

Similar lists of communications relating to the status of women were presented to the seventh session of the Commission on the Status of Women.

At its ninth session, the Commission on Human Rights also discussed the question of communications during its consideration of the question of the development of the work of the United Nations for wider observance of, and respect for, human rights and fundamental freedoms throughout the world. The Commission had before it a draft resolution submitted by Egypt, India, the Philippines and Uruguay (E/CN.4/L.286) according to which the Economic and Social Council would request:

(1) that the Commission forward to governments for their comments communications which it considered to contain alleged violations sufficiently serious to justify such action;

(2) that the Commission transmit to the Council communications—and any replies from governments thereto—which it considered should be drawn to the Council's attention and, also, that the Commission make any appropriate recommendations thereon; and

(3) that the Secretary-General submit a report to the Commission suggesting appropriate changes in the procedure for handling communications in the light of the present resolution.

The Commission, however, voted not to take any decision on the draft resolution.

At the 521st and 522nd meetings of the Third Committee on 13 November, the Assembly discussed an Egyptian proposal (A/C.3/L.368), which had been presented during the Committee's general debate on Chapter V (Human Rights) of the report of the Economic and Social Council (A/2430).

The draft resolution proposed that the Assembly decide that, pending the entry into force of the Covenants on Human Rights, the Commission on Human Rights would:

(1) transmit to governments, for their comments, communications received by the United Nations containing allegations of violations of human rights which it regarded as serious enough to justify reference to the governments concerned; and

(2) transmit to the Council such communications, together with the replies or comments by governments, as the Commission considered should be brought to the Council's attention.

At the suggestion of the representative of China during the discussion, the representative of Egypt amended the first operative paragraph of his proposal to read: "Request the Secretary-General to transmit to governments . . .".

The representative of Egypt stated that the current procedure for dealing with communica-

tions as laid down in Council resolutions 75(V), 192 A (VIII) and 275 B (X) was very unsatisfactory and damaged the prestige of the United Nations and of the Commission on Human Rights. The Commission's terms of reference, he argued, authorized it to submit proposals, recommendations and reports on "any other matter concerning human rights" and that this entitled it to make recommendations on its own initiative in the matter. It would be preferable, he thought, to discontinue the practice of bringing communications to the attention of the Commission on Human Rights if the Commission were not given an opportunity of taking some further action on them than was possible under the current procedure.

Speaking in support of the proposal, the representative of Ecuador said that, while the draft resolution before the Committee might not be very far reaching, it might, through moral pressure, restrain governments from violating human rights.

The representatives of Belgium, France and Peru, in opposing the draft resolution, argued that it would confer on the Commission on Human Rights quasi-judicial functions which that Commission was not competent to fulfil. Until the Covenants were completed, there was no legal definition of human rights on which the Commission could base its judgment with regard to alleged violations. The representatives of Afghanistan, France and the United Kingdom also expressed the opinion that it would be very difficult to establish criteria to decide when a violation was "serious enough" to justify reference to the governments concerned. The representatives of Greece and the United States pointed out that adoption of the proposal would cause such an increase in the number of communications received that the Commission on Human Rights would be unable to deal with them, and that false hopes would be raised on the part of the authors of communications, which would be damaging to the prestige of the United Nations. The Peruvian representative considered also that the transmission to governments of such confidential communications would create international tension. The representatives of France and the United Kingdom also stated that the Charter did not provide the right of individual petition except on Trusteeship matters.

The Committee, at its 522nd meeting on 13 November, rejected the first paragraph of the operative part of the draft resolution by a roll-call vote of 26 to 11, with 12 abstentions, and the second by a roll-call vote of 26 to 9, with 13 abstentions. The Chairman observed that, since

the operative part of the draft resolution had been rejected, it followed that the resolution had been rejected as a whole.

4. Prevention of Discrimination and Protection of Minorities

The Commission on Human Rights, at its ninth session, from 7 April to 30 May 1953, considered the reports of the fourth and fifth sessions of the Sub-Commission on Prevention of Discrimination and Protection of Minorities (E/CN.4/641 & Corr.1 & E/CN.4/670 & Corr.1), which had been held from 1 to 16 October 1951, and from 22 September to 10 October 1952, respectively.

The reports of these sessions were discussed under four main headings: recommendations relating to prevention of discrimination; recommendations relating to protection of minorities; general recommendations; and recommendations on the programme of work of the Sub-Commission. The Commission took note (E/2447) of the reports of the two sessions of the Sub-Commission and made recommendations for consideration by the Economic and Social Council.

The Council at its sixteenth session considered the Commission's report, at the 250th to 256th meetings of its Social Committee from 24 to 31 July, and at its 746th plenary meeting on 3 August 1953. The questions of the acceleration of the ratification of the Convention on Prevention and Punishment of the Crime of Genocide⁹⁶ and of technical assistance in the fields of prevention of discrimination and protection of minorities were subsequently considered by the General Assembly at its eighth session. The action taken under the headings mentioned above is given below.

The Commission on Human Rights also elected⁹⁷ members of the Sub-Commission to take office on 1 January 1954 and invited the Council to provide that the Sub-Commission should meet at least once a year in a session lasting three weeks and to convene the next session in January 1954 in order that the Sub-Commission's report might be discussed by the Commission at its tenth session.

The Council, at its sixteenth session, at the 253rd meeting of the Social Committee on 27 July, by 16 votes to none, with 2 abstentions, and at the 746th plenary meeting on 3 August, by the same vote, adopted a resolution (502 A (XVI)), in which, noting its previous decision⁹⁸ that the Sub-Commission in principle be convened as early as possible in 1954 so that its report

could be discussed at the tenth session of the Commission and having considered the Commission's resolution, it decided that the Sub-Commission should meet at least once a year and that each session should last three weeks.

a. PREVENTION OF DISCRIMINATION

In the field of prevention of discrimination, the Commission on Human Rights considered recommendations on the collection of anti-discrimination provisions, the abolition of discriminatory measures, the preparation of studies on erroneous views concerning religion, the co-operation of non-governmental organizations, the position of persons born out of wedlock and the acceleration of ratification of the Genocide Convention.

The Commission rejected the recommendation relating to the preparation of studies on erroneous views concerning religion. It considered that such studies should be undertaken only by theologians and philosophers and expressed the fear that discussion of such matters in United Nations organs might increase rather than lessen misunderstanding. However, it approved the Sub-Commission's recommendation on the collection of anti-discrimination provisions and requested the Secretary-General "to arrange for anti-discrimination provisions, in particular those formulated under the League of Nations system or by organs of, or under the auspices of, the United Nations, to be collected, made available, and kept up to date, to serve as a body of suitable precedents for use when constitutional or statutory provisions are to be elaborated".

(1) Abolition of Discriminatory Measures

The Commission on Human Rights endorsed the Sub-Commission's recommendation on the abolition of discriminatory measures and added a reference to resolution 644(VII)⁹⁹ of the General Assembly relating to racial discrimination in Non-Self-Governing Territories. It proposed (E/2447 B) that the Economic and Social Council:

(1) note resolutions 323(IV) and 644(VII) of the General Assembly and 127(VI) of the Trusteeship Council;

(2) consider that the prevention of discrimination in Metropolitan territories is as important as prevention of discrimination in Trust and other Non-Self-Governing Territories;

⁹⁶ For discussion of this item, see pp. 687-89.

⁹⁷ See p. 32.

⁹⁸ Adopted at its 707th plenary meeting on 1 July during the discussion of the calendar of conferences.

⁹⁹ See Y.U.N., 1952, pp. 575-76.

(3) consider further that in certain countries or territories minorities might exist which require protection otherwise than by implementation of the principle of non-discrimination; and

(4) recommend to Member Governments that they review their national legislation and administrative practices with a view to abolishing all measures of discrimination that might exist in countries and territories under their jurisdiction and with a view to taking effective measures for the protection of minorities, if any, in those countries and territories.

The Economic and Social Council discussed the question at the 251st and 253rd to 256th meetings of its Social Committee, on 24, 27, 30 and 31 July, and at its 746th plenary meeting on 3 August 1953.

During the debate, the representative of Yugoslavia pointed out that certain minority groups would not be covered unless the recommendation referred to all States, and proposed an amendment (E/AC.7/L.174) to that effect. The representative of Belgium also proposed (E/AC.7/L.179) that the resolution should refer to independent States rather than Metropolitan territories and that the idea of progressive action should be embodied in the resolution to make it more acceptable to all governments.

The representatives of Argentina, Uruguay and Venezuela, among others, were of the opinion that the persistence of discriminatory measures should be regarded as an international problem likely to endanger peace. In Latin America, they stated, there were no minority problems that could engender international disputes, because the civic rights of all nationals of those countries were safeguarded by law. However, communities of immigrants should not be given privileged treatment provided they were not denied or obstructed in their exercise of certain common rights. The representatives of Argentina and Venezuela proposed an amendment (E/AC.7/L.178) to give effect to this point. The majority felt that the joint amendment, as presented, was not clear and a substitute draft resolution was submitted by Argentina, Belgium, Venezuela and Yugoslavia (E/AC.7/L.184) incorporating this idea in the joint amendment, as well as those expressed by Belgium and Yugoslavia.

The operative part of the new text would have the Council:

(1) recommend to all governments that they make every possible effort to abolish in any territories under their jurisdiction or administration any legal provisions and administrative or private practices which discriminate against certain sections of the population; and

(2) recommend, likewise, to the governments of those States in which minorities exist, that they make every possible effort to give such minorities the special

protection they need, besides implementing the principle of non-discrimination, it being understood that groups of aliens of the same origin which have entered or may enter a certain State as immigrants shall not be entitled to such special protection as a minority.

The Philippine representative suggested (E/AC.7/L.185) that reference to dependent territories should only be made specifically with respect to minorities since the Assembly had already made recommendations concerning the abolition of discriminatory practices in such territories. The representative of Uruguay, as a further qualification of the word immigrants, suggested (E/AC.7/L.186) a reference to displaced persons.

The representative of India, however, thought that a much clearer definition of the word immigrants was necessary if certain groups of aliens were not to be unjustly deprived of protection. The joint draft resolution, he said, would have the effect of singling out a group or class of persons as one not entitled to protection. Moreover, it might lead to vast numbers of people being denied minority rights if governments chose to call them aliens. The representatives of Poland and the USSR shared this concern. The representatives of France and Sweden thought that the main problem was the lack of any clear definition of a minority group.

In an attempt to reach a compromise, a working group was established, consisting of the representatives of Belgium, Egypt, India, the Philippines, Sweden, the United Kingdom, Uruguay, Venezuela, Yugoslavia and the Chairman of the Committee. The Chairman announced at the Committee's 255th meeting on 30 July that the group had been unable to draft a text capable of commanding general support. It had accordingly approved a substitute text (E/AC.7/L.187) for the Commission's draft resolution which omitted all reference to minorities. At the same time, it had approved a new draft resolution (E/AC.7/L.188), by which the subject of protection of minorities would be referred back to the Commission on Human Rights and the Sub-Commission on Prevention of Discrimination and Protection of Minorities for further study.

The substitute draft resolution (E/AC.7/L.187) was adopted (E/2499 B I), at the Committee's 256th meeting on 31 July, by 16 votes to none, with 2 abstentions.

The Committee unanimously agreed to accept an oral Chinese amendment to the second draft resolution (E/AC.7/L.188) to request that recommendations be submitted to the Council at its eighteenth session rather than "at an early date".

The amended draft resolution was adopted (E/2499 B II) at the same meeting by 16 votes to none, with 2 abstentions.

The representatives of Poland and the USSR explained that they had abstained in both instances because they had preferred the original proposal of the Commission on Human Rights.

The draft resolutions, as proposed by the Social Committee, were adopted by the Council at its 746th plenary meeting on 3 August by a unanimous vote and by 16 votes to none, with 2 abstentions, respectively, as resolution 502 B I & II (XVI).

In resolution 502 B I, the Council, considering that the prevention of discrimination in independent States was as important as prevention of discrimination in Trust and other Non-Self-Governing Territories, recommended to all States that they make every possible effort to abolish any legal provisions and administrative or private practices which discriminated against certain sections of the population.

In resolution 502 B II, the Council noted the recommendations to governments contained in the Commission's draft resolution concerning the application of special measures for the protection of minorities. It considered that before adopting recommendations to that effect it was necessary to undertake a more thorough study of the whole question, including the definition of the term "minority". It requested the Commission and the Sub-Commission to continue their work on the protection of minorities with that consideration in mind and to submit revised recommendations to the eighteenth session of the Council. The Council also drew the attention of both organs to its discussion of the subject.

(2) Co-operation of Non-Governmental Organizations

The Commission on Human Rights adopted a draft resolution (E/2447 C) for consideration by the Economic and Social Council, based on the recommendation of the Sub-Commission on Prevention of Discrimination and Protection of Minorities, concerning the co-operation of non-governmental organizations.

At the Council's sixteenth session, a United States amendment (E/AC.7/L.177) to provide for consultations concerning the advisability of calling "a conference" of non-governmental organizations to discuss the subject rather than "one or more conferences" was adopted by 9 votes to 5, with 4 abstentions, and the draft resolution as thus amended was adopted unanimously by the Council's Social Committee (E/2499 C), at its 255th

meeting on 30 July, and by the Council at its 746th plenary meeting on 3 August

By this resolution (502 C (XVI)), the Council noted that a number of non-governmental organizations, including organizations in consultative status, were actively engaged in activities designed to eradicate prejudice and discrimination. It considered, however, that uncoordinated action in this field was conducive to duplication, and that certain important aspects of the work might be overlooked, and, further, that some organizations having as their objective the promotion of social progress generally might well be encouraged to devote particular attention to the vital problem of eradicating prejudice and discrimination. It appealed to non-governmental organizations active in the field of eradicating prejudice and discrimination, or having as their objective the promotion of social progress generally, to co-ordinate their endeavours in this work.

The Council requested the Secretary-General, in collaboration with competent specialized agencies, to consult the non-governmental organizations in consultative relationship with it or the specialized agency concerned, in order to determine if it would be advisable to convene the interested non-governmental organizations in a conference in order that they might: exchange views concerning the most effective means of combating discrimination; co-ordinate their endeavours in this work if they found it desirable and feasible; and consider the possibility of establishing common objectives and programmes. The Secretary-General was further requested, after consultation with the non-governmental organizations and the specialized agencies concerned, to report to the Council on the advisability of convening such a conference in accordance with resolution 479 (V)¹⁰⁰ of the General Assembly.

(3) Position of Persons Born Out of Wedlock

The Commission submitted to the Economic and Social Council a draft resolution (E/2447 D), based substantially upon the draft resolution of the Sub-Commission, by which the Council would draw the attention of the Social Commission, other inter-governmental organs and interested non-governmental organizations to

(1) the discriminations which may be practised against persons born out of wedlock and

(2) the desirability of preparing recommendations with a view to eliminating any such discrimination, and in particular with a view to eliminating the disclosure of illegitimacy in extracts from official documents delivered to third parties.

¹⁰⁰ This resolution provides rules for the calling of non-governmental conferences by the Council.

At the Council's sixteenth session, the representative of Belgium criticized the draft resolution as being too categorical; by doing away with all discrimination in respect of all persons born out of wedlock, she said, the draft resolution, if adopted, would introduce changes indirectly fatal to the family as an institution. She therefore proposed two amendments (E/AC.7/L.181). The first of these would insert a phrase to have the Council request the bodies mentioned to "study these problems and to examine the desirability" of preparing recommendations; it was rejected by 7 votes to 6, with 5 abstentions. The second amendment, to refer to "unjustifiable discrimination" rather than "any discrimination" was rejected by 16 votes to 1, with 1 abstention. The Council's Social Committee, however, by 13 votes to 3, with 2 abstentions, voted to delete the word "any".

Argentina presented an oral amendment by which the Council would call attention to the desirability of preparing recommendations with a view to eliminating, with due regard to the necessity of preserving the unity of the family, discrimination practised against persons born out of wedlock, rather than with due regard to the principles set forth in article 16 of the Universal Declaration of Human Rights. It was adopted by 6 votes to 2, with 8 abstentions.

The draft resolution, as amended, was adopted by the Social Committee (E/2499 D), at its 255th meeting on 30 July, by 16 votes to none, with 2 abstentions, and by the Council at its 746th plenary meeting on 3 August, by 17 votes to none, with 1 abstention. Resolution 502 D (XVI) read:

"The Economic and Social Council

"Draws the attention of the Social Commission, other inter-governmental organs and interested non-governmental organizations to:

"(a) The discrimination which may, in existing social conditions, be practised against persons born out of wedlock;

"(b) The desirability of preparing recommendations with a view to eliminating, with due regard to the necessity of preserving the unity of the family, discrimination which may, in existing social conditions, be practised against persons born out of wedlock, and in particular of preparing recommendations with a view to eliminating the disclosure of illegitimacy in extracts from official documents delivered to third parties."

b. PROTECTION OF MINORITIES

In the field of protection of minorities, the Commission on Human Rights, having studied the work of the Sub-Commission on Prevention of Discrimination and Protection of Minorities, noted its results with appreciation, without expressing any opinion on the proposed definition

of minorities. It requested (E/2447) the Sub-Commission to proceed with its work on the definition and protection of minorities, bearing in mind the discussions which had taken place in the Commission, and to make recommendations for the tenth session of the Commission.

The Commission also requested the Secretary-General, as recommended by the Sub-Commission,

"to arrange for as complete as possible a collection of provisions for the protection of minorities to be made available, and kept up to date, for use in the drafting of clauses to be included in international and national instruments which deal with the protection of minority rights, notably in cases when minority rights are to be safeguarded in newly-established States, but also in cases where minorities are to be protected following upon the establishment of new boundary lines between States."

The Commission endorsed the draft resolution of the Sub-Commission on the protection of newly-created minorities and recommended (E/2447 F) it to the Economic and Social Council. The Council unanimously adopted the draft resolution, at the 255th meeting of its Social Committee (E/2499 F) on 30 July, and at its 746th plenary meeting on 3 August.

By this resolution (502 F (XVI)), the Council recommended that, in the preparation of any international treaties, decisions of international organs, or other acts which establish new States or new boundary lines between States, special attention should be paid to the protection of any minority which might be created thereby.

c. GENERAL RECOMMENDATIONS

The Commission adopted (E/2447) articles 25 and 26 of the draft Covenant on Civil and Political Rights relating, respectively, to rights of minorities and incitement to hatred or violence, substantially on the basis of draft articles proposed by the Sub-Commission on Prevention of Discrimination and Protection of Minorities.

It also considered recommendations of a general character proposed by the Sub-Commission relating to reports on the relevant work of UNESCO and to publications. It noted (E/2447) the statement of the representative of UNESCO that that organization would devote a special chapter of its annual report to the Economic and Social Council on its work in the field of prevention of discrimination and protection of minorities, copies of it being made available to the Sub-Commission. This statement was repeated by the representative of UNESCO in the Council's Social Committee.

In accordance with Council resolution 443 (XIV),¹⁰¹ UNESCO also submitted to the Coun-

¹⁰¹ See Y.U.N., 1952, p. 451.

cil for its information a report dealing with its educational campaign against prejudice and discriminatory attitudes and measures, with its research work and dissemination of scientific data on race questions and with the surveys it had undertaken into the position of the problem in different Member States.

The Commission noted the proposals of the Sub-Commission concerning publications and requested (E/2447) the Secretary-General to prepare a publication containing an account of the work of the United Nations and an analysis of the information from governments in the field of prevention of discrimination and protection of minorities.

d. TECHNICAL ASSISTANCE

The Commission on Human Rights endorsed and forwarded to the Economic and Social Council for action (E/2447 G) the proposal of the Sub-Commission that the Council should recommend organizations participating in the technical assistance programmes to give sympathetic consideration to requests for technical assistance in connexion with measures aimed at the eradication of prejudice or discrimination or at the protection of minorities. By the same draft resolution, the Council would recommend to the General Assembly that it adopt a resolution authorizing the Secretary-General to render technical assistance to Members in the eradication of prejudice or discrimination or in the protection of minorities. (For text of resolution as adopted, see below.)

(1) Consideration by the Economic and Social Council at its Sixteenth Session

During the discussions in the Social Committee of the Council, the representative of the United Kingdom expressed the opinion that it would be premature and undesirable for the Council to pronounce on technical assistance in the particular group of human rights in question at a time when the problem of technical assistance in the entire field of human rights was being referred to governments for their comments. He submitted a substitute text (E/AC.7/L.182), which would request the Commission on Human Rights to take the Sub-Commission's proposal into account when studying the question in detail.

A number of representatives, including those of Australia and France, agreed that it would be better to consider advisory services to combat prejudice or discrimination within the general framework. The representatives of France, Sweden and the United Kingdom considered that the services envisaged could be provided under existing technical assistance programmes.

The majority, however, supported the Commission's proposal, emphasizing that the United Kingdom draft resolution would only result in further delay, and the substitute text was rejected by the Committee by 13 votes to 4, with 1 abstention.

A United States amendment (E/AC.7/L.183), to specify that the organizations should consider requests for technical assistance "within their terms of reference", was adopted by 11 votes to 3, with 4 abstentions. The Committee voted separately on the provision that technical assistance services authorized by the General Assembly should "also extend to education programmes designed to combat prejudice and discrimination" and deleted this phrase by 8 votes to 7, with 3 abstentions.

The resolution, as amended, was adopted by the Committee (E/2499 G) by 14 votes to none, with 4 abstentions, and by the Council at its 746th plenary meeting on 3 August by 16 votes to none, with 2 abstentions, as resolution 502 G (XVI). It read:

"The Economic and Social Council

"1. Recommends to the organizations participating in the technical assistance and other programmes providing aid or advice at the request of Member States, that they give sympathetic consideration, within their terms of reference, to the requests which governments may submit for such technical assistance in connexion with measures aimed at the eradication of prejudice or discrimination or at the protection of minorities;

"2. Recommends to the General Assembly the adoption of a resolution authorizing the Secretary-General to render, at the request of Member States of the United Nations, expert technical advice and other services in order to assist these States in the eradication of prejudice or discrimination or in the protection of minorities; and that the services to be so authorized should include, but need not be restricted to, technical expert advice regarding the drafting of legislation and the establishment of administrative and judicial machinery."

(2) Consideration by the General Assembly at its Eighth Session

At its eighth session, the General Assembly considered the question at the 487th, 488th and 489th meetings of its Third Committee, from 28 to 30 September, and at its 453rd plenary meeting on 23 October 1953. It had before it the report of the Economic and Social Council (A/2430) and a note by the Secretary-General (A/2453) drawing attention to the second operative paragraph of Council resolution 502 G (XVI).

The discussion was mainly directed to a draft resolution (A/C.3/L.340) by Ecuador, Haiti, India, Lebanon, Liberia and the Philippines, which would extend the Secretary-General's authorization in the manner recommended in the Council's resolution.

The majority spoke in favour of the proposal. However, the representatives of Australia, Burma, the Netherlands and the United Kingdom, among others, either doubted its usefulness or considered it premature. The question of technical assistance in the whole field of human rights, they held, should be studied first. The representative of Saudi Arabia, moreover, considered the proposal dangerous and impracticable. It would encourage, he said, a tendency, which was becoming more and more marked, to turn to technical assistance in order to solve all current world problems. The representatives of Guatemala, the Netherlands, Saudi Arabia, Sweden and the United Kingdom also felt that the aims of the resolution were not defined in the text with sufficient precision.

Amendments to the joint draft resolution were submitted by Mexico (A/C.3/L.341/Rev.1), by Syria (A/C.3/L.342) and by Guatemala (A/C.3/L.343). Syria also submitted a sub-amendment to the Guatemalan amendment (A/C.3/L.344).

The Mexican amendment proposed to add a provision for services "in such matters of fundamental importance" as education, subject to arrangements within existing agreements with the competent specialized agencies.

The Syrian amendment proposed to specify that technical assistance should be granted at the request of Member States "directly interested" in order to assist these States, "each in so far as it is concerned". The reason for the amendment, the Syrian representative stated, was to avoid any interference in the internal affairs of States under the cover of technical assistance.

The Guatemalan amendment proposed a rewording of the first paragraph to authorize the Secretary-General at the request of Member States "in whose jurisdiction there are minorities" to render technical advice to assist these States "each in so far as it is concerned" in the eradication of prejudice or discrimination "against minorities and in the development of their economic and social potentialities".

The Syrian sub-amendment to the Guatemalan amendment covered the same points as the Syrian amendment to the joint draft resolution. It was subsequently withdrawn.

Following an informal meeting between the sponsors of the draft resolution and the authors of amendments, a new text (A/C.3/L.346) was submitted jointly by the sponsors of the six-Power draft resolution and Mexico at the Committee's 489th meeting. In introducing the text, the representative of Lebanon stated that it incorporated the substance of some of the amendments and took into account suggestions made during the debate. However, the representative of Lebanon stated, the Guatemalan amendment had not been accepted since the group had felt that it would tend to confine the purpose of the draft resolution to the protection of minorities, without stressing the need for the prevention of discrimination.

The Mexican and Syrian amendments were withdrawn. Guatemala maintained its amendment to the new text and it was rejected by 23 votes to 8, with 21 abstentions.

The first operative paragraph of the revised draft resolution (A/C.3/L.346) was adopted in two parts, the first part being adopted by a roll-call vote of 37 to none, with 18 abstentions, and the second part (referring to the protection of minorities) by 35 votes to none, with 18 abstentions. A Venezuelan oral amendment to add the words "or both" at the end of the paragraph was adopted by 17 votes to 4, with 30 abstentions.

The draft resolution, as a whole, as amended, was adopted (A/2495) by a roll-call vote of 36 to none, with 18 abstentions (see below for text) at the Committee's 489th meeting on 30 September.

The Secretary-General, in presenting a statement of the financial implications of the proposal, indicated (A/C.3/L.340/Add.1) that requests would be met as far as possible from existing budgetary provisions and that any additional expenses to meet urgent needs contemplated in the resolution could be financed from the Working Capital Fund as an unforeseen and extraordinary commitment requiring the Advisory Committee's prior concurrence. This was subsequently endorsed by the Advisory Committee (A/2511) and by the Fifth Committee (A/2525) at its 392nd meeting on 19 October.

The draft resolution proposed by the Third Committee (A/2495) was adopted by the General Assembly at its 453rd plenary meeting on 23 October, without discussion, by 41 votes to none, with 16 abstentions, as resolution 730(VIII). It read:

"The General Assembly,

"Having considered the recommendation contained in paragraph 2 of Economic and Social Council resolution 502 G (XVI) of 3 August 1953 on technical assistance in the fields of prevention of discrimination and protection of minorities,

"1. Authorizes the Secretary-General to render, at the request of any State Member of the United Nations, technical advice and other services which do not fall within the scope of existing technical assistance programmes, in order to assist the government of that State within its territory in the eradication of discrimination or in the protection of minorities or both;

"2. Decides that the services so authorized may include, but need not be restricted to, technical advice regarding the drafting of legislation and the establishment of administrative and judicial machinery and appropriate services in such matters of fundamental importance as education, subject to arrangements within existing agreements with the United Nations Educational, Scientific and Cultural Organization and other competent specialized agencies."

e. PROGRAMME OF WORK OF
THE SUB-COMMISSION

In its report, the Sub-Commission on Prevention of Discrimination and Protection of Minorities requested the Commission on Human Rights to approve a programme of work it had adopted at its fifth session in September and October 1952 (E/CN.4/670).¹⁰² The Sub-Commission proposed to undertake studies on discrimination in the fields of education, employment and occupation, political rights, religious rights and practices, residence and movement, immigration and travel, the right to choose a spouse and enjoyment of family rights. Measures for the cessation of any advocacy of national, racial or religious hostility that constituted an incitement to violence would also be studied. The Sub-Commission proposed to initiate immediately the study of discrimination in the field of education, and to appoint a special rapporteur who would be requested to submit a provisional plan of work, together with relevant information concerning discrimination in education. UNESCO and other appropriate specialized agencies, and national and international non-governmental organizations would be requested to co-operate. (On 10 October 1952 it chose Mr. M. R. Masani, a member of the Sub-Commission, as the Special Rapporteur.)

Furthermore, the Sub-Commission requested the Secretary-General, in collaboration with the International Labour Office, to prepare suggestions concerning the procedure for the study of discrimination in the field of employment and occupation.

In addition, the Sub-Commission requested the Secretary-General to compile and analyse information on legislation, judicial decisions and administrative practices relating to the protection of minorities. The Sub-Commission proposed (E/CN.4/670 F) that the Commission on Human Rights note the resolution on its work programme, approve the programme of work contained therein, and recommend that the Council arrange for the co-operation of UNESCO and other appropriate specialized agencies, and national and international non-governmental organizations, with the Special Rapporteur appointed in connexion with the study of discrimination in the field of education.

The Commission on Human Rights approved the work programme with certain amendments to the preambular clauses and an amendment to the operative part of the Sub-Commission's resolution to provide for the study of measures for the cessation of hostility constituting an incitement to "hatred and violence jointly or separately" rather than simply an incitement "to violence".

The Commission recommended (E/2447 H) that the Economic and Social Council:

- (1) note its resolution relating to the Sub-Commission's work programme;
- (2) request UNESCO and other appropriate specialized agencies, and national and international non-governmental organizations, to co-operate with the Special Rapporteur; and
- (3) note the financial implications of the programme.

During the discussion in the Council's Social Committee at the sixteenth session, the majority felt that the programme proposed by the Sub-Commission needed revision and clarification. The United States representative thought that there was much that could be done in the immediate future in the field of the protection of minorities, and it should therefore be dealt with as a matter of priority. As to discrimination, there was much uncertainty as to the best ways of tackling the problem. The Sub-Commission itself could not undertake all the necessary studies. The representative of the USSR stated that the programme lacked any specific reference to discrimination in social and economic matters. The representatives of Sweden and Venezuela suggested that the Sub-Commission would be more likely to achieve results by choosing one subject for study each year. The United Kingdom representative questioned whether the range of studies proposed would yield really effective results, since the remedies were already known, namely, education and publicity. He and the representative of the United States thought that the programme should be more modest and that the Commission on Human Rights should give the Sub-Commission guidance every year or two.

The representative of the Philippines considered that the Council should not interfere with the Sub-Commission, which was a body of experts and should be left free to organize its work as it saw fit.

A number of representatives, including those of Australia, France, Sweden, Turkey, the United Kingdom, the United States and Venezuela, expressed the opinion that studies which fell within the scope of the specialized agencies and other international institutions should be left to them and not carried out by the Sub-Commission. This did not mean, the French representative pointed out, that the Sub-Commission could not co-ordinate such studies at a later stage. The representatives of Poland and the USSR, however, stated that they could not agree that any matters falling clearly within the terms of reference of

¹⁰² See Y.U.N., 1952, pp. 451-52.

the Sub-Commission should be delegated to the specialized agencies.

The representatives of Sweden, the United States and Venezuela, among others, doubted the necessity for the appointment of a Special Rapporteur to study discrimination in the field of education and thought that UNESCO was best qualified to make such a specialized study. The representatives of France and the United Kingdom also objected to the appointment of a Special Rapporteur on the ground that it might create a precedent.

The representatives of India and Sweden jointly proposed a series of amendments (E/AC.7/L.180) to replace the second and third paragraphs of the draft resolution proposed by the Commission. These were adopted at the Social Committee's 256th meeting on 31 July in paragraph-by-paragraph votes, ranging from a unanimous vote to 14 votes to 2, with 2 abstentions.

The amended draft resolution was adopted, as a whole, by the Committee (E/2499 H) by 15 votes to none, with 3 abstentions, and by the Council, at its 746th plenary meeting on 3 August, by the same vote, as resolution 502 H (XVI). It read:

"The Economic and Social Council,

"Noting the resolution of the Commission on Human Rights relating to the programme of work of the Sub-Commission on Prevention of Discrimination and Protection of Minorities,

"1. Commends the Sub-Commission for its intention to study in a systematic manner concrete aspects of the problem of discrimination and, as a matter of equal priority, to study at its sixth session the problem of minority rights;

"2. Notes the decision of the Sub-Commission immediately to initiate a study of discrimination in the field of education;

"3. Approves, in order not to cause any delay in this study, the appointment of a Rapporteur on discrimination in the field of education;

"4. Believes, however, that future studies which fall within the scope of specialized agencies or other bodies should normally be carried out by the specialized agencies or other bodies directly concerned;

"5. Invites the appropriate specialized agencies, particularly the United Nations Educational, Scientific and Cultural Organization, and interested non-governmental organizations to co-operate with the Rapporteur on discrimination in the field of education;

"6. Requests the Sub-Commission at its sixth session:

"(a) To undertake further consideration, in the light of the discussions in the Commission on Human Rights and in the Council, of the general work programme developed by the Sub-Commission at its fifth session and amended and approved by the Commission on Human Rights at its ninth session;

"(b) To consider, as regards proposed studies of discrimination, which of the studies should be undertaken

by specialized agencies or other bodies concerned and which directly by the Sub-Commission in collaboration with the Secretary-General;

"(c) To formulate specific proposals, including procedures to be followed, for the carrying out of studies on discrimination, indicating which studies should be undertaken immediately;

"(d) To continue its work regarding the protection of minority rights;

"(e) To report on the above matters to the tenth session of the Commission on Human Rights."

5. The Right of Peoples and Nations to Self-Determination

The General Assembly, in resolution 637 C (VII),¹⁰³ *inter alia*, requested the Economic and Social Council to ask the Commission on Human Rights to continue preparing recommendations concerning international respect for the right of peoples to self-determination, and particularly recommendations relating to the steps which might be taken by the various organs of the United Nations and by the specialized agencies, within the limits of their resources and competence, to develop international respect for the right of peoples to self-determination. It also requested the Commission to submit through the Council its recommendations to the General Assembly.

The Economic and Social Council, at its fifteenth session, at the 674th and 675th plenary meetings on 1 April, briefly discussed the item and agreed, generally, that the Council should merely transmit the Assembly's recommendations to the Commission without adding any comments of its own.

A draft resolution (E/L.478) to this effect was presented jointly by Argentina, Egypt and the Philippines and was adopted by 14 votes to none, with 4 abstentions, at the 675th plenary meeting. By this resolution (472(XV)), the Council transmitted Assembly resolution 637 C (VII) to the Commission for the contemplated action therein.

The Commission on Human Rights included the item in the agenda of its ninth session, which was held from 7 April to 30 May 1953, but reported (E/2447) that it had not had time to consider it.

The General Assembly at its eighth session discussed the question during the debate of its Third Committee on Chapter V (Human Rights) of the report of the Economic and Social Council (A/2430). The Third Committee, which held a general debate on this Chapter and on Chapter IV (Social Questions) at its 503rd to 511th meetings, on 22 and 26 to 30 October and on 2 and 3

¹⁰³ See Y.U.N., 1952. p. 447.

November, had before it two similar draft resolutions on the right of peoples and nations to self-determination. However, one of the draft resolutions submitted by Bolivia, Costa Rica, Guatemala, Mexico and Uruguay (A/C.3/L.369) was withdrawn by its sponsors in favour of the second, a draft resolution by Afghanistan, Burma, Cuba, Egypt, India, Indonesia, Iran, Iraq, Lebanon, Liberia, Pakistan, the Philippines, Saudi Arabia, Syria and Yemen (A/C.3/L.371); the former group of representatives subsequently joined with the sponsors of the second draft resolution in submitting one joint proposal (A/C.3/L.371/Rev.1).

The Committee discussed the joint draft resolution at its 525th to 527th meetings on 17 and 18 November.

The joint draft proposed that the Assembly request:

(1) the Commission on Human Rights to give due priority at its tenth session to the preparation of recommendations concerning the right of self-determination; and

(2) the Secretary-General to transmit to the Commission the summary records of the debate on this matter.

In the preamble to the draft resolution, reference was made to Assembly resolution 637 C (VII) and Council resolution 472(XV), to the fact that the Commission had not had time to prepare recommendations at its ninth session, and to the importance of the observance and respect for the right to self-determination in the promotion of world peace and friendly relations between peoples and nations.

Among others, the representatives of Afghanistan, Mexico, the Philippines and Uruguay emphasized that the exercise of the right of self-determination was a vital factor in preserving peace in the world and maintaining friendly relations between nations. The representatives of Afghanistan, Indonesia, Iraq, Peru, Syria and Yugoslavia stressed that this right was universal and should be enjoyed by all peoples and all nations, and that respect for the right of self-determination was a prerequisite for the enjoyment of all other human rights. The representatives of Afghanistan, Cuba and Uruguay also pointed out that the importance accorded to the question of the right of peoples and nations to self-determination was reflected in the fact that 20 delegations had joined in sponsoring the joint draft resolution.

The Burmese representative thought that some action should be taken pending the completion and coming into force of the Covenants on Human Rights by which States would explicitly bind themselves to ensure respect for human rights and fundamental freedoms. The Yugoslav representative suggested that certain transitional measures might be taken, such as participation of indigenous

populations in legislative and executive organs of government. The representatives of Iraq, the Philippines and Syria stressed the link between economic and social problems and the political aspects of the right to self-determination. The Indian representative expressed the view that the Assembly should leave the Commission sufficient latitude to consider the question but impress upon it that the matter was urgent. It was explained by the representative of the Philippines that, in asking the Commission to give "due priority" to the preparation of recommendations, it was intended that the Commission would first complete its work on the draft Covenants.

The representatives of Afghanistan, Egypt, Honduras, Guatemala, Liberia, the USSR and Yugoslavia referred, during the discussion, to General Assembly resolution 648(VII),¹⁰⁴ which laid down certain factors to be taken into account in deciding whether a Territory was or was not one whose peoples had attained a full measure of self-government, some of them suggesting that a reference to these factors be incorporated in the draft resolution.

Accordingly, the representative of Argentina proposed an amendment (A/C.3/L.393/Rev.1) to add a second paragraph to the preamble reading:

"Recalling also, with reference to the Non-Self-Governing Territories, resolution 648(VII) and the annexed list of factors which should be taken into account in deciding whether a Territory is or is not a Territory whose people have not yet attained a full measure of self-government."

However, the representatives of China, Chile and Cuba, among others, criticized the amendment on the grounds that it gave too much emphasis to self-government, which formed only one part of the whole question of the right of peoples to self-determination.

The representative of Argentina subsequently withdrew the amendment because the list of factors to which it referred could not yet be considered as final since the new list had been approved by the Fourth Committee and would be considered in plenary session.¹⁰⁵ He accepted the proposal of the representative of India that a second paragraph should be added to the preamble, to refer to Assembly resolution 648(VII). This second additional paragraph of the preamble to the draft resolution was adopted by 33 votes to 12, with 6 abstentions.

The draft resolution, as a whole, was adopted (E/2447 & Corr.1 (VI)) by a roll-call vote of

¹⁰⁴ See Y.U.N., 1952, pp. 563-65.

¹⁰⁵ See pp. 520-26.

39 to 8, with 6 abstentions, at the Third Committee's 527th meeting on 18 November.

In explaining their votes against this resolution, the representatives of Australia, Belgium, France, the Netherlands, New Zealand, Turkey and the United Kingdom stated, *inter alia*, that they were opposed to it because of its restrictive character, since it was directed principally to the Non-Self-Governing and Trust Territories, and they considered that the addition of the reference to resolution 648(VII) lent emphasis to the restrictive nature of the resolution. It was also pointed out by the Australian representative that the principle of self-determination was a political principle applicable to peoples but not a juridical right vested in individuals.

The draft resolution, as proposed by the Third Committee, was adopted by the General Assembly at its 460th plenary meeting on 28 November 1953 by 43 votes to 9, with 5 abstentions, as resolution 738(VIII). It read:

"The General Assembly,

"Recalling General Assembly resolution 637 C (VII) of 16 December 1952 and Economic and Social Council resolution 472(XV) of 1 April 1953 inviting the Commission on Human Rights to make recommendations concerning international respect for the right of peoples and nations to self-determination,

"Recalling also General Assembly resolution 648 (VII) of 10 December 1952,

"Considering that the Commission on Human Rights had been unable due to lack of time to prepare such recommendations at its ninth session,

"Considering the importance of the observance of and respect for the right of self-determination in the promotion of world peace and of friendly relations between peoples and nations,

"1. Requests the Commission on Human Rights to give due priority at its tenth session to the preparation of such recommendations;

"2. Requests the Secretary-General to transmit to the Commission on Human Rights the summary records of the debate on this matter."

6. Allegations Regarding Infringements of Trade Union Rights

a. CONSIDERATION BY THE ECONOMIC AND SOCIAL COUNCIL AT ITS FIFTEENTH SESSION

At its fifteenth session, the Council, at its 679th and 680th plenary meetings on 9 April, had before it a number of communications, submitted in accordance with Council resolution 277 (X),¹⁰⁶ alleging that trade union rights were being infringed in various countries (E/2333 & Add.1-37).

In order to facilitate the Council's consideration of the item, the Secretary-General submitted a memorandum (E/L.471 & Corr.1) dividing the communications into four categories, namely, those relating to States, members of both the United Nations and of the International Labour Organisation (ILO) (32); those relating to States, members of ILO but not Members of the United Nations (2); those relating to States, Members of the United Nations but not members of ILO (1); and those relating to States members neither of the United Nations nor of ILO (3).

The Secretary-General also informed the Council (E/2370) that, in implementation of Council resolution 444(XIV),¹⁰⁷ he had addressed letters to the Governments of Romania, Spain and the USSR, inviting them to reply to the requests previously addressed to them under resolution 351 XII¹⁰⁸ with respect to certain allegations relating to their countries, but that no replies had yet been received. Under Council resolution 444(XIV) the Secretary-General had also addressed letters to the Government of Spain, the competent authorities of the Saar and the Allied Military Government of the Free Territory of Trieste (British-United States Zone), inviting them to submit their observations with respect to certain allegations relating to their territories brought to the attention of the Council at its fourteenth session. The note further stated that only the Allied Military Government had replied (E/2335).

The Council, in addition, had before it a document (E/2371) containing certain observations of the Permanent Representative of Greece to the United Nations on one of the new communications (E/2333/Add.21) and two statements by the World Federation of Trade Unions (WFTU) (E/C.2/341) and the International Confederation of Free Trade Unions (ICFTU) (E/C.2/343), respectively.

The representatives of Sweden and the United Kingdom had also submitted a five-part draft resolution (E/L.484), which was subsequently adopted with minor amendments at the Council's 680th meeting on 9 April.

During the debate, several members, including the representatives of Egypt, Poland, the USSR, the United Kingdom, the United States and Uruguay, discussed specific allegations relating to their own or other countries.

The main issue, however, was whether the procedure under which the Secretary-General is

¹⁰⁶ See Y.U.N., 1950, pp. 539-40.

¹⁰⁷ See Y.U.N., 1952, pp. 454-55.

¹⁰⁸ See Y.U.N., 1951, pp. 499-500.

requested to bring allegations of the infringement of trade union rights to the attention of the Council should be changed, as proposed by Sweden and the United Kingdom (E/L.484(I)), to the effect that in the future allegations relating to States Members of ILO should be forwarded by the Secretary-General, acting on behalf of the Council, directly to the Governing Body of the International Labour Office. The representatives of Egypt, Poland and the USSR contended that the procedure established under resolution 277(X) already constituted an abdication of the Council's responsibility and thought that, if the Council were to agree to the proposed change, it would be divesting itself to a still larger extent of one of its important functions under the Charter. The representative of WFTU also spoke to this point, her organization having urged the Council in a written statement (E/C.2/341) to undertake at each session substantive discussions of complaints of violations of trade union rights. Other representatives, including those of Argentina, Australia, Belgium, the United Kingdom and the United States, pointed out that the ILO Fact-Finding and Conciliation Commission on Freedom of Association was the proper agency to handle allegations regarding infringement of trade union rights, and that the proposed change in procedure would only serve to expedite the forwarding of complaints.

An amendment by India (E/L.488), providing that a summary of the allegations be submitted to the Council for its information or discussion was rejected by 9 votes to 3, with 5 abstentions.

The sponsors of the draft resolution agreed to an oral Argentine proposal to delete the reference in the first paragraph to resolutions 351(XII) and 444(XIV) dealing with procedure.

Draft resolution I, as amended, was adopted by 13 votes to 3, with 1 abstention, as resolution 474 A (XV).

By this resolution, the Council decided to forward to the Governing Body of the International Labour Office for its consideration as to reference to the Fact-Finding and Conciliation Commission those allegations enumerated in document E/L.471 and those received subsequently relating to States Members of ILO, and requested the Secretary-General, acting on behalf of the Council, to forward to the Governing Body of the International Labour Office for similar action all such allegations in the future.

Another item briefly discussed by the Council was the absence of a reply from the Government of the USSR to several requests addressed to it

by the Secretary-General, acting on behalf of the Council, seeking its consent to permit an allegation relating to that country (E/1882) to be handled under the international machinery for safeguarding trade union rights and freedom of association, agreed upon between the United Nations and ILO. Additional material relating to the previous allegation had been submitted by ICFTU (E/2333/Add.6). In its written statement (E/C.2/343), ICFTU had suggested that the Council should establish a committee, similar to the Committee on Freedom of Association of the Governing Body of the International Labour Office, to handle complaints directed against States Members of the United Nations but not Members of ILO, which have not given their consent to let a complaint relating to them be referred to the Fact-Finding and Conciliation Commission of ILO. The tasks of this Committee would be

(1) to consider for recommendation to the Economic and Social Council whether cases are worthy of examination by the Council, and

(2) where so determined affirmatively, to recommend alternative action designed to safeguard the rights relating to freedom of association involved in the case.

In discussing the allegation, the representative of the USSR maintained that there could be no question of infringements of trade union rights in the USSR, because the country was ruled by the working class and the labour legislation was worked out with prior consent of the trade unions.

The Swedish representative thought that the procedure proposed by ICFTU would serve no useful purpose at this time and the United Kingdom representative expressed the hope that the USSR would reply in the near future. The United States representative, however, stated that the Council had waited two years for a reply and that it would be remiss, in his opinion, not to take some action. The Indian representative proposed that the Council should note, rather than note with concern, that the USSR had not yet replied and an amendment deleting the words "with concern" was adopted by 7 votes to 5, with 5 abstentions. Draft resolution II was adopted, as amended, by 13 votes to 2, with 2 abstentions, as resolution 474 B (XV).

By this resolution the Council, noting that the Government of the USSR had not yet replied to the invitations addressed to it by the Secretary-General under the terms of resolution 277(X) (sub-paragraph (c) of the second operative paragraph), requested the Secretary-General to forward to the Government of the USSR the further material relating to the allegation previously submitted by ICFTU, and to invite it to reconsider its attitude in the matter.

Concerning the question of replies from the Governments of Romania and Spain, the Argentine representative held that the United Nations could not confer obligations on a State without also giving it the rights of membership. He would, therefore, vote against the draft resolution concerning these Governments. Draft resolution III was adopted by 13 votes to 4, as resolution 474 C (XV).

By this resolution, the Council, noting that the Governments of Spain and Romania had not responded to invitations addressed to them, in accordance with resolutions 351(XII) and 444 (XIV), to submit their observations on certain allegations relating to them, and noting that further allegations relating to Spain (E/2333/Add.4 & 5) had been received, requested the Secretary-General to bring the latter allegations to the attention of the Government of Spain and to invite it to submit its observations on them, bringing to its attention the provisions of resolution 277(X). It further expressed the hope that the two Governments might find it possible to indicate their willingness to co-operate with the United Nations in its efforts to safeguard trade union rights by submitting their observations on the allegations already referred to them.

As to the observations of the Allied Military Government of the Free Territory of Trieste (E/2335) on the allegation contained in document E/2154/Add.20, some representatives, including those of Argentina and the Philippines, felt that it would be outside the competence of the Council to examine the case in substance. The Philippine representative therefore proposed (E/L.489) that draft resolution IV should be redrafted to read "Considers that the allegation is not within its [The Council's] competence to examine". This was rejected by 7 votes to 4, with 6 abstentions. An Egyptian proposal to delete draft resolution IV completely was rejected by 7 votes to 3, with 7 abstentions.

By resolution 474 D (XV), which was adopted by 10 votes to 3, with 4 abstentions, the Council took note of the observations of the Allied Military Government, observed that no question of trade union rights was involved, and dismissed the allegation as not meriting further examination.

With regard to draft resolution V, the French representative recalled that the case of the complaint previously addressed to the competent authorities of the Saar had been referred to the ILO Committee on Freedom of Association. A Commission of the Saar Diet was currently studying the matter and the ILO Committee would be informed of the outcome in the near future. He

therefore considered it inexpedient to bring the allegations once again to the attention of the Saar authorities, who were apparently acting in good faith.

The sponsors of the draft resolution therefore agreed to amend it accordingly. As amended, it was adopted by 14 votes to 2, with 1 abstention, as resolution 474 E (XV).

By this resolution the Council recalled the procedure established in its resolution 444(XIV), paragraph 4, concerning an allegation (E/2154/Add.43) relating to the Saar, noted that a further allegation relating to the Saar (E/2333/Add.19) had been received and requested the Secretary-General to bring the latter allegation to the attention of the competent authorities of the Saar, and to invite them to submit their observations, bringing to their attention the provisions of resolution 277(X).

b. CONSIDERATION BY THE ECONOMIC AND SOCIAL COUNCIL AT ITS SIXTEENTH SESSION

At its sixteenth session, the Council had before it, in accordance with its resolutions 277(X) and 474(XV), a communication (E/2434) alleging infringements of trade union rights in Spain. The Council also had before it a note by the Secretary-General (E/2464) in which it was stated that he had received no reply from the Governments of the USSR, Spain and Romania, and the competent authorities of the Saar to his note sent in pursuance of Council resolutions 474 B, C and E (XV).

During the discussion at the Council's 719th, 720th and 722nd plenary meetings, from 9 to 11 July, a representative of the International Labour Office, and representatives of WFTU, the International Federation of Christian Trade Unions (IFCTU) and ICFTU were heard. The representative of ILO reminded the Council of the statement of the Director-General of ILO during the discussion on the seventh report of ILO to the United Nations that the Governing Body of the International Labour Office was considering the possibility of improving the procedure regarding allegations and their consideration by the Fact-Finding and Conciliation Commission on Freedom of Association.

The WFTU representative criticized the procedure followed by ILO and urged the Council to reintroduce the procedure under resolution 277(X) and to maintain a closer supervision over the protection of trade union liberties. The representative of IFCTU urged the establishment of an

ad hoc committee by the Council to consider allegations against governments which were not members of ILO, in consultation with the free trade unions, with a view to making recommendations on action to be taken by the Council. The representative of ICFTU requested the Council to provide for some machinery whereby such allegations could be dealt with, and referred to ICFTU's suggestion on the matter at the fifteenth session.

The Council did not take up the substance of the matter. The majority agreed that it might be desirable for the Council to take up eventually the question of the machinery for dealing with such allegations but were willing to support, without prejudice to future action by the Council, the procedural proposal (E/L.532) presented by the Argentine representative that the allegations referred to in the documents before the Council be referred to the governments concerned.

The Council, at its 722nd plenary meeting on 11 July 1953, adopted the Argentine draft resolution by 16 votes to 2. By this resolution (503 (XVI)) the Secretary-General was requested to transmit to the governments concerned the allegations regarding infringements of trade union rights contained in documents E/2434 and E/2464.

7. Forced Labour

a. REPORT OF THE Ad hoc COMMITTEE ON FORCED LABOUR

The Ad hoc Committee on Forced Labour, appointed by the Secretary-General and the Director-General of the International Labour Office in accordance with resolution 350(XII)¹⁰⁹ of the Economic and Social Council, held its fourth and last session from 17 April to 27 May 1953 and unanimously adopted its final report (E/2431) for submission to the Economic and Social Council and to the Governing Body of the International Labour Office.

The fourth session was devoted to a final study of the documentation before the Committee relating to 24 countries (and/or territories under their administration) concerning which allegations of the existence of forced labour had been made either in the Council or subsequently by non-governmental organizations or individuals. The object of this study was to determine whether those allegations were relevant to the Committee's terms of reference and, if so, whether the documentation submitted to the Committee revealed the existence of a system of forced labour of either the "political" or "economic" or of both types

coming within the meaning of the Committee's terms of reference.

During the interval between the third and fourth sessions, on 2 March 1953, a letter of reminder, under the Chairman's signature, was sent to those of the 24 governments which had not replied by that time to the Committee's letter of 22 November 1952, by which an informal document summarizing the allegations and other material in the possession of the Committee had been communicated confidentially to each of the governments concerned for comment.

On 23 April 1953, another reminder was sent to these governments, by cable, indicating the Committee's intention to conclude its work by 22 May 1953 and requesting that their comments and observations be forwarded by 10 May.

By 20 May, the following Governments had transmitted their comments and observations:

Australia, Belgium, Bolivia, France, Peru, Portugal, Spain, Union of South Africa, United Kingdom, United States.

The following Governments had not replied:

Argentina, Brazil, Bulgaria, Chile,¹¹⁰ Colombia, Czechoslovakia, Ecuador, Germany (Democratic Republic of), Hungary, Paraguay, Poland, Romania, USSR, Venezuela.

The Committee, in its final report (E/2431), stated that its inquiry had revealed the existence in the world of two principal systems of forced labour, the first being employed as a means of political coercion or punishment for holding or expressing political views and the second being used for important economic purposes.

The Committee found that a system of forced labour as a means of political coercion had been established in certain countries, was probably in existence in several other countries, and possibilities for its establishment existed in others. Such a system was found to exist in its fullest form, and in the form which most endangered the fundamental rights of the human person as guaranteed by the Charter of the United Nations and proclaimed in the Universal Declaration of Human Rights, where it was expressly directed against people of a particular "class" (or social origin) and even against political "ideas" or attitudes in men's minds; where a person might be sentenced to forced labour for the offence of having expressed his ideological opposition to the established political order, or even because he was only suspected of such hostility; when he might be

¹⁰⁹ See Y.U.N., 1951, p. 502.

¹¹⁰ The reply of the Government of Chile, dated 19 May 1953, was received on 14 June 1953; therefore the comments and observations included therein were issued separately (E/2431/Add.1).

sentenced by procedures which did not afford him full rights of defence, often by a purely administrative order; and when, in addition, the penalty of forced labour was intended for his political "correction" or "re-education", i.e., to alter his political convictions to the satisfaction of the government in power.

The Committee stated that its inquiry had again shown the importance of the work of the United Nations for ensuring and safeguarding human rights and dignity. The Commission on Human Rights, it noted, was engaged in drafting articles for Covenants on Human Rights which had a direct bearing on many of the issues considered by the Committee and the problems raised by such issues. The Committee suggested that an earnest appeal be addressed to all governments concerned to re-examine their laws and administrative practices in the light of the current conditions and the increasing desire of the peoples of the world "to reaffirm faith in fundamental human rights [and] in the dignity and worth of the human person".

While less seriously jeopardizing the fundamental rights of the human person, systems of forced labour for economic purposes constituted, in the Committee's opinion, no less a violation of the Charter of the United Nations and the Universal Declaration of Human Rights. Although such systems may be found in different parts of the world, they differ in nature and scope. These systems—still found by the Committee to exist in some countries or territories where a large indigenous population lived side by side with a population of another origin—most often, it stated, resulted from a combination of various practices or institutions affecting only the indigenous population and involving direct or indirect compulsion to work. Examples of such practices were: compulsory labour properly so called, various coercive methods of recruiting, the infliction of heavy penalties for breaches of contracts of employment, the abusive use of vagrancy laws, and other similar measures.

Recalling that the International Labour Organisation (ILO) had been working for some 25 years to bring about the abolition of such practices by Conventions and other means, the Committee expressed the hope that it would continue and would intensify its efforts towards this goal.

The Committee further pointed out that, while the forms of forced labour contemplated in the ILO Conventions related almost entirely to "indigenous" inhabitants of dependent territories, the systems of forced labour for economic purposes found to affect the working population of some

fully self-governing countries (where there was no "indigenous" population) raised new problems, calling for action.

Such systems, the Committee stated, resulted from various general measures involving compulsion in the recruitment, mobilization or direction of labour. The Committee found that these, taken in conjunction with other similar restrictive measures, went beyond the "general obligation to work" embodied in several modern constitutions, as well as the "normal civic obligations" and "emergency" regulations contemplated in ILO Convention No. 29 concerning forced or compulsory labour. Such measures often deprived the individual of the free choice of employment and freedom of movement and were contrary to the principles of the Universal Declaration of Human Rights, it stated. However attractive might seem the idea of using such methods of compulsion to promote a country's economic progress, the result, the Committee concluded, was a system of forced labour which not only subjected a section of the population to conditions of serious hardship and indignity, but which must gradually lower the status and dignity of even the free workers in such countries.

The Committee, therefore, expressed the opinion that the problems of compulsory labour which ILO had thus far considered mainly in connexion with indigenous workers should now be examined also in connexion with workers in fully self-governing countries. It suggested that, where necessary, international action be taken, either by framing new Conventions or by amending existing Conventions, so that they might be applicable to forced labour conditions among these workers.

In addition to these general observations, the report contained the Committee's findings and conclusions concerning the allegations of forced labour of either political or economic type, or both, for each of the 24 countries (or territories) examined.

b. CONSIDERATION BY THE GENERAL ASSEMBLY AT ITS EIGHTH SESSION

The question of forced labour was not considered by the Economic and Social Council during 1953, since the relevant item was deferred by the Council to its seventeenth session.

At the request of the permanent representative of the United States, in a letter addressed to the Secretary-General on 14 August 1953 (A/2438 & Corr.1), the General Assembly, at its 435th plenary meeting on 17 September 1953, decided, without opposition, to include in the agenda of its eighth session the item "Evidence of Existence of

Forced Labour" and to refer it to its Third Committee for consideration and report.

The Third Committee considered the item at its 529th to 534th and 536th meetings, on 20, 23, 24, 25 and 27 November 1953.

Although the report of the Ad hoc Committee was not formally before the Third Committee, the discussion was largely concerned with that document. The discussion was marked by clear differences of view. Most speakers endorsed the findings and conclusions of the Ad hoc Committee, as evidence of the existence of systems of forced labour employed as a means of political coercion or for economic purposes in a number of countries, and emphasized the importance which they attached to the abolition of such systems.

The representative of the United States stated that the Ad hoc Committee had provided evidence that forced labour as a means of political coercion and as an essential part of the national economy went hand in hand with Soviet Communism and that the USSR was the central source of infection. He cited, as one example, the penal codes of the USSR and "its constituent republics" which, he said, explicitly provided for several types of forced labour. After examining the detailed evidence, he further stated, the Ad hoc Committee had had no choice but to conclude that Soviet penal legislation was the basis of a system of forced labour used as a means of political coercion or punishment for holding or expressing political views, that the legislation was in fact used in such a way, that the system played a part of some significance in the national economy and that Soviet legislation involving compulsion to work and placing restrictions on freedom of employment led to a system of forced or compulsory labour. The spotlight of public debate, he concluded, had to be thrown on the subject in the hope that the moral pressure of the United Nations would lead to remedial measures which only the countries concerned could take.

The representatives of the Byelorussian SSR, Czechoslovakia, Poland, the Ukrainian SSR and the USSR regarded the Ad hoc Committee's report as a collection of false and slanderous accusations, based on unofficial information. They rejected its findings and conclusions and charged that it had disregarded the existence of forced labour in France, the United Kingdom, the United States, colonies in Africa and Asia and in most Latin American countries. They accused the United States Government of attempting to sow hatred and discord among nations and of keeping the cold war alive. The Ad hoc Committee, the representative of the USSR charged, had refused

to study real forced labour, in the form in which it appeared in capitalist countries and colonial territories, and had attempted to show that forced labour for economic and political purposes had its basis in legislation. Instead of taking into account the Constitution of the USSR, he continued, the agents of the United States reactionary circles were trying to distort the legislative provisions of the USSR; they gave fragmentary quotations, cited passages out of context, and referred to obsolete documents no longer in force. They distorted the penal code of the USSR and tried to cite it as the main evidence of the alleged forced labour system.

The representatives of Afghanistan, Ethiopia and India stressed that the question should be considered from a purely humanitarian point of view. The representative of India stated that any study of forced labour should include all forms of such labour and all circumstances involved. A preliminary study of the report showed that the investigation was too limited in scope in as much as it excluded some countries where forced labour might exist in practice. The Committee, he concluded, had placed undue emphasis on the word "systems" and had considered itself competent to deal with forced labour only if it was sanctioned by law or administrative measures, thus implying that, if illegal forced labour existed, it could not concern itself with the matter. Moreover, it had decided that forced labour sanctioned by law for economic reasons would not be regarded as forced labour unless it was being practised on such a wide scale as to constitute an important element in the country's economy. That, he said, led to the absurd conclusion that, if a few persons were subjected to forced labour for political purposes, forced labour existed, but if a few persons were thus subjected for economic purposes, no forced labour was involved. He considered that forced labour should be regarded as such, irrespective of whether it was practised for political or economic purposes or on a large or small scale, whether or not it was prescribed by law and whether or not it constituted an important element in the national economy. So long as the report excluded several categories of forced labour, it was valueless in assessing the real extent of the problem and his delegation would abstain from voting on the joint draft resolution (A/C.3/L.395) before the Committee (see below).

The representative of Cuba agreed that the Committee had adopted a rather narrow interpretation of its terms of reference, but, within the limits of that interpretation, he considered that it had produced a valuable and impartial report.

The representative of the Union of South Africa questioned whether the report in some instances did not constitute interference in the domestic affairs of the countries concerned.

The majority supported the draft resolution (A/C.3/L.395) submitted jointly by Australia, Brazil, Chile, Costa Rica, Cuba, Greece, Pakistan, the United Kingdom and the United States.

At the request of the representative of Iraq a separate vote was taken on each paragraph of the joint draft resolution, as well as on the words "on such a scale as" in the first operative paragraph. The latter phrase was adopted by 35 votes to 8, with 8 abstentions, and the separate paragraphs were adopted in votes varying from 35 to 5, with 10 abstentions, to 42 to 5, with 3 abstentions. The joint draft resolution was adopted, as a whole, by the Committee (A/2588), at its 536th meeting on 27 November, by a roll-call vote of 36 to 5, with 10 abstentions.

It was adopted by the General Assembly, at its 468th plenary meeting on 7 December 1953, by a roll-call vote of 39 to 5, with 12 abstentions, as resolution 740(VIII). The voting was as follows:

In favour: Australia, Belgium, Bolivia, Brazil, Canada, Chile, China, Cuba, Denmark, Dominican Republic, Ecuador, El Salvador, Ethiopia, France, Greece, Guatemala, Haiti, Iceland, Israel, Liberia, Luxembourg, Mexico, Netherlands, New Zealand, Nicaragua, Norway, Pakistan, Panama, Paraguay, Peru, Philippines, Sweden, Thailand, Turkey, United Kingdom, United States, Uruguay, Venezuela, Yugoslavia.

Against: Byelorussian SSR, Czechoslovakia, Poland, Ukrainian SSR, USSR.

Abstaining: Afghanistan, Argentina, Burma, Egypt, India, Indonesia, Iran, Iraq, Saudi Arabia, Syria, Union of South Africa, Yemen.

Resolution 740(VIII) read:

"The General Assembly,

"Recalling the determination of the peoples of the United Nations under the Charter to reaffirm faith in fundamental human rights and in the dignity and worth of the human person,

"Regretting that the Economic and Social Council at its sixteenth session was unable to consider the conclusions contained in the report of the Ad hoc Committee on Forced Labour,

"Considering that systems of forced labour constitute a serious threat to fundamental human rights and jeopardize the freedom and status of workers in contravention of the obligations and provisions of the Charter of the United Nations,

"Observing that the report of the Ad hoc Committee on Forced Labour has now been placed on the agenda of the seventeenth session of the Economic and Social Council and of the 123rd session of the Governing Body of the International Labour Office,

"Considering that in view of this delay there is still time for certain governments which have not yet done

so to provide information in response to the Ad hoc Committee's request for comments and observations on the allegations concerning them,

"1. Affirms the importance which it attaches to the abolition of all systems of forced or "corrective" labour, whether employed as a means of political coercion or punishment for holding or expressing political views or on such a scale as to constitute an important element in the economy of a country;

"2. Invites the Economic and Social Council and the International Labour Organisation, as a matter of urgency, to give early consideration to the report of the Ad hoc Committee on Forced Labour at their next sessions with this aim in view;

"3. Requests the Secretary-General to consult with governments which have not yet found it possible to provide information in response to the Ad hoc Committee's request to the effect that they submit such information before the seventeenth session of the Economic and Social Council so that these replies may be brought to the attention of the Council;

"4. Requests the Economic and Social Council to report on forced labour to the General Assembly at its ninth session."

c. CONSIDERATION BY THE INTERNATIONAL LABOUR ORGANISATION

Meanwhile, the report of the Ad hoc Committee was studied by the Governing Body of the International Labour Office, at its 122nd and 123rd sessions, held in June and November 1953, respectively.

The Governing Body decided (E/2431/Add.2) to support the suggestion of the Ad hoc Committee that an appeal be addressed to all governments which in one form or another maintained or might maintain a system of forced labour of a political type, to the effect that they re-examine their laws and their administrative practices as suggested in the report.

It also decided (E/2431/Add.3)

(1) to address an appeal to governments which had not yet ratified the various International Labour Conventions of 1930, 1936, and 1939, inviting them to give prompt consideration to whether their ratification could be effected and, in the case of governments which had responsibilities for non-metropolitan territories, also to consider whether the Conventions could be applied without modifications to those territories;

(2) to authorize the Director-General to address an appeal to the governments which had ratified one or more of these Conventions to examine the possibilities of extending their application to any territories in which any or all of the provisions were not applied;

(3) to continue work on the five-year report on the working of the Forced Labour Convention of 1930, with a view to enabling the Governing Body to consider the possibility of the suppression of forced or compulsory labour in all its forms without a further transitional period;

(4) to affirm the willingness of ILO to continue and intensify its efforts towards the abolition of forced

labour practices of an economic character, including practices not envisaged when the existing instruments were adopted; and

(5) to request the Director-General to continue his consultations with the Secretary-General of the United Nations on those aspects of the matter not dealt with in these proposals and to keep the Governing Body informed.

8. Slavery

a. CONSIDERATION BY THE ECONOMIC AND SOCIAL COUNCIL AT ITS FIFTEENTH SESSION

At its fifteenth session, the Economic and Social Council had before it the report of the Secretary-General (E/2357) on slavery, the slave trade and other forms of servitude, submitted in accordance with Council resolution 388(XIII) by which the Secretary-General had been asked to collect information to supplement the material presented by the Ad hoc Committee on Slavery, to examine the Committee's report (E/1988) and to report to the Council with recommendations for appropriate United Nations action.¹¹¹

In compiling this report, the Secretary-General noted that the materials available included replies from 52 Member States and 22 non-member States and territories, ancillary memoranda prepared individually by members of the Ad hoc Committee on Slavery and a report by the International Labour Organisation (ILO) on indigenous workers in independent countries. He pointed out that certain countries and territories had not yet supplied full information in response to the Questionnaire on Slavery and Servitude and that certain available materials were unverified and in some cases contained contradictory statements. Therefore, the conclusions and suggestions put forward by him should not be considered at this stage as being either final or complete. Indeed, the question might be raised, he stated, whether the Council should take any definitive action before exhausting every possibility of completing the survey of slavery, the slave trade and other forms of servitude.

Chapter I of the Secretary-General's report recalled that the Ad hoc Committee had reached the unanimous conclusion that slavery, even in its crudest form, was still present in the world and that other forms of servitude existed in practically all regions. In some countries, these other forms of servitude were decreasing, but in others, the Committee had held, they were increasing in extent and the suffering caused by them was now greater than anything resulting from crude slavery. These forms of servitude, the report stated,

as well as slavery itself should, therefore, be equally a concern of the international community.

The recommendations put forward by the Ad hoc Committee had recognized that existing forms of servitude could not be abolished by legislation alone, but that positive measures of international assistance in eliminating the underlying economic and social causes of such practices were necessary.

The first of these recommendations proposed that (1) the definition contained in article 1¹¹² of the International Slavery Convention, 1926, should continue to be accepted as an accurate and adequate international definition of slavery and the slave trade, and (2) that the functions and powers of the League of Nations under that Convention should be transferred to the United Nations by means of a Protocol which the Committee had drafted.

The Ad hoc Committee had further recommended that the Council set up a drafting committee to prepare a new supplementary convention, based on certain principles set forth in its report, which would aim at the elimination of other forms of servitude as well as of slavery.

It had drafted recommendations which might be made to governments regarding legislative and administrative measures for the abolition of slavery and similar customs and had proposed that a standing body of experts of the United Nations should be established to study and report to the Council on measures taken to eliminate slavery. The Committee had further recommended the conclusion of regional agreements to combat slavery, the slave trade and other forms of servitude, and the adoption of appropriate measures by the specialized agencies, particularly by the International Labour Organisation.

The Secretary-General examined these recommendations and, in addition, in chapter II made supplementary suggestions relating to:

- (1) completion of the survey;
- (2) preparation of drafts of separate and additional conventions aimed at the elimination of such institutions or practices resembling slavery in their effects as were not already covered by the International Slavery Convention of 1926;
- (3) establishment of a reporting procedure on the subject of slavery, the slave trade and other forms of servitude on a continuing basis; and
- (4) assistance which the United Nations and the specialized agencies might furnish to States in order to enable them to eliminate slavery, the slave trade and other forms of servitude.

¹¹¹ See Y.U.N., 1951, pp. 502-505.

¹¹² For definition, see Y.U.N., 1951, p. 503, footnote 174.

In chapter III of the report, the Secretary-General recapitulated the main problems which appeared to him to arise from his examination of the report and recommendations of the Ad hoc Committee and from his supplementary suggestions, and made alternative suggestions for action which might be taken by the Council. The questions raised related, in particular, to:

- (1) the completion of the survey begun by the Ad hoc Committee;
- (2) the use of existing and proposed international instruments for combating slavery, the slave trade and other forms of servitude;
- (3) the possibility of establishing a reporting procedure and international supervisory machinery to deal with these problems;
- (4) the possibility of combating slavery, the slave trade and other forms of servitude by means of regional arrangements;
- (5) the possibility of addressing recommendations to governments on appropriate legislative and administrative measures aimed at combating those practices; and
- (6) the possibility that the United Nations and specialized agencies might furnish assistance to States to aid them in eliminating slavery, the slave trade and other forms of servitude.

During the debate in the Council's Social Committee, at its 228th to 233rd meetings from 7 to 20 April 1953, the majority commended the Secretary-General's report. There was unanimous agreement that slavery, in all its forms, should be abolished as quickly as possible and that it was the duty of the United Nations to bring this about. It was also generally agreed, as observed by the Secretary-General in his report, that more accurate and comprehensive information was needed to enable the Council to take further measures towards the total elimination of slavery, the slave trade and other forms of servitude. The Belgian representative, in this connexion, suggested that those governments which had not replied fully or at all to the Questionnaire should be requested to do so. With reference to a reporting procedure, most representatives also felt that the continuous collection of additional information should be left to the Commission on Human Rights or perhaps to a group such as the Ad hoc Committee on Forced Labour.

The United Kingdom representative stated that he recognized the duty of the United Nations to strive with all the means at its disposal to abolish slavery as soon as possible but he considered that the Council should act with circumspection in view of the vast scope of the problem and the inadequacy of the information available. He drew attention to the importance of securing the goodwill and co-operation of all governments and an awakened international public opinion.

He and the representative of Sweden pointed out the need for recognizing that certain traditions, which were part of the social, economic, or religious structure of an area, could not be abolished at once without upsetting the entire system. The importance of improving the poor economic and social conditions, which were the underlying causes of slavery, was also stressed by the representatives of Australia, China, India, the United States and Venezuela. The Australian and Chinese representatives thought that technical assistance, as suggested in the Secretary-General's report, might be requested, perhaps under the United Nations Advisory Social Welfare Programme, with a view to reducing or eliminating conditions conducive to slavery.

The majority also supported the transfer, by the adoption of a protocol, of the functions under the International Slavery Convention of 1926 to the United Nations. The representatives of China and Sweden thought that an Assembly or Council resolution might be sufficient to effect the transfer, but several representatives, including those of France and the United States, considered that this would create a dangerous precedent. Moreover, it was pointed out, some States which had signed the Convention were not United Nations Members.

The Council recognized that slavery, while still existing in a crude form in some areas, in general in the modern world took the form of servitude with results similar to slavery. The representatives of Australia, the United Kingdom and Yugoslavia nevertheless thought that the definition in article 1 of the 1926 Convention was adequate at present. The representatives of China and Sweden thought that it was clear that the definition would have to be interpreted in a very broad sense to allow its application to every possible form of slavery. The representatives of France, India, Sweden and the United Kingdom, among others, supported, at least in principle, the drafting of a supplementary convention covering both the institutions and practices covered by the 1926 Convention and certain other institutions and practices.

The representatives of Poland and the USSR stated that there was still no accurate and comprehensive report before the Committee and the Polish representative therefore proposed a draft resolution (E/AC.7/L.136), by which the Council would set up a committee composed of representatives of five States to prepare for the Council's seventeenth session recommendations for the earliest possible abolition of the slave trade and slavery in all its forms. The USSR representative, who supported the Polish proposal, stated that a return to the 1926 Convention and a supplement

were not sufficient. The 1926 Convention was not an effective instrument for the abolition of slavery.

Among others, the representatives of China, Egypt, France, the Philippines and Sweden opposed the Polish draft resolution, stating that they did not consider the establishment of a new organ of the United Nations was the best solution. It was pointed out that the Commission on Human Rights had already studied the problem, or that the necessary work might be entrusted to the Secretariat, for the time being.

The Polish draft resolution was rejected by 14 votes to 2, with 2 abstentions, at the Social Committee's 233rd meeting on 20 April.

A joint draft resolution (E/AC.7/L.143) was presented by Belgium, Egypt, France, Sweden, the United Kingdom, Uruguay and Yugoslavia, amalgamating the provisions of four separate draft resolutions: by the United Kingdom (E/AC.7/L.138); by Belgium (E/AC.7/L.139); jointly by France and Sweden (E/AC.7/L.140); and by Egypt (E/AC.7/L.141).

The USSR and United States representatives criticized the fourth paragraph of the preamble to the joint draft, which referred to measures for the "progressive" eradication of slavery. The United States representative suggested the deletion of the word "progressive" and the USSR representative proposed to refer to measures aimed "at the earliest eradication of slavery and the slave trade in all their forms". The representatives of China, Egypt and Venezuela considered that the second operative paragraph calling for the preparation of the Protocol should set a more definite time limit.

The sponsors agreed to meet these points, and the draft resolution, as amended, was adopted by the Social Committee (E/2407), at its 233rd meeting on 20 April, by 16 votes to none, with 2 abstentions, and at the Council's 702nd plenary meeting on 27 April, by the same vote, as resolution 475(XV). It read:

"The Economic and Social Council,

"Recalling its resolution 388(XIII), and taking note of the report of the Secretary-General concerning slavery, the slave trade and other forms of servitude,

"Mindful of the principle of the dignity and worth of the human person proclaimed in the Charter and in the Universal Declaration of Human Rights,

"Noting that vestiges of crude slavery still exist, and that other institutions and practices which give rise to conditions similar to slavery, whether in law or in fact, also exist and affect a much larger number of people,

"Bearing in mind the progress already made towards abolishing slavery, the slave trade and conditions similar to slavery, and considering that measures should be taken to promote their earliest possible eradication,

"Believing that, as stated in the above-mentioned report of the Secretary-General, more information should

be obtained in order that the Council may take further measures towards the total elimination of the institutions and practices referred to,

"1. Recommends that the General Assembly invite the States Parties, or which may become Parties, to the International Slavery Convention of 1926 to agree to the transfer to the United Nations of the functions undertaken by the League of Nations under the said Convention;

"2. Requests the Secretary-General to prepare a draft protocol to this end, to communicate it to the States Parties to the International Slavery Convention of 1926 for their observations, and to submit it to the General Assembly at its eighth session for appropriate action;

"3. Recommends to all States, both Members and non-members of the United Nations, which have not already done so, that they adhere as soon as possible to the International Slavery Convention of 1926 in respect of their territories and the Non-Self-Governing and Trust Territories for which they are responsible, in order that the said Convention may be given universal application;

"4. Requests the Secretary-General to consult the governments of all States, both Members and non-members of the United Nations, concerning the desirability of a supplementary convention and its possible contents, at the same time communicating to them the proposals of the Committee of Experts contained in its recommendation B, and to report to the Council, if possible at its first regular session in 1954;

"5. Invites the specialized agencies to submit to the Secretary-General their comments and suggestions;

"6. Requests the Secretary-General to urge those governments which have failed to supply information, or have supplied information which is incomplete, to reply accurately and fully to the questionnaire already transmitted to them;

"7. Invites the specialized agencies and the competent non-governmental organizations to collect and transmit to the Secretary-General all the material available to them relating to the problems under consideration, and asks the specialized agencies for their suggestions as to measures which might be taken in order to eliminate slavery and conditions similar to slavery;

"8. Requests the Secretary-General to submit to the Council, if possible at its first regular session in 1954, a supplementary report collating information supplied in response to the present resolution."

b. CONSIDERATION BY THE GENERAL ASSEMBLY AT ITS EIGHTH SESSION

In accordance with the resolution adopted by the Council, the Secretary-General prepared a draft Protocol, which he submitted to the eighth session of the General Assembly, together with a memorandum (A/2435) outlining the background to the question. Also annexed to the memorandum was a draft resolution for adoption by the Assembly. (For the text of the Protocol as adopted, with drafting amendments, see below.)

In his notes (A/2435/Add.1,2 & 3) the Secretary-General also transmitted to the General Assembly the observations he had received from governments on the draft Protocol, which he had

circulated to States parties to the Convention of 1926.

Observations had been received from the Governments of the Federal Republic of Germany, Greece, Haiti, Switzerland and the United Kingdom, stating that they would accept, or had no objection to the proposed Protocol. Certain drafting amendments were suggested by the United Kingdom. The Belgian Government, in its observation, stated that, while the 1926 Convention at the time it was concluded was a step forward, as a measure for curbing slavery proper, it was inadequate at the present time, particularly in the light of the Ad hoc Committee's statements concerning forms of servitude other than slavery. The problem also involved some States not Members of the United Nations. Belgium therefore suggested the convening of a diplomatic conference to discuss the interrelated problems of slavery. The proposed conference, it considered, should be open to all States whose co-operation was essential for combating the various forms of servitude.

The question was considered by the Assembly at the 369th and 370th meetings of its Sixth Committee, on 12 and 15 October, and at its 453rd plenary meeting on 23 October 1953.

The Committee had before it a draft resolution submitted by the United Kingdom (A/C.6/L.304) to which was annexed a slightly amended version of the draft Protocol submitted by the Secretary-General. Under the operative part of the United Kingdom draft resolution the General Assembly would:

- (1) approve the Protocol accompanying the draft resolution;
- (2) urge "all States parties to the Slavery Convention to sign or accept the Protocol"; and
- (3) recommend all other States to accede at their earliest opportunity to the Slavery Convention as amended by the Protocol.

In submitting the draft resolution the representative of the United Kingdom stressed the purely formal character of the accompanying Protocol. Its adoption, he considered, would cast no doubt whatever on the depositary functions exercised by the Secretary-General under Assembly resolution 24(I) of 1946, by which certain functions and activities of the League were transferred to the United Nations.

The United Kingdom draft provided in article II that States might become parties to the Protocol by (1) signature without reservation as to acceptance, (2) signature with reservation as to acceptance, or (3) acceptance, instead of by "accession" as stated in the Secretary-General's

draft, since this form was considered to be in accordance with the precedents and to give governments a choice of a variety of methods of adherence to the Protocol.

The United Kingdom representative did not press an amendment to article III of the Secretary-General's draft, which his Government had suggested in its comments (A/2435/Add.3), and which expressly stipulated that States not parties to the Convention might become parties thereto if they simultaneously signed or accepted the Protocol and acceded to the Convention. The United Kingdom representative accepted the assurance of the representative of the Secretary-General that the practice of the Secretary-General was to give States an opportunity to accede to a protocol as well as the corresponding convention. Under the terms of article III, after the Protocol had come into force by the adherence of 23 States, States subsequently acceding to the Convention would become parties to the Convention as amended by the Annex to the Protocol.

During the discussions in the Committee the question was raised, in connexion with the broader problem of the adaptation of League of Nations conventions to the United Nations, whether a protocol was necessary for the transfer to the Organization of the functions and powers exercised by the League under the Slavery Convention.

The representative of Israel drew the Committee's attention to General Assembly resolution 24(I) and the resolution of the League of Nations Assembly of 18 April 1946. In resolution 24(I) the General Assembly of the United Nations stated that the Organization was prepared to accept the custody of international instruments formerly entrusted to the League of Nations and to charge the Secretariat of the United Nations with the task of performing for the parties the functions pertaining to a Secretariat formerly entrusted to the League of Nations and set forth in part A of that resolution. The League, by its resolution, had accepted the offer made by the United Nations. Therefore, the representative of Israel argued, there was no need for a protocol for the transfer of such functions.

Furthermore, the representative of Israel continued, an analysis of the Slavery Convention showed that only article VII, which laid upon the parties the obligation to inform the Secretary-General of the League, inter alia, of the laws and regulations enacted by them for the purpose of applying the Convention, might perhaps require a protocol before it could be sanctioned. However, it was pointed out, even if that were the case some practical remedy for the deficiency

might easily be found. For example, the representative of Israel suggested, legal texts could be obtained in other ways. Presumably, also, the parties would be willing to furnish them to the Secretary-General irrespective of whether he was entitled to ask for them or not.

Turning to the question of the effectiveness of the Convention, the representative of Israel said that the substantive provisions of the Convention were meagre in content and its definitions had become obsolete. Its approach to forced labour, it was said, was "timid". He therefore suggested that instead of reactivating the Convention, efforts should be made to prepare a revised Convention in the light of the report of the Ad hoc Committee on Slavery.

The inadequacy of the 1926 Convention was also stressed by the representative of Belgium, who referred to the comments of his Government on the subject (see above). Technical amendments of the Convention such as those envisaged under the proposed Protocol would therefore, he considered, provide only a partial solution to the problem of slavery. The representative of Belgium pointed out that, under article III, the Protocol would enter into force only when two States had acceded to it, and the amendments to the Convention would take effect when 23 States had become parties to the Protocol. That, he said, meant that the amendments would not become binding on any of the 45 States parties to the Convention of 1926 which failed to accept the Protocol. Thus there might be two international conventions on the same subject concurrently in force, and resulting in inequality between signatory States. He suggested that the General Assembly should convene a diplomatic conference for a general review of the problem.

The representative of Yugoslavia said that though the principles of international law relating to slavery remained valid, there was at present no organ to deal with their application, and that this gap should be promptly and effectively filled. He said that he would vote for the United Kingdom proposal, on the understanding that it represented a temporary solution which would be followed by a broader and more effective Convention.

In reply to a question by the representative of Sweden, as to whether, in the view of the Secretariat, the draft Protocol was necessary, the representative of the Secretary-General replied that, in accordance with the terms of the General Assembly resolution 24 A (I), the functions conferred upon the Secretary-General were purely administrative and applied to all conventions concluded under the League. He had carried out these func-

tions with regard to conventions to which there had been no protocols, and no objection had been raised by any State. On the other hand, in some cases transfer of functions had been effected by special protocols approved by the Assembly. Since there were precedents for either course of action, the Secretary-General felt that whether or not there should be a protocol in the present case was a matter of policy to be decided by the Assembly.

The representative of the United States said that, from the legal point of view, it was preferable that the transfer of functions from the League to the United Nations should be effected by the original parties to the Convention rather than by a resolution of the General Assembly. His Government, he said, was prepared to request the United States Senate to accept the draft Protocol annexed to the United Kingdom draft resolution.

The representative of El Salvador, supported by the representative of Uruguay, considered that article 1 of the text proposed by the United Kingdom might give rise to conflicting interpretations, and moved an amendment in favour of the draft text similar to that proposed by the Secretary-General. The representative of the United Kingdom pointed out that the text of the article as proposed by him followed that of similar protocols adopted by the General Assembly in the past, and the motion by El Salvador was rejected by 13 votes to 7, with 24 abstentions.

The United Kingdom proposal (A/C.6/L.304), including a draft resolution, a draft Protocol and an Annex to the draft Protocol, was then adopted by 38 votes to none, with 9 abstentions, at the 370th meeting of the Sixth Committee on 15 October.

The General Assembly at its 453rd plenary meeting on 23 October 1953 adopted the draft resolution, as recommended by its Sixth Committee (A/2517) in paragraph-by-paragraph votes, ranging from 52 to none, with 6 abstentions, to 47 to none, with 6 abstentions. It was adopted, as a whole, by 50 votes to none, with 6 abstentions, as resolution 794(VIII). It read:

"The General Assembly,

"Considering Economic and Social Council resolution 475(XV), adopted on 27 April 1953, concerning the transfer to the United Nations of the functions exercised by the League of Nations under the Slavery Convention of 25 September 1926,

"Desirous of continuing international co-operation relating to the elimination of slavery,

"1. Approves the Protocol which accompanies the present resolution;

"2. Urges all States Parties to the Slavery Convention to sign or accept this Protocol;

"3. Recommends all other States to accede at their earliest opportunity to the Slavery Convention as amended by the present Protocol."

PROTOCOL AMENDING THE SLAVERY
CONVENTION SIGNED AT GENEVA
ON 25 SEPTEMBER 1926

The States Parties to the present Protocol,

Considering that under the Slavery Convention signed at Geneva on 25 September 1926 (hereinafter called "the Convention") the League of Nations was invested with certain duties and functions, and

Considering that it is expedient that these duties and functions should be continued by the United Nations, Have agreed as follows:

Article I

The States Parties to the present Protocol undertake that as between themselves they will, in accordance with the provisions of the Protocol, attribute full legal force and effect to and duly apply the amendments to the Convention set forth in the annex to the Protocol.

Article II

1. The present Protocol shall be open for signature or acceptance by any of the States Parties to the Convention to which the Secretary-General has communicated for this purpose a copy of the Protocol.

2. States may become Parties to the present Protocol by:

- (a) Signature without reservation as to acceptance;
- (b) Signature with reservation as to acceptance, followed by acceptance;
- (c) Acceptance.

3. Acceptance shall be effected by the deposit of a formal instrument with the Secretary-General of the United Nations.

Article III

1. The present Protocol shall come into force on the date on which two States shall have become Parties thereto, and shall thereafter come into force in respect of each State upon the date on which it becomes a Party to the Protocol.

2. The amendments set forth in the annex to the present Protocol shall come into force when twenty-three States shall have become Parties to the Protocol, and consequently any State becoming a Party to the Convention, after the amendments thereto have come into force, shall become a Party to the Convention as so amended.

Article IV

In accordance with paragraph 1 of Article 102 of the Charter of the United Nations and the regulations pursuant thereto adopted by the General Assembly, the Secretary-General of the United Nations is authorized to effect registration of the present Protocol and of the amendments made in the Convention by the Protocol on the respective dates of their entry into force and to publish the Protocol and the amended text of the Convention as soon as possible after registration.

Article V

The present Protocol, of which the Chinese, English, French, Russian and Spanish texts are equally authentic, shall be deposited in the archives of the United Nations Secretariat. The texts of the Convention to be amended

in accordance with the annex being authentic in the English and French languages only, the English and French texts of the annex shall be equally authentic, and the Chinese, Russian and Spanish texts shall be translations. The Secretary-General shall prepare certified copies of the Protocol, including the annex, for communication to States Parties to the Convention, as well as to all other States Members of the United Nations. He shall likewise prepare for communication to States, including States not Members of the United Nations, upon the entry into force of the amendments as provided in article III, certified copies of the Convention as so amended.

In witness whereof the undersigned, being duly authorized thereto by their respective Governments, signed the present Protocol on the date appearing opposite their respective signatures.

Done at the Headquarters of the United Nations, New York, this.....day of.....* one thousand nine hundred and fifty-three.

* The above Protocol was opened for signature or acceptance at United Nations Headquarters on 7 December 1953.

ANNEX TO THE PROTOCOL AMENDING THE
SLAVERY CONVENTION SIGNED AT
GENEVA ON 25 SEPTEMBER 1926

In article 7 "the Secretary-General of the United Nations" shall be substituted for "the Secretary-General of the League of Nations".

In article 8 "the International Court of Justice" shall be substituted for "the Permanent Court of International Justice", and "the Statute of the International Court of Justice" shall be substituted for "the Protocol of December 16th, 1920, relating to the Permanent Court of International Justice".

In the first and second paragraphs of article 10 "the United Nations" shall be substituted for "the League of Nations".

The last three paragraphs of article 11 shall be deleted and the following substituted:

"The present Convention shall be open to accession by all States, including States which are not Members of the United Nations, to which the Secretary-General of the United Nations shall have communicated a certified copy of the Convention.

"Accession shall be effected by the deposit of a formal instrument with the Secretary-General of the United Nations, who shall give notice thereof to all States Parties to the Convention and to all other States contemplated in the present article, informing them of the date on which each such instrument of accession was received in deposit."

In article 12 "the United Nations" shall be substituted for "the League of Nations".

9. Prisoners of War

a. PROGRESS REPORT OF THE Ad hoc COMMISSION ON PRISONERS OF WAR

The Ad hoc Commission on Prisoners of War held its fourth session from 24 August to 11 September 1953. In its report to the General Assem-

bly (A/2482 & Corr.1), the Commission covered its work from the time of its establishment in December 1950 (Assembly resolution 427(V)) up to and including its fourth session.¹³ The Commission emphasized that its report was confined to a strictly objective statement of the facts, from which the General Assembly would be able to draw its own conclusions.

The first section of the report dealt with the basic problem and summarized the task with which the Assembly had charged the Commission. It stated that, had all governments concerned co-operated in supplying information, the problem would have been well on the road to a satisfactory solution.

The second section analysed the Commission's approach to its task, and described its interpretation of its terms of reference and its method of direct consultation with representatives of the governments concerned. The information the Commission had received, the report stated, fell into two main categories:

(1) information from governments concerning the prisoners of war who, at one time or another, had been detained in their custody; and

(2) information from certain governments concerning the numbers of their nationals who were believed to have been at one time in the custody of a foreign Power and had not as yet been repatriated or otherwise accounted for.

The Commission further, it was stated, had been faced with two special problems:

(1) the problem of prisoners of war who had become war criminals through the judgment of military tribunals or other judicial proceedings; and

(2) the problem of Japanese nationals who had not yet been repatriated or of whom nothing was known.

The third section of the report summarized and tabulated the information made available to the Ad hoc Commission as a result of the requests addressed to governments and the direct consultations with representatives of governments. The Commission analysed and tabulated the information it had received, in reply to requests addressed to some 80 Member and non-member States, under the following headings: Governments who had replied or failed to reply to the various requests for information addressed to them by the Secretary-General or by the Commission; those who had, at any time, held any prisoners of the Second World War in their custody; those who were, at the date of the establishment of the Commission, holding any such prisoners; those who were, at the date of the report (12 September 1953), still holding any such prisoners; those who supplied information concerning prisoners of war who had died while in their custody; and those who had supplied information concerning prison-

ers of war still held in custody in connexion with war crimes or on whatsoever grounds.

In the fourth section of the report, the Commission surveyed certain developments which had occurred since its establishment and which it wished to bring to the attention of the Assembly. The fate of some prisoners of war, it stated, had been clarified in the light of information received from countries which had co-operated with the Commission, while similar clarification of the fate of others had proved unattainable as a result of the lack of co-operation by other countries, especially the USSR.

With regard to repatriation of war prisoners, about 2,300 persons, previously held in connexion with war crimes, had been released; some prisoners, previously detained in the USSR, had returned home; and some 23,000 Japanese nationals had been repatriated, as a result of negotiations initiated by the Government of the People's Republic of China and carried out by the Chinese and Japanese Red Cross Societies together with certain other Japanese private organizations. This process of repatriation, the Commission stated, was continuing.

In conclusion, the Commission summed up the situation of prisoners of war at the time of the submission of the report by asserting that, in sectors where the full co-operation of governments had been given, the problem no longer existed; in sectors where that co-operation had been withheld, the problem remained in its entirety. The Commission emphasized that it therefore attached the greatest importance to the questions addressed to governments concerning those prisoners of war who had died while in captivity, and those who were still detained in connexion with war crimes.

b. CONSIDERATION BY THE GENERAL ASSEMBLY AT ITS EIGHTH SESSION

At its 87th meeting, the General Committee discussed whether the item "Measures for the Peaceful Solution of the Problem of Prisoners of War" should be included on the Assembly's agenda. The representatives of the USSR and Poland opposed the recommendation, contending that, under Article 107 of the Charter, the question of prisoners of war was entirely outside the competence of the United Nations; that, in any case, the question had no basis in fact, since the USSR had long ago completed the repatriation of prisoners of war; and that the examination of the

¹³ For details of activities undertaken at the Commission's first three sessions, see Y.U.N., 1951, p. 508 and 1952, pp. 457-58. For members of the Commission, see Appendix I.

question would do nothing to relieve international tension or to improve relations between States. The representatives of the United Kingdom and Australia felt that the Secretary-General had been right in proposing the inclusion of the item in the General Assembly's agenda, and that since the argument that the United Nations was not competent to deal with the question had not been held valid at the fifth session of the General Assembly, the United Nations must continue to give attention to this problem that concerned the fate of so many thousands of human beings.

The General Committee decided, by 12 votes to 2, to recommend the inclusion of the item in the agenda (A/2477) and, at its 435th plenary meeting on 17 September 1953, the General Assembly decided by 51 votes to 5, with 1 abstention, to include the item.

The question was considered by the Third Committee at its 537th to 542nd meetings, from 30 November to 3 December 1953.

The Committee was informed by the Chairman (A/C.3/L.383, L.392 & L.394) that the Governments of the Federal Republic of Germany, Italy and Japan had requested that their representatives be heard by the Third Committee when it discussed the item. Argentina, Bolivia, Brazil, Chile, Costa Rica, Cuba, Mexico and Peru proposed a draft resolution (A/C.3/L.396 & Add.1) by which the Third Committee would invite a representative of the Government of the Federal Republic of Germany and the Permanent Observers of Italy and Japan to the United Nations to state the views of their Governments. After a brief discussion at the 537th meeting, in which the representatives of the Byelorussian SSR, Czechoslovakia, Poland, the Ukrainian SSR and the USSR opposed the resolution, while the representatives of Afghanistan, Brazil, China, Cuba, Dominican Republic, India, Iraq, Mexico and Pakistan spoke in favour of it, the resolution was adopted by 48 votes to 5. Accordingly, statements were made at the same meeting by the representatives of the three Governments.

The representative of the Federal Republic of Germany said that the Soviet Government had announced on 4 May 1950 that repatriation of German war prisoners had been completed, except for 9,717 prisoners sentenced for major war crimes, 3,815 suspected of war crimes and fourteen sick prisoners. The Federal Government had found that, up to 1 September 1953, at least 102,958 former members of the armed German forces—whose names were known—had not been returned from the Soviet Union. At least 750,000 German civilians had been deported to the Soviet

Union, of whom a minimum of 133,000 had still been alive and in detention in 1950. Poland, he said, was still detaining 2,047 German prisoners and Czechoslovakia 3,434—whose names and places of detention were known. In addition, the whereabouts of 5,921 German prisoners in Poland and of 3,131 in Czechoslovakia—whose names were also known—remained to be cleared up. His Government had welcomed the recent releases of prisoners by the Soviet Union, and urged all Members of the United Nations to do their utmost to see that all Germans still detained abroad were returned home and the fate of the missing brought to light.

The representative of Italy said that Italy was concerned about the continuing uncertainty as to the number and names of prisoners detained as alleged war criminals. Nothing was known of about 63,000 officers and men missing on the Eastern Front, and the lack of information suggested that other war prisoners besides those accounted for might still be detained in the Soviet Union.

The representative of Japan announced that 26,000 Japanese prisoners had been repatriated from Communist China in 1953 through Red Cross arrangements and that Red Cross negotiations in Moscow had resulted in an arrangement for the repatriation of over 2,000 prisoners. Nevertheless, Japan had estimated on 1 August 1953 that there were, in all, 85,000 Japanese prisoners still unrepatriated whose identity was known, and of whom 56,000 were known to be alive. Of these, 14,504 were in USSR territory and most of the remainder in Communist China.

Two draft resolutions were submitted which reflected the clear differences of views held by members of the Committee.

A draft resolution by Australia, Brazil, Thailand, the United Kingdom and the United States (A/C.3/L.397) would have the Assembly:

- (1) reiterate its concern that large numbers of prisoners had not been repatriated or otherwise accounted for;
- (2) appeal to governments still having control over such persons to give them an unrestricted opportunity of repatriation;
- (3) express appreciation of the work of the Commission and request it to continue its efforts;
- (4) note with satisfaction that valuable information had been made available to the Commission, but note with concern the refusal of certain governments to co-operate with it;
- (5) urgently appeal to all governments and authorities which had not already done so to give their full co-operation to the Commission and to grant right of access to areas in which prisoners of war were detained; and

(6) request the Commission to report on the results of its further work and possible suggestions.

(For text as adopted, see below.)

The representative of Argentina expressed some apprehensions concerning the clause in the fifth paragraph which would ask governments to grant right of access to areas in which such prisoners were detained. The representative of Mexico proposed that the English text should be made to conform to the French text, whereby governments would be asked to grant the Commission access to these areas. The sponsors agreed to amend the draft resolution accordingly.

A revised text (A/C.3/L.397/Rev.1) was presented, which took the proposal of the representative of Mexico into account as well as an amendment by Iraq (A/C.3/L.399). This amendment would have added two new paragraphs by which the Assembly would note with satisfaction that some progress had taken place in the repatriation of prisoners of war in the last two years, and would express its appreciation to the Red Cross Societies and governments co-operating in that progress. The revised text of the joint draft resolution incorporated the two ideas proposed by Iraq in one new paragraph (paragraph 1).

The other draft resolution (A/C.3/L.398), submitted by the Byelorussian SSR, would have the Assembly

state that by virtue of Article 107 of the Charter, the problem of prisoners of war was not within the competence of the United Nations and that the activities of the Ad hoc Commission were contrary to the provisions of that Article and were being used "to sow hatred and hostility between nations". The draft resolution therefore would have the Assembly resolve to discontinue the Commission.

The majority supported the joint draft resolution, many representatives, including those of Argentina, Belgium, Canada, Chile, Cuba, the Dominican Republic, France, Greece, Indonesia, Iraq, Lebanon, Liberia, Mexico, the Netherlands, Peru, the Philippines, the Union of South Africa and Uruguay, stressing that they did so for humanitarian reasons.

It was pointed out that recognized standards of international conduct required the speedy repatriation of prisoners of war after the cessation of hostilities and full accounting for those who had died or were for any reason still detained, and reference was made in this connexion to the Hague and Geneva Conventions.

The sponsors of the joint draft and the representatives supporting it deplored the fact that, more than eight years after the end of the Second World War, a large number of prisoners of war had not been repatriated or otherwise accounted

for by certain countries, and stressed the necessity of maintaining international interest in the problem of prisoners of war. In their view, the Assembly was competent and in duty bound to deal with the problem, which could only be solved with the goodwill of the governments concerned. It was obvious, they held, from the contradictory figures cited that further clarification was necessary and that the appeal to governments to account for all war prisoners was therefore justified and urgent. They also expressed appreciation of the work of the Commission and hoped that it would be continued until the problem of prisoners of war was completely solved.

Speaking in support of the Byelorussian draft resolution and against the joint draft resolution, the representatives of Czechoslovakia, Poland, the Ukrainian SSR and the USSR contended that the problem of prisoners of war was beyond the competence of the United Nations and that its inclusion in the agenda was contrary to the letter and spirit of Article 107 of the Charter. They stated that the artificial maintenance of the problem and the continuation in existence of the Ad hoc Commission did not serve the cause of peaceful relations, but contributed to international tension. The activities of the Ad hoc Commission, they stated, were designed to divert attention from the policy of reviving the German army under the same leadership it had had under Hitler, and generally to whitewash the Nazi, Fascist and Japanese militarists. They maintained that the problem of prisoners of war no longer existed, since all prisoners had been repatriated except those convicted of or under investigation for war crimes. They also alleged that the figures presented by the representative of the Federal Republic of Germany and the observers of Italy and Japan and by certain representatives, and referred to in the report of the Ad hoc Commission, were based on unfounded assumptions.

The representatives of Afghanistan, India and Saudi Arabia held that the continuation of the Ad hoc Commission was not the best nor the most effective way of dealing with the problem. The Indian representative thought that the matter should be placed in the hands of an international organization such as the Red Cross rather than in those of the Ad hoc Commission.

The representative of Saudi Arabia held that, since the governments concerned had clearly stated that they would not co-operate with the Ad hoc Commission on Prisoners of War, which they regarded as illegal, no practical results could be expected from the joint draft resolution. On the other hand, he said, the Byelorussian proposal

took too narrow and formalistic a position on a matter which undoubtedly had a humanitarian aspect. Therefore, his delegation would abstain in the vote on both draft resolutions. The representative of Afghanistan associated himself with the views expressed by the representative of Saudi Arabia.

Following a separate vote on the first operative paragraph, as requested by the representative of Saudi Arabia, the revised joint draft resolution (A/C.3/L.397/Rev.1), as a whole, was adopted (A/2604) by a roll-call vote of 44 to 5, with 5 abstentions, at the Third Committee's 542nd meeting on 3 December (see below for text).

The Chairman observed that, since a resolution approving the continuance of the Ad hoc Commission had been adopted, no vote was needed on the Byelorussian draft resolution. The representative of the USSR, however, formally moved that it be put to the vote. The Committee decided, however, by 21 votes to 11, with 16 abstentions, that the resolution should not be voted on.

The General Assembly considered the draft resolution proposed by the Third Committee (A/2604) at its 468th meeting on 7 December 1953. In addition to the report of the Third Committee, the Fifth Committee, in accordance with rule 152 of the rules of procedure, had submitted its report (A/2609) on the financial aspects of the resolution proposed by the Third Committee.

The representatives of the Byelorussian SSR, Poland and the USSR, explaining their votes, said that they would vote against the proposed resolution because the inclusion of the item in the agenda was contrary to Article 107 of the Charter and, since the repatriation of war prisoners from the Soviet Union had been completed long ago, the creation of the Ad hoc Commission on Prisoners of War had not been justified, but was prompted only by a desire of reactionary circles to delude public opinion and slander the peoples' democracies.

The representative of the United States explained that he would vote in favour of the resolution because, in his view, it reflected the best hope of thousands of families in Germany, Italy, Japan and other countries. These families were entitled to know whether their missing relatives were alive or dead.

The representative of the Byelorussian SSR re-submitted (A/L.171) his draft resolution, calling for the abolition of the Ad hoc Commission and asked that it be put to the vote first.

However, the Assembly rejected this motion by 35 votes to 5, with 14 abstentions, and adopted the

draft resolution proposed by the Third Committee by 46 votes to 5, with 6 abstentions, as resolution 741(VIII). The Byelorussian SSR draft resolution was, accordingly, not voted on. Resolution 741(VIII) read:

"The General Assembly,

"Recalling its resolution 427(V) of 14 December 1950 on measures for the peaceful solution of the problem of prisoners of war,

"Reaffirming its belief that all prisoners having originally come within the control of the Allied Powers as a consequence of the Second World War should either have been repatriated long since or have been otherwise accounted for as required both by recognized standards of international conduct and the Geneva Convention of 1949 relative to the treatment of prisoners of war, and by specific agreements between the Allied Powers,

"Having examined the progress report to the Secretary-General on the work of the Ad hoc Commission on Prisoners of War,

"1. Notes with satisfaction that some progress has taken place in the repatriation of prisoners of war in the course of the last two years, and expresses the hope that those governments and Red Cross Societies which have contributed to that progress will continue their efforts;

"2. Reiterates its grave and continuing concern at the evidence that large numbers of prisoners taken in the course of the Second World War have not yet been repatriated or otherwise accounted for;

"3. Urgently appeals to all governments and authorities which continue to hold prisoners of the Second World War to act in conformity with the recognized standards of international conduct and with the above-mentioned international agreements and the Geneva Convention of 1949 which require that, upon the cessation of active hostilities, all prisoners should, with the least possible delay, be given an unrestricted opportunity of repatriation;

"4. Expresses its sincere appreciation to the Ad hoc Commission on Prisoners of War for its efforts to assist in a solution of the problem of prisoners of war; and requests the Commission to continue its efforts to assist in a solution of the problem of prisoners of war under the terms of reference contained in General Assembly resolution 427(V) of 14 December 1950;

"5. Notes with satisfaction that a large amount of valuable information was made available to the Ad hoc Commission concerning prisoners of war; but notes with concern that certain governments and authorities mentioned in the report of the Commission have so far refused to co-operate with the Commission, which refusal represents the main obstacle by which the best efforts of the Commission have been frustrated;

"6. Urgently appeals to all governments and authorities which have not already done so to give their full co-operation to the Ad hoc Commission to supply the information requested by it on all prisoners of the Second World War who are still under their control and on such prisoners who have died while under their control; and to grant the Commission access to areas in which such prisoners are detained;

"7. Requests the Secretary-General to continue to furnish the Ad hoc Commission with the staff and facilities necessary for the effective accomplishment of its task;

"8. Requests the Ad hoc Commission to report as soon as practicable the results of its further work and possible suggestions to the Secretary-General for transmission to the Members of the United Nations."

10. Plight of Survivors of So-Called Scientific Experiments in Nazi Concentration Camps

During its fifteenth session, the Secretary-General furnished to the Economic and Social Council, for its information, a fourth progress report (E/2378) on action taken to implement resolution 386(XIII)¹¹⁴ on the subject of indemnification for survivors of so-called scientific experiments in Nazi concentration camps.

The report stated that, as of 31 January 1953, the Secretary-General had transmitted 468 claims to the Government of the Federal Republic of Germany. The Federal Government had informed the Secretary-General, in a note dated 22 December 1952, that final decisions had been passed in 156 cases and that a large number of applications were still being worked on. Of these 156, pay-

ments in the amount of DM 351,673.20 had been made to 108 applicants, while 48 claims had been rejected. The latter, it was stated by the Federal Government, had been rejected for the following reasons: in 27 cases they were not victims of so-called scientific experiments; fifteen applicants were not in need of assistance; in two cases the applicants did not suffer impairment of health; and in four cases they had received compensation previously.

By the end of 1953, a total of 510 claims had been transmitted to the Federal Republic of Germany.

In 1953, 500,000 Deutschmarks were appropriated for the plight of survivors in the Budget Bill submitted to the Parliament of the Federal Republic of Germany.

A new Federal law on "the indemnification of victims of national-socialist persecution", containing some provisions relevant to the plight of survivors of so-called scientific experiments in Nazi concentration camps, came into force on 1 October 1953.

L. FREEDOM OF INFORMATION

1. Consideration by the Economic and Social Council at its Fifteenth Session

The Economic and Social Council, at its 677th plenary meeting on 6 April 1953, had before it the interim report of the Rapporteur on Freedom of Information (E/2345 & Add.1). The Rapporteur reported that satisfactory progress was being made in the preparation of the substantive report on freedom of information which he had been asked by the Council (442 C (XIV))¹¹⁵ to submit in 1953. Preparatory work on the report, he stated, had involved extensive consultations with the United Nations Educational, Scientific and Cultural Organization (UNESCO) and correspondence with governments and with more than 600 information enterprises and national and international professional associations throughout the world. He had also taken into account suggestions made by several representatives in the Third Committee's debates at the Assembly's seventh session.¹¹⁶

In order to facilitate his work, he asked that the Council also permit him certain privileges concerning access to communications that had been received which contained specific criticisms or

complaints against governments in the field of freedom of information.

The representatives of Belgium, India, Venezuela and the USSR, among others, opposed a draft resolution proposed by the Rapporteur to this effect. They considered that such communications were extremely vague and often unreliable and that conclusions based on them could be seriously distorted. Often such communications were motivated by bitterness or political hatred. It was also difficult to see how the Rapporteur could successfully study, within the time remaining, the hundred thousand communications which had reached the Secretariat over the years. While not doubting the Rapporteur's objectivity, some representatives, including those of India and the USSR, questioned the wisdom of giving such privileges to an individual. The representative of the USSR further stated that the proposal ran counter to the Charter, which, with the exception of petitions from Trust Territories, did not permit examination of such communications from any individual or organization. The representatives of Argentina and Yugoslavia thought the exact scope

¹¹⁴ See Y.U.N., 1951, p. 507.

¹¹⁵ See Y.U.N., 1952, p. 477.

¹¹⁶ See Y.U.N., 1952, pp. 459 ff.

of the proposal must be clarified before the Council could take a decision on it.

Those favouring the draft resolution, including the representatives of China, France, the Philippines, the United States and Uruguay, felt that, in all fairness, the Council should give the Rapporteur all the facilities he needed to complete his assignment. The United States representative pointed out that, according to the draft resolution under discussion, the communications would be dealt with in conformity with the procedure defined in resolutions 75(V) and 116 A (VI).¹¹⁷ In that connexion, he recalled that the Commission on Human Rights itself, while having the right to take cognizance of those communications, was not entitled to act on any claims made in them. Moreover, according to the procedure laid down in resolution 75(V), the Rapporteur would simply review the confidential list of communications and would consult only such communications as related to the basic principles of freedom of information.

The Rapporteur, in further clarifying the intent of the draft resolution, stated that he would concern himself only with communications which related to freedom of information and emanated from national or international legally constituted enterprises or associations. The Secretariat had received over 25,000 communications relating to human rights, and he would be able to study only a small number in the two or three weeks remaining to him for the preparation of his report. Therefore, he would clearly confine himself to those communications which were relevant to the study he had been asked to carry out. Moreover, in accordance with the letter and spirit of resolution 240(IX),¹¹⁸ he did not intend to consider communications emanating from individuals or non-professional organizations. Where a relevant communication contained criticism of a given government, he stated, he supposed that he would receive a summary of it only, without the name and address of the author. He hoped that these explanations would dispel the doubts expressed by certain delegations.

The draft resolution proposed by the Rapporteur (E/2345/Add.1) was adopted by 13 votes to 3, with 2 abstentions, as resolution 473(XV). It read:

"The Economic and Social Council

"Resolves to give the Rapporteur on Freedom of Information, Mr. Salvador P. Lopez, with respect to Communications dealing with freedom of information, the facilities which have been granted to the members of the Sub-Commission on Freedom of Information and of the Press by Council resolution 240 C (IX), it being understood that if such communications include criticism

of or complaints against governments, the procedure to be followed shall be the same as that established by resolution 75(V) as amended and by resolution 116 A (VI)".

2. Consideration by the Economic and Social Council at its Sixteenth Session

In accordance with resolution 442 C (XIV), the report of the Rapporteur on Freedom of Information (E/2426), together with comments and suggestions of governments (E/2427) transmitted to him for his information and assistance, and a summary of comments and suggestions (E/2439) received by him from information enterprises and national and professional associations were submitted to the Council at its sixteenth session.

In Section I of the report, the Rapporteur dealt with the work accomplished prior to the existence of the United Nations concerning freedom of information, including the early work of non-governmental organizations and of the League of Nations, and with the work of the United Nations and the specialized agencies, particularly with reference to reasons for the successes and failures of the United Nations in this field.

Section II of the report covered the current situation and practical problems, namely: rights and responsibilities of the media of information; propaganda for war and false and distorted information; internal censorship and the suppression and coercion of media of information; censorship of outgoing news dispatches; status and movement of foreign correspondents; laws affecting the Press; monopolies; professional standards; independence of information personnel; protection of sources of information; development of Press, film, radio and television; professional training; production and distribution of newsprint; Press rates and priorities; international broadcasting; postal services; tariff and trade practices; and copyright.

Section II also contained a series of recommendations. The Rapporteur recommended that work on the draft Convention on Freedom of Information should proceed and he proposed a general formula which might be used as a basis for the drafting of article 2 of the Convention. This article, which lists permissible restrictions on freedom of information, had given rise to particular difficulties.

He recommended that a rapporteur be appointed for a further period of one year and that he be asked, among other things, to:

¹¹⁷ See Y.U.N., 1947-48, pp. 579-80.

¹¹⁸ See Y.U.N., 1948-49, p. 570-71.

(1) prepare a working paper, in co-operation with the Secretary-General, on the drafting of a Declaration on Freedom of Information;

(2) draw up a concrete programme of action, in conjunction with the Secretary-General and UNESCO and in consultation with information enterprises and national and international professional associations, for enlisting the co-operation of the Press, radio and films throughout the world in promoting friendly relations among nations based on the Purposes and Principles of the Charter;

(3) undertake, in co-operation with the Secretary-General and the specialized agencies concerned and, where appropriate, in consultation with information enterprises and national and international professional associations, a world-wide survey of current internal censorship practices, a similar survey of current practices involved in the censorship of outgoing news dispatches, and a study of the problem of bringing into harmony articles 29 and 30 of the International Telecommunication Convention with articles of the United Nations Conventions on freedom of information;

(4) prepare, in co-operation with the Secretary-General and UNESCO, a programme of action for implementing the recommendations contained in two earlier studies, namely, "Study of the Law and Practice Governing the Status and Work of Foreign News Personnel and Measures to Facilitate the Work of Such Personnel" (E/CN.4/Sub.1/140) and "Study Relating to the Definition and Identification of Foreign Correspondents" (E/CN.4/Sub.1/148);

(5) make suggestions concerning the range and scope of and the most efficient manner of undertaking a detailed study of the legal aspects of the rights and responsibilities of the media of information;

(6) prepare, in co-operation with the Secretary-General, a detailed study of the problem of the protection of sources of information of news personnel; and

(7) make, in consultation with the Secretary-General and UNESCO, a detailed study and recommendations regarding the establishment of machinery which would serve as an international co-ordinating centre for professional action in regard to such matters as professional ethics and responsibility to the public, and as a liaison body between the profession and the United Nations.

As a means of coping with propaganda for war and false and distorted reports, the Rapporteur recommended that the International Convention concerning the Use of Broadcasting in the Cause of Peace (Geneva, 1936), formulated by the League of Nations, be revitalized. He also recommended that the specialized agencies co-operate with the United Nations in a number of special technical tasks, concerning, for example:

the collection of current information and completion of documentation on problems relating to the economic independence of information personnel;

the increasing of opportunities for professional training of information personnel;

the removal of tariff and trade obstacles affecting the free flow of information;

problems arising from lack of uniformity in copyright agreements;

the provision of services and advice and the formulation of plans for expansion of their production on pulp and paper;

problems of transmitting Press messages and the development of new techniques leading to economy in the use of radio frequencies and to elimination of wasteful competition and duplication; and reduction of postal rates for news materials.

The report listed in annex A the governments which had replied (E/2427 & Addenda) to the request for comments and suggestions as to contemporary problems and developments which, in their opinion, had tended to promote or hamper the free flow of information within countries and across national frontiers and any other relevant material which might be useful in the preparation of the report. The information enterprises and national and international professional associations which forwarded (E/2439) comments and suggestions on the subject, at the Rapporteur's request, were listed in annex B.

The Council also had before it a note by the Secretary-General (E/2465) stating that the Secretariat report concerning the encouragement and development of independent domestic information enterprises, called for by Council resolution 442 E (XIV) and Assembly resolution 633(VII),¹¹⁹ was not yet ready. While it could be presented to the Council before the end of the current session, it was suggested that, to allow more time for discussion of it, the Council might wish to postpone its consideration of this subject to the following session.

The Council, at its 705th plenary meeting on 30 June 1953, decided, by 12 votes to 5, with 1 abstention, to postpone consideration of the Rapporteur's report on freedom of information, since governments would not have sufficient time to study it prior to the Council's discussion. It was decided, without vote, to postpone also the discussion on the item concerning encouragement and development of independent domestic information enterprises.

Following brief discussions at the Council's 706th and 718th plenary meetings, on 30 June and 9 July, the Council was informed that the Rapporteur, Mr. Lopez, had agreed to present his report at the seventeenth session of the Council and that no financial implications for the United Nations would ensue, providing Mr. Lopez were in New York at that time. It was also agreed that provision for travelling expenses, if necessary, should be provided by the Secretary-General in submitting, at the end of the session, a statement of financial implications of the Council's decisions.

¹¹⁹

See Y.U.N., 1952, pp. 467 and 469-70.

3. Consideration by the General Assembly at its Eighth Session

The question of freedom of information was not on the Assembly's agenda at its eighth session. However, it was introduced during the Third Committee's general debate, at its 503rd to 511th meetings, on 22, and 26 to 30 October and 2 and 3 November, on Chapter V, Human Rights, of the report of the Economic and Social Council (A/2430). As a result, it subsequently, at the Third Committee's 512th to 516th meetings, from 5 to 9 November, became the subject of a separate discussion and specific recommendations to the General Assembly.

At its 504th meeting, the Third Committee approved, without vote, a formal proposal by Saudi Arabia (A/C.3/L.362) to invite Mr. Salvador P. López, the Rapporteur on Freedom of Information, to address the Committee. Mr. Lopez stated that he had naturally been disappointed by the Council's decision not to discuss his report, but that assurance had been given that the Council would give high priority to its consideration at the seventeenth session and he was confident that it would be possible to make up for the time that had been lost. In view of the procedural difficulties, he stated that he thought it would be advisable for the Third Committee to proceed with caution and to confine itself to a general discussion of the report, leaving it to the Council to consider the recommendations for practical action. He briefly outlined the form of the report and the principles on which it was based. The Rapporteur also stated that, since May 1953, the situation had changed in a number of countries and that he would supply the Council with the latest information at his disposal on new developments.

Among others, the representatives of Afghanistan, China, Egypt, Mexico, the Philippines, Saudi Arabia, Syria and Yugoslavia regretted that the Council had not discussed the Rapporteur's report and stressed that it should give urgent priority to it at its seventeenth session. They further hoped that, on the basis of the many useful suggestions in the report, the Council would be able to agree on new and practical measures to be taken in the field of freedom of information. The representatives of Mexico and the Philippines particularly emphasized the desirability of continuing work on the draft Convention on Freedom of Information, noting that the Rapporteur had proposed a revised text for the controversial article 2. The Egyptian and Syrian representatives also urged that the Secretariat should complete, in time for the Council's consideration at its next session, the

study of concrete action for developing information media in under-developed areas of the world.

On the other hand, some representatives, among them those of Belgium, Canada, Turkey and the United Kingdom, maintained that, in view of the care which must be taken not to act hastily in such a delicate matter, the Council's decision to defer consideration of the Rapporteur's report was not necessarily to be regretted. In any case, they noted, the Council had decided to deal with the report at its seventeenth session.

A representative of the Secretary-General stated that the study of measures for the encouragement and development of independent domestic information enterprises had been ready for the sixteenth session of the Council; when the Council had decided to postpone consideration of the matter, the Secretary-General had decided to avail himself of the extra time at his disposal to attempt to improve the study.

Chile, France, Mexico, Netherlands, Pakistan, United Kingdom, United States and Uruguay submitted a draft resolution (A/C.3/L.364 & Add.1) by which the General Assembly,

recalling the terms of its resolutions 631(VII) and 633(VII) and regretting that the Council had been unable to consider the subject of freedom of information at its sixteenth session, would request the Council to give priority at its seventeenth session to discussion of freedom of information, including the Rapporteur's report, and to the formulation of recommendations for the Assembly's consideration at its ninth session.

The draft resolution would further: (1) request the Council to take into account the views expressed on this subject at the eighth session of the Assembly; and (2) request the Secretary-General to complete his report on the development of information facilities in under-developed regions of the world in time for consideration at the Council's seventeenth session.

Amendments to the joint draft resolution were presented by Turkey (A/C.3/L.365) and Afghanistan (A/C.3/L.377).

The Turkish amendment proposed that the General Assembly should "note" instead of "regret" that the Council had been unable to consider freedom of information at its sixteenth session and that the request to the Council to give priority to discussions on freedom of information at its seventeenth session should be deleted.

The Afghanistan amendment proposed that the first paragraph of the preamble of the joint draft resolution should be replaced by a paragraph reaffirming the considerations and decisions contained in Assembly resolutions 631(VII) and 633(VII) and that a paragraph should be added to the preamble, by which the Assembly would also reaffirm its recommendation that United Nations bodies studying freedom of information consider measures to avoid the harm done to international understanding by the dissemination of false and distorted information.

The amendment also proposed that the second paragraph of the joint draft resolution be reworded to include a reference to consideration by the Council of the draft Convention on Freedom of Information in the light of the Rapporteur's report and that a new paragraph be added to the preamble referring to the fact that the General Assembly had not studied the draft Convention during its sixth, seventh and eighth sessions.

The amendment further proposed that the second operative paragraph of the joint draft resolution should be amended to include a request to the Council to take into account the views expressed on freedom of information at the seventh and eighth sessions of the Assembly and that a new operative paragraph should be added requesting the Council to submit to the Assembly at its next session a statement of its views and plans regarding future work in connexion with freedom of information and the problem of promoting and safeguarding freedom of information in accordance with the provisions of resolution 631(VII).

The representatives of Afghanistan, Chile, Egypt, France, Mexico, the Netherlands, Pakistan, Turkey, the United Kingdom, the United States and Uruguay met as an informal working group on 5 November to consider the consolidation of the joint draft resolution (A/C.3/L.364 & Add.1) and the amendments submitted thereto (A/C.3/L.365 and A/C.3/L.377). Subsequently, the group presented a text (A/C.3/L.379) for the consideration of the Committee. Its report noted that unanimous agreement had been reached on everything except the first word of the first paragraph of the preamble of the new text, by which the Assembly would alternatively reaffirm or recall the decisions contained in its resolutions on freedom of information adopted at its seventh session. Thus, the new text incorporated all the points contained in the Afghanistan amendment except the word "reaffirming". The representative of Afghanistan agreed that this paragraph should begin with the word "recalling" and the word "reaffirming" was withdrawn.

The new joint text (A/C.3/L.379), as amended, was adopted by the Committee (A/2573 (IV) A), at its 514th meeting on 5 November, by 42 votes to none, with 6 abstentions.

The General Assembly, at its 460th plenary meeting on 28 November 1953, adopted it by 53 votes to none, with 6 abstentions, as resolution 736 A (VIII). It read:

"The General Assembly,

"Recalling the decisions contained in the resolutions on freedom of information adopted at its seventh session,

"Regretting that the Economic and Social Council was unable to give consideration at its sixteenth session to the subject of freedom of information, including the report of its Rapporteur,

"Noting that, at its sixteenth session, the Economic and Social Council postponed consideration of the question of freedom of information to its seventeenth session

and decided, in agreement with the Rapporteur, that the Rapporteur would present his report at the seventeenth session,

"Noting that the General Assembly has not studied the draft Convention on Freedom of Information at its sixth, seventh and eighth sessions and that the Economic and Social Council, at its sixteenth session, did not consider the draft Convention on Freedom of Information concurrently with the report of the Rapporteur,

"1. Requests the Economic and Social Council to give priority, at its seventeenth session, to discussion of freedom of information, including the report of the Rapporteur, and to the formulation, in accordance with the provisions of General Assembly resolution 631(VII) of 16 December 1952, of recommendations for the consideration of the General Assembly at its ninth session;

"2. Requests the Economic and Social Council, in its discussion of freedom of information, to take into account the views expressed on this subject at the seventh and eighth sessions of the General Assembly;

"3. Requests the Secretary-General to complete the report on a programme of concrete action for the development of information facilities in under-developed regions of the world, requested in General Assembly resolution 633(VII) of 16 December 1952, in time for consideration at the seventeenth session of the Economic and Social Council."

The Third Committee also had before it, at its 514th to 516th meetings on 5, 6 and 9 November, a draft resolution (A/C.3/L.375) by Saudi Arabia and Syria concerning the draft International Code of Ethics for information personnel.

By this resolution the Assembly, recalling its resolution 635(VII)¹²⁰ concerning further work on the draft International Code of Ethics, would invite the Secretary-General to address a further communication to the information enterprises and national and international professional associations which had not yet replied to his previous letter concerning the organization of an international professional conference to complete work on the draft Code, requesting them to do so within a reasonable period, upon the expiry of which a conference should be organized for the purpose of preparing a final text of the Code and measures for its implementation.

The Committee also had before it a statement by the Secretary-General (A/C.3/L.375/Add.1) on the financial implications of the draft resolution, and a memorandum (A/C.3/L.381), entitled "Replies from information enterprises and national and international professional associations received under General Assembly resolution 635(VII)".

Chile, France and the United Kingdom submitted two amendments (A/C.3/L.380) to the draft resolution. The first amendment, that the third paragraph of the draft should be deleted, was subsequently withdrawn. The second, which suggested a new text for the first operative paragraph, was accepted by Saudi Arabia and Syria. Verbal drafting amendments proposed by the representatives of China, Egypt and the United States

¹²⁰ See Y.U.N., 1952, p. 466.

were also accepted by the sponsors and a revised draft resolution (A/C.3/L.375/Rev.2) was submitted to the Committee.

The majority supported the proposal on the grounds that:

(1) a code of ethics would help to correct some of the abuses in the field of freedom of information, to promote friendly relations among peoples and to solve the vexed problem of false and distorted reports;

(2) while the development of the code was a matter for the profession alone, the United Nations was legitimately interested in questions of professional ethics and could properly offer encouragement and assistance in such a problem; and

(3) even if an improvement in the international climate was necessary before an effective code could be drafted, every effort should be made to improve the situation.

However, they emphasized that the final adoption of a draft code was a matter for the information professions alone without any form of governmental interference at national or international levels.

A number of representatives, including those of Israel, New Zealand and Sweden, expressed doubt, however, as to whether the United Nations should interest itself any further in the draft Code. In their opinion it would be extremely difficult, under current conditions, for any conference to reach agreement on the text of a universally acceptable code.

Moreover, the New Zealand representative stated, it would be detrimental to the prestige of the United Nations to address another communication on the subject to enterprises and associations.

The representative of the USSR held that the question was outside the competence of the United Nations and that information personnel should decide on the calling of a conference and the preparation of a draft code.

In resolution 635(VII), the Assembly had requested the Secretary-General, if a representative group of information enterprises and of national and international professional associations expressed a desire to do so, to co-operate with it in organizing an international professional conference. However, various opinions were expressed as to what constituted a "representative group" under the terms of this resolution.

The representative of Sweden maintained that those enterprises and associations which, according

to the Secretary-General's memorandum (A/C.3/L.381), favoured holding a professional conference did not constitute a representative group. On the other hand, the Egyptian representative stated that a federation, representing several units or syndicates, might itself constitute a representative group. The representatives of Canada and France believed that the task of defining a representative group should be left to the Secretary-General.

At the request of the representative of Guatemala, a separate vote was taken on the first operative paragraph of the revised draft resolution (A/C.3/L.375/Rev.2), and it was adopted by 43 votes to 5, with 5 abstentions, at the Committee's 516th meeting on 9 November.

The draft resolution, as a whole, was adopted by the Third Committee (A/2573 IV B) by 44 votes to 5, with 5 abstentions.

The General Assembly, at its 460th plenary meeting on 28 November 1953, adopted it by 49 votes to 5, with 5 abstentions, as resolution 736 B (VIII). It read:

"The General Assembly,

"Recalling its resolution 635(VII) of 16 December 1952 in which it requested the Secretary-General, if a representative group of information enterprises and of national and international professional associations expressed a desire to do so, to co-operate with it in organizing an international professional conference for the purpose of preparing the final text of an International Code of Ethics for the use of information personnel,

"Noting that replies have already been received from a number of the information enterprises and professional associations consulted by the Secretary-General in pursuance of the aforementioned resolution,

"Considering that to await replies from all the information enterprises and professional associations consulted would unnecessarily delay the conference and the preparation of the final text of the Code,

"1. Invites the Secretary-General to address a further communication to the enterprises and associations which have not yet replied, requesting them to do so within a reasonable period, and, provided that a representative group of enterprises and associations expresses a desire to do so, to co-operate with the group in organizing an international professional conference for the purpose of preparing the final text of the Code and measures for its implementation;

"2. Requests the Secretary-General:

"(a) To bring the text of the present resolution to the notice of the information enterprises and national and international associations to which he communicated the draft Code;

"(b) To report to the General Assembly at its ninth session on any progress achieved."

M. STATUS OF WOMEN

The Commission on the Status of Women at its seventh session, held from 16 March to 3 April 1953, discussed, among other things: the nationality of married women; the status of women in private law; political rights of women; equal pay for equal work; economic and educational opportunities for women; participation of women in the work of the United Nations and the specialized agencies; and technical assistance programmes in relation to the status of women.

The report of the Commission (E/2401) was discussed by the Economic and Social Council at its sixteenth session, at the 241st to 245th and 248th meetings of its Social Committee on 13 to 15 and 17 July, and at its 736th plenary meeting on 23 July 1953.

A resolution noting the Commission's report was adopted unanimously by the Social Committee at its 248th meeting on 17 July (E/2486) and, by 17 votes to none, by the Council, at its 736th plenary meeting on 23 July, as resolution 504 A (XVI).

The questions of political rights of women and technical assistance programmes in relation to the status of women were subsequently considered by the General Assembly at its eighth session. The action taken on the various items mentioned above is given below.

1. Nationality of Married Women

At its seventh session, the Commission on the Status of Women had before it notes (E/2343 & E/CN.6/217) by the Secretary-General on the action taken by the International Law Commission and the Economic and Social Council since the sixth session of the Commission, the report on "Nationality including statelessness" (A/CN.4/50) submitted to the International Law Commission by its special rapporteur, the relevant summary records of that Commission and a supplementary report by the Secretary-General (E/CN.6/206 & Add.1-2) on statutory and constitutional provisions relating to the nationality of married women.

The Commission proposed a draft resolution (E/2401 B) for adoption by the Economic and Social Council, which would note the recommendation of the Commission that a convention on the nationality of married persons be opened for signature by interested States, the text of a draft convention on that subject being appended to the resolution, and would request the Secretary-General to circulate that text to Member Governments for their comments.

During the Council's discussions of that draft resolution at its sixteenth session, the representatives of Belgium, Sweden, the United Kingdom, the United States and Venezuela, among others, expressed the view that it was premature to circulate for comments by governments a text which had not been studied adequately by the Council, especially as it involved the whole question of nationality of married persons and not just the nationality of married women. It would, they considered, be wiser to wait until the report on the work of the International Law Commission on the subject of nationality was available. Others, among them the representatives of Argentina, Cuba, China, France, the Philippines and Yugoslavia, opposed postponement of the question and considered that consultation with governments would facilitate the work of all organs of the United Nations on the subject.

A new text for the operative part of the draft resolution was proposed jointly by the Philippines, the United Kingdom and Venezuela (E/AC.7/L.161). In circulating the draft convention for comments, it would state that the Council had not considered its substance. It would also circulate to governments the records of the Council's discussions and the amendments submitted.

Two amendments to the substance of the draft Convention had been submitted. One by the Philippines recommended (E/AC.7/L.159/Rev.1) that a territorial clause should be added to extend the convention to all territories administered or governed by a contracting Metropolitan State. The second, by Egypt (E/AC.7/L.156), proposed to replace article 1 of the draft convention by a clause stating that each of the contracting States "agrees to direct" its legislation and practice in regard to nationality "towards abolishing" the distinction based on sex.

The joint amendment was adopted by the Council's Social Committee at its 244th meeting, by 15 votes to 1, with 2 abstentions, with the exception of a clause (rejected by 4 votes to 4, with 10 abstentions) providing that comments of governments should include comments on the desirability of such a convention.

The amended draft resolution was adopted, as a whole, by the Committee at the same meeting by 14 votes to 1, with 3 abstentions (E/2486 B), and by the Council, at its 736th plenary meeting on 23 July, by 15 votes to none, with 3 abstentions, as resolution 504 B (XVI). It read:

"The Economic and Social Council,

"Noting the recommendation of the Commission on the Status of Women, at its seventh session, that a convention on the nationality of married persons be opened for signature by interested States,

"Desiring to expedite by every appropriate means, in accordance with the principles of the Charter and of the Universal Declaration of Human Rights, the extension to women in all countries of equal rights in the field of nationality,

"Requests the Secretary-General to circulate to the governments of Member States, for their comments, the following text of a draft convention on nationality of married persons, the substance of which the Council has not considered, together with the records of the discussions held and the amendments submitted at the sixteenth session, with the request that such comments be sent to the Secretary-General by 1 January 1954, to be made available to the Commission on the Status of Women for consideration at its eighth session."

CONVENTION ON THE NATIONALITY OF MARRIED PERSONS

The Contracting Parties,

Recognizing that conflicts in law and in practice with reference to nationality arise as a result of distinctions based on sex,

Recognizing that in article 15 of the Universal Declaration of Human Rights the General Assembly of the United Nations has proclaimed that "everyone has the right to a nationality" and that "no one shall be arbitrarily deprived of his nationality nor denied the right to change his nationality",

Desiring to co-operate with the United Nations in promoting universal respect for, and observance of, human rights and fundamental freedoms for all without distinction as to sex,

Hereby agree as hereinafter provided:

Article I

Each of the Contracting States agrees that it will make no distinction based on sex either in its legislation or in its practice in regard to nationality.

Article 2

Each of the Contracting States agrees that neither the celebration nor the dissolution of a marriage between one of its nationals and an alien shall affect the nationality of the spouse who is its national.

Article 3

1. Each of the Contracting States agrees that it will, whenever possible, give to the alien spouse of one of its nationals the right to acquire its nationality at his/her request.

2. Each of the Contracting States agrees that this Convention shall not be construed as affecting any existing legislation or practice which gives to the alien spouse of one of its nationals the right to acquire the latter's nationality, either at his/her request or through privileged naturalization procedures.

Article 4

Each of the Contracting States agrees that neither the voluntary acquisition of the nationality of another State nor the renunciation of its nationality by one of its nationals will affect the retention of its nationality by the spouse of such national.

Article 5

1. This Convention shall be open for signature on behalf of any Member of the United Nations and also on behalf of any other State to which an invitation has been directed by the General Assembly.

2. This Convention shall be ratified and the instruments of ratification shall be deposited with the Secretary-General of the United Nations.

Article 6

1. This Convention shall be open for accession to all States referred to in paragraph 1 of article 5.

2. Accession shall be effected by the deposit of an instrument of accession with the Secretary-General of the United Nations.

Article 7

1. This Convention shall come into force on the ninetieth day following the date of deposit of the sixth instrument of ratification or accession.

2. For each State ratifying or acceding to the Convention after the deposit of the sixth instrument of ratification or accession, the Convention shall enter into force on the ninetieth day after deposit by such State of its instrument of ratification or accession.

Article 8

1. At the time of signature, ratification, or accession, any State may make reservations to any article of this Convention other than article(s) . . .

2. Any State making a reservation in accordance with paragraph 1 of this article may at any time withdraw the reservation by communication to this effect addressed to the Secretary-General of the United Nations.

Article 9

1. Any State may denounce this Convention by written notification to the Secretary-General of the United Nations. Denunciation shall take effect one year after the date of receipt of the notification by the Secretary-General.

2. This Convention shall cease to be in force as from the date when the denunciation which reduces the number of Parties to less than six becomes effective.

Article 10

Any dispute which may arise between any two or more Contracting States concerning the interpretation or application of this Convention which is not settled by negotiation shall, at the request of any one of the Parties to the dispute, be referred to the International Court of Justice for decision, unless they agree to another mode of settlement.

Article 11

The Secretary-General of the United Nations shall notify all Members of the United Nations and the non-member States contemplated in paragraph 1 of article 5 of this Convention of the following:

(a) Signature and instruments of ratification received in accordance with article 5;

(b) Instruments of accession received in accordance with article 6;

(c) The date upon which this Convention enters into force in accordance with article 7;

(d) Communications and notifications received in accordance with article 8;

(e) Notifications of denunciation received in accordance with paragraph 1 of article 9;

(f) Abrogation in accordance with paragraph 2 of article 9.

Article 12

1. This Convention, of which the Chinese, English, French, Russian and Spanish texts shall be equally authentic, shall be deposited in the archives of the United Nations.

2. The Secretary-General of the United Nations shall transmit a certified copy to all Members of the United Nations and to the non-member States contemplated in paragraph 1 of article 5.

2. Status of Women in Private Law

The Commission, at its seventh session, discussed the question of the status of women in private law, including family law and property rights. It had before it:

(a) a report on family law, (E/CN.6/185 & Add.1-10) prepared by the Secretary-General and based on replies of governments to part III of the Questionnaire on the Legal Status and Treatment of Women;

(b) a report (E/CN.6/208) by the Secretary-General on property rights of women based on replies of governments to part II of the same Questionnaire; and

(c) a report (E/CN.6/186 & Add.1-3) by the Secretary-General on the status of women in private law, covering both family law and property rights of women, based on replies of non-governmental organizations to questions concerning changes considered desirable in the legal systems of various countries in order to eliminate discrimination against women.

The Commission recommended (E/2401 C) that the Economic and Social Council request the Commission on Human Rights to include the text of article 16²¹ of the Universal Declaration of Human Rights relating to marriage and family rights in the draft Covenant on Civil and Political Rights. Meanwhile, the attention of the Commission on Human Rights was drawn to this resolution prior to its consideration by the Council.

That Commission, at its ninth session from 7 April to 1 June 1953,¹²² drafted article 22 of the draft Covenant on Civil and Political Rights substantially on the basis of article 16 of the Universal Declaration with the modification that the draft article did not specify that legislation would provide the equality of rights and responsibilities for the spouses as to marriage, during marriage and at its dissolution, but that legislation "shall be directed towards" that equality.

During the discussions in the Economic and Social Council in July, the representatives of Belgium and the Philippines pointed out that the proposal was obsolete in view of the action already taken by the Commission on Human Rights. However, the representative of India considered

that, on the basis of that action, the Commission on the Status of Women should have the opportunity to reconsider its recommendation, and presented a draft resolution (E/AC.7/L.162) to this effect. The representative of France pointed out that article 22 had been adopted by the Commission on Human Rights after long discussion and that therefore it might be unwise to reopen the discussion of the text. A separate vote was taken on the operative paragraph of the draft resolution (see para. 3, below), and it was adopted by 8 votes to 5, with 5 abstentions, at the Social Committee's 244th meeting on 14 July. The two introductory paragraphs were adopted jointly by 17 votes to none, with 1 abstention.

The draft resolution, as a whole, was adopted by 17 votes to none, with 1 abstention, by the Social Committee (E/2486 C) at the same meeting and by the Council, at its 736th plenary meeting on 23 July, as resolution 504 C (XVI). It read:

"The Economic and Social Council,

"1. Takes note of the recommendation contained in paragraph 30 of the report of the Commission on the Status of Women (seventh session);

"2. Draws the attention of the Commission on the Status of Women to article 22 of the Draft Covenant on Civil and Political Rights included in the report of the Commission on Human Rights (ninth session);

"3. Suggests to the Commission on the Status of Women that it reconsider the recommendation in the light of the provisions contained in article 22 of the Draft Covenant on Civil and Political Rights."

In its further considerations of the question, the Commission on the Status of Women agreed that discriminations existing against women, particularly married women, in family law and in regard to property rights were extensive and that measures should be taken as soon as possible for their elimination. It therefore requested (E/2401) the Secretary-General to prepare, for future sessions, detailed comparative studies of certain specific aspects of the status of women in family law and property rights. It also proposed a draft resolution, which the Council (E/2401 D) subsequently adopted.

During the discussions in the Council, at its sixteenth session, the representative of Egypt proposed (E/AC.7/L.155) that, in view of the complexities and difficulties involved in this problem, the Council should recommend to governments that they direct all possible measures towards ensuring equality of rights and duties of husband and wife in family matters rather than recommend

¹²² For text, see Y.U.N., 1948-49, p. 536.

¹²¹ See also p. 383.

specifically that governments take measures to do so.

However, the majority considered that the amendment would weaken the resolution and, moreover, that the expression "all possible measures" was not mandatory and did not necessarily require action. The Egyptian amendment was rejected at the Social Committee's 244th meeting on 14 July, by 8 votes to 4, with 6 abstentions.

The draft resolution, as proposed by the Commission, was adopted by 16 votes to none, with 2 abstentions, by the Social Committee (E/2486 D) at the same meeting, and by the Council, at its 736th plenary meeting, as resolution 540 D (XVI). It read:

"The Economic and Social Council,

"Considering that the principle of equality of rights for men and women is solemnly proclaimed in the Charter of the United Nations,

"Recognizing, in accordance with the Universal Declaration of Human Rights, that "the family is the natural and fundamental group unit of society and is entitled to protection by society and the State", and that men and women "are entitled to equal rights as to marriage, during marriage and at its dissolution",

"Believing that legal equality of husband and wife and the sharing by spouses of the authority, prerogatives and responsibilities involved in marriage are of benefit not only to the status of women but also to the family as an institution,

"Noting that the legal systems of many countries result in a subordinate status of the wife in family matters of fundamental importance, and that under numerous legal systems women are, during marriage, deprived of important personal and property rights or are subject to the authority and control of their husbands in the exercise of these rights,

"Recommends that governments:

"(a) Take all possible measures to ensure equality of rights and duties of husband and wife in family matters;

"(b) Take all possible measures to ensure to the wife full legal capacity, the right to engage in work outside the home and the right, on equal terms with her husband, to acquire, administer, enjoy and dispose of property."

3. Political Rights of Women

a. CONVENTION ON THE POLITICAL RIGHTS OF WOMEN

The Commission on the Status of Women, at its seventh session, had before it a report by the Secretary-General (E/CN.6/209) on the action taken by the Economic and Social Council and the General Assembly on the Draft Convention on the Political Rights of Women. By resolution 640 (VII)¹²³ of 20 December 1952, the General Assembly had adopted the Convention and had opened it for signature and ratification or accession.

The Commission therefore adopted a resolution (E/2401 E) which, after expressing satisfaction that the Convention on Political Rights of Women had been adopted by the General Assembly at its seventh session and had been opened for signature and ratification or accession by States, expressed certain recommendations to the Council concerning invitations to States not Members of the United Nations to ratify or accede to the Convention and concerning reports by States parties to the Convention on the implementation of the provisions of that instrument.

During the discussions in the Economic and Social Council at its sixteenth session, the majority praised the work of the Commission in securing the adoption of the Convention. The representatives of Poland and the USSR considered that, while the Convention had certain shortcomings, in general it represented a step forward. The representative of the Philippines thought that the Assembly's invitation to sign and ratify or accede to the Convention should be extended either on the principle of universality—that is, to all non-member States without exception—or on that of selectivity, by which the Assembly would consider each invitation to a non-member State on its individual merits. At the 736th plenary meeting of the Council, a separate vote was therefore taken on the final phrase of paragraph 4, concerning the invitation for signature (see below) and it was retained by 10 votes to 2, with 6 abstentions. A separate vote was also taken on the last paragraph at the request of Belgium, the representatives of Belgium and France having pointed out that the obligation of signatory States to report on implementation would place those States in an unfavourable position compared with non-signatory States. It was retained by 9 votes to 5, with 4 abstentions.

Following a paragraph-by-paragraph vote, the draft resolution, as proposed by the Commission (E/2401 E), was adopted by the Social Committee (E/2486 E), at its 244th meeting on 14 July, by 13 votes to none, with 5 abstentions, and by the Council, at its 736 plenary meeting on 23 July, by 14 votes to none, with 4 abstentions.

Resolution 504 E (XVI) urged Member States which had not yet done so to sign and ratify or accede to the Convention. It recommended to the Assembly that it invite signature and ratification or accession by non-member States which are or become members of one or more of the specialized agencies or are or become parties to the Statute of the International Court of Justice. It also re-

¹²³ See Y.U.N., 1952, pp. 484-85.

quested States parties to the Convention to report every two years to the Council on the measures taken by them to implement the provisions of the Convention.

The question was considered by the General Assembly at its eighth session, at the 367th meeting of its Sixth Committee on 7 October and at its 453rd plenary meeting on 23 October 1953. It had before it a memorandum (A/2445) by the Secretary-General which contained the text of the Council's resolution and of the relevant articles of the Convention. A draft resolution (A/C.6/L.297) was proposed by Cuba, the Dominican Republic, Greece, and the Philippines which would refer to the Council's resolution and would request the Secretary-General to invite each non-member State fulfilling the conditions laid down therein to become a party to the Convention.

Statements in support of the draft resolution were made by the representatives of Argentina, Belgium, Brazil, the Byelorussian SSR, Cuba, the Dominican Republic, Egypt, Greece, the Philippines, Syria, Thailand, the USSR and Yugoslavia, some of them announcing the intention of their countries shortly to ratify the Convention.

The representative of Peru stated that in his country women had not acquired full political rights because certain constitutional amendments were first required. That, however, would not prevent his delegation from voting in favour of the draft resolution.

The representative of the United Kingdom stated that the principles contained in the Convention were widely applied in his country but some practical difficulties remained which could not be solved without constitutional and legislative changes. He felt that his Government could not join in an invitation to other States until it had signed and ratified the Convention itself. He would therefore, he said, abstain on the draft resolution.

The joint draft resolution was adopted by the Committee (A/2508), at its 367th meeting by 44 votes to none, with 4 abstentions, and by the Assembly at its 453rd plenary meeting, without discussion, by 54 votes to 1, with 5 abstentions, as resolution 793(VIII). It read:

"The General Assembly,

"Taking note of Economic and Social Council resolution 504 E (XVI) dated 23 July 1953,

"Considering that articles IV and V of the Convention on the Political Rights of Women provide, inter alia, that the Convention shall be open for signature and ratification or for accession on behalf of any non-member State to which an invitation has been addressed by the General Assembly,

"Decides to request the Secretary-General to dispatch such an invitation to each non-member State which is or hereafter becomes a member or one or more of the specialized agencies of the United Nations, or which is or hereafter becomes a Party to the Statute of the International Court of Justice."

By December 1953, 29 countries had signed the Convention and three had deposited instruments of ratification. It will come into force 90 days after the date of deposit of the sixth instrument of ratification or accession.¹²⁴

b. ADVANCEMENT OF POLITICAL RIGHTS

The Commission on the Status of Women, at its seventh session, also had before it a memorandum (A/2154 & Add.1-2) prepared annually by the Secretary-General on the advancement of political rights of women and a report (E/CN.6/212 & Add.1) on women in political and public life. The former brought up to date information on national constitutions, electoral laws and other legal instruments relating to the franchise of women and their eligibility to public office and functions.

The Secretary-General's report (E/CN.6/212 & Add.1) on women in political and public life (number of women in elective State bodies, local government bodies, etc.) contained information concerning 35 countries. It was based on information from governments in response to the Questionnaire on the Legal Status and Treatment of Women, on information received from the Inter-American Commission of Women, and on information taken from official government sources available to the Secretary-General.

The Commission, following a discussion of the two reports, adopted a resolution (E/2401), which, inter alia, noted that in several countries, including Bolivia, Lebanon and Greece, action had been taken since the last session of the Commission to extend the franchise to women or to improve laws regarding the right to vote. It commended the Secretary-General on the inclusion of historical data in his report for 1952 and suggested that this document in the future include pertinent information on all countries, information as to whether women who had been granted the vote had had an opportunity to participate in an election, and information on suffrage grants involving limitations on grounds of sex, and legislative changes subsequent to such grants in relation to the achievement of equal suffrage for women. The Commission further requested the Secretary-General to summarize suggestions on ways in which equal political rights for women could be achieved

¹²⁴ In accordance with the provision, the Convention was due to come into force on 7 July 1954.

and made effective. It expressed its appreciation of the report on Women in Political and Public Life and suggested that the Secretary-General prepare a plan for a more complete report on this subject to be issued at a later date, possibly in 1955. It also expressed its appreciation of the publication *The Road to Equality*.

The Commission also considered in this connexion two further reports by the Secretary-General, one on the status of women in Trust Territories (E/CN.6/210) and the other on their status in Non-Self-Governing Territories (E/CN.6/211). The former contained information on political, social and economic, and educational advancement, based on the information supplied by the Administering Authorities in their annual reports to the Trusteeship Council. The report on the status of women in Non-Self-Governing Territories contained information taken from that transmitted by the Administering Authorities under Article 73e of the Charter and dealt with the status of women, in general, and political advancement.

Several members of the Commission expressed the opinion that the question of the political rights of women in Trust and Non-Self-Governing Territories should not be dealt with separately from that of the rights of women in sovereign States, inasmuch as in some of the latter States women did not enjoy any more political rights than women in dependent Territories. Separate treatment, they considered, would amount to discrimination. Other members stated that women in these Territories still had no rights and that special attention should be given by the Commission to the improvement of the status of women in dependent Territories; they referred particularly to decisions taken by the Trusteeship Council on this matter.

At the sixteenth session of the Economic and Social Council, the Commission's recommendations (E/2401 F) were adopted unanimously, without discussion, at the 244th meeting of the Social Committee (E/2486) on 14 July and at the Council's 736th plenary meeting on 23 July. Resolution 504 F (XIV) read:

"The Economic and Social Council,

"Considering that in some areas of the world, including certain Trust and Non-Self-Governing Territories, women do not enjoy full political rights, and that progress in this field can be achieved more readily if the education of women receives greater emphasis,

"1. Invites the General Assembly and the Trusteeship Council, as appropriate, in collaboration with the governments of all States which administer territories, including Trust and Non-Self-Governing Territories, where women do not enjoy full political rights, to take

all necessary measures leading to the development of political rights of women in such territories, in particular by means of education;

"2. Invites the Secretary-General to report to the Commission on the Status of Women on the steps taken to implement this resolution."

The Commission at its seventh session also noted with satisfaction (E/2401) that the Trusteeship Council had included in its Questionnaire, adopted under Article 88 of the Charter, questions on the status of women which contained some suggestions adopted by the Commission on the Status of Women at its sixth session. It expressed the hope that the Administering Authorities would reply in detail to all those questions in their annual reports to the United Nations. The Commission invited the Secretary-General to transmit regularly to the Commission information forwarded by the Administering Authorities in their annual reports on those questions and all relevant documents of the Trusteeship Council relating to that subject, as well as records of all discussions in that Council concerning the status of women in Trust Territories.

On the basis of an oral proposal by Cuba, the Economic and Social Council, at its sixteenth session, without discussion, by 15 votes to none, with 2 abstentions, at the 245th meeting of its Social Committee (E/2486 K) on 15 July, and by 17 votes to none, with 1 abstention, at its 736th plenary meeting on 23 July, took note of the Commission's resolution and drew it to the attention of the Trusteeship Council (resolution 504 K (XVI)).

The General Assembly, at its eighth session, under the agenda item "Development of political rights of women in territories where these rights are not fully enjoyed", had before it the relevant section of the report of the Economic and Social Council (E/2430), together with a note by the Secretary-General (A/2452) calling attention to Council resolution 504 F (XVI).

The question was discussed at the 490th to 492nd meetings of the Third Committee, on 1, 2 and 6 October, and at the Assembly's 454th plenary meeting on 23 October 1953. The Committee had before it a draft resolution (A/C.3/L.345/Rev.1) by Chile, Cuba, the Dominican Republic, Greece, India, Indonesia and the Philippines, based upon the Council's recommendations. The draft resolution would urge States to take all necessary measures, particularly educational, leading to the development of political rights for women in all territories—including Trust and Non-Self-Governing Territories—in which women do not enjoy full political rights.

During the discussion, all speakers strongly supported the goal of equal political rights for women. The representative of Cuba pointed out that the draft resolution especially stressed educational measures, because education was the best means of raising people to the highest economic and social levels. It was clear that in many cases economic and social factors had prevented women from obtaining proper education and thus becoming fitted to exercise the vote, he said.

The representatives of Bolivia, Israel and Yugoslavia stressed that lack of education must not be used as a pretext for postponing the granting of political rights to women, and it was generally understood that the draft resolution had no such implications. The representative of the Philippines was of the opinion that, if literacy was a prerequisite of the franchise in any country, the same condition should apply to men as well as to women.

Syria submitted three amendments (A/C.3/L.347/Rev.1). The first would urge States to take legislative as well as educational measures leading to the development of political rights. This was opposed by the representatives of Argentina, Australia, Belgium, El Salvador and France, among others, on the basis that the resolution already provided for "all necessary" measures. The representatives of Bolivia, Costa Rica, the Dominican Republic, Ethiopia, Guatemala, Israel, Poland, the Ukrainian SSR, the USSR and Venezuela, on the other hand, supported the amendment on the grounds that it might strengthen the resolution. The amendment was subsequently adopted by 32 votes to 8, with 12 abstentions.

A second Syrian amendment proposed the addition of a new operative paragraph requesting the Trusteeship Council to be careful to ensure that questions in the revised Trusteeship Questionnaire relating to the status of women were replied to adequately and in detail by the Administering Authorities. The representatives of El Salvador, Guatemala, Poland, the Ukrainian SSR and the USSR, among others, spoke in favour of the amendment. The representatives of Argentina, Australia, Cuba, and Mexico, however, pointed out that the Council in resolution 504 K (XVI) (see above) had already covered the matter. The representatives of Australia, Belgium, France and the United Kingdom considered that such a strong injunction to the Trusteeship Council was derogatory and implied failure by the Administering Authorities to discharge their obligations. Doubts were also expressed as to the Third Committee's competence to deal with this matter.

The Committee decided, by 26 votes to 13, with 13 abstentions, on the basis of an oral Afghanistan proposal, to recommend that the Assembly refer the text of the amendment to the Fourth Committee for further consideration and report thereon to the General Assembly.

The third Syrian amendment, which would have called on the Secretary-General to report to the Assembly's ninth session on steps taken to give effect to the resolution, was withdrawn.

The draft resolution, as amended, was adopted by the Third Committee (A/2503), at its 492nd meeting on 6 October, by a roll-call vote of 53 to none, with 1 abstention.

The General Assembly, at its 454th plenary meeting on 23 October adopted it, without discussion, by a roll-call vote of 59 in favour (the Union of South Africa was absent). Resolution 731(VIII) read:

"The General Assembly,

"Recalling its resolution 56(I) of 11 December 1946 relating to the political rights of women, which was reaffirmed in resolution 640(VII) of 20 December 1952,

"Having considered Economic and Social Council resolution 504 F (XVI) of 23 July 1953,

"Urges States to take all necessary measures, particularly educational and legislative measures, leading to the development of the political rights of women in all Territories in which women do not enjoy full political rights, including Trust and Non-Self-Governing Territories."

4. Equal Pay for Equal Work

The Commission at its seventh session had before it a report (E/CN.6/220) by the International Labour Office on the application of the Convention (No. 100) and Recommendation (No. 90) on Equal Remuneration for Work of Equal Value for Men and Women Workers, adopted at the 34th International Labour Conference in 1951. The Commission took note of the fact that the Convention had been brought into force by the ratification of three countries (Belgium, Mexico and Yugoslavia) and that it would come into effect on 23 May 1953. It also recommended a draft resolution (E/2401 G), which was subsequently adopted by the Council.

During the discussions at the sixteenth session of the Economic and Social Council, the representative of the United Kingdom stated that the Commission on the Status of Women, in common with many United Nations bodies, appeared to believe that to adopt a resolution was equivalent to action. While accepting the principle of equal pay, his Government questioned the wisdom of

adopting yet another resolution on the subject. The representative of Australia was also not in favour of the resolution since, in his opinion, it did not differ substantially from the resolution adopted at the Council's fourteenth session. The representative of Poland, on the other hand, stressed the importance of the draft resolution as a step in the right direction. The representative of Sweden stated that he would abstain in the vote, since his Government was not prepared to intervene in negotiations between parties in the labour market.

The draft resolution, as proposed by the Commission, was adopted by the Council at the 244th meeting of its Social Committee (E/2486 G) on 14 July by 15 votes to 1, with 2 abstentions, and at its 736th plenary meeting on 23 July by 15 votes to none, with 3 abstentions, as resolution 504 G (XVI). It read:

"The Economic and Social Council,

"Noting the action of countries which have formally ratified the Convention on Equal Remuneration adopted by the International Labour Organisation in 1951,

"Noting also the progress being made in other countries towards obtaining increased acceptance, in law and in practice, of the equal remuneration principle as set forth in the Preamble of the United Nations Charter, in article 23, paragraph 2, of the Universal Declaration of Human Rights, and in the International Labour Organisation Convention and Recommendation on this subject,

"Noting the work of non-governmental organizations in many countries in creating a favourable public opinion for the application of this principle by calling attention to the value of women's work and the need for establishing improved personnel practices and for securing equal opportunities for training and advancement, by promoting the adoption of legislation and by other appropriate means,

"1. Urges increased efforts towards widespread implementation of the principle of equal remuneration in all countries, whether or not members of the International Labour Organisation, by means appropriate to their systems of wage fixing;

"2. Invites the Secretary-General in collaboration with the International Labour Office to furnish annually additional information on the progress being made in the various countries toward elimination of discriminatory wage practices against women, as well as similar reports on steps taken or methods used in those countries to put the principle of equal remuneration into force."

5. Educational Opportunities for Women

The Commission had before it at its seventh session:

(1) a note by the Secretary-General (E/CN.6/214) on the findings of the Fifteenth International Conference on Public Education convened by the United Nations

Educational, Scientific and Cultural Organization (UNESCO) and the International Bureau of Education in July 1952, together with the official report of this Conference (Publication No. 143);

(2) a note by the Secretary-General on legal provisions concerning educational opportunities for girls and women (E/CN.6/215) transmitting a joint publication of UNESCO and the International Bureau of Education (Publication No. 141);

(3) a progress report prepared by UNESCO on access of women to education (E/CN.6/223); and

(4) a progress report prepared by the International Labour Office on vocational guidance and on vocational and technical training of women (E/CN.6/221).

The Commission expressed its appreciation for the work which ILO intended to undertake in the field of vocational guidance and training of women and suggested that its studies be continued in co-operation with the Secretary-General, and include the field of access to apprenticeship.

Various members of the Commission expressed disappointment, on the other hand, with certain parts of recommendation 34, concerning the access of women to education, adopted by the Fifteenth International Conference, on the grounds that they did not provide for true equality. Stating that, in its opinion, it was essential to have identity of basic programmes if all children were to have an equal chance of really benefiting from educational opportunities, the Commission recommended (E/2401 H) that the Economic and Social Council draw the attention of governments and of specialized agencies to the need for ensuring the identity of basic school curricula for pupils of both sexes.

The Council, however, at its sixteenth session, adopted a joint amendment by Argentina, Cuba, France and the United States (E/AC.7/L.158) which, instead of drawing the attention of governments and specialized agencies to the need for ensuring "the identity of basic school curricula for pupils of both sexes", would call their attention to the need for ensuring that "pupils of both sexes have the same opportunity to take basic school curricula, including curriculum choices".

The majority supported this version on the ground of clarity. The representative of UNESCO also expressed approval, pointing out that educators were reluctant to use so categorical an expression as "identity of basic school curricula", since the trend in education was towards diversification and adaptation to needs.

The substitute proposal was adopted by 15 votes to none, with 3 abstentions, at the 244th meeting of the Council's Social Committee (E/2486 H) on 14 July, and unanimously by the

Council at its 736th plenary meeting on 23 July, as resolution 504 H (XVI). It read:

"The Economic and Social Council,

"Draws the attention of governments and of specialized agencies to the need for ensuring that pupils of both sexes have the same opportunity to take basic school curricula, including curriculum choices."

The Commission on the Status of Women further adopted a resolution requesting the Secretary-General, in collaboration with UNESCO, to provide the Commission at its next session with all available information on the number of scholarships and fellowships granted to men and women students respectively in primary, secondary, higher and technical education. It also requested the Secretary-General to continue to co-operate with the Director-General of UNESCO to advance opportunities for education of women, and to assure full consideration of the needs of and participation by women in all programmes relating to education on equal terms with men. It recommended a draft resolution (E/2401 I) for adoption by the Economic and Social Council (see below).

During the Council's discussion, the representative of UNESCO stated that the information in UNESCO's possession was inadequate as a basis for any serious study as requested by the Commission, and would involve lengthy and difficult research. UNESCO, he further pointed out, had no funds to devote to such a study before 1955. The United States representative thought that the cost would be out of proportion to the value of the results. Moreover, in the view of his Government, primary education ought to be compulsory and free and the question of scholarships should therefore not arise at that level, he stated.

The draft resolution proposed by the Commission was unanimously adopted by the Social Committee (E/2486 I), at its 244th meeting on 14 July, and by the Council at its 736th plenary meeting on 23 July, as resolution 504 I (XVI). It read:

"The Economic and Social Council,

"1. Recommends to Member States that laws and regulations regarding the distribution of scholarships provide equal opportunities for girls and women, and that such scholarships be made available to them for education in any field and in preparation for all careers;

"2. Expresses the hope that, in countries where native and official languages exist, attention will be given in programmes of education to the importance of providing equal opportunities for women to acquire the language, in addition to their own, which will permit them access to the resources of knowledge in the general culture of the country."

6. Technical Assistance Programmes in Relation to the Status of Women

The Commission on the Status of Women had before it reports (E/CN.6/189 & Add.1) by the Secretary-General and other documents describing the nature and the extent of the technical assistance programmes administered by the United Nations and the various specialized agencies. It also had before it for information purposes: a report by the Secretary-General (E/2209) on United Nations Programmes of Technical Assistance; Evaluation of the Programme of Advisory Social Welfare Services 1947-1951 (E/CN.5/266); Programme of Fellowships and Scholarships for 1954; and Background Paper No. 74 (ST/DPI/SER.A/74) on United Nations Technical Assistance.

The Commission adopted a resolution (E/2401 J), asking the Council:

(1) to recommend to member Governments that they increase the participation of women in the formulation and carrying out of various technical assistance and other programmes;

(2) to recommend sympathetic consideration by the appropriate bodies of requests submitted by governments within the framework of those programmes for aid which would be useful in raising the status of women; and

(3) to authorize, subject to the approval of the General Assembly, the Secretary-General to render, at the request of Members, expert advice and other services in order to assist these States in improving the status of women, such services to include advice regarding the drafting of legislation and other matters which he deems appropriate.

During the discussion at the Council's sixteenth session, the majority supported the principles underlying the resolution. A number of representatives, however, among them those of Australia, Belgium, France, Sweden and the United Kingdom, thought it would be preferable to refer the question to the Council's Technical Assistance Committee. The representative of the United States pointed out that the draft resolution referred, in one paragraph, to existing technical assistance programmes and, in another, to a new type of programme, namely technical assistance to promote human rights. Therefore, at the Social Committee's 245th meeting on 15 July, he introduced an alternative draft resolution (E/AC.7/L.163) designed to simplify and rearrange the original text. Part A of the new text dealt with existing programmes and Part B with a new type of programme. While recognizing that separate funds might be required under Part B, he stated that in the initial stages they could be met out of existing resources.

The representatives of Australia and the United Kingdom thought it unrealistic to base a proposal on a remote possibility of obtaining funds through savings in other sections of the United Nations budget. The Australian representative therefore proposed (E/AC.7/L.164) that the authority of General Assembly resolution 418(V) on advisory social welfare services should be extended to cover the new expenses. However, he subsequently withdrew the amendment on the understanding that the draft resolution would not be regarded as committing the Council or Committee on any other eventual proposal concerning other forms of technical assistance in the field of human rights.

The representative of the United States accepted an oral United Kingdom amendment to address the recommendations concerning conferences, seminars and training courses to governments rather than to the Secretary-General and the specialized agencies.

The Social Committee, at its 248th meeting on 17 July, adopted Part A of the draft resolution (E/AC.7/L.163) by 17 votes to none, with 1 abstention, and Part B by 13 votes to none, with 5 abstentions. It was adopted, as a whole (E/2486 J I & II), by 15 votes to none, with 3 abstentions.

The Council, at its 736th plenary meeting on 23 July, adopted the resolution, by the same votes, as resolution 504 J I & II (XVI). The representative of the United Kingdom stated that he had abstained, in particular, on the grounds that it was inappropriate for the Council to establish what might be regarded as a precedent when the whole question of technical assistance in the field of human rights had been referred to governments for their consideration. The French representative abstained since she did not disapprove of the principles but wished to leave the door open until the financial implications of Part II were better known.

Resolution 504 J I & II (XVI) read:

I

"The Economic and Social Council,

"Noting the constructive nature and extent of the technical assistance programmes administered by the United Nations and the various specialized agencies,

"1. Recommends to the organizations participating in the technical assistance and other programmes providing aid or assistance that they give sympathetic consideration to the requests which governments may submit for aid, within the framework of existing programmes, which would be useful in promoting the economic and social advance of women;

"2. Recommends to governments of Member States:

"(a) That, where women are not already participating in the formulation of requests for technical assis-

tance, consideration be given to appointing qualified women to posts in which they may share in framing policy and planning specific technical assistance projects;

"(b) That they encourage increased participation of women in conferences, seminars and training courses organized under existing technical assistance programmes."

II

"The Economic and Social Council,

"Bearing in mind that, under Article 66 of the Charter of the United Nations, the Council "may, with the approval of the General Assembly, perform services at the request of Members of the United Nations and at the request of specialized agencies",

"Relieving that the fields in which the Secretary-General is at present authorized to render assistance for the purpose of improving the status of women may appropriately be broadened,

"Decides that, subject to the approval of the General Assembly, the Secretary-General shall be authorized to render, at the request of Member States, services which do not fall within the scope of existing technical assistance programmes, in order to assist these States in promoting and safeguarding the rights of women."

The General Assembly at its eighth session considered the question, at the 485th and 486th meetings of its Third Committee on 24 and 25 September, under the item "Technical assistance in promoting and safeguarding the rights of women". It had before it the relevant sections of the report of the Economic and Social Council (E/2430) and a note by the Secretary-General (A/2454) directing attention to Council resolution 504 J II (XVI). The discussion in the Committee was mainly directed to a draft resolution (A/C.3/L.339/Rev.1), submitted by Cuba, the Dominican Republic and Pakistan, which would note the Council's resolution and approve its decision to extend the Secretary-General's authority in the manner therein described.

All representatives agreed on the principles and the majority supported the draft resolution. Again, the main point of disagreement concerned the financial implications, the representatives of Australia, France, the Netherlands, the Union of South Africa and the United Kingdom stressing the importance of fuller information regarding the extent of the commitment involved.

The representatives of Syria, the United Kingdom, Uruguay and Yugoslavia also questioned the absence of a more specific indication of the type of services to be rendered. The representative of the Dominican Republic thought that the exact nature of the services that would be rendered could be determined only after the receipt of requests from Member States. He and the representative of the United States suggested, as possible types of projects, advice in connexion with

revision of laws and practices relating to property, inheritance and family rights of women and assistance in planning programmes for the progressive advancement of women's status in political as well as in economic and social fields. With respect to financial implications, the representative of the United States pointed out that the assistance provided for in the resolution could, for the year 1954 at least, be rendered by the Secretary-General without additional expenditure by utilizing existing staff, for whom requesting governments might bear local costs, and that a year's experience would provide a possible basis for future budgetary provisions if these became necessary.

The Secretary-General presented a statement (A/C.3/L.339/Rev.1/Add.1) of financial implications, indicating that assistance would be provided within available funds to the maximum extent possible through the use of staff members seconded from the existing establishment. It was foreseen that such requests would necessitate expenditures for travel and subsistence of such staff and for miscellaneous expenses. The local costs, it was assumed, would be borne by recipient governments, in accordance with normal technical assistance arrangements. Should this course of action prove inadequate, the Secretary-General would rely on the resolution on unforeseen and extraordinary expenses, whereby, with the concurrence of the Advisory Committee on Administrative and Budgetary Questions, additional resources from the Working Capital Fund might be made available to meet urgent needs.

The Fifth Committee at its 392nd meeting on 19 October subsequently endorsed (A/2525) the decision of the Advisory Committee to concur in the Secretary General's proposal, inasmuch as the nature and volume of requests likely to arise were not known at that stage.

The draft resolution was adopted by a roll-call vote of 39 to none, with 14 abstentions, at the Third Committee's 486th meeting on 25 September (E/2494) and by the General Assembly, at its 453rd plenary meeting on 23 October, by a roll-call vote of 47 to none, with 13 abstentions, as follows:

In favour: Argentina, Belgium, Bolivia, Brazil, Burma, Byelorussian SSR, Canada, Chile, China, Colombia, Costa Rica, Cuba, Czechoslovakia, Dominican Republic, Ecuador, Egypt, El Salvador, Ethiopia, Greece, Guatemala, Haiti, Honduras, Iceland, India, Indonesia, Iran, Iraq, Israel, Lebanon, Liberia, Luxembourg, Mexico, Nicaragua, Pakistan, Panama, Paraguay, Philippines, Poland, Syria, Thailand, Turkey, Ukrainian SSR, USSR, United States, Uruguay, Venezuela, Yugoslavia.

Against: None.

Abstaining: Afghanistan, Australia, Denmark, France, Netherlands, New Zealand, Norway, Peru, Saudi Arabia, Sweden, Union of South Africa, United Kingdom, Yemen.

Resolution 729(VIII) read:

"The General Assembly,

"Noting Economic and Social Council resolution 504 J II (XVI) of 23 July 1953 concerning technical assistance in promoting and safeguarding the rights of women,

"Approves the decision of the Council authorizing the Secretary-General to render, at the request of Member States, services which do not fall within the scope of existing technical assistance programmes, in order to assist these States in promoting and safeguarding the rights of women."

7. Economic Opportunities for Women

The Commission on the Status of Women, at its seventh session, had before it a report by the Secretary-General (E/CN.6/213) concerning part-time work for women and a preliminary report prepared by the International Labour Office (E/CN.6/222) on part-time employment. After noting these reports, the Commission requested (E/2401) the Secretary-General, in co-operation with the International Labour Office, to continue study of the question with a view to preparing such further reports as might be needed to serve as a basis for full discussion of the question at the Commission's eighth session. It invited them to give special attention to the work of women in cottage industries and handicrafts and in seasonal agricultural work in the economically underdeveloped countries of the world. The Commission also expressed the wish that the Secretary-General prepare a bibliography of books and pamphlets on this subject.

8. Participation of Women in the Work of the United Nations and the Specialized Agencies

The Commission had before it a report by the Secretary-General (E/CN.6/216 & Add.1) containing information on the nature and proportion of positions occupied by women in the secretariats of the United Nations and the specialized agencies, and on the number and proportion of women who had served in delegations since the San Francisco Conference. The Commission, taking note of the report of the Secretary-General, deplored the exceedingly small number of women occupying senior and policy-making posts in the secretariats of the United Nations and the specialized agencies and the fact that no upward trend

was discernible in the reports of past years. It urged the Secretary-General and the chief administrative officers of the specialized agencies, in making appointments to senior and policy-making positions in the secretariats, to give equal consideration to qualified women, in conformity with Article 8 of the Charter. It also urged that all discrimination against women be eliminated from the conditions of employment in the secretariats.

The Commission further invited the Secretary-General to continue to make such annual reports, to include in those reports data on the number and proportion of applications presented by women and accepted, and to continue to supplement the report by information on the number and proportion of women who had served during the year as delegates and alternates in sessions of the principal organs of the United Nations and in conferences of the specialized agencies. It suggested that, in addition, the report should include whatever information was available on the number and proportion of women in fellowship and internship programmes of the United Nations and the specialized agencies, and of those serving as experts on technical assistance projects.

The Commission also recommended to non-governmental organizations that they emphasize the importance of expanding opportunities for women at the national level as a means of encouraging the appointment of more women to policy-making posts in the United Nations and specialized agencies.

9. Other Work

The Commission at its seventh session also took note of two lists of communications, a non-confidential list (E/CN.6/CR.6) and a confidential list (SW/Communications List No. 3), submitted by the Secretary-General, together with a reply (SW/Communication No.1) from the Government of a Member State concerning a communication sent to it.

Concerning its programme of future work, it established a programme of priorities, the main headings of which were: political rights and public law; nationality; economic rights and equal pay; private law; educational opportunities; and activities of other United Nations organs affecting the status of women.

The Commission also took note of the report of the Inter-American Commission of Women (E/CN.6/224) on its activities during the year. It adopted a resolution concerning the attendance at its session of a representative of the Women's International Democratic Federation, a non-governmental organization in consultative status category B, expressing regret that the representative had not been granted an entry visa which would have enabled her to come to United Nations Headquarters and to take part in the work of the Commission, calling the attention of the Council to that abnormal situation and requesting it to examine this question at its fifteenth session in order to take appropriate measures.¹²⁵

N. REFUGEES

1. Report of the United Nations High Commissioner for Refugees

In accordance with the Statute of the Office of the United Nations High Commissioner for Refugees,¹²⁶ the General Assembly, at its eighth session, was to review the arrangements for the Office with a view to determining whether it should be continued beyond 31 December 1953. The High Commissioner accordingly submitted, through the Economic and Social Council at its sixteenth session, a report covering the period from June 1952 to May 1953,¹²⁷ giving as full an account as possible of the work undertaken by the Office during that time. The report contained a section on the historical background, and dealt with general activities and work of protection, the work of the branch offices and the situation of refugees in various countries, refugees requir-

ing institutional care, the Refugee Emergency Fund, Ford Foundation grants for refugees, and the Advisory Committee on Refugees.

In his conclusions, the High Commissioner stated that, despite the fact that a number of individual countries had made great efforts to provide some permanent solution for the problem of refugees within the mandate of the Office, there remained a continuing need for some central international organization concerned with the problems of refugees. To ensure that the best possible use is made of the various international funds made available to help refugees, this central organization, he considered, must have some say in the allocation of the funds. Closer co-ordination

¹²⁵ See pp. 501-503.

¹²⁶ See Y.U.N., 1950, pp. 585-87.

¹²⁷ For activities prior to this date, see Y.U.N., 1952, pp. 497-501. For those undertaken during 1953, see below.

and, therefore, more efficient use of existing machinery rather than the establishment of new machinery was needed, he maintained. Continued effort, he stated, must be made not only in the direction of resettlement but also in that of repatriation and integration. This did not imply that there was a need for an international organization with operational functions to deal with the current refugee problem; the responsibilities of the United Nations in providing international protection and seeking permanent solutions should, in his opinion, mainly be the promotion and co-ordination of operations on behalf of refugees. However, he considered, it was essential to prolong the arrangements for the Office for a period long enough to make it possible for it to devote its efforts entirely to the needs of refugees and not, after a very short period, to the administrative problems of liquidation. He therefore recommended that, should the Assembly continue the Office, it should do so for a period of not less than five years and that any subsequent review should take place at least one year before the termination date. In addition, he stressed in the report that it was urgent for the General Assembly to give renewed attention to the continuing problem of emergency aid to the most needy groups within the mandate of his office.

2. Consideration by the Economic and Social Council at its Sixteenth Session

The Economic and Social Council had the High Commissioner's report before it at its 713th to 715th plenary meetings on 6 and 7 July 1953. The majority congratulated the High Commissioner on the progress made by his Office, despite the limited resources at his disposal, and agreed that it was necessary for the work of the Office to be continued. It was also generally agreed that any question of extending the scope of the mandate should be raised in the Assembly. In this connexion, the representative of France, pending the Assembly's decision on the continuation of the Office, at the 715th plenary meeting withdrew a draft resolution (E/L.523) which would propose to increase the powers and responsibilities of the Advisory Committee.

With regard to continuing the Office, there was some difference of opinion as to whether a period should be defined at all, whether the Assembly should define it, or whether three years was preferable to five, but it was finally agreed that the Council should recommend that the Assembly approve the continuation of the Office for a further five years.

By 16 votes to 2, the Council, at its 714th plenary meeting on 7 July, adopted a draft resolution (E/L.521/Rev.1) submitted by Australia, Sweden and the United Kingdom.

By this resolution (500(XVI)) the Council, considering the valuable work performed by the Office of the High Commissioner both in providing international protection for refugees and promoting permanent solutions for their problems, expressed its appreciation of the report, recommended that the Office should be continued for a further period of five years, and drew the attention of the General Assembly to the importance of making provision for the arrangements of the Office to be reviewed at least one year before the expiry of the period which it would determine.

3. Consideration by the General Assembly at its Eighth Session

The General Assembly considered the work of the Office of the United Nations High Commissioner for Refugees at the 497th to 502nd meetings of its Third Committee, on 13 to 16, 19 and 20 October, and at its 453rd and 454th plenary meetings on 23 October 1953. In addition to the report of the United Nations High Commissioner for Refugees (A/2394) (see above), it had before it the relevant sections of the report of the Economic and Social Council (A/2430), a note by the Secretary-General (A/2449) on the question of the continuation of the Office of the High Commissioner, and a memorandum by the Secretary-General (A/2457) containing his comments on the work of the United Nations on behalf of refugees.

At the Committee's 497th meeting on 13 October, the High Commissioner, Dr. G. J. van Heuven Goedhart, outlined the background and origins of the Office, explaining its functions in connexion both with international protection of refugees and the promotion of permanent solutions for their problems. He stressed, among other things, the precarious situation of refugees who were dependent on the Refugee Emergency Fund, particularly those of European origin in China; the difficult cases requiring special care; and the situation of a considerable number of refugees still living in camps in Europe. He also mentioned the valuable work which the interested organizations had enabled his Office to promote in the field of social and economic assimilation of refugees.

At the end of his statement, the High Commissioner submitted certain conclusions (A/C.3/-

L.356) for the consideration of the Committee. In those conclusions, he pointed out that a solution of the refugee problem required the co-operation, in a co-ordinated manner, between the countries of first and second asylum and those of resettlement. There was need, he emphasized, for a better and more co-ordinated use of existing machinery rather than new machinery. Stressing the co-ordinating role of his Office, he pointed out that if the Office were consulted prior to the launching of any programme of international action on behalf of refugees, there would be a considerable increase in the efficiency of the work done. It would also be a step forward if governments would see their way to give attention at a higher level to refugee problems. He also emphasized that the complexity of the current refugee problem made it necessary for a certain amount of long-term planning to be undertaken and for this reason considered five years the minimum period for the prolongation of the Office. Finally, he appealed for further contributions to the Refugee Emergency Fund, pointing out that for many thousands of refugees within the mandate of his Office the living conditions were nearly desperate.

The discussion in the Committee was mainly directed to the question of the continuation of the Office and the need for greater co-ordination of international action on behalf of refugees. The majority expressed their appreciation of the work of the Office of the High Commissioner and emphasized the necessity of continued United Nations action on behalf of refugees through the Office. The majority also emphasized the necessity of working for permanent solutions of the refugee problem through integration and resettlement, and the importance of greater co-ordination of programmes. However, a number of representatives, among them those of Iraq, Saudi Arabia and Yugoslavia, considered that more attention should be paid to voluntary repatriation.

The representatives of the Byelorussian SSR, Czechoslovakia, Poland, the Ukrainian SSR and the USSR considered that the work of the Office should be discontinued, and expressed strong criticism of international action undertaken on behalf of refugees since the end of the war through the International Refugee Organization and the Office of the High Commissioner. They maintained that the Office tended to perpetuate the refugee problem, which should be solved through the repatriation of the refugees in accordance with General Assembly resolution 8(I) of 12 February 1946, the provisions of which, they stated, had not been observed.

The High Commissioner, in answer, stated that he firmly believed that repatriation was the ideal solution for the refugee problem. However, it should be pointed out that repatriation should be voluntary, as was clear from the terms of the Statute of his Office. No person could be sent back to his country of origin against his will and, in fact, the refugees who asked for repatriation were few. Moreover, the High Commissioner's task was not to ensure repatriation or resettlement of refugees. His responsibility was only to facilitate solutions of that kind, not to carry them out. When a refugee expressed a desire to return to his country the High Commissioner could only put him in touch with the nearest interested consulate; such a case had occurred, for example, in connexion with 75 Yugoslav citizens in Greece and twelve European refugees from Shanghai. He was acting, he stated, within the means at his disposal; he had no funds to finance repatriation. Moreover, the Statute and the various resolutions of the General Assembly showed that a refugee who asked to return to his country ceased automatically to be a refugee within the meaning of their provisions and no longer came under the jurisdiction of the High Commissioner. Personally, he was entirely in favour of voluntary repatriation as a solution, yet it was not for him to encourage refugees to take that step but merely to aid those who showed a desire to return to their countries, so far as his means and his terms of reference allowed.

The Committee had before it two draft resolutions, one on the continuation of the Office of the High Commissioner, and a second on the work of the Office. The former, submitted by Belgium, Denmark, the Netherlands, Sweden, the United Kingdom and Uruguay (A/C.3/L.355/Rev.1) would reaffirm the Statute of the Office and recommend that it should be continued for a period of five years from 1 January 1954, with a review to take place not later than at the twelfth session of the General Assembly. The representative of the United States submitted an amendment (A/C.3/L.360) to this, which would omit any reference to the reaffirmation of the Statute but recommend that the Office be continued for five years on the basis of the Statute.

The second draft resolution, submitted by Belgium, Brazil, Colombia, Denmark, the Netherlands, Norway and the United Kingdom (A/C.3/L.357), and concerning the work of the Office of the High Commissioner, would invite the High Commissioner to concern himself in particular with refugees requiring emergency aid, those still living in camps and those requiring special care,

and would appeal to governments to intensify their efforts to promote solutions for the problems of refugees in co-operation with the High Commissioner. It would congratulate the High Commissioner on the relations established with interested organizations and express the hope that appropriate consultations would take place in the drawing up of all programmes of international action designed to improve the situation of refugees who were the concern of the High Commissioner.

Amendments to this draft resolution were proposed by Syria (A/C.3/L.358 & 361) and by Yugoslavia (A/C.3/L.359). The first Syrian amendment (A/C.3/L.358) would request the High Commissioner in the exercise of his functions to take account of the provisions of General Assembly resolution 538 B (VI) of 2 February 1952 concerning repatriation and the provisions of the Statute, emphasizing the humanitarian character of the work of the Office and the importance of concentrating attention on the more destitute categories of refugees. The Yugoslav amendment (A/C.3/L.359) would also stress the question of repatriation and would invite the High Commissioner to pay particular attention and take care of refugees willing to be repatriated. It would further invite him to report to the Assembly's ninth session on his consultations with appropriate international organizations on all programmes of international action designed to improve the situation of refugees within his mandate.

The second Syrian proposal (A/C.3/L.361) would delete the paragraph in the preamble of the draft resolution expressing appreciation for the work accomplished and, in the operative part, the congratulations offered the High Commissioner for the relations he had established with interested organizations.

At the suggestion of the Chairman, the authors of the amendments and the two draft resolutions met informally and agreed on two compromise texts (A/C.3/L.355/Rev.2 & A/C.3/L.357/-Rev.1).

They were adopted by the Third Committee (A/2523 & Corr.1 (I & II)), at its 502nd meeting on 20 October, by 43 votes to 5, with 4 abstentions, and by a roll-call vote of 45 to 5, with 3 abstentions, respectively. The General Assembly, at its 453rd plenary meeting on 23 October, adopted the draft resolutions by 47 votes to 5, with 3 abstentions, and by 48 votes to 5, with 4 abstentions, respectively, as resolutions 727 and 728(VIII).

The same day, at its 454th meeting, on the nomination of the Secretary-General (A/2527) in accordance with Chapter III, paragraph 13 of the Statute of the High Commissioner's Office, the President of the Assembly declared Dr. G. J. van Heuven Goedhart elected as United Nations High Commissioner for Refugees for a period of five years, beginning 1 January 1954. The representative of the USSR stated that, for reasons already explained, he wished to be considered as voting against the election of the High Commissioner. The representatives of the Byelorussian SSR, the Ukrainian SSR, Czechoslovakia and Poland associated themselves with the USSR's objections.

Resolution 727(VIII) read:

"The General Assembly,

"Recalling its resolutions 319(IV) of 3 December 1949 and 428(V) of 14 December 1950, by which the Assembly decided to establish the Office of the United Nations High Commissioner for Refugees and adopted the Statute governing the operation of that Office,

"Considering the continuing need for international action on behalf of refugees,

"Considering the valuable work which has been performed by the Office of the High Commissioner both in providing international protection for refugees and in promoting permanent solutions for their problems,

"1. Decides to continue the Office of the United Nations High Commissioner for Refugees for a period of five years from 1 January 1954 on the basis of the Statute of the Office contained in the annex to General Assembly resolution 428(V);

"2. Decides to review, not later than at the twelfth regular session of the Assembly, the arrangements for the Office of the High Commissioner with a view to determining whether the Office should be continued beyond 31 December 1958;

"3. Decides that the High Commissioner shall be elected for a period of five years from 1 January 1954, and that the High Commissioner shall appoint a Deputy High Commissioner of a nationality other than his own."

Resolution 728(VIII) read:

"The General Assembly,

"Having considered the problems of refugees who are the concern of the United Nations High Commissioner for Refugees in the light of his report to the General Assembly at its eighth session and of the Secretary-General's memorandum,

"Having noted with appreciation the work being done on behalf of these refugees,

"Having noted with concern the precarious situation of certain groups of refugees within the High Commissioner's mandate, in particular those in need of emergency aid, the considerable number still living in camps, and those requiring special care for whom no satisfactory arrangements have yet been made,

"1. Invites the High Commissioner to concern himself in particular with these groups of refugees in carrying out his functions as defined in the Statute of his

Office and to pay special attention to them in his report to the General Assembly at its ninth session;

"2. Appeals to the governments of States Members and non-members of the United Nations to intensify their efforts to promote, in co-operation with the High Commissioner, solutions for the problems of refugees, through repatriation, resettlement and integration in accordance with General Assembly resolution 538 B (VI) of 2 February 1952;

"3. Takes note of the relations which the High Commissioner has established with interested organizations, expresses the hope that appropriate consultations will take place in the drawing up of all programmes of international action designed to improve the situation of refugees within his mandate and invites the High Commissioner to give an account of such consultations in his report."

4. Work of the Office of the United Nations High Commissioner for Refugees

The Office of the United Nations High Commissioner for Refugees, established by the General Assembly as of 1 January 1951, continued to function during 1953.¹²⁸

On 2 February 1952, the General Assembly (resolution 538 B (VI))¹²⁹ had authorized the High Commissioner to appeal for funds to provide emergency aid to the most needy groups of refugees within his mandate. An appeal for funds with which to finance a programme of emergency relief was immediately launched under the name "United Nations Refugee Emergency Fund" (UNREF). During the subsequent year, it was possible, through voluntary contributions from governments and private persons, to provide food and medical attention for the most needy groups of refugees within the High Commissioner's mandate.

The continued provision throughout the world of international protection to refugees within the mandate was the major task of the Office during the year.

The branch offices¹³⁰ were particularly concerned with helping refugees represent their needs to the competent national and local authorities. They assisted refugees to establish their refugee status and to obtain the necessary legal documents. Representations were also made to the competent authorities concerning the right to work, social security benefits and public relief.

An important aspect of international protection for refugees is the promotion of the ratification of relevant international conventions. By the end of 1953 five countries—Belgium, Denmark, the Federal Republic of Germany, Luxembourg and Norway—had ratified the 1951 Convention Relating to the Status of Refugees. It was to come

into force 90 days after the deposit of the sixth instrument of ratification or accession.¹³¹

Special attention was given during the year to the difficult problem of finding asylum for the sick and elderly persons, currently numbering 800, among the group of 15,000 refugees of European origin in China. Barred by reasons of health from the regular programmes of immigration, these persons constituted the residual problem of several years of practical work on behalf of refugees in this region by previous organizations.

A new approach was made to governments, with the result that by the end of 1953, places in homes and sanatoria had been found for more than 300, and the first large group, made up of 51 persons, had been moved from Shanghai to Hong Kong to await transport to Sweden, Denmark and Belgium.

In Austria, a survey of the situation of sick and elderly refugees among the approximately 230,000 refugees within the High Commissioner's mandate was begun. The condition of refugees who have already been placed in institutions and the problems of those who require hospital treatment or special care are to form part of the survey.

In September 1952, the Ford Foundation made available a grant of \$2,900,000 with which the High Commissioner, as Administrator of the grant, was able to launch a number of pilot projects designed to promote the economic integration of refugees in Austria, France, Germany, Trieste and Greece and opportunities for resettlement in Latin America, Canada and Australia. These projects were implemented by voluntary agencies. This work continued throughout 1953 and, by September, almost all the Ford Grant had been allocated; matching contributions to the value of \$7,943,774 had extended the scale of the projects, with the result that nearly 300,000 refugees would benefit.

Some \$400,000 of the \$2,900,000 grant were allocated by the High Commissioner for practical

¹²⁸ For discussions leading to the establishment of the High Commissioner's Office, see Y.U.N., 1950, pp. 580-85. For text of the Statute of the Office, see *ibid.*, pp. 585-87. A summary of the functions and organizational arrangements for the Office is contained in Y.U.N., 1952, pp. 496-97 and is therefore not repeated in this volume. The members serving on the High Commissioner's Advisory Committee and the principal officials of the Office are given in Appendix I. The addresses of the Headquarters, liaison and branch offices are annexed to this section.

¹²⁹ See Y.U.N., 1951, p. 531.

¹³⁰ For list of these branch offices, see p. 440.

¹³¹ Australia deposited its instrument of accession on 22 January 1954 and the Convention accordingly came into force on 22 April 1954.

assistance to Berlin refugees whose arrival in large numbers was affecting the position of the foreign refugees already in Germany. The High Commissioner also appealed to governments in January 1953 to support his action and, by 15 September, goods to the value of \$2,323,843 had been received and the United States Government had donated \$15,000,000 for housing settlements for East German refugees.

The High Commissioner's Advisory Committee met between 27 April and 2 May, when arrangements for the High Commissioner's Office were reviewed and discussion centred on international protection and the position of the refugees of European origin in China and Hong Kong.

UNITED NATIONS REFUGEE EMERGENCY
FUND BUDGET

The main details of the expenditures and contributions relating to the United Nations Refugee Emergency Fund (UNREF) follow.

By 31 December 1953, contributions or pledges, totalling \$1,062,096, had been received as follows:

Contributions Received	
Governmental	
Australia	\$ 55,833
Austria	1,923
Belgium	40,000
Canada	100,462
Denmark	14,607
France	85,714
Germany	13,095
Greece	1,000
Luxembourg (3 contributions)	2,970
Netherlands	35,000
Norway	14,104
Sweden	19,492
Switzerland	69,284
United Kingdom	280,000
	\$ 733,484
Private Agencies, Societies and Individuals	61,937
	\$ 795,421
Other Assets	
IRO Trust Fund for Shanghai Operation	235,869
IRO Grant for resettlement of difficult case:	10,000
Miscellaneous Income	6,702
	\$ 252,571

Pledges from Governments	
Norway (2nd contribution)	14,104
Total	\$1,062,096 ¹³²

Allocations

Of this total, \$847,527 had been spent and the remainder allocated by the end of 1953. Expenditures were as follows:

For emergency relief to refugees in	
Austria	\$ 35,107
Belgium	420
Germany	16,578
Greece	27,944
Italy	25,000
Middle East	21,000
Switzerland	483
Trieste	20,000
Turkey	1,500
	\$ 148,032
Resettlement of difficult cases from Shanghai to Belgium	\$13,000
Resettlement of difficult cases from Shanghai to France	20,000
	\$ 33,000
Expenditures Shanghai Operation	
1 March 1952-31 December 1953	503,143
Due ICEM care and maintenance refugees in Hong Kong 1953	121,360
Due Jewish Council care and maintenance refugees in Shanghai 1953	3,511
	\$ 628,014
Administrative expenses	
1 March 1952-31 December 1953	21,851
Fund raising expenses	7,179
Miscellaneous	3,451
	\$ 32,481
Accounts payable (Liquidated since date of statement)	6,000
	\$ 847,527

¹³² As of 26 February 1954, an additional \$97,496 have been received from Australia (2nd contribution), the Holy See, New Zealand and Switzerland (2nd contribution).

ANNEX. OFFICE OF THE UNITED NATIONS HIGH COMMISSIONER FOR REFUGEES:
HEADQUARTERS, LIAISON AND BRANCH OFFICES

(1) HEADQUARTERS:

Address: Office of the United Nations High
Commissioner for Refugees,
Palais des Nations,
Geneva, Switzerland.
Cables: HICOMREF GENEVA

Address: Representative,
UNHCR Branch Office for Germany,
89/91 Kolnerstrasse,
Bad Godesberg, Germany.
Cables: HICOMREF BAD GODESBERG

(2) LIAISON OFFICE WITH UNITED NATIONS
HEADQUARTERS:

Address: Office of the United Nations High
Commissioner for Refugees,
Room 3858,
United Nations Headquarters,
New York, U.S.A.
Cables: HICOMREF NEW YORK

Address: Representative,
UNHCR Branch Office for Greece,
59 Skoufa Street,
Athens, Greece.
Cables: HICOMREF ATHENS

Address: Representative,
UNHCR Branch Office for Italy,
Viale David Lubin 2,
Rome, Italy.
Cables: HICOMREF ROME

(3) BRANCH OFFICES:

Address: Representative,
UNHCR Branch Office for Austria,
3 Krugerstrasse,
Vienna I, Austria.
Cables: HICOMREF VIENNA

Address: Representative,
UNHCR Branch Office for Latin America,
Avenida Jiménez de Quesada 8-89,
Oficina 301,
Bogota, Colombia.
Cables: HICOMREF BOGOTA

Address: Representative,
UNHCR Branch Office for Belgium,
Netherlands and Luxembourg,
63 rue de l'Association,
Brussels, Belgium.
Cables: HICOMREF BRUSSELS

Address: Representative,
UNHCR Branch Office for the United
Kingdom and British Commonwealth,
Russell Square House,
Russell Square,
London, W.C.1., England.
Cables: HICOMREF WESTCENT LONDON

Address: Representative,
UNHCR Branch Office for the Far East,
c/o ECAFE,
Rajadamnoen Avenue,
Bangkok, Thailand.
Cables: HICOMREF BANGKOK

Address: Representative,
UNHCR Branch Office for the United States
U.N. Headquarters,
United Nations, New York.
Cables: HICOMREF NEW YORK

Address: Representative,
UNHCR Branch Office for France,
103 rue de l'Université,
Paris 7, France.
Cables: HICOMREF PARIS

Address: Joint Representative,
United Nations High Commissioner for
Refugees and the Intergovernmental
Committee for European Migration
c/o Bank of East Asia Building,
801 Desvoeux Road C,
Hong Kong.
Cables: HICOMREF HONG KONG

O. SOCIAL QUESTIONS

The Economic and Social Council at its sixteenth session reviewed the report of the ninth session of the Social Commission, held from 4 to 20 May 1953 (E/2437), which, inter alia, dealt with two major subjects, the programme of concerted practical action in the social field and the future of UNICEF.¹³³ The Council also considered those sections of the Commission's report dealing with the progress made on a number of selected items of the Commission's work programme, as well as its general work programme and priorities for 1954-1955, as indicated below.

1. Concerted Practical Action
in the Social Field

a. REPORT OF THE SECRETARY-GENERAL

In accordance with General Assembly resolution 535(VI)¹³⁴ and Council resolutions 434 A (XIV)¹³⁵ and 451 A (XIV),¹³⁶ and in the light of the findings of the Preliminary Report on the

¹³³ For UNICEF, see below, under that heading.

¹³⁴ See Y.U.N., 1951, pp. 552-53.

¹³⁵ See Y.U.N., 1952, p. 506.

¹³⁶ Ibid, p. 539.

World Social Situation (E/CN.5/267/Rev.1)¹³⁷ the Secretary-General, in consultation with the executive heads of the specialized agencies concerned, submitted to the Social Commission at its ninth session a report on a "Programme of Concerted Practical Action in the Social Field of the United Nations and Specialized Agencies" (E/CN.5/291 & Addenda). The report represented the common efforts of the United Nations (including UNICEF, the Office of the United Nations High Commissioner for Refugees, the United Nations Relief and Works Agency for Palestine Refugees in the Near East (UNRWA) and the United Nations Korean Reconstruction Agency (UNKRA)), the International Labour Organisation (ILO), the Food and Agriculture Organization of the United Nations (FAO), the United Nations Educational, Scientific and Cultural Organization (UNESCO), and the World Health Organization (WHO), and took into account the observations submitted by various governments.¹³⁸ The essential findings of the report expressed the views of the executive heads of the international agencies concerned, but not of their policy-making bodies.

The report reviewed the development of policy in international social programmes, analysed the current programmes and suggested various developments and re-orientations in the following fields: background research basic to social policy; health and narcotic drugs; housing and town and country planning; nutrition and home economics; education; labour; community organization and development (with special reference to rural areas programmes); social security, social assistance and related measures concerned with income; social protection and rehabilitation; migration and refugees; and emergency relief. Further, it analysed the techniques used for the implementation of international social programmes: collection and dissemination of information, legal and semi-legal instruments in the social field and direct assistance to governments.

In the conclusions of the report, the Secretary-General and the Directors-General of the four specialized agencies concerned stated that, in their view, there did not appear to be any significant gaps in the substance of international programmes in the social field. They stated that the most important problems which arose in increasing the effectiveness of the social programme were: (1) improvement of techniques; (2) achieving full governmental and popular co-operation in the implementation of essential long-term programmes; and (3) obtaining new resources for social development. The international organizations, it was stated, might make a substantial con-

tribution to the improvement of techniques within the limitations of existing constitutional arrangements but the solutions to problems of new resources and governmental and popular co-operation lay almost wholly within the province of Member Governments.

The Social Commission, in developing its recommendations at its ninth session, reviewed its own work programme and also considered the contributions which the specialized agencies and other organizations had made, and could make, towards improving social conditions.

The Commission, in its report (E/2437), set forth for the Council's approval certain general principles to be applied in matters of assistance to governments, the essential elements of a programme of practical action in the social field and the methods and techniques best adapted to carrying out activities in the social field.

The importance of the role of non-governmental organizations in promoting and developing programmes of social action was emphasized by various members of the Commission and also confirmed by the representatives of non-governmental organizations who participated either in the Commission's or the Council's consideration of this item.¹³⁹

b. CONSIDERATION BY THE ECONOMIC AND SOCIAL COUNCIL AT ITS SIXTEENTH SESSION

The question of concerted practical action in the social field was considered by the Council at its sixteenth session, during its 734th to 736th, 738th, 739th and 744th plenary meetings, held on 21, 23, 28 and 31 July 1953. Most representatives, including those of Argentina, Belgium,

¹³⁷ U.N.P., Sales No.: 1952.IV.11.

¹³⁸ The following Governments had, up to 15 February 1953, submitted observations: Canada, Ceylon, Egypt, France, Italy, the Philippines, Sweden, the United Kingdom, the USSR and the United States. In addition, the following Governments stated that they had no specific suggestions to offer: Austria, Denmark, Egypt, the Hashemite Kingdom of Jordan, India, New Zealand, Panama, Switzerland and Thailand. Subsequently (by 23 April 1953) the following Governments submitted observations: Greece, the Netherlands, the Union of South Africa and Yugoslavia.

¹³⁹ Catholic International Union for Social Service, International Association of Penal Law, International Bureau for the Unification of Penal Law, International Catholic Migration Committee, International Committee of Schools of Social Work, International Confederation of Free Trade Unions, International Conference of Catholic Charities, International Conference of Social Work, International Federation of University Women, International Social Service, International Society for the Welfare of Cripples, International Union for Child Welfare, World Alliance of Young Men's Christian Associations, World Federation of Trade Unions.

France, Sweden, the United Kingdom, the United States and Uruguay, expressed general satisfaction with the report on this question.

During the discussion, several representatives, including those of Argentina, Belgium and Uruguay, spoke of the inter-relationships between economic and social problems. They were gratified that the Council was devoting more time to the study of social problems.

Several representatives, in particular those of Argentina, Belgium, India and the United States, agreed that in the programmes of international assistance to governments in the social field, emphasis should be placed on under-developed countries. Nevertheless, it was pointed out that all countries had urgent social problems.

There was also agreement that international action should be closely integrated with national programmes. The representative of Belgium, in particular, stated that governments were responsible for determining their own social policies; the United Nations could do no more than encourage, assist and inform the national authorities, whom they could not in any circumstances replace.

Many representatives held the view, emphasized by the Social Commission, that governmental activities should be based on the co-operation of the people themselves and on the initiative of local communities. The representatives of Belgium, the Philippines, the United States and Yugoslavia, among others, stressed the importance of developing programmes of community organization and development, and particularly of establishing social welfare centres, as well as of building up training facilities.

Certain representatives, in particular those of Argentina and Sweden, underlined the importance of preliminary studies.

The representative of the Philippines said that he was in favour of a bold and far-reaching programme measuring up to the world's needs in the field of social development. More than half the population of the world, he declared, was living at a level that failed to give it adequate nutrition, housing, education, conditions of work and reasonable freedom from preventable disease. The social situation in Asia and in other under-developed areas, he said, could not be dealt with decisively in the interests of world peace by half measures. The challenge to the United Nations was total: social and economic as well as political. Its response to that challenge should also be total.

The view was expressed by the representatives of Poland and the USSR that the Secretary-Gen-

eral's report, having proved the urgency of social problems, did not contain practical suggestions and that the Social Commission's resolution had also failed to incorporate proposals designed to improve the living standards of the populations throughout the world. The Council, they argued, must repair that omission. Many countries, they declared, had no social security systems at all, while in others the system was defective and was the victim of racial discrimination. In the under-developed countries, they stated, there was a very close link between economic development and social security; improvements in the social security systems could give an added impetus to economic development. They spoke in support of a memorandum (E/2422) by the World Federation of Trade Unions (WFTU) on social security (see below).

The Council had before it (1) a Polish draft resolution (E/L.544 & Corr.2) and (2) a draft resolution proposed by the Social Commission for adoption by the Council (E/2437 B), with amendments to it.

The preamble to the Polish draft would have the Council draw attention to the memorandum by WFTU (E/2422) and the enclosed programme of social security prepared by the International Conference for the Defence, Improvement and Extension of Social Insurance and Social Security, held in Vienna in 1953 (E/C.2/349 & E/C.2/350). In its operative part, the draft resolution would have the Council:

- (1) state that the above-mentioned Conference's prepared programme of social insurance and social security corresponded with the principles of the United Nations;
- (2) express gratitude to the Conference for the preparation of constructive proposals; and
- (3) include in its plan of work for 1953-54 as a problem of priority importance, the programme prepared by the Conference for further substantive study and review at one of the sessions of the Council in 1954.

Certain representatives, in particular those of Australia, Belgium and the United States, considered that the Polish proposal was intended to by-pass, or even to undermine, the position of ILO, which had the necessary authority to deal with questions relating to social security. Furthermore, the Polish proposal sought to replace a number of important international instruments, treaties and intergovernmental declarations by a statement elaborated by a single non-governmental organization, which, they argued, represented only one political point of view.

In support of the Polish proposal, the representatives of Poland and the USSR argued that the

programme which was being proposed for adoption by the Council had been developed by the representatives of 59 countries of various political views. Moreover, the purpose of the Polish draft was not to usurp the function of ILO but merely to incorporate in the Council's plan of work for 1953-54 the study of a programme of social security elaborated by a large and representative international conference, all of whose participants had had direct experience of the problems involved.

The representatives of Egypt and India considered that proposals by a recognized non-governmental organization ought to be given due consideration. They orally proposed that the preamble of the Polish proposal be voted upon paragraph by paragraph.

The first part of the preamble to the Polish draft, referring to the WFTU memorandum, was rejected by 11 votes to 4, with 3 abstentions, and the second part, referring to the enclosed programme prepared by the International Conference for the Defence, Improvement and Extension of Social Insurance and Social Security, was rejected, by 12 votes to 2, with 4 abstentions. The first operative paragraph was rejected by 12 votes to 2, with 4 abstentions, the second by 13 votes to 2, with 3 abstentions, and the third by 13 votes to 4, with 1 abstention.

The resolution submitted by the Social Commission (E/2437), *inter alia*, laid down a number of general principles which the Secretary-General was invited to apply in matters of assistance to governments. An annex to the resolution defined the essential elements of a programme of practical action in the social field.

A number of representatives, in particular those of Argentina, the Philippines, the United States, Venezuela and Yugoslavia, expressed the opinion that this draft resolution, while serving as a sound basis for the Council's consideration, failed to provide specific recommendations for implementation of the programme. Accordingly, they jointly submitted an amendment (E/L.541 & Rev.1 & 2) which would, *inter alia*, incorporate the annex of the resolution proposed by the Social Commission into the substantive part of the resolution, and proposed certain changes aimed at placing more emphasis on the importance of community organization and development in the programme of international organizations.

The joint amendment called for the following specific action by the Secretary-General:

(1) to convene one or more small groups of senior policy-making representatives of the governments of

countries having similar social and economic problems with representatives of the secretariats of the United Nations and of the specialized agencies concerned to plan concrete programmes for expanding community projects and training facilities and for strengthening national and local organizations administering social programmes; and

(2) to submit to the Council a report containing recommendations on further practical measures.

The Secretary-General estimated that, as far as the United Nations was concerned, an expenditure of \$2,000 to \$3,000 would be required to convene such groups.

Sub-amendments to the joint five-Power amendment (E/L.541/Rev.2) were submitted: (1) jointly by France, Sweden and the United Kingdom (E/L.545, later revised as E/L.546); (2) by Australia (E/L.549, later revised as E/L.549/Rev.1); (3) by Poland (E/L.550); (4) by Belgium (E/L.552); and (5) by Turkey (E/L.558).¹⁴⁰

The joint three-Power sub-amendment (E/L.546) proposed, *inter alia*, to replace the provisions concerning the general principles to be applied in matters of assistance to governments by a provision inviting the attention of the General Assembly to previous Council resolutions on the subject (324(XI) & 451 A (XIV)) stating the opinion that these constituted sufficient guidance as to criteria and priorities.

This sub-amendment was rejected by the Council by 10 votes to 6, with 2 abstentions.

The Australian sub-amendment (E/L.549/Rev.1) would add assistance to "groups in need of special care", to the list of projects being undertaken in the social field.

This was adopted by 13 votes to none, with 5 abstentions.

The first paragraph of the Polish sub-amendment (E/L.550) would have the Council state that international action in the social field should "give special consideration to the needs of" under-developed areas rather than "concentrate on" such areas.

The representative of Poland explained that his sub-amendment sought to provide that, while special consideration was given to the needs of the under-developed areas, the United Nations programme would also embrace other areas since deficiencies in the social field existed also in highly industrialized and developed countries.

This paragraph was adopted unanimously.

The second paragraph of the sub-amendment would have the Council state that international as well as national measures in the social field should be introduced and applied "without any difference as to race, sex, language or religion".

This paragraph was rejected by 6 votes to 2, with 10 abstentions.

¹⁴⁰ For the convenience of the members of the Council, the Secretariat prepared a working paper (E/L.559) for the Council's 744th meeting on 31 July, indicating the paragraphs of the draft resolution on the programme of concerted practical action in the social field which had been accepted and those yet to be voted upon.

The third paragraph of the sub-amendment, *inter alia*, would:

(1) have the Council refer to projects for improving "social insurance" as well as "social security" measures; and

(2) delete a reference to the development of "constructive employer-employee relationships" as a reason for assuring respect for trade union freedom.

The representative of Poland explained that he did not think it was the purpose of the Council to enter into the problem of contractual relationships between employers and employees.

The first part of this paragraph was adopted by 10 votes to none, with 8 abstentions, and the second part rejected by 6 votes to 2, with 10 abstentions.

The fourth paragraph of the Polish sub-amendment would add the following methods and techniques for assisting governments in carrying out activities in the social field:

(1) the strengthening of governmental administration of programmes in the social field;

(2) the continuing study of the relationship of measures to increase international trade; and

(3) surveys essential to the implementation of practical action.

The representative of Poland explained that these additions were taken verbatim from section C of the annex to the draft resolution submitted by the Social Commission.

The first part of this paragraph was rejected by 5 votes to 3, with 10 abstentions; and the last two parts, each, by 6 votes to 2, with 10 abstentions.

The Belgian sub-amendment (E/L.552) would add a provision for the encouragement of "scientific training and research" in the programme of practical action in the social field.

This sub-amendment was adopted by 9 votes to 4, with 5 abstentions.

The Turkish sub-amendment (E/L.558) would state that the programme should be established "without disturbing the balance between economic and social programmes".

The Turkish representative, however, accepted an oral United States proposal to reword the sub-amendment to state "without prejudice to the economic priority programmes".

The sub-amendment, as thus amended, was adopted by 9 votes to 4, with 5 abstentions.

The joint five-Power amendment and the sub-amendments to it were voted upon by the Council at its 738th, 739th and 744th plenary meetings, on 28 and 31 July. AH paragraphs were adopted by votes, ranging from unanimity to 15 to 2, with 1 abstention.

The draft resolution, as a whole and as amended, was adopted by the Council at its 744th meeting on 31 July by 15 votes to none, with 3 abstentions, as resolution 496(XVI). It read:

"The Economic and Social Council,

"Taking into account the recommendations of its Social Commission on the programme of concerted action in the social field,

"Having considered the report by the Secretary-General on a programme of concerted practical action in the social field of the United Nations and the specialized agencies prepared in the light of criteria for, and priorities in the social field established by Council resolutions 324(XI) and 451 A (XIV), the findings of the Preliminary Report on the World Social Situation, the views of governments and policies established by the United Nations and the specialized agencies,

"1. Informs the General Assembly that, in accordance with General Assembly resolution 535(VI), it has examined the social activities undertaken by the United Nations and the specialized agencies;

"2. Calls attention to the fact that progress has already been made through national, bilateral and international action in dealing with the age-old problems of ignorance, poverty and disease, but that in spite of all efforts, the need as pictured in the report on the world social situation is so great that resources available are still inadequate;

"3. Notes with satisfaction that the Secretary-General's report contains suggestions directed to increasing the practical effectiveness of the social programme which the Council commends to the careful consideration of the organizations concerned;

"4. Agrees with the views expressed by the Secretary-General and the Directors-General of the specialized agencies concerned that, in the programme of activities now being undertaken as part of a broader plan for the promotion of social progress and the raising of standards of living among the people, there is need for reorientation, further concentration of effort, wider geographical coverage, improvement of methods and techniques, additional resources and for achieving full governmental and popular co-operation;

"5. Considers that special attention should be devoted to the exploration for broader sources indispensable for international financing of social and economic development;

"6. Considers that international action in the social field should give special consideration to the needs of under-developed areas;

"7. Requests the Secretary-General and invites the specialized agencies to apply in matters of assistance to governments the following general principles:

"(a) The inter-related character of economic and social factors and the benefits to social progress resulting from a balanced expansion of world economy require that economic development and social development go hand-in-hand with a view to improving standards of living; projects financed by the United Nations and the specialized agencies should be selected bearing in mind this inter-relationship;

"(b) Such projects should be concerted with integrated plans for economic and social development prepared by each of the beneficiary governments;

"(c) Such projects should yield early and permanent results and reach a maximum number of people;

"(d) Such projects should be adapted to the geographic, economic, social and demographic conditions of the country concerned, and studies of these conditions essential to effective practical projects should be undertaken but should not delay action to meet urgent needs;

"(e) The participation of appropriate non-governmental organizations in the implementation of international programmes in the social field should be en-

couraged and their experience, competence and facilities utilized to the fullest extent;

"8. Considers that a concerted programme of practical action in the social field should, within the framework of criteria and priorities established by Council resolutions 324(XI) and 451 A (XIV) and without prejudice to the priorities established in the economic field, concentrate on projects which:

"(a) Improve health and nutrition by increasing food supply and improving food distribution and dietary practices;

"(b) Strengthen national health services with greater accessibility of medical services, improve maternal and child health and prevent and control major communicable diseases;

"(c) Strengthen national family and child welfare services;

"(d) Introduce, extend and improve social security and social insurance measures such as assistance in old age, unemployment and disability;

"(e) Develop and extend services for the welfare of groups in need of special care;

"(f) Emphasize fundamental education, promote greater accessibility of education for the broad masses of the population, introduce or develop in the Member States of the United Nations free compulsory primary education for all and encourage scientific training and research;

"(g) Improve housing and community facilities, especially for persons in low-income groups;

"(h) Increase employment opportunities, improve labour standards, strengthen training and manpower services, assure respect for trade-union freedom so as to develop constructive employer-employee relationships and encourage any measures which will improve the social and economic status of workers;

"9. Considers it advisable, as an immediate objective, to pay particular attention to the use of the following practical methods and techniques for assisting governments in carrying out the activities set forth in paragraph 8:

"(a) The promotion and implementation of community development projects, particularly through the establishment of demonstration centres;

"(b) The rapid development of programmes and facilities for training both professional and technical personnel and auxiliary and community workers;

"(c) The development and strengthening of national and local organizations necessary for administering social programmes;

"10. Authorizes the Secretary-General to take early action, on an experimental basis and at the request of the governments concerned, to convene one or more small groups of senior policy-making representatives of governments having similar social and economic problems and of representatives of the Secretariats of the United Nations and the specialized agencies concerned, to plan concrete programmes for expansion of community development projects, including training facilities and the strengthening of organizations for administering social programmes related to community development in their respective countries;

"11. Requests the Technical Assistance Board to give sympathetic consideration, as resources permit, to such requests as the governments concerned may make regarding any particular aspects of these programmes;

"12. Requests the Secretary-General, in consultation with the Directors-General of the specialized agencies, to submit to an early session of the Council a report containing recommendations on further practical measures which might be taken to strengthen and make more effective methods and techniques of the type recommended in paragraph 9, taking into account the results of consultations provided for in paragraph 10."

c. CONSIDERATION BY THE GENERAL ASSEMBLY AT ITS EIGHTH SESSION

The question of concerted practical action in the social field was referred by the General Assembly at its eighth session to the Third Committee, which considered it at its 492nd to 496th meetings, on 6 to 9 and 12 October 1953. The Committee had before it chapter IV, section I of the report of the Economic and Social Council, which dealt with the Council's discussion of the matter, and a note by the Secretary-General (A/2474) drawing attention to Council resolution 496(XVI) of 31 July 1953.

The representatives of Argentina, Cuba, France, India, Iraq, Israel, the Netherlands, the Philippines and Yugoslavia, among others, emphasized the urgent necessity of promoting social as well as economic progress as a means towards the elimination of the evils reflected in the Preliminary Report on the World Social Situation.¹⁴¹ (This Report showed that more than half of the people in the world were still without means of satisfying their most elementary needs in health, nutrition, housing, education and conditions of work.) It was stated that the United Nations was responsible under the Charter for carrying out a social policy to achieve better living conditions. The realistic denunciation in the Report of the ignorance, poverty and disease from which mankind was suffering, said the representative of Cuba, removed any doubt of the urgent necessity for the United Nations to give all its support to social progress.

The representatives of Argentina, Ecuador, France, Guatemala, Liberia, the Philippines and Syria, in particular, drew attention to the inadequacy of available national and international resources for the implementation of the vast programmes essential to the solution of worldwide social problems.

Most representatives, nevertheless, considered that concerted practical action in the social field could be taken by the United Nations and the specialized agencies.

Certain representatives, including those of China, the Dominican Republic, Israel, Lebanon, the Philippines and Turkey, bearing in mind the

¹⁴¹ U.N.P., Sales No.: 1952.IV.11.

current limitations of resources, considered the existing international social programmes as developing rather than final. The programme was only a beginning and might be improved, but the desired progress could not be anticipated overnight. The problems were not new and no one could hope to solve them alone; concerted action was required. The Council was playing an essential part as a co-ordinating factor, and it should be commended and encouraged.

A few representatives, among others those of Egypt, Saudi Arabia, Syria and the United Kingdom, stressed that it would be preferable to adopt a realistic approach and to concentrate the limited resources available on projects of primary importance.

A number of representatives, including those of France, Greece, India, Israel, the Netherlands, the Philippines and Yugoslavia, agreed with the Council that international assistance in the social field should aim particularly at promoting and implementing community development projects and extending training programmes and facilities.

In the various stages of development of a programme of concerted practical action in the social field, the importance of the co-operation of the various specialized agencies and non-governmental organizations was emphasized by, among others, the representatives of Belgium, Canada, China, France and Israel.

The representatives of the Byelorussian SSR, Czechoslovakia, Poland, the Ukrainian SSR and the USSR declared that social conditions in many countries, and particularly in the Trust Territories and Non-Self-Governing Territories, were at a low level. Because of military preparations, the already very small allowances and pensions for unemployment, sickness and old age were being steadily reduced, while the continual rise in prices and the depreciation of the currency were reducing the real scale of expenditure on social insurance, which had already been curtailed, they asserted. The programme of concerted practical action adopted by the Council did not, in their view, meet the necessary requirements, as the programme was too wide and too abstract as a whole, and too general on certain points. They spoke in support of USSR amendments (see below) which, in their opinion, would give the work of the United Nations in the social field real practical value and would enable the United Nations to play its part in improving the world social situation.

The Third Committee had before it a joint draft resolution by Ecuador, the Philippines, the

United States and Yugoslavia (A/C.3/L.348) by which the General Assembly would:

(1) thank the Economic and Social Council for the careful manner in which it had carried out the request contained in Assembly resolution 535(VI), in co-operation with Member Governments, the specialized agencies, the Social Commission and the Secretary-General;

(2) take note with appreciation of the programme of practical action in the social field of the United Nations and of the specialized agencies adopted in Council resolution 496(XVI); and

(3) request the Council: (a) to keep the development of this programme under review; (b) to consider, as appropriate, further practical measures which might be undertaken in accordance with its resolution 496(XVI); and (c) to report, as appropriate, to the General Assembly on the progress achieved.

Amendments to the joint draft resolution (A/C.3/L.348) were submitted by Saudi Arabia and Egypt jointly (A/C.3/L.349); by France (A/C.3/L.350) with a Syrian sub-amendment to it (A/C.3/L.351); and by Lebanon (A/C.3/L.352).

The joint amendment of Saudi Arabia and Egypt proposed the deletion of the first operative paragraph of the four-Power draft, the words "with appreciation" in the second operative paragraph, and the words "as appropriate" in the last operative paragraph.

The sponsors considered that the expression of thanks and appreciation in the joint draft was inappropriate before it had been determined to what extent the Council resolution met the request expressed by the General Assembly in resolution 535(VI) and that to provide that the Council should consider further practical measures "as appropriate" and report "as appropriate" to the Assembly would give it too free a hand.

The French amendment proposed the insertion of a new operative paragraph, in which the Secretary-General and the specialized agencies would be invited to keep particularly in mind, in the implementation of the projects of the programme of practical action, the general principles and methods and techniques defined in Council resolution 496(XVI).

The sponsors of the joint draft accepted the French amendment.

The Syrian sub-amendment to the French amendment would provide for particular reference to paragraph 6 of Council resolution 496(XVI), referring to special consideration to the needs of under-developed areas.

The Lebanese amendment proposed that the Assembly note with appreciation the Council's "efforts to develop" a programme and state that the Council should keep the development of the programme under review "with a view to its constant improvement".

After consultation between the sponsors of the joint draft resolution and the authors of the amendments, a revised joint draft was introduced by Ecuador, Egypt, France, Lebanon, the Philippines, Syria, the United States and Yugoslavia (A/C.3/L.353) to replace the original four-Power draft (A/C.3/L.348) and the amendments to it.

An Argentine oral amendment and a USSR formal amendment (A/C.3/L.354) to the revised joint draft resolution were proposed. The Argentine oral amendment, which was designed to ensure that emphasis was placed on the special needs of the under-developed countries, was accepted by the sponsors of the revised joint draft.

The USSR amendment (A/C.3/L.354) proposed the insertion of a new operative paragraph in which the Assembly would recommend that the Council should supplement and amend the programme set forth in its resolution 496(XVI).

Sub-paragraph (a) of the amendment proposed that paragraph 8 (b) of resolution 496(XVI) be amended so as to "ensure greater accessibility of medical services for the population without discrimination as to race, sex, language, creed, property status or social origin".

This sub-paragraph was rejected by 27 votes to 10, with 14 abstentions.

Sub-paragraph (b) proposed that paragraph 8 (d) of resolution 496(XVI) be amended so as to "extend social security measures, unemployment, old age, disability and sickness insurance measures, and maternal and child welfare measures".

This sub-paragraph was rejected by 27 votes to 7, with 17 abstentions.

Sub-paragraph (c) proposed that paragraph 8 (f) of resolution 496(XVI) be amended so as to "promote greater accessibility of education for the broad masses of the population and introduce in the Member States of the United Nations free compulsory primary education for all citizens without any discrimination as to race, sex, language, creed, property status or social origin".

This sub-paragraph was rejected by 25 votes to 11, with 15 abstentions.

Sub-paragraph (d) proposed the addition of a new paragraph 8 (i) to resolution 496(XVI) concerning the improvement of health, education and social welfare in the Non-Self-Governing and Trust Territories.

This sub-paragraph was adopted by a roll-call vote of 28 to 13, with 10 abstentions.

In view of the adoption of this sub-paragraph, it was understood that the preamble to that amendment would be included in the new operative paragraph 3 of the joint draft and that the existing paragraph 3 was to become operative paragraph 4.

The joint draft, as amended, as a whole, was adopted by the Third Committee, at its 496th meeting on 12 October, by 38 votes to none, with 11 abstentions (A/2514), and by the General Assembly, at its 454th plenary meeting on 23 October, by 45 votes to none, with 12 abstentions, as resolution 732(VIII). It read:

"The General Assembly,

"Reaffirming the principles contained in its resolution 535(VI) of 2 February 1952,

"1. Takes note with appreciation of the efforts made to establish the programme of concerted practical action

in the social field of the United Nations and the specialized agencies adopted in Economic and Social Council resolution 496(XVI) of 31 July 1953;

"2. Invites the Secretary-General and the specialized agencies to keep particularly in mind, in the implementation of the projects of the programme of concerted practical action, the general principles, methods and techniques defined in Economic and Social Council resolution 496(XVI), special consideration being given to the needs of the under-developed countries;

"3. Recommends that the Economic and Social Council should supplement the programme of concerted practical action in the social field of the United Nations and the specialized agencies as set forth in resolution 496(XVI), by the insertion of a new paragraph 8 (i) reading as follows:

'Improve the situation with respect to health, education and social welfare in the Non-Self-Governing and Trust Territories.'

"4. Requests the Economic and Social Council:

"(a) To keep the development of the programme under consideration with a view to its progressive improvement;

"(b) To consider, as appropriate, further practical measures which may be undertaken in accordance with General Assembly resolution 535(VI) and Economic and Social Council resolution 496(XVI) with the addition thereto recommended to the Economic and Social Council by the General Assembly at its eighth session;

"(c) To report to the General Assembly on the progress achieved."

d. CONSIDERATION BY THE ECONOMIC AND SOCIAL COUNCIL AT ITS RESUMED SIXTEENTH SESSION

The question was again considered by the Council at its resumed sixteenth session, at the 753rd and 754th plenary meetings on 1 and 7 December.

At its 754th plenary meeting, the Council adopted (resolution 511(XVI)), without discussion and without objection, a draft resolution submitted by Argentina (E/L.573), by which the Council took note of Assembly resolution 732 (VIII), and, in accordance with that resolution, amended Council resolution 496(XVI) by the inclusion of a new sub-paragraph (i) in paragraph 8, reading as follows:

"Improve the situation with respect to health, education and social welfare in the Non-Self-Governing and Trust Territories."

2. General Programme of Work and Priorities of the Social Commission

The Social Commission, at its ninth session in May 1953, had before it progress reports giving a full account of the action taken by the Secretariat on the following selected items of its work programme which had been given high priority

by the Commission and the Council, or in areas where policy guidance was needed: community welfare centres (E/CN.5/289/Add.1); strengthening of national programmes for family and child welfare (E/CN.5/289/Add.2); social defence (E/CN.5/289/Add.3); studies on financing of housing (including co-operative and self-help methods) (E/CN.5/289/Add.4); and advisory social welfare services and relevant assistance provided under the Expanded Programme of technical assistance for the economic development of under-developed countries (E/CN.5/289/Add.5).¹⁴²

The Commission also considered a detailed report by the Secretary-General on its work programme for 1954-55 (E/CN.5/292 & Add.1). A number of adjustments had been proposed as a result of the priorities established by the Council in resolution 451 A (XIV), involving a change of emphasis in order to make more staff available for direct assistance to governments in the extension of social programmes. For example, in the field of housing and town and country planning, higher priority had been assigned to training of personnel and regional land use planning, in the light of the increased attention of the Commission to training of all types of social workers and to the integration of studies with projects of practical action in the social field. Other examples concerned the restriction of the Biennial Report on Community, Family and Child Welfare to a report on significant developments in the field of family and child welfare; and the incorporation of the separate "Report on Social Welfare, Planning and the Organization and Administration of Social Services" in the quadrennial "International Survey of Programmes of Social Development".

The work programme for 1954-55, as adopted by the Social Commission, was listed in annex II of the Commission's report (E/2437). The programme was organized into four main fields of activity: social policy and development, housing and town and country planning, social services and social defence.

The Commission's report (E/2437) was considered by the Economic and Social Council at its sixteenth session, at the 234th to 236th meetings of the Council's Social Committee from 6 to 8 July, and at the 736th plenary meeting of the Council on 23 July 1953.

Members of the Council, in discussing the work programme, noted with satisfaction that the Commission had become increasingly aware of the close relationship between its work and other programmes for which the Council was respon-

sible. The particular importance of the Commission's work, it was stressed, lay in the fact that it brought to light the complexity of world social problems and gaps that existed between the standards of living in developed and under-developed countries. Whereas during its early sessions the Commission had studied many specific welfare questions, more recently it had examined world social problems, thereby enabling it to advise the Council on the programmes and resources of international organizations in relation to the needs in the social field. As the General Assembly had recommended that the Secretariat should report every four years on the world social situation and also on national and international measures taken to improve social conditions throughout the world, it was suggested that the Commission, at each of its sessions to be held every second year, might consider the possibility of examining one of these two general reports; furthermore, that it might study two or three specific technical questions and receive sufficiently precise reports on them in order that effective recommendations might be made. Finally, it was suggested that the Commission might examine a general report on the work accomplished by the United Nations in the social field during the preceding two years and on the work it proposed to undertake during succeeding years. It was urged that, in all cases, documents should reach governments in sufficient time for thorough consideration.

The representatives of Poland and the USSR questioned the omission from the Commission's work programme of problems such as measures for promoting social and unemployment insurance, the extension of old age, sickness and other benefits. While omitting the important measures, the Social Commission, in their view, overloaded its agenda with such minor questions as, for example, penal statistics. They could not, therefore, subscribe to its work programme, and they hoped that such defects in the Commission's work as they had pointed out would be rectified and a practical programme adopted. Most representatives, however, while expressing concern for these important problems, considered that they fell within the competence of the specialized agencies concerned and their inclusion in the Commission's work programme would only result in duplication of effort.

The representative of Egypt said that he had hoped to find in the Social Commission's report not only information, but also guidance that would

¹⁴² For these progress reports and additional developments in the social field, see below under the relevant headings.

have been of use to his country. Since its liberation and the setting up of the Republican regime, Egypt, he said, had made great social efforts to break with the old system and improve the well-being of the people. Egypt had embarked on water supply schemes in the middle of the desert, and had built entire villages on the most modern lines. He had not, however, found in the Commission's report what he had been looking for, and wished to express in very general terms his profound disappointment.

The representatives of France and the United States urged that wider publicity should be given to the activities of the United Nations in the social field in order that this work might receive the support it deserved from the general public. While the majority of the publications issued by the Secretariat were of great value to social workers, organizations, national administration, and to those responsible for the planning of social policy in the various countries, many were of a highly technical nature and did not reach the public at large. It was suggested that a medium might be found between publications of a general nature and those of a more technical character of interest only to a limited number of readers.

Two draft resolutions were presented to the Social Committee, one jointly by China and France (E/AC.7/L.145) and one by Argentina (E/AC.7/L.146). They were consolidated and presented jointly by the three sponsors (E/AC.7/L.147). The second paragraph of the joint draft resolution approving the work programme of the Social Commission (which had formed part of the Argentine draft resolution) was adopted by 15 votes to none, with 3 abstentions, and the draft resolution, as a whole, by the same vote at the Social Committee's 236th meeting on 8 July (E/2481).

In a statement of financial implications (E/2481/Add.1 & Corr.1) the Secretary-General noted that, although certain projects in the work programme of the Social Commission had been added or raised in priority in order to make available more direct assistance to governments, they were, nevertheless, counter-balanced by other projects which had been restricted or reduced in priority and that no net increase in the workload or budget of the United Nations would be required.

The Council, at its 736th plenary meeting, adopted the second paragraph of the draft resolution by 15 votes to 1, with 2 abstentions, and the resolution, as a whole, by 15 votes to none, with 3 abstentions, as resolution 494(XVI).

By this resolution, the Council: (1) took note of the report of the ninth session of the Social Commission (with the exception of the chapters concerning UNICEF and the programme of concerted practical action in the social field¹⁴³); (2) approved the work programme for 1954-55 drawn up by the Social Commission at its ninth session; and (3) invited the attention of the Social Commission, for its general guidance, to the records of the discussions on these subjects at the Council's sixteenth session.

At its eighth session, the General Assembly held a general debate on chapters IV and V of the report of the Economic and Social Council, which included the work programme of the Social Commission, at the Third Committee's 503rd to 511th meetings, from 22 October to 3 November. Draft resolutions concerning the work of the Social Commission were considered specifically by the Committee at its 516th to 518th meetings, from 9 to 11 November, and by the General Assembly at its 460th plenary meeting on 28 November.

During the Third Committee's debate, certain representatives, including, in particular, those of Canada, the Dominican Republic and Iraq, paid tribute to the work of the Social Commission, which, in their opinion, had achieved results that redounded greatly to the credit of the United Nations. During the discussion, the importance of family and child welfare, community organization and development, the training of professional and local personnel and the strengthening of administration of social programmes were emphasized. With regard to the problems of strengthening national programmes for family and child welfare, the representative of Syria stated that meetings of local experts would have little chance of success if held on a purely regional basis. He expressed the hope that the experts of Middle Eastern countries would be drawn from countries of similar ethnic characteristics so that they might have an opportunity to pool their knowledge and experience of their countries' common problems.

The importance of the training of qualified personnel in the social field was stressed by, among others, the representatives of Greece, Iraq and Israel. They considered, *inter alia*, that fellows should be guaranteed responsible posts in their countries on their return, and that they should also study in less-developed areas where conditions were similar to those in their own countries.

As regards housing, the representatives of Greece and Iraq stressed that the problem was

¹⁴³ See pp. 466; 440-41.

one of financing and that co-operative and self-help methods would not provide a solution.

Speaking in favour of national programmes for cheap housing, the representative of Iraq expressed the view that the only effective solution to the world housing problem would be State grants or low-interest loans, since there was a risk of exploitation in the case of foreign assistance for national industries.

The representative of Syria attached particular importance to the reports on the world social situation and on national and international measures taken to improve social conditions throughout the world which the General Assembly had recommended that the Secretariat should make quadrennially. He hoped that they would be submitted in time for them to be studied in detail by the Social Commission.

The frequency of meetings and membership of the Social Commission was considered in detail by the Third Committee. Stressing the importance of the work of the Social Commission, some representatives, including those of Argentina, Iraq, the Philippines, Syria and Yugoslavia, expressed concern at the Council's decision that future meetings of the Commission should be held biennially instead of annually. Despite the additional financial and practical problems involved, it seemed unsound, these representatives held, that the Commission should not meet regularly during the formative years of its programme. Biennial meetings would also mean that some members would only be able to attend one session, and in order to render valuable service to the Commission members should be given an opportunity to attend at least two further sessions. It was further contended that, in view of the special importance attached by the United Nations to the needs of the less developed areas, it would be desirable to expand the membership of the Commission to provide better representation of the varying economic and social systems in those areas.

While recognizing the importance of the work of the Social Commission, certain representatives, including those of Belgium, Ecuador, France, the Netherlands, Peru, Sweden and the United States, considered that, as the Council was to review the organization of its functional commissions in 1954, it might be preferable to await the Council's findings as to whether annual meetings of the Social Commission were necessary.

Some representatives, among others those of Belgium, China, India and Israel, were of the opinion that the existing procedure of biennial meetings would give both governments and the

Secretariat time to make fuller use of the documentation prepared. Most of the problems studied by the Commission, they said, were long-term and, despite progress in some areas, social conditions did not change rapidly enough to warrant an annual review. The representatives of India, the United Kingdom, the Union of South Africa and Uruguay, in particular, pointed out that financial considerations must be taken into account in considering an increase in the frequency of meetings or in membership.

The representative of China suggested that, in view of the major programmes being undertaken by the Commission, the Council might consider whether the Commission should meet for a longer period every two years rather than for two weeks each year.

The representatives of India, Israel, Peru, the Philippines and Yugoslavia, among others, thought that if the Commission was to continue meeting biennially the Council might consider convening ad hoc committees of experts to study in the interim period questions in the social field.

With regard to increasing the Commission's membership, the representative of the United States, in particular, drew attention to the fact that the Charter limited the Council's membership to eighteen and that this set a maximum for membership of its functional commissions. In the view of the representatives of Canada and Sweden, among others, any expansion might induce other functional commissions to seek a similar increase in their own membership with consequent financial and other problems for the United Nations.

The Third Committee had before it a draft resolution by Iraq (A/C.3/L.376) providing that the General Assembly request the Economic and Social Council:

(1) to reconsider its resolution 414(XIII), section B. I 18. (g),¹⁴⁴ with a view to convening the Social Commission every year; and

(2) to consider the expansion of the membership of the Commission to provide improved representation of under-developed areas and various economic and cultural patterns.

The Committee also had before it a statement by the Secretary-General (A/C.3/L.376/Add.1) on the financial implications of the Iraqi draft resolution, pointing out the extra costs involved if the Commission were to be convened every year instead of every two years and if its membership were to be increased. Budgetary provision for the 1953 meeting had amounted to \$10,800 for

¹⁴⁴ See Y.U.N., 1951, p. 62.

eighteen members and the cost per Commission member was estimated at an average of \$650.

A Netherlands amendment (A/C.3/L.382) to the Iraqi draft resolution proposed that the first operative paragraph be altered to ask the Council to investigate if there was a need for a more frequent convening of the Social Commission, and if it considered that such a need existed, to reconsider its resolution with a view to convening the Commission every year.

A Peruvian amendment (A/C.3/L.384) proposed a new text, by which the Council would be asked to consider among the methods and procedures of the Social Commission the establishment of a small number of committees of experts to deal with the technical matters within the purview of the Commission.

A Guatemalan sub-amendment (A/C.3/L.386) to the Peruvian amendment, proposed that the Peruvian amendment should be included as a third operative paragraph of the Iraqi proposal, instead of replacing the two existing operative paragraphs.

A draft resolution was put forward by Canada (A/C.3/L.385) which aimed at bringing together all of the suggestions made in the Third Committee. This draft would have the General Assembly invite the Council, in its review of this question, to consider the proposals made by Iraq, the Netherlands and Peru, as well as the suggestions made in the discussion of the matter during the Assembly's eighth session; and would have the Assembly request the Secretary-General to communicate the records of the debate on the question in the Assembly at its eighth session to the Council for its guidance and information.

The USSR representative proposed orally that the Canadian draft resolution be amended to include a reference to Article 61 as well as Article 68 of the Charter in the first preambular paragraph, and that the words "for its guidance and information" in the last operative paragraph be deleted. The representatives of Egypt and Uruguay orally proposed that, if direct reference were made to Articles 61 and 68 of the Charter in the first paragraph of the Canadian draft, it would not be necessary to quote the text of either Article.

The Committee adopted by 30 votes to 14, with 7 abstentions, an oral proposal by India that the Canadian draft resolution should be voted upon before the Iraqi draft resolution.

Following further oral drafting amendments by the representatives of China and Saudi Arabia, a revised version of the Canadian draft resolution (A/C.3/L.385/Rev.1) was presented to the Committee incorporating all of the oral amendments which had been proposed.

The words "61 and" in the first paragraph of the preamble of the revised Canadian draft reso-

lution were voted on by roll call, at the request of the representatives of Afghanistan and the Philippines, and were adopted by 29 votes to 17, with 5 abstentions.

The representative of Canada accepted an oral United Kingdom amendment to reword the first sentence of the second preambular paragraph to state that "one of the aims" rather than "the aim" of the United Nations was to promote social progress and better standards of life.

The draft resolution, as amended, was adopted, as a whole, by the Third Committee (A/2573) at its 518th meeting on 11 November, by 45 votes to none, with 6 abstentions, and by the Assembly, without discussion, at its 460th plenary meeting on 28 November, by 51 votes to none, with 7 abstentions (resolution 735 (VIII)). It read:

"The General Assembly,

"Mindful of the provisions of Articles 61 and 68 of the Charter,

"Considering that one of the aims of the United Nations is to promote social progress and better standards of life in larger freedom and to this end to be a centre for harmonizing the actions of nations,

"Considering that the General Assembly at its present session has adopted a programme of concerted practical action in the social field,

"Recalling that the Economic and Social Council, in its resolution 414(XIII) of 18, 19 and 20 September 1931 decided that the Social Commission should meet biennially instead of annually,

"Bearing in mind that, in accordance with its resolution 414(XIII), the Economic and Social Council must review in 1954 the question of organization of its functional commissions,

"Having considered the draft proposals made with a view to the possible revision of the pattern of meetings of the Social Commission, as well as to the expansion of its membership to provide improved representation of under-developed areas and various economic and cultural patterns,

"1. Invites the Economic and Social Council, in its review of this question, to consider the aforementioned draft proposals, as well as the suggestions made in the discussion of this matter during the eighth session of the General Assembly;

"2. Requests the Secretary-General to communicate to the Economic and Social Council the records of the debate on the question during the eighth session of the General Assembly."

3. Community Organization and Development

The progress report on community welfare centres (E/CN.5/289/Add.1), submitted to the Social Commission's ninth session, provided information on studies and surveys completed in 1952 or to be carried out in 1953, in accordance with Council resolution 390 D (XIII),¹⁴⁵ and on

¹⁴⁵ See Y.U.N., 1951, p. 537.

the technical assistance in this field being provided to Member Governments. The Social Commission noted the statements made concerning the recent field survey missions which had confirmed that the promotion of community self-development activities was dependent upon active co-operation and support from the government concerned, from non-governmental organizations and from the local community.

The Commission, while approving the proposed outline for the Secretary-General's full analytical report to the Commission at its tenth session, considered that the report should contain more complete information on the work carried out in the various regions of the world, as well as material which could form the basis of an evaluation of methods and results.

During the Council's discussion of the Social Commission's report at its sixteenth session, most representatives laid particular stress on the importance of community development projects, particularly through demonstration centres, training both professional and technical personnel, as well as auxiliary and community workers. It was noted that community welfare centres represented one form of community development and that the United Nations and the specialized agencies used the broad term "community organization and development" to describe the process by which local communities sought to raise their standards of living. It was pointed out that community development programmes were not designed to deal with problems singly, but in related groups, and that they could be really effective only when they encompassed the most important problems affecting the community.

Attention was drawn by the representatives of Belgium and the United Kingdom, in particular, to the importance of flexibility in the methods employed in setting up community welfare centres as effective instruments to promote economic and social progress throughout the world, so as to allow for adaption to differences in local conditions. The establishment of single purpose centres, in the view of the representatives of Belgium, China, the Philippines and Venezuela, among others, was a first stage in the development of wider social welfare activities, and it was recognized that such centres would be particularly useful in economically highly-developed countries. Multi-purpose centres which could be organized on a more economical basis, in the opinion of the representatives of Belgium and China, would be more appropriate in the less-developed areas, especially rural areas and areas undergoing a rapid process of development.

Since the ninth session of the Social Commission, the reports of the missions undertaken jointly by the United Nations and the specialized agencies for the purpose of surveying selected community development experiments in the Caribbean area and Mexico, in the Middle East and in South and South East Asia, were made available.¹⁴⁶ The report of the survey for the Caribbean area and Mexico was among the major papers discussed at the Brazilian Seminar on Rural Welfare, held in January 1953, and at the regional meeting on the training of auxiliary and community workers which took place in Bogota, Colombia, in December 1953; they would also form part of the documentation being prepared for the regional conferences referred to below. The surveys revealed that the most urgent needs were for the development and clarification of national policy, the training of personnel, the planning and organization of demonstration projects and the supply of technical literature.

To help in meeting the need for technical literature and training materials, information was made available to governments through the publications in the United Nations Series on Community Organization and Development. The series includes country monographs, special studies of selected experiments of particular significance, reports of survey missions, and training aids in the form of study kits and guides.

The Commission at its ninth session stressed the necessity for placing major emphasis on direct assistance to governments. In this connexion, four experts were provided to advise the Governments of Iraq, Pakistan, Thailand and Yugoslavia on the establishment of nation-wide community programmes and on the co-ordination of government services at the local level. United Nations experts in community organization and development were also engaged on work at the UNESCO Fundamental Education Training Centres at Sirs el Layyan in Egypt and at Patzcuaro in Mexico. In addition, 29 fellowships and scholarships were awarded in 1953.

A number of governments expressed interest in receiving advice on the utilization of under-employed manpower by means of simple community projects, such as building roads, irrigation canals, etc. In South Korea, such a programme was established in each province, with technical assistance provided by the United Nations, during March and April 1953. The United Nations Korean Reconstruction Agency (UNKRA) re-

¹⁴⁶ Caribbean area and Mexico (ST/SOA/Ser.O/7); the Middle East (ST/SOA/Ser.O/9) and South and South East Asia (ST/SOA/Ser.O/10).

ported that, as of 1 December 1953, the total number of projects initiated in Korean villages and cities was 189, of which 150 had been completed. This programme was being expanded.

Certain questions were raised by the Social Commission at its ninth session concerning the relationship of community development to fundamental education and related activities. An ad hoc meeting of technical officers representing the United Nations and the specialized agencies concerned (the International Labour Organisation (ILO), the Food and Agriculture Organization of the United Nations (FAO), the United Nations Educational, Scientific and Cultural Organization (UNESCO) and the World Health Organization (WHO)) was convened by the Administrative Committee on Co-ordination from 9 to 11 July 1953 to consider such questions, to ensure maximum co-ordination in projects aimed at integrating social activities at the community level and to establish working arrangements on responsibilities in this field. These consultations resulted in an agreement on definitions of terms, and on the roles and objectives of the agencies participating in the joint programme for community organization and development (see E/2512).

Further consultations were held on 3 to 4 August, when a review was made of the work programmes and possible technical assistance projects of the United Nations and specialized agencies for 1954-55 in so far as they contribute to community development. The latter meeting also provided an opportunity to discuss the action to be taken as a result of paragraph 10 of Council resolution 496(XVI) which authorizes the Secretary-General

"to take early action on an experimental basis, and at the request of governments, to convene one or more small groups of senior policy-making representatives of governments to plan concrete programmes for the expansion of community development projects . . .".

Plans were being made, in consultation with the specialized agencies concerned, for one conference to be convened during the latter part of 1954 for the South and South East Asian region, and another early in 1955 for the Eastern Mediterranean area. The Secretary-General in December 1953 addressed letters to governments requesting an indication of their desire to participate in these conferences.

4. Housing and Town and Country Planning

In endorsing the scope and purpose of the international programme in the social field, the Social Commission, at its ninth session, emphasized

the importance of adequate housing and community facilities in raising standards of living in general, and stressed the urgency of increasing the supply of housing for the broad masses of the population and the low-income groups. The training of administrative and technical personnel in all phases of planning, and execution and management was given highest priority by the Commission in its 1954-55 work programme in this field. The Commission also discussed a report prepared by the Secretariat (E/CN.5/289/Add.4) relating to studies on financing of housing, including co-operative and self-help methods. This report outlined the progress of work undertaken in this field by the Secretariat, the regional economic commissions, the specialized agencies and interested non-governmental organizations.

The report indicated that meetings of experts, organized perhaps within the framework of the United Nations Expanded Programme of technical assistance, might be held to consider, on a regional basis, problems of national financing, including co-operative, self-help and similar housing practices, and international financing of housing, including the development of the building and building materials industries. Such meetings might also develop recommendations with respect to national policies and to appropriate international action, including technical assistance.

In its review of the report, the Social Commission stressed the importance of the financing of housing and community improvement programmes. It was recognized that governments were assuming increasing responsibility in this field as part of their general and economic and social policy. They had become aware of the magnitude of the problem, and the limited resources available called in many instances for active contributions by future householders through co-operative and self-help methods. The establishment of regional credit agencies was suggested as a sound method of attracting private savings for the purpose of granting mortgage loans for housing construction. The Social Commission further approved a new project dealing with regional land use planning in relation to economic, technological and human resources of a region.

In giving effect to the recommendations of the Commission, continuing attention was given to achieving greater co-ordination of activities among the interested specialized agencies and intergovernmental organizations participating in the integrated programme, and to co-operation with non-governmental organizations working in this field.

Studies were being reoriented so as to be more effectively related to the needs of particular countries and regions and to practical action and expert advice as expressed in requests received from governments.

Studies were also undertaken to supply basic information for technical assistance projects, which, in turn, furnished data for studies. The results of the studies continued to be made available through the *Housing and Town and Country Planning Bulletin*¹⁴⁷ and other publications.

Requests received from governments for direct assistance continued to increase. During 1953, nineteen experts were working in twelve countries (Burma, Ceylon, Colombia, Ecuador, India, Indonesia, Israel, Lebanon, Mexico, Pakistan, Paraguay and Turkey) and, in addition, 39 fellowships and scholarships were awarded in this field. The following are examples of case studies and pilot projects dealing with problems common to more than one country in a given area which were being carried out during 1953 under the technical assistance programme:

Development of national policies and programmes: United Nations experts were advising the Governments of Costa Rica, Ecuador and the Gold Coast on the development of national policies and programmes for housing and community improvement and on the establishment of required administrative organizations at the national, regional and local levels. As a result of recommendations by a United Nations expert, the Government of Bolivia formulated its national policy and was to establish a housing and planning agency.

Regional land use planning: Arrangements were being made to advise the Government of Egypt on a regional plan which would include the cities of Cairo, Alexandria and Port Said. United Nations experts were also assisting in the development of metropolitan plans for the capitals of Burma, Indonesia, Pakistan and Paraguay.

Rural housing and village planning: United Nations technicians were advising on the intensified use of local materials and skills for the improvement of rural housing and village planning at the UNESCO Fundamental Education Centres at Patzcuaro (Mexico) and at Sirs el Layyan (Egypt). Arrangements were also being discussed for a seminar on rural planning to take place in Latin America in 1955.

Research and training: Assistance in the development of research and training facilities for the different phases of planning and execution of housing and building programmes was provided

to the Government of Indonesia, to Israel (Building Research Centre) and to Costa Rica and Turkey (Public Administration Centres). Negotiations were in progress for the establishment of regional housing centres in Indonesia and India similar to the already existing Inter-American Centre at Bogotá, Colombia. The activities of this Centre, which is a major project of the Organization of American States, have been further expanded with United Nations assistance in the form of expert advice and equipment.

Building and building materials industries: The development of the building and building materials industries, based on the resources of the countries concerned, was the subject of direct assistance projects in Burma, Ceylon, Indonesia and Israel. In Israel, the first part of the research and demonstration and training project in stabilized earth was completed. The demonstrations at several sites have proved that, under varying conditions, it is possible to build satisfactory modern houses using only earth, unskilled labour and small quantities of stabilizer. As a result, the Government and the Jewish Agency have decided to build a considerable number of such houses.

Financing of housing and community improvement programmes: Case studies were prepared during 1953 on the possibility of financing such programmes from national and external sources in Greece and Colombia, and a housing expert was included in the mission of the International Bank for Reconstruction and Development to Syria. These studies, as well as previous studies on co-operative housing and on financing of housing from external sources, were prepared as working papers for a seminar on co-operative housing to be held in Copenhagen in 1954 and for a meeting of experts on financing of housing to be held in Brazil in 1955.

The reports and studies prepared in 1953 on national housing policies, on regional land use planning and on building and building materials industries also served as the preparatory work for the United Nations Regional Seminar on Housing and Community Improvement, to be held in New Delhi in February to March 1954.

5. Training of Social Welfare Personnel

The priority given to the training of social welfare personnel resulted in a marked increase in requests for direct technical assistance to gov-

¹⁴⁷ Bulletins Nos. 7 and 8 dealing, respectively, with urban land problems and policies and with building and housing research were to be published in the summer of 1954.

ements in the form of experts, field surveys, scholarships and fellowships, regional seminars and technical groups, the supply (or lending) on a limited scale of training materials, and the making available of studies and reports on subjects pertaining to the training of social work personnel. The work of individual United Nations experts has varied from the setting up of demonstration training programmes where none existed to intensive work with schools and agencies in the improvement of theoretical and practical training. The United Nations was assisting in the training of three categories of personnel: (a) auxiliary and community workers; (b) preprofessional and professional social workers; and (c) employed personnel through in-service training.

In view of the repeated stress on the importance of adequately trained personnel to carry out social welfare programmes aimed at promoting the economic and social development of the less-developed areas, three regional meetings were organized in co-operation with the specialized agencies concerned.

The first meeting was held in Gandhigram, India, for the Far Eastern region, from 22 to 26 December 1952. It was attended by experts from India, Burma, Ceylon, the Philippines and Thailand and representatives of the United Nations (including UNICEF), FAO, ILO, UNESCO and WHO. Experts from Indonesia and Pakistan submitted papers but were unable to attend the meeting.

The second meeting was held in Beirut, Lebanon, for the Middle Eastern region, from 9 to 18 September 1953. It was attended by experts from Lebanon, Egypt, Iran, Iraq, Jordan, Pakistan and Syria, by representatives from the United Nations (including UNICEF and UNRWA) and FAO, UNESCO, and WHO, as well as social workers from the Jubrail project in Lebanon. Two representatives of the Lebanese Government attended as observers.

The third meeting was held in Bogota, Colombia, for the Caribbean and Central American region, from 30 November to 12 December 1953. Experts from the following countries participated: Colombia, Costa Rica, Cuba, Guatemala, Haiti, Jamaica and Mexico. Representatives from the United Nations, FAO, UNESCO and WHO, as well as local observers appointed by the Colombian Government, were also present. An expert from El Salvador submitted a paper but was unable to attend the meeting.

At each meeting, technical papers, prepared by the participating experts, giving an analysis and evaluation of their experiments in training

auxiliaries and community leaders, served as the basis of discussion. The results of these meetings showed the existence in the three regions of similar problems, particularly the lack of professionally trained personnel, of technical literature in the native language of the area concerned and of co-ordination of training programmes at the national level.

The Economic and Social Council in August 1951 by resolution 390 B. 2 (c) (XIII) had requested that a report indicating significant developments in social work training, and a revised directory of schools of social work, should be submitted to the Social Commission every four years. The first report entitled *Training for Social Work. An International Survey (E/CN.5/196/Rev.1)*¹⁴⁸ was issued in 1950. The new report was being prepared in co-operation with twelve national associations of schools of social work, as well as the Pan American Union, the International Committee of Schools of Social Work, the Union catholique internationale de Service social, the American Council of Social Work and professional associations of social workers. The survey, which covers a wide geographical area, including the less-developed as well as developed countries, will describe the present stage of development and trends of training in the different regions. The Directory, in order to facilitate international exchange of information, will include some brief data on the set-up, standards and duration of the training programme.

Of the four hundred schools of social work already consulted, more than half supplied a considerable amount of valuable data. The first draft of the report was to be discussed at the International Conference of Social Work in Toronto in June 1954.

During 1953, eighteen United Nations experts were assigned to many parts of the world, mainly in less-developed areas but also in developed areas, organizing preprofessional or professional courses. In Pakistan and in Thailand, experts assisted the authorities in organizing preprofessional training, which will eventually be placed on a professional level. In Iraq, an expert was organizing a pre-professional course at Queen Aliya College. In Belgium, Italy and Yugoslavia, experts assisted in organizing case-work courses; and in Costa Rica and El Salvador, they advised schools of social work on methods of professional training. Also during 1953, seven fellowships and scholarships were awarded.

Some of these experts also provided in-service training to persons already in employment. For

¹⁴⁸ U.N.P., Sales No.: 1950.IV.11.

example, Italian social workers were being trained in methods of supervision; in Burma and Thailand, personnel was being trained in medical-social work, and in Pakistan, welfare staff was being trained by a team of United Nations experts.

6. Strengthening of National Programmes for Family and Child Welfare

The Economic and Social Council in July 1952 adopted resolution 434 E (XIV)¹⁴⁹ relating to various aspects of the international family and child welfare programmes and requested the Secretary-General to report progress at the next regular session of the Social Commission.

In pursuance of that resolution, a progress report (E/CN.5/289/Add.2) was submitted by the Secretariat to the Commission's ninth session, under the following headings: direct assistance to governments in strengthening child welfare projects, training of auxiliary and community workers, national plans for the assessment and development of an integrated child welfare programme, status of studies and reports included in the work programme, the improvement of child nutrition, revised statement of measures for family and child welfare, and matters requiring special attention.

The report called particular attention to:

- nutrition;
- effective arrangements for home visiting;
- the part played by voluntary organizations and individual volunteers in inspiring and carrying out social services, especially for children;
- the importance of technical assistance in promoting country projects; and
- health, education and community development.

At its ninth session, the Social Commission reviewed with approval the measures taken by the United Nations, UNICEF and the specialized agencies to strengthen national programmes for family and child welfare. It emphasized the importance of the use of auxiliary personnel in countries which were at an early stage in the development of social services, as well as in the more developed countries.

In connexion with the improvement of child nutrition through inter-agency consultation, the Commission noted the report prepared by FAO in co-operation with WHO and UNICEF on the "Improvement of Child Nutrition, with Special Reference to Inter-Agency Action" (E/CN.5/289/Add.2, annex I) and heard a statement by the representative of FAO on the progress that had been made on the problem of supplying milk substitutes and protein foods.

At the Council's sixteenth session, a number of representatives, including those of Belgium, India, the Philippines and Yugoslavia, emphasized the importance of the training and use of auxiliary social workers. The representative of the United States expressed the opinion that the Technical Working Group on Long-Range Activities for Children of the Administrative Committee on Co-ordination,¹⁵⁰ while concentrating on certain specific problems, should also at its next session consider problems of a more general nature, such as income maintenance, which was of vital importance.

An important development during 1953 was the completion of the assessments of services for children, carried out, at the request of the Governments concerned, in Burma, El Salvador and Syria. The main purpose of these surveys is to assist governments to review existing services for the benefit of children and to advise on the initiation and development of comprehensive national programmes, applicable to both rural and urban areas.

Particular emphasis in the field of family and child welfare was given to extending direct assistance to governments in promoting the welfare of the family as the basic unit of society, and to measures designed to strengthen family life. For example, in Ecuador, a United Nations expert was working with a WHO team in a joint project for the setting up of child health centres; an expert was assigned to Burma to advise the Government on the implementation of the recommendations of the social services mission to that country in 1953, including services for children; and consultations were in progress with UNICEF in order to strengthen the social aspects of the work of the 5,300 maternal and child welfare centres receiving UNICEF aid. Seven experts were assigned to Israel, El Salvador, Syria, Trieste and Yugoslavia; and 35 United Nations fellowships and scholarships were awarded.

Under the general title *Children Deprived of a Normal Home Life*, of which the introductory study was issued in 1952 (E/CN.5/271),¹⁵¹ a second study on the practice and procedures related to the adoption of children, entitled *Study on Adoption of Children*, was prepared in co-operation with the International Union for Child Welfare for publication in 1953.¹⁵² This study covers

¹⁴⁹ See Y.U.N., 1952, p. 511.

¹⁵⁰ The ACC Working Group is composed of representatives of the United Nations (including UNICEF and the High Commissioner for Refugees), ILO, FAO, UNESCO and WHO.

¹⁵¹ U.N.P., Sales No.: 1952.IV.3

¹⁵² U.N.P., Sales No.: 1953.IV.19.

fifteen countries selected in view of their different legal systems and various social and cultural patterns. The scope of the inquiry does not include Middle Eastern and Far Eastern countries, since in these countries the pattern of family life is such as to give adoption a different function from that which it has in the West. The study therefore deals with adoption practice as it has developed in selected countries of Europe, North America and Latin America.

Twenty monographs dealing with the legal aspects of adoption in fifteen different countries (Canada being represented by three Provinces and the United States by four of its States) have also been prepared. These will serve as the basis for a comparative analytical study on adoption legislation. The study is scheduled for publication by the end of 1954.

The mental health aspects of adoption were dealt with in a report published by WHO, based on the discussions of a joint meeting of experts representing that organization and the United Nations.¹⁵³

At its eighth session in May 1952, the Social Commission requested the Secretariat to prepare a report on "Methods of Administering Assistance to the Needy in Under-Developed Areas" and to present it for the Commission's consideration at a later session together with the study on Methods of Administering Assistance to the Needy,¹⁵⁴ prepared in 1952 (E/CN.5/273). Nine public assistance specialists from Japan, Ceylon, Burma, Egypt, Iran, Libya, Chile, Bolivia and Ecuador compiled, during 1953, information relating to existing methods of administering assistance to the needy in these countries, which will form the basis of a report by the Secretariat to the Social Commission's tenth session.

The Biennial Report on Community, Family and Child Welfare, covering, for the most part, activities and developments during 1949 and 1950, was published in 1953.¹⁵⁵

In the Legislative and Administrative Series on Child, Youth and Family Welfare, Volume II (Nos. 1-4) (ST/SOA/Ser.E/2 & Add.1 & 2) was completed in December 1953, and contains legislation adopted in 1950, reproduced in extenso or in part, from 33 countries; and titles of texts from eleven additional countries.

7. Rehabilitation of Handicapped Persons

Action in this field was mainly concentrated during 1953 on technical assistance aimed at

advising governments in the planning of programmes for disability prevention and the rehabilitation of the handicapped. During the year, five United Nations experts in this field were provided to the Governments of Greece, India, Italy, Pakistan, the Republic of Korea and Venezuela; and 28 fellowships and scholarships were awarded.

In developing a co-ordinated international programme, a draft plan for the education and rehabilitation of the deaf and hard-of-hearing was prepared for discussion at the next meeting of the ACC Technical Working Group on Rehabilitation,¹⁵⁶ to be held in September 1954. A technical monograph on the subject was completed for publication in 1954. Reports on special allowances for the severely handicapped, including the blind, and an international definition of blindness would also be discussed at this meeting.

During 1953, co-operation with non-governmental organizations increased. Under the technical assistance programme, plans were made for joint projects, such as seminars and courses, the first of which would be a seminar on selective placement to be convened in October 1954 in Sweden, under the joint auspices of the Swedish Government, the World Veterans Federation, the United Nations and the International Labour Office. An example of a joint technical assistance project was the advisory mission to Egypt on the rehabilitation of the physically handicapped. The World Veterans Federation, an organization having consultative status with the Economic and Social Council, deposited funds with the Technical Assistance Administration to be used for the Egyptian project, for specific purposes recommended by the United Nations mission.

The Demonstration for the Rehabilitation of the Physically Handicapped, established in Belgrade under the United Nations programme, completed its first year of full-scale operations.

The Regional Demonstration Centre for the Rehabilitation of the Blind in Cairo received its first pupils in July 1953. Two home teaching courses were completed and the home teachers were posted to urban areas and rural social centres. An ILO expert on vocational training and placement took up his duties at the Centre in December 1953.

Other rehabilitation centres for which United Nations technical assistance has been provided

¹⁵³ See Technical Report Series No. 70, September 1953 See also under The World Health Organization.

¹⁵⁴ U.N.P., Sales No.:1952.IV.11.

¹⁵⁵ U.N.P., Sales No.:1952.IV.15.

¹⁵⁶ Composed of representatives of the United Nations (including UNICEF), ILO, UNESCO and WHO.

are those set up by the Institute for Social Security in Guatemala and in Venezuela.

The first in a series of monographs, entitled "Rehabilitation of the Handicapped", was published as a special issue of the Social Welfare Information Series (ST/SOA)Ser.F/11:2). It contains an outline of the co-ordinated international programme for the rehabilitation of handicapped persons and selected bibliographies of books and films on rehabilitation.

8. Social Defence

The report¹⁵⁷ on Social Defence (E/CN.5/289/Add.3), which was prepared by the Secretariat and submitted to the Social Commission at its ninth session, dealt with:

(1) the permanent functions assigned to the Secretariat for the purposes of carrying out international action on the prevention of crime and the treatment of offenders;

(2) projects undertaken; and

(3) the number of experts, fellowships and scholarships in this field.

In discussing the question of regional consultative groups, the Social Commission expressed satisfaction with the achievements attained, particularly with regard to the methods employed in organizing and conducting such meetings, and urged their continuation. The Commission recognized that the ultimate aim of financial participation in these meetings should be exclusively a national responsibility, but that partial financing for the present would have to be assumed by the United Nations in order to ensure particularly the participation of the less-developed countries. The Commission considered that there should be no change in the periodicity of the meetings, provided that a certain amount of flexibility be permitted to the Secretariat.

Major emphasis in the field of prevention of crime and the treatment of offenders during 1953 was mainly directed towards the strengthening of international and regional co-operation and on providing assistance to governments. Preliminary work was being continued in connexion with the organization of the regional conferences, which were to take place either as meetings of regional consultative groups or as technical assistance seminars. Assistance to governments was also provided in the form of experts, fellowships and scholarships. During 1953, 31 fellowships and scholarships were awarded; and two experts were assigned to four countries (Burma, Israel, Pakistan and Turkey) to discuss programmes in the

field of social defence with the governments concerned and to advise on future developments.

The Latin American Seminar on the Prevention of Crime and the Treatment of Offenders, for which the Brazilian Government acted as host, was held in Rio de Janeiro in April 1953. Representatives from seventeen countries participated, as well as ten experts from the region who had prepared preliminary reports and acted as discussion leaders. The Seminar dealt with the standard minimum rules for the treatment of prisoners, the selection and training of correctional personnel, open institutions, juvenile delinquency and the trends of crime, as well as with questions of technical assistance.

One of the recommendations resulting from the Seminar concerned the establishment of a Latin American Institute for the Prevention of Crime (ST/TAA/Ser.C/13). At the request of the Government of Brazil (on behalf of the State of Sao Paulo) the Secretariat formulated a plan in connexion with this project which was submitted to the Government for consideration.

A further Seminar on the Prevention of Crime and the Treatment of Offenders for the Arab States took place in Cairo in December 1953, with the Government of Egypt acting as host. It was attended by representatives of Egypt, Iraq, Jordan, Lebanon, Saudi Arabia, Syria and Yemen, as well as by a number of technical experts and observers from the League of Arab States, the Government of Turkey, UNESCO and a number of non-governmental organizations. Major importance was attached to the question of juvenile delinquency, and recommendations were adopted for the improvement of the handling of juvenile cases in all phases, as well as for the development of adequate preventive measures. The question of open institutions was also examined, particularly from the point of view of the measures to be taken as transitional steps leading to the introduction of such institutions in the Arab States, where they are not yet generally known. A similar approach was followed in the consideration of the draft standard minimum rules for the treatment of prisoners to which several amendments were adopted, aimed at taking into account the special conditions prevailing in the region. The Seminar passed recommendations on future activity in the field among these States, advocating specifically the setting up of a bureau for the exchange of information within the League of Arab States and the creation of two centres, one for the training of personnel, and one for research.

¹⁵⁷ Certain aspects of this report are covered in Y.U.N., 1952, pp. 514-15.

In June 1953, the Secretary-General convened a meeting of the ad hoc advisory committee of experts¹⁵⁸ to advise the Social Commission and the Secretary-General on three main questions: the organization of the World Congress on the prevention of crime and the treatment of offenders; prison labour; and the prevention of types of criminality resulting from social changes and accompanying economic development in less-developed countries. The Committee also discussed juvenile delinquency and advised the Secretariat on future action in the field (E/CN.5/298).

Preparatory work for the World Congress, which will deal on a universal basis with the topics now being studied from a regional point of view, was proceeding along the general lines of the recommendations made by the committee of experts. The Congress will be composed of experts appointed by their governments, observers representing the specialized agencies and non-governmental organizations concerned, and individual observers. The findings of the regional conferences, and additional documentation prepared by consultants and voluntary contributors, will be used as the basis of discussion.

The Social Commission was informed at its ninth session of the Secretariat's plan to hold the Congress in 1956. A majority of the advisory committee of experts, however, recommended that it be convened in Geneva in 1955, and several governments and correspondents subsequently expressed a similar point of view. Preparatory work on questions to be considered by the Congress was being given priority by the Secretariat within the work programme.

Close relationship between research and direct assistance to governments was maintained. The Social Commission, at its ninth session, gave priority to the study on the prevention of juvenile delinquency, inasmuch as earlier studies published in 1952-53 had dealt in substantial measure with the treatment of juvenile delinquents.¹⁵⁹ During 1953, preparations were started for a survey on the prevention of juvenile delinquency in Europe.

Another study which was given high priority by the Commission concerns prison labour. The advisory committee of experts, in emphasizing the importance of this question, recommended that a comprehensive study be made so as to make available sound guidance on policy and practice. Preliminary work was commenced on the study which is being carried out with the participation of the International Labour Office.

The study on the indeterminate sentence, which was completed in 1953 (ST/SOA/SD/2)¹⁶⁰

covered selected countries in Europe, the Middle East, Latin America, Asia and the Far East and Australasia. A comparative analysis was included of the legislation in force relating to the indeterminate sentence and its application in the countries under review.

A survey on the practical results and financial aspects of probation (supplementary to the Secretariat's study on "Probation and Related Measures"—E/CN.5/230) was also completed in 1953. It dealt with the measure of success attained by the application of probationary supervision to offenders in selected countries, including the Scandinavian countries and the Netherlands, the United Kingdom and the United States. The study also included information on the financial aspects of this type of treatment. The report will be published in 1954.

A further study on parole and after-care, also to be published in 1954, provides analytical information and conclusions on the organization, content and the practical operation of parole and after-care systems in fourteen selected countries, as well as an analysis of the principles involved.

The third and the fourth issues (ST/SOA/Ser.M/4) of the International Review of Criminal Policy included various papers and information related to the programme on social defence.

In the Legislative and Administrative Series on Social Defence (prevention of crime and the treatment of offenders, and the traffic in persons and related problems) Volume II (Nos. 1 and 2) (ST/SOA/Ser.E/3 & Add.1) was issued during 1953, containing legislation adopted in 1950, reproduced in extenso or in part, from 23 countries; and titles of texts from six additional countries.

The publication in June 1953 of an addendum (E/TWC/Summary 1948-1950 Addendum) to the summary of reports on the traffic in persons brought to a close the circulation of information based on the League of Nations questionnaire. Future reports will follow the outline of the new questionnaire which was prepared as a consequence of the adoption by the General Assembly in December 1949 of the consolidated Convention for the Suppression of the Traffic in Persons and of the Exploitation of the Prostitution of Others. Haiti became a party to this Convention in 1953.

¹⁵⁸ Appointed under General Assembly resolution 415 (V), see Y.U.N., 1950, pp. 655-56.

¹⁵⁹ The series of regional comparative surveys on juvenile delinquency was continued in 1953 by those covering Asia and the Far East (ST/SOA/SD/1-Add.3) and the Middle East (ST/SOA/SD/1-Add.4).

¹⁶⁰ U.N.P., Sales No.: 1953.IV.23.

Since the inception of the system of correspondents appointed by governments on matters of social defence, their number has been steadily increasing and, by December 1953, there were 78 in 40 States. During 1953 Pakistan appointed three correspondents to the Department of Social Affairs, in the field of the prevention of crime and the treatment of offenders, and the network of correspondents for the Commonwealth of Australia was completed by the appointment of a correspondent for South Australia. In addition to furnishing periodic reports and to complying with special requests in individual cases, correspondents have assisted the Secretariat in assembling information in connexion with the preparation of certain studies.

9. Advisory Social Welfare Services

In pursuance of General Assembly resolution 418(V),¹⁶¹ a report on the progress of the advisory social welfare services during 1952 (E/CN.5/289/Add.5) was prepared by the Secretariat.¹⁶²

The Social Commission at its ninth session expressed satisfaction with the progress made and stressed the importance of a progressive integration of social welfare projects with programmes for economic and social development at the national level. In view of the increase in the number of requests for expert assistance and the limitation of funds, emphasis was laid on the importance of paying increased attention to the careful selection, in co-operation with the governments concerned, of social welfare projects to be implemented.

The Commission agreed that in view of the possible reduction in the funds available from the Expanded Programme for social projects, the importance of quality, rather than quantity, of fellowships should be stressed and that international training through fellowships and scholarships should be supplemented as far as possible by training at the regional level. Importance was also attached to obtaining from requesting governments an assurance that, after their return to their countries, fellows would be offered responsible positions in the fields in which they had studied abroad.

The Commission noted the increase in the number of countries that had requested and received assistance under the programme of advisory social welfare services, and stressed the need for maintaining an adequate geographical balance of the programme. The European participation in this programme, particularly with regard to

fellowships, should not be further reduced in relation to services rendered to other areas. While the interchange of ideas and techniques was as important to European countries as to other areas of the world, it was felt that this interchange could be effected through such programmes as the European Exchange Scheme, in which a relatively greater proportion of costs was borne by the interested governments, thus making a greater proportion of resources available to under-developed countries.

At the sixteenth session of the Economic and Social Council, the representatives of Belgium and the Philippines, in particular, expressed approval of the views of the Social Commission, especially the emphasis it had placed on the integration of technical assistance activities in social welfare with programmes of general national economic and social development. The representatives of Belgium, France and Sweden supported the Commission's views on the need for avoiding any further decrease of European participation in the allocation of fellowships under the advisory social welfare services.

During 1953 a total of 64 experts of 22 nationalities in various social welfare fields assisted 26 countries with programmes and problems of social development, including training for social work—auxiliary, in-service or professional level; administration of social welfare services; family and child welfare services; rehabilitation of the handicapped, including the blind and deaf; housing, town and village planning; community organization and development; and care of offenders and juvenile delinquency.¹⁶³

The United Nations Regional Office in Europe, through its Exchange Programme, arranged for 33 experts from European countries to go to countries in Europe other than their own, for short periods varying from a few days to one month. The assignments, also requested by governments, permit these experts to draw on their professional experience for the introduction of new social techniques or the improvement of existing techniques.

Another method of assisting governments is through fellowships and scholarships—during the year, 254 such grants were utilized by persons

¹⁶¹ This resolution sets forth the social welfare services to be rendered by the United Nations and the policies in accordance with which they are to be rendered. For the text of the resolution see Y.U.N., 1950, p. 596.

¹⁶² For a summary of the report see Y.U.N., 1952, pp. 509-10.

¹⁶³ For the work of the United Nations in these various fields during 1953, see above under the respective headings.

from 51 countries, who observed and studied in 20 countries. Under the Exchange Programme in and for Europe, participated in by sixteen countries, 243 exchange visits were organized. This regional exchange, administered by the United Nations in co-operation with ILO and the national exchange committees in the participating countries, enables persons or groups working in the field of social welfare or labour questions to observe and study abroad, on a reciprocal exchange basis, for periods varying from one week to several months.

Seminars and expert working groups held during 1953 included: one in Egypt, for the Arab States, on problems of the prevention of crime, the treatment of offenders and juvenile delinquency; one in Lebanon and one in Colombia on the training of auxiliaries; two in Brazil, one on

the prevention of crime and the treatment of offenders and the other on rural community welfare and development; three in Europe, under the Exchange Plan, one in Sweden on foster-home care of children, one in France on in-service training and one in Italy on services to individuals and families.

Technical publications in the social welfare field were furnished, on request, to Jamaica, Hong Kong, Indonesia and Burma and study kits covering selected material in community organization and development were sent to all governments, specialized agencies, experts and organizations in the field dealing with the subject. The Geneva Office of the United Nations handled 134 loans, comprising 517 films to nineteen countries, under its Film Library Service.

P. UNITED NATIONS CHILDREN'S FUND (UNICEF)

The UNICEF Executive Board held two sessions in 1953: the first from 19 to 26 March and the second from 8 to 16 September. Officers of the Board and members of the Programme Committee and the Committee on Administrative Budget for 1953 were elected¹⁶⁴ at a meeting of the 1953 Executive Board on 13 October 1952. The appointment of UNICEF representatives for 1953 to the UNICEF/WHO Joint Committee on Health Policy was made at the same time. At its 157th meeting on 13 October 1952, the Programme Committee appointed a Sub-Committee on Fund Raising.

1. UNICEF Assistance during 1953

In 1953 the Executive Board approved allocations totalling \$15,864,090 as follows:

	Longe-range Aid	Emergency Aid
Africa	\$582,000	—
Asia	4,666,850	\$1,722,000
Eastern Mediterranean	959,000	320,000
Europe	289,000	200,900
Latin America	1,937,300	—
Assistance benefiting more than one region.....	295,000	—
	<hr/> \$8,729,150	<hr/> \$2,242,900
Total, project aid	\$10,972,050	
Freight	2,442,000	
Operational services	942,780	
Administration	1,507,260	
	<hr/> \$ 4,892,040	
Grand Total	<hr/> <u>\$15,864,090</u>	

a. EMERGENCY AID

The Executive Board allocated a total of \$2,242,900 for emergency aid in 1953. This represented about 20 per cent of all project aid approved. Of this amount, \$1,722,000 went to four Asian countries: India, Japan, Korea and Pakistan, of which India received the largest amount, i.e., \$718,000 for relief in famine areas. The Board approved \$603,000 for aid to Korea for one year, since it had certain reservations regarding aid beyond this period in view of the existence of the United Nations Korean Reconstruction Agency (UNKRA), whose sole purpose is to provide aid for Korea. The Board decided that further aid to Korea would be considered only if it became clear that the need would not be covered by the activities of UNKRA.

Aid for Palestine refugees totalled \$200,000 for the year. In accordance with the policy of the Executive Board, this allocation was to be used only for goods available in surplus, or from contributions in kind or restricted currencies, or for goods which could not be used effectively elsewhere. "Economic refugees" in the Israel villages along the Jordan border also received an apportionment for emergency assistance in 1953.

Emergency aid was approved twice during the year by a mail-poll vote: \$100,000, in August, for Greek earthquake victims and \$132,000, in December, for Japanese children in areas devastated by floods and typhoons. An additional \$100,000 was

¹⁶⁴ For members of the Executive Board and subsidiary bodies of UNICEF, see Appendix III.

approved for Greece by the Board at its September session, while an allocation of \$132,000 for Japan supplemented the \$154,000 approved at the September session.

b. LONG-RANGE AID

A total of \$8,729,150, representing approximately 80 per cent of all project aid, was approved in 1953 for long-range aid. A total of 112 long-range programmes in 59 countries and territories received assistance; in addition, allocations were made for personnel engaged in BCG vaccination projects for two regions and for two projects which would benefit more than one region. During the year eight more countries were added to the list of those receiving UNICEF long-range aid: six in Africa (Bechuanaland, Kenya, Mauritius, Nigeria, Tanganyika and Uganda) and two in Latin America (British Guiana and St. Kitts).

The percentage distribution of long-range aid as between areas was as follows:

	Per Cent
Africa	6.7
Asia	53.4
Eastern Mediterranean	11.0
Europe	3.3
Latin America	22.2
Benefiting more than one region.....	3.4
	<hr/>
	100.0

In terms of major types of assistance, the percentage distribution was as follows:

	Per Cent
Maternal and Child Welfare.....	41.1
Mass Health	33.1
BCG and other TB control.....	(10.4)
Malaria and insect control	(8.7)
Yaws, bejel and syphilis control....	(9.8)
Control of other diseases.....	(4.2)
Child Nutrition	25.8
Long-range feeding	(7.6)
Milk and other food conservation..	(18.2)
	<hr/>
	100.0

Maternal and Child Welfare: About one third of total project aid, and over 40 per cent of long-range aid approved in 1953 was allocated to maternal and child welfare services and training programmes. This type of assistance has been increasing steadily during the past few years. In 1953, 57.6 per cent of long-range aid to Asia was for maternal and child welfare, as was 48.5 per cent of long-range aid in the Eastern Mediterranean area, 8.6 per cent in Europe and 6.4 per cent in Latin America.

The potential value of assisted maternal and child welfare centres in the development of health

and other community services in rural areas, as well as in continuing large-scale campaigns against disease after the end of the mass phase, was increasingly recognized. By the end of 1953, UNICEF had approved aid for 5,200 centres. Because of the great need for trained auxiliary maternal and child care personnel, especially in rural areas, maternal and child welfare services aided by UNICEF usually provide training facilities as well as direct services to mothers and children. The training aspects of the programmes contribute not only to maternal and child welfare but to general public health work as well.

Aid for maternal and child welfare programmes included: equipment for centres; supplies and equipment for hospitals and wards; teaching equipment; transport; kits for midwives; school health supplies and equipment; special equipment for handicapped children; drugs and diet supplements; dried milk; soap; and stipends for training auxiliary personnel.

The following 28 countries and the International Children's Centre in Paris received \$3,585,650 in aid for maternal and child welfare programmes in 1953:

Asia: \$2,686,650 for Afghanistan, Burma, Cambodia, China,¹⁶⁵ Ceylon, Hong Kong, India, Indonesia, Japan, Malaya, Pakistan, the Philippines, Sarawak, Singapore, Thailand and Vietnam.

Eastern Mediterranean: \$465,000 for Egypt, Iraq, Libya, Israel and Turkey.

Europe: \$25,000 for Austria.

Latin America: \$124,000 for Bolivia, Brazil, Chile, Ecuador, Panama and Peru.

International Children's Centre in Paris: \$285,000 benefiting more than one region.

BCG Vaccination Campaigns and Other Tuberculosis Control: Allocations totalling \$907,000 were made to 25 countries and territories and two regions for BCG vaccination campaigns and other tuberculosis control work in 1953 as follows:

Asia: \$585,400 for Brunei, Burma, Cambodia, Ceylon, China,¹⁶⁵ India, Indonesia, Pakistan, the Philippines, Thailand, Vietnam, South East Asia Region.

Eastern Mediterranean Region: \$133,000 for Ethiopia, Iran, Iraq, Jordan, Libya, Sudan, Turkey, Eastern Mediterranean Regional BCG project.

Latin America: \$188,600 for British Guiana, British Honduras, Chile, Colombia, Grenada, Paraguay, St. Kitts.

Thus, tuberculosis control received slightly over 10 per cent of the allocations approved for long-range aid in 1953. By area, this type of assistance constituted 12.6 per cent of long-range aid to Asia, 13.9 per cent of that to the Eastern Mediterranean

¹⁶⁵ For projects in Taiwan.

area and 9.7 per cent of that to Latin America. During 1953, BCG campaigns were being carried on in 23 countries, and approximately nine million children were vaccinated, as follows:

Area	No. of Countries	No. of Children Vaccinated
Asia	11	7,657,000
Eastern Mediterranean ..	6	1,077,000
Latin America	6	300,000
	23	9,034,000

Control of Malaria and Other Insect-Borne Diseases: In 1953, allocations for the control of malaria and other insect-borne diseases amounted to 8.7 per cent of all allocations for long-range aid. This was about half of the percentage for 1952, the decline being attributable to the fact that new proposals for Africa and the Eastern Mediterranean area were being developed during the year for submission to the Board in 1954. Of the long-range aid approved for each area, the following percentages were allocated for malaria and insect control: 17.2 per cent to Africa, 7.2 per cent to Asia, and 16.8 per cent to Latin America. The total amount approved was \$763,000 for eleven countries and territories as follows:

Africa: \$100,000 for Kenya, Nigeria, Tanganyika, Uganda.

Asia: \$338,000 for Afghanistan, Burma, Ceylon, Pakistan.

Latin America: \$325,000 for the Dominican Republic, Guatemala, Mexico.

Over nine million children and mothers in 30 countries were protected during 1953 in malaria and insect-control programmes aided by UNICEF, mainly with DDT supplies on hand from allocations made in previous years. The number protected in each area was as follows:

Area	No. of Countries	No. Children and Mothers
Africa	4	369,000
Asia	4	5,975,000
Eastern Mediterranean ..	4	531,000
Latin America	18	2,271,000
	30	9,146,000

Control of Yaws, Bejel and Syphilis: UNICEF aid for yaws, bejel and syphilis campaigns accounted for 9.8 per cent of all allocations for long-range aid programmes in both 1952 and 1953. In 1953, 49.4 per cent of the long-range aid approved for Africa was for the control of yaws, bejel and syphilis, as was 11.5 per cent of that for Asia and 3.3 per cent of that for the Eastern Mediterranean region. A total of \$858,000 was allocated for this type of assistance in seven countries in 1953 as follows:

Africa: \$288,000 for Bechuanaland, Morocco and Nigeria.

Asia: \$538,000 for China,¹⁶⁶ India and Indonesia.

Eastern Mediterranean: \$32,000 for Syria.

During 1953, over one million children and mothers were treated with penicillin by UNICEF in these campaigns in ten countries:

Area	No. of Countries	No. Children and Mothers Treated
Africa	2	80,000
Asia	5	373,500
Eastern Mediterranean ..	1	50,000
Europe	1	22,000
Latin America	1	494,000
	10	1,019,500

A special progress report on the UNICEF/-WHO-assisted campaigns against yaws (E/ICEF/-233), submitted by the Director-General of the World Health Organization (WHO), stated that modern methods of control open the way to eventual complete eradication of the disease.

Other Health Measures: The Executive Board approved in principle two new types of aid during 1953, in accordance with criteria laid down by the UNICEF/WHO Joint Committee on Health Policy: aid for environmental sanitation, and aid for large-scale leprosy control measures. The Board noted the comments of the Joint Committee on Health Policy that environmental sanitation is a basic component of all maternal and child health work and might be associated with this work either as an integral part of it or as an independent programme. The Board agreed that it would be desirable if such programmes could be related to existing UNICEF-aided maternal and child welfare programmes, but that where this was not possible they would be considered on their own merits.

Regarding leprosy control, the nature of the aid provided, it was decided, would vary in each individual case along the lines laid down by the Joint Committee on Health Policy. Leprosy, it was noted, is a major health problem in underdeveloped tropical countries, and the prevailing opinion is that it is more often contracted during infancy and childhood than in later life. While leprosy control is a complex problem, the modern approach permits patients to maintain a fairly normal life in their own communities during treatment. The Board approved aid for a leprosy control programme in Nigeria at its March 1953 session.

Besides the mass campaigns against tuberculosis, malaria and yaws, UNICEF during 1953 approved \$368,000 in aid for a number of other health pro-

¹⁶⁶ For prenatal syphilis control project in Taiwan.

grammes, including the leprosy programme in Nigeria and projects to control mycosis (Syria), trachoma (Morocco and Tunisia) and diphtheria, whooping cough and tetanus (Mauritius, Pakistan, Austria, Colombia, Peru), the latter chiefly through aid for vaccine production. The Board was interested in possible UNICEF aid for trachoma control on a large scale in areas where it constitutes a major child health problem, at such time as current experiments in mass control reach a stage where they can be technically recommended. The campaign in Morocco reached 124,000 people during 1953; while final evaluation of the results can not be made for some time, a constant evaluation is being made by the Government and by a WHO expert on trachoma. The campaign in Tunisia started in December 1953.

Child Nutrition: The Board approved a total of \$2,247,500 for child nutrition projects. These included long-range feeding, and milk and other food conservation projects in 26 countries, and a group training course in milk quality control, held in Rome during 1953. Aid for milk and other food conservation projects accounted for 18.2 per cent of all long-range aid approved in 1953, while 7.6 per cent of this amount was allocated for long-range feeding. The percentage of total long-range aid for each area allocated to child nutrition in 1953 was as follows:

Area	Long-Range Feeding	Milk Conservation
Africa	1.4%	—
Asia	1.6	8.9
Eastern Mediterranean	12.7	17.4
Europe	—	79.6
Latin America	23.6	39.4
Projects benefiting more than one region	—	3.4

Aid for long-range feeding totalled \$662,500 for fifteen countries:

Africa: \$8,000 for Belgian Congo and Ruanda Urundi.

Asia: \$75,800 for the Philippines and Thailand.

Eastern Mediterranean Region: \$122,000 for Iraq.

Latin America: \$456,700 for Bolivia, Brazil, Chile, Costa Rica, Ecuador, Guatemala, Honduras, Panama, Paraguay, Peru.

During 1953, a peak figure of half a million children and mothers received daily rations from UNICEF-assisted long-range nutrition programmes in nineteen countries, as follows:

Area	No. of Countries	No. of Children and Mothers
Africa	3	37,000
Asia	1	100,000
Eastern Mediterranean	3	11,000
Latin America	12	357,200
	—	—
	19	505,200

Aid for milk and other food processing totalled \$1,585,000 for twelve countries and for the Rome training course:

Asia: \$415,000 for India and Indonesia.

Eastern Mediterranean Region: \$167,000 for Egypt, Iran, Iraq, Turkey.

Europe: \$230,000 for Greece and Yugoslavia.

Latin America: \$763,000 for Brazil, Costa Rica, El Salvador, Honduras.

Assistance benefiting more than one region: \$10,000 for milk conservation group training.

By the end of 1953, UNICEF had approved aid for milk or other food conservation in 23 countries. In six of these countries, assistance for eight dry milk plants, one food processing plant and 92 fluid milk plants had been completed. In seventeen of these countries, aid for thirteen dry milk plants, one soya milk plant and 44 fluid milk plants was in various stages of completion.

In 1953, the Board, for the first time, approved assistance for a milk conservation project in Asia (India) to produce dried buffalo milk and for a project to produce powdered vegetable milk from the soya bean (Indonesia). The latter represents the first effort by UNICEF to increase the use of local, protein-rich foods in countries where milk is scarce. Through a special report on the milk conservation programmes (E/ICEF/234), the Board's attention was directed not only to the impact of the projects in providing safe milk but also to the significant contribution made by the projects to the agricultural economy of the countries.

2. Finances

The following 55 governments contributed \$14,266,000 to UNICEF in 1953:

Afghanistan, Australia, Austria, Belgium, Bolivia, Brazil, Burma, Cambodia, Canada, Ceylon, Chile, Colombia, Costa Rica, Denmark, Dominican Republic, Ecuador, Egypt, Ethiopia, France, Germany, Greece, Haiti, Honduras, Iceland, India, Indonesia, Iran, Iraq, Ireland, Israel, Italy, Japan, Jordan, Korea, Liechtenstein, Luxembourg, Malaya, Monaco, Netherlands, New Zealand, Nicaragua, Norway, Pakistan, Peru, Philippines, Singapore, Sweden, Switzerland, Thailand, Turkey, United Kingdom, United States, Vatican City State, Vietnam, Yugoslavia.

Of this group, eight governments were contributing to UNICEF for the first time: Cambodia, Ethiopia, Ireland, Korea, Monaco, Nicaragua, Vatican City State and Vietnam.

The largest contribution, \$9,814,333, was made by the United States Government. On a per capita basis, the ten largest government contributors in 1953 were as follows: New Zealand, United States, Monaco, Canada, Liechtenstein, Switzerland, Thailand, Sweden, Australia, Nicaragua.

There has been a steady upward increase in contributions from governments since 1950. The amount contributed by governments in 1953 was 32 per cent higher than in 1952 and 80 per cent higher than in 1950. The number of contributing governments was 41 per cent higher in 1953 than in 1952 and 83 per cent higher than in 1950.

UNICEF income from private sources for 1953 totalled \$828,000, of which \$651,000 came from the proceeds of fund-raising campaigns and the United Nations Day collections. The remaining \$177,000 came from individuals, private groups and a Halloween collection carried out by children in the United States, and compared with \$99,000 received from similar sources in 1952.

UNICEF received \$428,000 from UNRRA residual assets in 1953, as compared with \$137,000 in 1952. Miscellaneous income for the year amounted to \$655,000. The total income for the year from all sources was \$16,177,000.

Target Programme of Allocations: The Executive Board, in September 1953, approved \$20,000,000 as the target programme of allocations for the calendar year 1954, the same level as for 1953. Of the total approved for project aid (exclusive of freight and administrative and operational services), 84.5 per cent was set aside for long-range aid and 15.5 per cent for emergency situations.

The target did not include local expenses incurred by the countries in connexion with the UNICEF-assisted programmes; in the past, for every \$1 allocated by UNICEF, assisted governments have spent or committed an average of \$1.55.

Fund Raising Activities: In March 1953, the Sub-Committee on Fund Raising of the Programme Committee reported to the Executive Board on three meetings held in early 1953, at which relations with the General Assembly's Negotiating Committee on Extra-Budgetary Funds, the use of prominent personalities for fund-raising purposes, and the status of the organization of UNICEF National Committees were discussed.

In November 1953, the Sub-Committee held another meeting and agreed that the Negotiating Committee for Extra-Budgetary Funds should be requested to authorize its chairman to ask governments to consider making contributions to UNICEF. Accordingly, by the end of the year, 31 letters had been sent. Letters were not sent to governments which had recently announced contributions for 1953 or to which, for other reasons, it was considered advisable to delay a formal approach.

The Sub-Committee also considered ways in which UNICEF public information activities

could be further improved and reaffirmed its belief that the development of UNICEF National Committees was an important part of UNICEF's public information programme. In some cases, these committees are sub-committees of United Nations Association organizations, while in others they represent continuing efforts of the United Nations Appeal for Children (UNAC) groups. The Sub-Committee expressed the opinion that a tie-in with United Nations Association organizations might offer advantages both to UNICEF and to the Associations.

3. Co-operation with Other United Nations Agencies

An essential factor in UNICEF's operation is the collaboration with related specialized agencies and departments of the United Nations. Such collaboration ensures that UNICEF supplies and equipment, and the plans of operations for which they are approved, are technically sound and that governments will receive necessary related technical advice and services. In addition, UNICEF co-operates with WHO and the Food and Agriculture Organization of the United Nations (FAO) through certain committees created to study problems of mutual interest.

For example, in addition to the UNICEF/WHO Joint Committee on Health Policy (see above), an FAO/WHO/UNICEF committee, known as the "Inter-Agency Working Group on Milk and Milk Products", was formed in December 1952 to consider problems of mutual interest in the field of milk conservation and to act in an advisory capacity with regard to national legislation and sanitary regulations governing milk quality control. Its first major accomplishment was the development of a training course in milk quality control, which was held in Rome in October to November 1953.

In August 1953 two training courses with representatives from Latin American countries were held simultaneously in San Jose, Costa Rica, one on school feeding and the other on improving milk production. The former was sponsored by FAO (which assumed the international financial obligations), UNICEF and the Ministry of Public Health of Costa Rica in collaboration with the Institute of Nutrition for Central America and Panama (INCAP). The latter was organized by FAO, with the Ministry of Agriculture of Costa Rica as host; UNICEF and INCAP took an active part in the conference through the participation of staff members. The course dealt more with the basic problems of milk production than with the problems of milk quality control considered by the Rome seminar.

4. Co-operation with Non-Governmental Organizations

Close relationship is also maintained between UNICEF and international non-governmental organizations. A number of such organizations have passed resolutions requesting national member organizations to give active help to UNICEF through such means as educating the public, pressing for government contributions, establishing national committees.

At its meeting on 15 October 1953, the Non-Governmental Organizations Committee on UNICEF approved a four-point programme of action for 1954 in the fields of: maternal and child welfare centres, national UNICEF committees, utilization of voluntary resources, and nutrition. The purpose of the programme is to stimulate additional voluntary effort in carrying out UNICEF-assisted projects, and to enable the Non-Governmental Organizations Committee to make a constantly increasing contribution to UNICEF, although the activities of the Committee are not limited to the efforts outlined above.

5. Continuation of UNICEF

The Social Commission, at its ninth session from 4 to 20 May 1953, proposed a draft resolution (E/2437 A) for adoption by the Economic and Social Council, by which the Council would express its opinion that the regulations which governed UNICEF had enabled it to achieve satisfactory techniques, to acquire valuable experience, and to accomplish its tasks successfully, and would recommend that the Assembly reaffirm the pertinent provisions of its resolutions 57(I) and 417(V)¹⁶⁷ with the exception of any reference to time limits contained in these resolutions.

The Council considered the question at its sixteenth session at its 732nd and 733rd plenary meetings on 20 July 1953. In addition to the report of the Social Commission (E/2437), it had before it two reports of the Executive Board of UNICEF, which had also been before the Social Commission. The first of these (E/2430) set forth the basic principles under which the Fund operates and the major programming and financial trends since its inception, and the second (E/2409) presented a synthesis of the observations of the members of the Executive Board at its March 1953 session on the work of UNICEF.

In the general discussion on the future of UNICEF, the Council unanimously paid tribute, as had the Social Commission, to the work of

UNICEF and to the principles of its administration. UNICEF, by its far-reaching effects, had brought help to millions of children throughout the world, particularly in under-developed areas. Among others, the representatives of Australia, Belgium, France and India expressed satisfaction with the excellent co-operation between UNICEF and the specialized agencies and hoped that such co-operation would continue.

The majority expressed the hope that contributions would be forthcoming in amounts sufficient to enable UNICEF to continue to work effectively. In this connexion, the representatives of Belgium, Egypt and Yugoslavia announced their Governments' contributions to either the 1953 or 1954 budgets, and the representative of Uruguay stated that his Government was studying the possibility of making an additional grant. The representative of Turkey also indicated the amounts his Government was intending to pay towards the aid being given Turkey by UNICEF. The Australian representative, while supporting the continuation of UNICEF, emphasized that it was essential that the Fund should have the guarantee of continued financial support. If that support were not forthcoming, his Government, he stated, would have to review its attitude.

The majority noted with approval that, during the last two years, the emphasis of UNICEF's activities had shifted from Europe to under-developed countries and from emergency to long-range programmes for economic and social development, but agreed that it was important to continue to render emergency aid when necessary. The representative of China stressed that countries outside Europe were three years behind so far as assistance from UNICEF was concerned; therefore, they should certainly not be regarded as no longer in need of any but long-term assistance. It would be regrettable, he thought, if the change of emphasis should debar those countries from benefiting from the emergency programmes in which they stood of such need.

In view of the change of emphasis and the fact that UNICEF was not only concerned with international emergency situations, the representatives of Argentina, France, India, the Philippines and the United States presented a joint amendment (E/L.524) to the draft resolution recommended by the Social Commission (E/2437 A) to:

(1) change the name of the organization to the United Nations Children's Fund, retaining the symbol UNICEF;

¹⁶⁷ See Y.U.N., 1946-47, pp. 163-64 and Y.U.N., 1950, p. 621.

- (2) provide for a periodic review of UNICEF's work;
- (3) request the Secretary-General to ensure effective co-ordination with other United Nations agencies and to report thereon; and
- (4) commend UNICEF, the United Nations Secretariat and the specialized agencies for their close working relations and request that they strengthen them.

The joint amendment was adopted unanimously and the draft resolution, as thus amended, was also adopted unanimously by the Council at its 733rd meeting on 20 July.

By this resolution (495(XVI)), the Council recommended that the General Assembly:

- (1) reaffirm the pertinent provisions of its resolutions 57(I) and 417(V) with the exception of any reference to time limits contained in those resolutions;
- (2) change the name of the organization to the United Nations Children's Fund, retaining the symbol UNICEF;
- (3) request the Council to continue to review periodically the work of UNICEF and to make recommendations to the Assembly as appropriate;
- (4) request the Secretary-General to ensure that the programme carried out by UNICEF should continue to be co-ordinated effectively with the regular and technical assistance programmes of the United Nations and the specialized agencies and to report thereon to the Council in 1954 and subsequently as appropriate; and
- (5) that the Assembly commend UNICEF, the United Nations Secretariat and the specialized agencies concerned for the close working relations which have developed progressively, and request them to strengthen those relations in giving full effect to the desires of the General Assembly as expressed in General Assembly resolution 417(V) and in this resolution.

At its eighth session, the General Assembly considered the question of continuing UNICEF at its 451st and 452nd plenary meetings, on 5 and 6 October 1953. It had before it, inter alia, the report (E/2430) of the Executive Board of UNICEF, and a note by the Secretary-General (A/2467) indicating the action taken by the Council. Argentina, Australia, Brazil, Canada, France, Greece, India, Iraq and the Philippines submitted a joint draft resolution (A/L.163) containing the text recommended by the Council.

Opening the debate, the representative of Iraq said that UNICEF was currently assisting more than 200 child-care projects in 75 countries. The major categories of these projects were: maternal and child welfare; control of malaria; BCG

vaccination and other tuberculosis control; child nutrition; and control of communicable diseases and emergency aid projects. He recalled that the United States had thus far contributed over \$97,250,000 to the Fund and other governments approximately a total of \$45 million. He stressed that, moreover, these amounts did not take into account the extensive "internal matching" of governments. Out of every dollar spent on child-care projects the local government concerned was spending 61 cents, as compared to 39 cents contributed by UNICEF.

The representative of Australia and others stressed that no other voluntarily financed programme had had such a high proportion of support from under-developed countries as had UNICEF. The representative of the United States announced that her Government would shortly contribute \$9,814,333 for the year 1953.

The Canadian representative said that his Government would maintain its financial support of the Fund, but that the amount of Canada's contribution for the coming year would be related to the support which the Fund received from other countries. The representatives of the United Kingdom, Syria, the Dominican Republic and Egypt also indicated that their Governments would consider making contributions in the following year.

Summing up the debate, in which the majority had praised the achievements of UNICEF, the President said that the General Assembly's unanimous support for the continuation of the United Nations Children's Fund was a recognition of the Fund's success in reaching tens of millions of children, not only in times of emergency but also with long-term and more permanent assistance. The joint draft resolution (A/L.163) was adopted unanimously at the Assembly's 452nd plenary meeting on 6 October as resolution 802(VIII). It read:

"The General Assembly,

"Considering the world-wide disproportion between the magnitude of social service tasks to be undertaken and the available means of implementation,

"Considering the role that the United Nations International Children's Emergency Fund plays in the whole international programme for the protection of the child,

"Considering that the Fund's activities are useful, not only because they realize some of the high objectives which have been adopted by the United Nations, but also because they create favourable conditions for the development of the long-range economic and social programmes of the United Nations and the specialized agencies, particularly the World Health Organization and the Food and Agriculture Organization of the United Nations,

"Considering the urgent need for continuing the work of UNICEF, particularly in the under-developed regions of the world,

"Considering that the number of governments making contributions to UNICEF has increased constantly since 1950,

"1. Affirms that the regulations which govern the activity of the United Nations International Children's Emergency Fund have enabled it to achieve satisfactory techniques, to acquire valuable experience and to accomplish its task successfully;

"2. Reaffirms the pertinent provisions of General Assembly resolutions 57(I) and 417(V), with the exception of any reference to time-limits contained in these resolutions;

"3. Decides to change the name of the organization to the United Nations Children's Fund, retaining the symbol UNICEF;

"4. Requests the Economic and Social Council to continue to review periodically the work of UNICEF and to make recommendations to the General Assembly as appropriate;

"5. Requests the Secretary-General:

"(a) To ensure that the programmes carried on by UNICEF continue to be co-ordinated effectively with the regular and technical assistance programmes of the United Nations and the specialized agencies;

"(b) To report thereon to the Economic and Social Council in 1954 and subsequently as appropriate;

"6. Commends UNICEF, the United Nations Secretariat and the specialized agencies concerned for the close working relations which have developed progressively and requests them to strengthen those relations in giving full effect to the desires of the Assembly as expressed in resolution 417(V) and the present resolution."

Q. POPULATION AND MIGRATION QUESTIONS

The Population Commission held its seventh session from 19 to 30 January 1953 at United Nations Headquarters. It reviewed its work programme in the light of its terms of reference and considered that major progress had been made, in particular in the improvement of the quantity and quality of demographic data. It also considered, on the basis of a report by the Secretary-General (E/CN.9/94), the progress of the various studies in course of preparation. These included work in connexion with the interrelationships of population trends and economic and social factors; migration; mortality; fertility; population estimates and forecasts; demographic aspects of the problem of aging; demographic aspects of labour supply, employment and unemployment; the population of Trust Territories; survey of demographic legislation; the demographic dictionary; and demographic aspects of technical assistance.

The Commission considered that first priority should be given to the preparatory work for the World Population Conference and to early completion of those projects which were already far advanced. It felt that certain other projects should be deferred to allow for a greater concentration of effort on those studies which could advance the priority programmes of the United Nations in the economic and social fields, namely:

(1) studies of interrelationships of demographic, economic and social factors;

(2) analyses of future population trends;

(3) studies of migration, both international and internal; and

(4) continuing Secretariat services including technical assistance.

At the request of the USSR and the Ukrainian SSR representatives the Commission included in its report a statement of their views. In their opinion, undue importance had been given to the study of secondary questions; higher priority should be accorded to the study of important social problems, such as the demographic aspects of unemployment, the demographic situation and living conditions of the people in the Trust Territories, and the living conditions of migrants in the countries of immigration.

The report of the Population Commission (E/2359) was considered by the Economic and Social Council at its fifteenth session, at the 227th and 228th meetings of its Social Committee on 7 April, and at its 685th plenary meeting on 14 April 1953.

The majority of the Council expressed satisfaction with the work of the Commission and with the studies being undertaken by the Secretariat. The representative of Argentina considered that undue emphasis was placed on data relating to the individual and not sufficient emphasis on the family as the basic element of the social structure. He also considered that more attention should be attached to qualitative methods in studying human groups. The representative of Yugoslavia suggested that States should be represented on the Commission by demographic experts or by economists readily able to understand demographic problems, and that it should be tacitly agreed that the Commission's members should be elected for two consecutive terms. A number of representatives, in particular those of Argentina, France, Egypt and the United Kingdom, emphasized the need for

co-ordinating the work of the United Nations and the specialized agencies in the demographic field.

A draft resolution proposed by the United States (E/AC.7/L.134) (with an oral amendment by Sweden, accepted by the sponsor, to refer to the Statistical as well as the Population Commission) was adopted by the Social Committee by 16 votes to none, with 2 abstentions. (For resolution as adopted, see below.) Previously, the Committee rejected, by 16 votes to 2, a USSR amendment to delete a reference to internal migration.

The draft resolution (E/2392 A) was adopted by the Social Committee at its 228th meeting by 16 votes to none, with 2 abstentions, and by the Council at its 685th plenary meeting on 14 April, by the same vote, as resolution 471 A-(XV). The United Kingdom representative stated that he had voted for the resolution on the understanding that the analyses of future population trends provided for in the resolution included the recent rise of the birth-rate in certain countries.

In resolution 471 A (XV), the Council took note of the report, expressed its satisfaction with the progress made by the Population Commission, in co-operation with the Statistical Commission, in improving the quality and availability of basic demographic information and in creating a continuing programme for further improvement, and welcomed the decision of the Commission to concentrate its efforts and resources on three major lines of work now under way, namely: (a) studies of the interrelationship of demographic, economic and social factors; (b) analyses of future population trends; and (c) studies of migration, international and internal. The principal questions dealt with by the Commission and the Council are indicated below.

1. Demographic Aspects of Problems of Economic and Social Development

a. INTERRELATIONSHIPS OF DEMOGRAPHIC, ECONOMIC AND SOCIAL FACTORS

The Commission was informed that the revision of the report "Determinants and Consequences of Population Trends", which presents a summary of the findings of studies of the interrelationships of demographic, economic and social factors, was nearing completion. It recommended the publication of the report as soon as possible and expressed the hope that concrete studies likely to throw light on these interrelationships might be undertaken in the various countries. It suggested that such studies should be based on as complete an objective observation of the facts as possible.

The Commission also examined a memorandum (E/CN.9/98) by the Secretary-General which listed major gaps, revealed in the preparation of this report, in current knowledge of relationships between population trends and economic and social conditions. The list, which was confined to topics of prime importance on which there were practical possibilities of obtaining valuable results from further studies, mentioned, *inter alia*:

the relative importance of the various factors affecting mortality;

the effect of changing economic conditions, in particular the economic development of under-developed areas, upon the trend of fertility in various cultural settings;

the related question of the reasons for the increase in the annual birth rate, particularly in industrialized countries, during and after the war; and

the interrelationships of demographic, social and economic factors in migration, in particular the effects of international immigration and emigration on population growth.

Some members of the Commission suggested modifications to the list, stressing, for example, the importance of internal migration in some under-developed countries and that of social organization as it affects population trends in relation to economic development. The Commission asked the Secretary-General to reconsider the list of topics in the light of the views expressed in the Commission, to publish the revised list and to communicate it to governmental and non-governmental agencies and private research institutions interested in population studies, as well as to experts in the field of demography, and invite their comments on the feasibility of carrying out studies on these topics; to report to the Commission on the replies received; and to call attention to these gaps at the World Population Conference.

Since the revised report "Determinants and Consequences of Population Trends" was not yet available, the Council had before it a memorandum (E/AC.7/L.132) by the Secretary-General on "Relation of Population Trends to Problems of Economic and Social Development", summarizing the report. The memorandum stressed the importance of taking into account the influence of contemplated measures for economic and social development upon the population trend and of understanding the possible consequences of population changes. It also pointed out the particular difficulties caused by the fact that the most rapid increases of population were currently taking place in under-developed countries.

During the Council's discussions at its fifteenth session, the importance of analysing the data in order to enable conclusions to be drawn was

stressed by the representatives of Belgium and the United States. Certain representatives, including those of the United States and Yugoslavia, referred to the particular importance of the question in under-developed areas. The representative of India considered that demographic problems in under-developed countries could best be met by dealing with economic rather than with biological factors. The Egyptian representative thought such problems could be solved, not only by economic development, but also by a better distribution of the world's material resources.

The Council's Social Committee, by 14 votes to none, with 2 abstentions, adopted two United States amendments (E/AC.7/L.133), the first to provide that the Council refer to the summary of the report rather than to the report itself; and the second, as amended orally by the Philippines, to draw the attention of governments to the importance of obtaining fuller information on the subject.

The amended draft resolution was adopted by the Social Committee at its 227th meeting, by 15 votes to none, with 2 abstentions (E/2392 B), and by the Council at its 685th plenary meeting on 14 April by 16 votes to none, with 2 abstentions, as resolution 471 B (XV).

In this resolution, the Council drew the attention of Member States to the importance of obtaining fuller information on, and considering the interrelationships between, population changes and the economic and social changes in developing various portions of their economic and social programmes aimed at raising the standard of living of their peoples.

The Population Commission at its seventh session discussed studies within various under-developed countries which the Council, in resolution 308 D (XI), had declared to be valuable in the consideration of the problem of technical assistance, namely, studies of the possible effects of various types of developmental measures upon population growth, and of the social and economic consequences of population growth.

The Commission was informed of the progress being made in the study of population in relation to social and economic conditions in Mysore State, India, which had been undertaken jointly by the United Nations and the Government of India (E/CN.9/94). The Commission was also informed of the negotiations being conducted with that Government regarding the possible extension of co-operative population studies in India and of the efforts of the Secretary-General to explore the possibilities of carrying out similar

studies in other countries (E/CN.9/94). The Commission recommended that the Secretary-General co-operate in studies of this type with Member Governments requesting such co-operation on the widest scale compatible with the priorities established by the Commission.

b. ANALYSIS OF THE RESULTS OF POPULATION CENSUSES TAKEN IN AND AROUND 1950

The Population Commission at its seventh session considered the large amount of information concerning demographic, economic and social conditions obtained in the national population censuses taken in and around 1950 and noted that little could be achieved unless the statistics made available were analysed to determine their bearing on programmes of action. It listed ten topics as particularly important for study where relevant information had been obtained in the censuses:

- (1) completeness and accuracy of census results and comparability with earlier censuses;
- (2) size, density, and geographical distribution of population in relation to natural resources;
- (3) trends and characteristics of urban and rural population;
- (4) structure of the population with special regard to age groups, economically active and inactive groups, social classes, and (where relevant) ethnic groups and nationalities;
- (5) trends in mortality, fertility, and family size for the country and its subdivisions;
- (6) fertility and mortality differentials between regions, economic groups, social classes, and (where relevant) ethnic groups, nationalities, etc.;
- (7) prospects for future population growth, with special reference to labour supply and employment;
- (8) internal and external migration and their effects on the age structure, labour force, and other demographic characteristics of the country and its subdivisions;
- (9) composition of the population with reference to occupation, industry, status, and social classes; and
- (10) economic and social conditions such as labour supply, housing, standard of living, education, and social welfare measures.

During the Council's discussions at its fifteenth session, the representative of Venezuela referred to the value of the 1950 census taken in his country. The United Kingdom representative considered that, in technical assistance programmes, preferential treatment could not be given to censuses.

The draft resolution proposed by the Commission (E/2359 B) was adopted by the Social Committee (E/2392 C) at its 227th meeting on 7 April, by 16 votes to none, with 2 abstentions, and, by the same vote, by the Council at its 685th

plenary meeting on 14 April, as resolution 471 C (XV). It read:

"The Economic and Social Council,

"Having in mind the great potential value of the results of the population censuses taken in various countries during recent years as a basis for analytical studies which would elucidate major social and economic problems facing Member States,

"1. Invites the governments of those countries and territories where population censuses have recently been taken, or will be taken in the near future, to prepare analytical studies based on either complete or sample tabulations of census results, devoting primary attention to those demographic topics which are of foremost importance to their programmes of economic and social development and taking into account, in the selection of topics, the views on this matter expressed by the Population Commission at its seventh session;

"2. Requests the Secretary-General to give, within the limits of the resources available and in accordance with the work priorities, appropriate technical assistance to those governments requesting aid in order to help them carry out analytical studies of their census results."

c. FERTILITY AND MORTALITY STUDIES IN UNDER-DEVELOPED COUNTRIES

The Population Commission noted that information on trends in fertility and mortality rates and their effects on population changes are of major importance in the long-range planning of economic and social development programmes, and pointed out that in under-developed countries these trends cannot be predicted with assurance on the basis of existing knowledge. The Commission recommended that the Secretary-General continue to explore the possibilities of intensive field studies of factors affecting these rates and trends in areas where large-scale development programmes are under way and that he extend the fullest possible co-operation to interested governments and agencies within the resources available and the priorities established by the Commission.

d. POPULATION ESTIMATES AND FORECASTS

The Commission was informed (E/CN.9/94) of the progress being made in compiling population and manpower projections. It considered that this work should be continued and that special attention should be paid to the under-developed countries where there existed a sufficient statistical basis.

2. Demographic Seminars

The Commission at its seventh session examined a report prepared by the Secretary-General on plans for regional seminars in the field of popu-

lation (E/CN.9/105), one to be held in Latin America, and another in Southeast Asia. The Commission's view was that a third seminar to be held in the Middle East was highly desirable. The representative of Egypt expressed support in the Economic and Social Council for this recommendation.

3. World Population Conference

The Population Commission at its seventh session reviewed plans for the World Population Conference to be held in 1954, as authorized by Economic and Social Council resolution 435 (XIV), and considered the preliminary agenda of the Conference contained in the report of the Preparatory Committee (E/CONF.13/PC/1).¹⁶⁸ The Commission called attention to the desirability of focusing the Conference on the main population problems confronting the world, and to the danger that the Conference might lose in effectiveness if too many topics were included in the agenda. During the Council's discussions at its fifteenth session, the representatives of Australia, the United Kingdom and Yugoslavia also emphasized this point.

The Commission was also informed that, after the Council had authorized the holding of the Conference with the stipulation that it be convened "at the site which will involve the least cost to the United Nations, but at Geneva, if in Europe", the Italian Government had offered to contribute 25,000 dollars toward the financing of the Conference, if it should take place in Rome. The Preparatory Committee had recommended that the Conference be held in Rome. The majority of members of the Council were in favour of accepting the Italian Government's offer, in the absence of any financial objection. A draft resolution proposed jointly by Argentina, Belgium, Cuba and Uruguay (E/AC.7/L.135) was adopted by the Social Committee (E/2392 E) at its 228th meeting on 7 April, by 16 votes to none, with 2 abstentions, and, by the same vote, by the Council at its 685th plenary meeting on 14 April, as resolution 471 E (XV).

By this resolution, the Council modified paragraph 6 of its resolution 435 (XIV) to read as follows:

"Authorizes the Secretary-General to convene the Conference at a site which will involve the least cost to the United Nations, but at Geneva or Rome if in Europe."

¹⁶⁸ See Y.U.N., 1952, pp. 532-33.

4. Migration

a. DEMOGRAPHIC ASPECTS OF MIGRATION

The Population Commission at its seventh session reviewed the international programme of studies on migration, considering the value of the results as an aid to national governments and international bodies in the formulation of co-ordinated migration policies and the planning of related programmes in the social and economic fields.

In this connexion the Commission considered two documents submitted by the Secretary-General: (1) a report on the progress made since its last session in various migration studies (E/CN.9/100); and (2) a summary of the results of studies of international migration undertaken by the United Nations and the specialized agencies since 1946 (E/CN.9/109).

The Secretary-General reported that reports on the following subjects would be completed during 1953:

(1) The revised study "Elements of Immigration Policy" (previously entitled "Prerequisites to Immigration") prepared jointly by the United Nations and interested specialized agencies;

(2) Sex and age of international migrants: statistics for 1918-1947;

(3) Economic characteristics of international migrants: statistics for selected countries, 1918-1950;

(4) Methodological problems in statistics on economic characteristics of international migrants; and

(5) Analytical bibliography of sources of migration statistics.

The Commission requested the Secretary-General, in co-operation with ILO and other interested specialized agencies, to publish these reports as soon as possible. During the Council's discussions at its fifteenth session, certain representatives, including those of Australia and the United States, also called attention to the value of these reports.

In the discussions in the Commission and the Economic and Social Council certain representatives, including, in the Council, the representatives of the Philippines and the United States, expressed the view that internal migration was an important factor in the demographic, economic and social development of many countries and deserved more attention than it had received. Others, in particular the representative of the USSR, considered that questions relating to internal migration were properly the concern of national governments only, and not of international organizations.

The Social Committee, by 16 votes to none, with 2 abstentions, adopted a United States amendment (E/AC.7/L.133) to delete from the Com-

mission's draft resolution (E/2359 C) clauses relating to particular types of technical assistance in order, the United States representative explained, to avoid giving the impression that more importance was attached to technical assistance programmes relating to the study of migration than to other such programmes. The draft resolution, as amended, was adopted by the Social Committee (E/2392 D), by 16 votes to 2, at its 227th meeting on 7 April.

At its 685th plenary meeting on 14 April, the Council, by 16 votes to none, with 2 abstentions, adopted a Swedish amendment (E/L.491), requesting the Secretary-General to report only on the implementation of paragraph 3 on technical assistance activities and not on the resolution as a whole. At the same meeting, the Council adopted the amended resolution by 15 votes to 2, with 1 abstention, as resolution 471 D (XV). It read:

"The Economic and Social Council,

"Considering the importance of internal migration in connexion with economic progress and the attendant social and political phenomena, especially in the economically under-developed countries, and noting that in these countries internal migration has not been sufficiently studied, and

"Paying due attention to the priorities established for the implementation of the work programme of the Population Commission,

"1. Recommends that Member States continue to give special attention to the problem of internal migration and its social and economic implications, particularly within a process of economic development;

"2. Invites Member States to take appropriate action with a view to improving the statistical and demographic information in the field of internal migration;

"3. Recommends that the Secretary-General, in co-operation with the appropriate specialized agencies, aid those Member States requesting technical assistance pertaining to the field of internal migration;

"4. Calls the attention of Member States having similar problems relating to internal migration to the advantage of conducting joint studies, and further directs the attention of the regional economic commissions to the importance of internal migration especially in connexion with economic development;

"5. Requests the Secretary-General to report to the Population Commission at its eighth session on the implementation of paragraph 3 of the present resolution."

During the consideration by the General Assembly, at its eighth session, of chapters IV and V (concerning social questions and human rights) of the report of the Economic and Social Council (A/2430) a draft resolution on the subject of internal migration was submitted jointly by Brazil, Indonesia, Mexico and Peru (A/C.3/L.363/Rev.1). This draft was referred to during the gen-

eral debate on these chapters at the Third Committee's 503rd to 511th meetings, from 22 October to 3 November 1953, and was discussed and voted on at the 511th meeting.

In addition to the sponsors, the representatives of China, Iraq and Syria spoke in favour of the draft resolution. The sponsors of the draft resolution stressed the importance of obtaining increased knowledge of the processes of internal migration and urbanization occurring in a number of economically under-developed countries and pointed out the many ways in which further economic development was interrelated with problems of encouraging and planning internal migration. The representatives of Peru and Syria drew attention to the fact that the draft resolution stipulated that the suggested programme of studies should be drawn up within presently available resources and that, therefore, no additional financial burden would be imposed.

The USSR representative stated his opposition to the draft resolution, on the ground that internal migration fell entirely within the domestic jurisdiction of States and thus outside the competence of the United Nations. On the other hand, the representative of Syria considered that no interference with the internal jurisdiction of States should be feared, as the draft resolution specifically stipulated that studies should only be carried out when requested by the countries concerned. The representative of China believed that the question was primarily the concern of each government but that sample studies made by a United Nations organ in some countries would be of interest to others.

The Third Committee adopted the joint draft resolution at its 511th meeting on 3 November by 40 votes to 5, with 5 abstentions (A/2373 I).

It was adopted by the General Assembly at its 460th plenary meeting on 28 November 1953, by 49 votes to 5, with 5 abstentions. Resolution 733 (VIII) read:

"The General Assembly,

"Considering the close connexion existing between internal movements of population and economic and social progress in the economically less developed countries,

"Noting with satisfaction that the Economic and Social Council, in examining the work of the Population Commission, has recently paid attention to the problems of internal migration (resolution 471 D (XV) of 14 April 1953) which have generally not been sufficiently studied,

"1. Invites the Economic and Social Council, in co-operation with the International Labour Organisation and other interested agencies, to develop, within available resources, an appropriate programme of studies on internal migration, especially in the economically less developed countries, to be carried out at the request of the countries concerned;

"2. Requests the Secretary-General to communicate to the Economic and Social Council, for its guidance and information, the records of the debate on this question in the General Assembly at its eighth session."

The Population Commission considered the necessity, emphasized in General Assembly resolution 624(VII),¹⁶⁹ of orienting the programme of work on migration to produce results of practical value for co-ordinated international effort. It noted that the work of international agencies has hitherto been concerned largely with the short-term problems of refugees and displaced persons, and recommended that more exhaustive study should be made of the relationship between migration and population trends in order to determine the longer range factors to be taken into account in the formulation of migration policies. The Commission further recommended that the Secretary-General, in co-operation with ILO and other interested agencies, prepare a summary of international migratory movements since 1950.

b. SOCIAL ASPECTS OF MIGRATION

(D Recognition and Enforcement Abroad of Maintenance Obligations)

In accordance with Council resolution 390 H (XIII)¹⁷⁰ concerning the recognition and enforcement abroad of maintenance obligations, a committee of experts, appointed by the Secretary-General, met in August 1952. The Committee prepared two international instruments—a draft convention on the recovery abroad of claims for maintenance and a draft of a model convention on the enforcement abroad of maintenance orders.

The Committee's report (E/AC.39/1) was submitted to the Council at its fifteenth session, but the Council, at its 673rd plenary meeting on 31 March, decided to postpone consideration of the question until its seventeenth session.

The question was, however, discussed by the General Assembly at its eighth session in connexion with the Assembly's consideration of chapters IV and V (concerning social questions and human rights) of the report of the Economic and Social Council. References were made to the subject in the general debate on these chapters which took place at the Third Committee's 503rd to 511th meetings from 22 October to 3 November. Certain representatives, in particular those of Denmark and Greece, expressed the view that the problem was important and extremely urgent.

A joint draft resolution submitted by Brazil, Denmark, Greece, the Netherlands, Norway and

¹⁶⁹ See Y.U.N., 1952, pp. 392-93.

¹⁷⁰ See Y.U.N., 1951, p. 575.

Sweden (A/C.3/L.373) on this question was considered by the Third Committee at its 511th and 512th meetings, on 3 and 4 November. It proposed that the Assembly request the Economic and Social Council to complete its work on this question and report to the Assembly at its next regular session.

A number of representatives, including those of Belgium, Denmark, the Dominican Republic, France, Greece, Indonesia, Israel, the Netherlands, New Zealand, Norway, the Philippines, Turkey, the United Kingdom, the United States and Uruguay, spoke in support of the joint draft resolution. They observed that the failure to enforce maintenance obligations abroad had caused many tragedies and that a remedy was urgently needed. The joint draft resolution, in their view, was designed, not to bind those voting for it to the adoption of the relevant draft conventions on the question, but merely to ask the Council to do its best to complete a task which had been outstanding for so long.

Other representatives, however, including those of Afghanistan, Iraq and Saudi Arabia, argued that the Council's agenda was heavy, and the Third Committee ought not, therefore, to keep referring matters to it with a demand for priority. The Council, they said, had long been trying to complete its work on freedom of information, the draft Covenants on Human Rights and the right of peoples and nations to self-determination, and those items were all too often crowded off its agenda. They felt that self-determination warranted priority over the enforcement abroad of maintenance obligations, as the former question affected tens of millions while the latter affected, at most, a few hundred thousand.

The representative of Syria orally proposed that the joint draft resolution be amended so as to have the Assembly request the Council to complete its work on this question "as soon as possible", rather than by the ninth session of the Assembly.

The representative of China said that the Council might not be able to complete the work on this question in time for the Assembly's ninth session. He orally proposed that the joint draft be amended so as to insert the words "if possible" after the word "complete" in order to make it more flexible. The sponsors of the joint draft agreed to accept the Chinese amendment, in consequence of which the Syrian amendment was withdrawn.

The Third Committee at its 512th meeting on 4 November adopted the joint draft resolution, as amended, by 43 votes to none, with 6 abstentions.

The representative of Afghanistan, while voting for the joint draft resolution, reserved his position on the substance of the question. The representative of Iraq declared that she had abstained because she considered that better results could be achieved through bilateral or regional action than through the United Nations.

At its 460th plenary meeting on 28 November, the General Assembly adopted the draft resolution proposed by the Third Committee (A/2573), without discussion, by 48 votes to none, with 7 abstentions, as resolution 734(VIII). It read:

"The General Assembly,

"Having noted that the question of the reciprocal recognition and enforcement abroad of maintenance obligations has been before the Economic and Social Council which, at its fifteenth session, decided to postpone consideration until its seventeenth session,

"Being aware of the urgent need to improve the situation of members of families whose legal supporters living in another country fail to comply with their maintenance obligations,

"Requests the Economic and Social Council to do its utmost to complete, if possible, its work on this question in such time as to enable it to report on the results to the General Assembly at its next regular session."

(2) Conference of Non-Governmental Organizations Interested in Migration

During the year under review, the United Nations sponsored, with the International Labour Office, the Fourth Conference of Non-Governmental Organizations Interested in Migration, which was held at Geneva from 11 to 15 August. The Conference, attended by representatives of 60 voluntary agencies active in this field, took action with respect to such questions as: the information to be given to migrants before their departure; minimum standards for the protection of migrants during the journey; legal assistance to migrants; integration of migrants into the life of countries of resettlement; resettlement of aged, sick and disabled refugees; problems of migrants in the professional categories.

The Conference took note of the programme established by the United Nations, the High Commissioner for Refugees, the International Labour Organisation and other specialized agencies, and the Intergovernmental Committee for European Migration to relieve the plight of migrant professional workers. This programme includes:

the collection and dissemination of information on the conditions of admission and employment in immigration countries and on employment opportunities for such workers in various under-developed countries;

special action to obtain employment opportunities for refugee professional workers in various under-developed countries;

employment of such workers by intergovernmental organizations in their technical assistance projects; and

training to prepare refugee professional workers for their future life and work in their own or allied professions in the new countries.

The Conference recommended that the non-governmental organizations extend their activities

on behalf of migrant professional workers, and agreed to co-operate in the implementation of the programme, particularly by surveying the social situation of refugee professional workers who have already emigrated and the development of employment opportunities for migrants in the professional categories.

R. NARCOTIC DRUGS

The Economic and Social Council, during its fifteenth and sixteenth sessions, dealt with the following subjects related to the control of narcotic substances: the United Nations narcotics laboratory, the report of the eighth session of the Commission on Narcotic Drugs, a study undertaken on the Council's request under Council resolution 436 E (XIV)¹⁷¹ on certain proposed experiments concerning the problem of the coca leaf, the report of the Permanent Central Opium Board on its work in 1952 and the report of the Secretary-General on the United Nations Opium Conference, 1953.

The first subject was considered by the Council at the 681st plenary meeting of its fifteenth session on 10 April; the remainder, at its sixteenth session, at the 246th, 247th and 249th meetings of the Social Committee on 16 and 23 July, and at the 739th plenary meeting on 28 July. In addition to the report of the Social Committee (E/2490), the Council, at its sixteenth session, had before it a statement by the Secretary-General on the financial implications of the report (E/2490/Add.1), in which he estimated the total direct costs at \$342,400.

The actions taken by the Council are indicated under the relevant headings below.

1. The United Nations Narcotics Laboratory

Under the terms of Council resolutions 159 II C (VII)¹⁷² and 246 F (IX),¹⁷³ the United Nations Secretariat continued to carry out laboratory research into the nature of opium, mainly with a view to determining by chemical and physical means the geographic origin of opium. It used laboratory facilities put at its disposal on a temporary basis by the United States Government. At its seventh session, in 1952, the Commission on Narcotic Drugs had expressed the view that methods for determining the origin of opium had now been sufficiently developed to allow of a beginning to be made in putting them to

practical use. It proposed that, when seizures of opium from the illicit traffic were under investigation, the Secretariat should be authorized, by arrangement with the authorities making the seizure, to examine samples of such opium and subsequently to notify the Commission of its laboratory findings.

The Commission referred to the fact that no extension of laboratory work would be possible in the premises used at present and expressed the opinion that the establishment of a permanent United Nations laboratory should not be further delayed. Such a step would also facilitate important research work which could not be undertaken currently, such as developing methods for the analysis of adulterated illicit narcotics and for the identification of synthetic narcotics seized in the illicit traffic.

As requested by the Council in resolution 436 F (XIV),¹⁷⁴ the Secretary-General submitted to the Council, at its fifteenth session, a report (E/2372) on the cost of preparing and equipping an adequate laboratory, preferably in the Headquarters building.

In his report, the Secretary-General stated that the United Nations would incur an expenditure of approximately \$85,000 to \$90,000 for the construction and fitting out of a laboratory plus a further \$3,000 annually for maintenance. The bulk of the costs, he emphasized, related to the basic construction entailed in opening up the 39th floor of the Headquarters building—which offered the only suitable space—to accommodate the laboratory. In addition to the establishment of a laboratory, the full work programme envisaged would eventually necessitate additional staff costs of about \$8,000 per year.

The Council considered the Secretary-General's report at its 681st plenary meeting on 10 April.

¹⁷¹ See Y.U.N., 1952, p. 525.

¹⁷² See Y.U.N., 1947-48, p. 630.

¹⁷³ See Y.U.N., 1948-49, p. 646.

¹⁷⁴ See Y.U.N., 1952, p. 527.

In addition to this report, the Council had before it a draft resolution submitted by the United States (E/L.485), a note by the Secretary-General on the financial implications of that draft resolution (E/L.485/Add.1) and amendments submitted by France (E/L.486) and by Belgium (E/L.487 & Rev.1).

The United States draft resolution proposed that the Council should take note of the Secretary-General's report, should defer decision regarding changes in the existing arrangements, and should request the Secretary-General to appoint an international committee of three chemists to evaluate the progress made in developing methods to determine the origins of raw opium by chemical or physical means and to arrive at conclusions as to whether the methods had been advanced to a point where they could be given practical application. The report was to be submitted to the Commission on Narcotic Drugs, which was to transmit its recommendations to the Council at its eighteenth session, at the latest.

The Secretary-General estimated that this proposal would involve an expenditure of \$3,000, assuming that the three chemists came from America, Asia and Europe, and that the committee met at Headquarters and sat for five days.

The French amendment would add a new paragraph to the United States draft resolution, to note with satisfaction the "work undertaken by the United Nations up to the present within the framework of the international programme of scientific research on narcotics".

The Belgian amendment proposed the addition of a clause to the effect that the report by the Commission on Narcotic Drugs would take into account the whole of the scientific work undertaken by the Secretariat in this field. It would also reverse the order of two paragraphs, so as to make clear, as the Belgian representative explained, that the United Nations was deferring its decision on the establishment of the laboratory pending fuller information from the Commission on Narcotic Drugs. In its revised form, the amendment proposed that the Council ask the Commission on Narcotic Drugs to submit a note on the cost of installing and equipping a United Nations laboratory at Geneva.

The representative of the United States accepted the Belgian and French amendments; he also accepted some other minor drafting amendments suggested by the representatives of Belgium, France and Yugoslavia. He, as well as the representatives of Australia, Belgium, Egypt, France, the United Kingdom and Yugoslavia, spoke in

support of the amended draft resolution. They felt that a further study of the question was necessary.

The representatives of Australia and the United Kingdom doubted the wisdom of entrusting Secretariat chemists with the delicate task of analysing samples of seized opium. To determine the origin of opium seized in the illicit traffic would amount, the United Kingdom representative considered, to undertaking detective work for governments which they could carry out themselves.

The Australian representative also considered that the Secretariat's work might duplicate that of national laboratories.

The representative of the United States pointed out that it was not yet possible to say whether the methods used to determine the origin of opium seized in the illicit traffic could be guaranteed as effective, and some doubts as to the value of these methods were expressed by the representatives of Belgium, France and Yugoslavia.

The representative of Egypt considered that a narcotics laboratory under the auspices of the United Nations could render useful service to countries which did not have the necessary means to undertake their own research. However, if the majority of the Council thought that such a laboratory should not be established for the moment, he would be prepared to support the United States draft resolution, as amended.

The USSR representative opposed the United States draft resolution. He considered that the control of narcotic drugs was essentially a task for governments and it was their duty to prevent any smuggling or illicit traffic. There was no provision in the Charter for creating bodies of the kind proposed and it was inadmissible, he said, that constantly increasing financial burdens should be imposed on the whole United Nations simply because one Member State or another proposed the establishment of new offices, laboratories, etc.

The Council, at its 681st plenary meeting on 10 April, adopted the amended United States draft in parts, by votes ranging from 16 to none, with 2 abstentions, to 14 to 2, with 2 abstentions. The draft resolution, as a whole, as amended, was adopted by 16 votes to 2, as resolution 477(XV). It read:

"The Economic and Social Council

"1. Takes note of the report of the Secretary-General regarding the cost of preparing and equipping a United Nations narcotics laboratory;

"2. Notes with satisfaction the work undertaken by the United Nations up to the present within the frame-

work of the international programme of scientific research on narcotics;

"3. Defers decision regarding changes in the existing arrangements;

"4. Invites the Commission on Narcotic Drugs to transmit to the Council not later than its eighteenth session its recommendations regarding the future of the United Nations narcotics laboratory, taking into account the whole of the scientific work undertaken by the Secretariat in this field;

"5. Requests the Secretary-General:

"(a) To appoint an international committee of three chemical experts with a view to evaluating the progress made in developing methods to determine the origins of raw opium by chemical or physical means, and to arrive at conclusions as to whether the methods have been advanced to a point where they can be given practical application in the international field;

"(b) To submit the above-mentioned report to the Commission on Narcotic Drugs for its consideration;

"(c) To submit to the Commission a note on the cost of installing and equipping a United Nations laboratory at Geneva."

2. Experiments on the Problem of the Coca Leaf

The United Nations Commission of Enquiry on the Coca Leaf, set up under Council resolutions 159 IV (VII)¹⁷⁵ and 246 H (IX),¹⁷⁶ had recommended the gradual suppression of coca leaf chewing. Since there were differences of opinion between the Governments chiefly concerned (those of Bolivia and Peru) and the Commission of Enquiry as to the harmful effects of chewing the coca leaf, the possibility of conducting experiments was considered by these Governments and the Commission. These experiments were to consist of observing in selected communities the reactions of individual coca-chewers after improving their living conditions, and in particular their diet. As requested in Council resolution 436 E (XIV),¹⁷⁷ the Secretary-General submitted to the Technical Assistance Committee (TAC) a paper (E/TAC/7), prepared in co-operation with the Technical Assistance Board, on the possibility of carrying out such experiments within the framework of the existing technical assistance programme. In view of the fact that TAC had not yet reported to the Council on this subject, and as certain relevant information in connexion with one of the technical assistance projects under consideration had not yet been received from Peru, the Council, at its sixteenth session, decided to postpone the consideration of the question of these experiments until its seventeenth session.

3. Report of the Commission on Narcotic Drugs on its Eighth Session

The Commission on Narcotic Drugs held its eighth session at United Nations Headquarters from 30 March to 24 April 1953. At that session, the Commission's attention was mainly devoted to the working of the current system for the international control of narcotic drugs and to the preparation of the draft single convention designed to codify the provisions of the existing treaties.

The Commission adopted its report to the Economic and Social Council by 11 votes to 2, with 1 abstention. The representative of the USSR, explaining his vote against the report, stated that the USSR had asked the Commission to decide that certain documents which, he alleged, had been illegally placed before it should be removed from the files and that passages containing insinuations against certain governments should be deleted from other documents. As the majority of the Commission had not acceded to the "wholly justified and admissible requests of his delegation", he could not approve the report or endorse its conclusions. Furthermore, he said, the Commission, by having refused to include in the report "an exact statement of the USSR representative's views", had taken an unfair and illegal decision. The representative of Poland said that he had voted against the adoption of the report for the same reasons as had the USSR representative.

The report of the Commission was considered at the 246th and 249th meetings of the Council's Social Committee, on 16 and 23 July, and at the Council's 739th plenary meeting on 28 July. A resolution was adopted by the Social Committee at its 249th meeting (E/2490) by 15 votes to 2, and by the Council, by the same vote, (resolution 505 A (XVI)) taking note, with appreciation, of the report.

The USSR representative explained that he had voted against the resolution for the reasons given by the USSR representative at the time the Commission itself adopted the report. The various subjects discussed and the action taken by the Council on them are indicated below.

a. CONTROL AND IMPLEMENTATION OF INTERNATIONAL TREATIES ON NARCOTIC DRUGS

The Commission noted that the following de-

¹⁷⁵ See Y.U.N., 1947-48, p. 634.

¹⁷⁶ See Y.U.N., 1948-49, pp. 647-48.

¹⁷⁷ See Y.U.N., 1952, p. 525.

velopments in the field of control had occurred during the year:

Two States during 1953 became parties to the Protocol,¹⁷⁸ signed at Paris on 19 November 1948, 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, New York, on 11 December 1946: Switzerland (18 March) and the Philippines (7 December).

The Secretary-General on 9 June 1953 transmitted to States parties to the 1931 Convention for Limiting the Manufacture and Regulating the Distribution of Narcotic Drugs and to the World Health Organization (WHO) a notification from the United States Government requesting appropriate decisions, under article 11 of the Convention, as to the status of each of the drugs 6-methyl Δ^6 -desoxymorphine and diacetyl-N-allylnormorphine and their respective salts.

On 11 December 1953, the Secretary-General transmitted, under article 11, paragraph 5, of the 1931 Convention, a notification from the Director-General of WHO containing the findings made by that body regarding the drug 6-methyl Δ^6 -desoxymorphine and its salts. In accordance with this notification, the High Contracting Parties are to apply to 6-methyl Δ^6 -desoxymorphine and its salts the regime laid down in the 1931 Convention for the drugs specified in article 1, paragraph 2, Group I, sub-group (a), thereof.

On 10 June 1953, the Secretary-General transmitted, under article 1, paragraph 1, of the 1948 Protocol, signed at Paris, a notification from the United States Government in respect of the following drugs and their respective salts:

- alpha-6-dimethylamino-4, 4-diphenyl-3-acetoxyheptane (alpha-acetylmethadol);
- alpha-6-dimethylamino-4, 4-diphenyl-3-heptanol (alpha-methadol);
- bêta-6-dimethylamino-4, 4-diphenyl-3-acetoxyheptane (bêta-acetylmethadol);
- 3-dimethylamino-1, 1-di-(2-thienyl)-1-butene;
- 3-ethylmethylamino-1, 1-di-(2-thienyl)-1-butene

On 13 November 1953, the Secretary-General transmitted, under article 1, paragraph 4, of the 1948 Protocol, a notification from the Director-General of WHO containing the findings made by that body regarding the above-mentioned drugs. In accordance with this notification, the States parties are to apply to all these drugs and their respective salts the regime laid down in the 1931 Convention for the drugs specified in article 1, paragraph 2, Group I of that Convention.

On 4 June 1953, in accordance with article 3 of the 1948 Protocol, the Secretary-General transmitted to the States parties to this Protocol, to the members of the Commission on Narcotic Drugs, and to WHO a notification from the Government of Switzerland regarding the exemption from international control of the dextrorotatory isomer of 3-hydroxy-N-methylmorphinan (dextrorphan) and the dextrorotatory isomer of 3-methoxy-N-methylmorphinan (dextromethorphan).

The Secretary-General in 1953 communicated to governments the revised form of annual reports (E/NR.1953/Form) incorporating modifications concerning prepared opium, synthetic narcotic drugs and diacetylmorphine, made by the Commission on Narcotic Drugs at its eighth session.

Pursuant to Council resolution 436 D (XIV) of May 1952,¹⁷⁹ the first list of merchant seafarers and members of the civil air crews convicted of narcotic offences on or after 1 January 1953 was circulated in 1953 to governments (E/NM.1953/1).

In the light of information given in the annual reports of governments for 1952, etc., the Division on Narcotic Drugs of the United Nations Secretariat brought up to date a list of firms authorized to manufacture and convert narcotic drugs.¹⁸⁰ A list of names and addresses of national authorities empowered to issue import certificates and export authorizations was also issued (E/NA.1953/1 & Corr.1).

The Commission reviewed, as it does each year, the implementation of treaties concerning narcotic substances. It had before it communications furnished by governments under provisions of the treaties, annual reports,¹⁸¹ laws and regulations concerning the control of narcotics,¹⁸² and reports on seizures¹⁸³ of narcotics in the illicit traffic.

The total number of annual reports received during 1952 was as follows: 114 for 1951 (57 for Metropolitan countries and 57 for territories); fifteen for 1950 (twelve for Metropolitan countries

¹⁷⁸ For text of Protocol, see Y.U.N., 1948-49, pp. 640-42.

¹⁷⁹ See Y.U.N., 1952, p. 529.

¹⁸⁰ This document will appear as E/NF.1954/1 and will replace the former list (E/NF.1953/1).

¹⁸¹ A summary of the annual reports for 1951 received by the Secretariat by 15 November 1952 was prepared by the Secretariat: E/NR.1951/Summary.

¹⁸² A summary of these laws and regulations received by the Secretariat between 1 June 1951 and 31 May 1952 was prepared by the Secretariat: E/NL.1951/Summary.

¹⁸³ Bi-monthly summaries of these seizures are prepared by the Secretariat: E/NS.1952/Summary 1-6.

and three for territories); and two for 1949 (one for a Metropolitan country and one for a territory). In the same period, laws and regulations concerning the narcotic drugs for 30 Metropolitan countries and 29 territories were received by the Secretariat.

From 21 March 1952 to 28 February 1953, the Secretary-General received reports on 1,372 cases of seizures of narcotic drugs from the illicit traffic.

The Commission, when discussing the illicit traffic, noted problems arising from the fact that illicit manufacturers shift their establishments and skilled personnel to countries where government control is less effective. It had evidence of the existence of a large international organization. It also noted that considerable amounts of narcotics legally manufactured became available to the illicit traffickers from legal sources.

Difficulties in the international control of narcotics arising from the existence of free ports and from certain political situations were discussed in connexion with the drug situation of Tangiers and Trieste.

The Commission noted the value of regional co-operation in the fight against the illicit traffic in narcotics and decided to extend its congratulations to the Director of the Permanent Anti-Narcotics Bureau of the Arab League on the successful work reported by that Bureau.

The Commission finally requested the Secretariat to include in its periodical summaries of reports of seizures of narcotic drugs a separate section on synthetic drugs and, in the annual memorandum on the illicit traffic, a special chapter on the illicit traffic by the crews of merchant ships. It also discussed the part which members of the crew of civil aircraft played in this traffic.

b. CONTINUING PROBLEMS OF INTERNATIONAL NARCOTICS CONTROL

(1) The Question of Cannabis

The Commission on Narcotic Drugs approved the programme of studies (E/CN.7/256) relating to the question of "Indian hemp" (cannabis) and the resin of the plant, as outlined by the Secretary-General, and asked the Secretariat to carry them out, in consultation with the Food and Agriculture Organization of the United Nations (FAO) and WHO, whenever appropriate. It also decided that an additional study on the physical and mental effects of Indian hemp should be made. The representative of WHO indicated that

his organization, if requested, would consider making such a study.

Some favourable information concerning the resumption of efforts to deal with the question was reported to the Commission. The production, import, export, trade in and use of "Indian hemp" and the galenical preparations containing it had been prohibited in France (including Algeria); a Moroccan decree was in preparation banning the sale of "Kif", an Indian hemp preparation, and the Government Tobacco Monopoly of Morocco had already received orders to suspend its sale as of 1 April 1953. The Bey of Tunis had issued a decree prohibiting the harvesting, production, distribution, sale, import and export of Indian hemp and its preparation "takrouiri"; but the cultivation of the Indian hemp plant for its fibre would be permitted on licence in Tunis. The Commission was also aware of the Report of the Inter-Departmental Committee (Union of South Africa) on the Abuse of Dagga (Indian hemp), issued in 1951.

(2) The Question of Synthetic Drugs

The Commission recommended that the Council:

(1) invite WHO to undertake certain studies regarding synthetic drugs; and

(2) invite governments which had acceded to the 1948 Protocol and other important drug-manufacturing countries to furnish the Secretariat with information concerning certain aspects of these drugs.

When this question was discussed by the Council's Social Committee during the sixteenth session, the representatives of Egypt, France, the United Kingdom and the United States submitted a joint proposal (E/AC.7/L.167) which, in effect, would have the Council take the action recommended by the Commission. The representative of WHO stated that his organization would gladly co-operate with the United Nations Secretariat in preparing the requisite information. The joint draft resolution was adopted by the Social Committee by 15 votes to none, with 2 abstentions, at its 249th meeting on 23 July (E/2490), and by the Council, unanimously and without discussion, at its 739th plenary meeting on 28 July, as resolution 505 C (XVI). It read:

"The Economic and Social Council,

"Considering the increasing importance of the therapeutic use of synthetic drugs throughout the world,

"Having regard to the considerable number of aspects of the problem,

"Taking into account the report submitted by the Secretary-General to the Commission on Narcotic Drugs on the problem of synthetic drugs and the recommendations of the Commission,

"1. Invites the World Health Organization to prepare, in consultation with the United Nations Secretariat, information regarding the views expressed in the technical literature on the following problems:

"(a) The addictive properties and therapeutic advantages of synthetic narcotics as compared with natural narcotics;

"(b) The status of scientific knowledge on the relationship between the chemical structure of a drug and its addictive properties;

"(c) The relationship between the strongly analgesic qualities of a drug and its addiction-producing properties;

and to transmit this information to the Commission in order to enable it to give further consideration to the question of the studies required in this field and the method of carrying them out;

"2 Invites the governments represented on the Commission on Narcotic Drugs and those of other important drug-manufacturing countries to furnish the Secretariat with such information on the following subjects as they may be able to provide:

"(a) The question of the extent to which synthetic analgesics in general and synthetic opium alkaloids in particular are replacing, or are likely to replace in the future, natural narcotics made from opium and from poppy straw;

"(b) The question whether the manufacture of synthetic drugs is desirable only when it presents economic or therapeutic advantages, or whether such manufacture is desirable even where no such advantages exist;

"(c) Their view on the provisional measures referred to in part II, section 2, of document E/CN.7/259/Rev.1 and on the applicability or inapplicability of the control measures referred to in part III;

"(d) The question whether, having regard on the one hand to the control problems involved, and on the other hand to the relevant economic and therapeutic considerations, it is desirable:

"(i) To prohibit the use of synthetic drugs, or

"(ii) To limit their number;

"3. Requests the Secretariat to prepare compilations of the information so obtained and to submit them to the Commission for its consideration."

(3) Transport of Dangerous Goods

The Commission on Narcotic Drugs also considered the question as to whether and to what extent international regulations governing transport and communications should be designed to prevent illicit traffic in narcotics. After considering the work undertaken by the Transport and Communications Commission under Council resolution 379 E (XIII)¹⁸⁴ in respect of uniform regulations concerning the transport of dangerous goods, the Commission on Narcotic Drugs did not recommend that narcotic drugs should be included at present among the dangerous goods to which these regulations would apply.

(4) Co-operation with the Universal Postal Union

The Commission on Narcotic Drugs recommended to the Council several measures intended to promote co-operation between the United Nations and the Universal Postal Union in respect of control of narcotic drugs.

The Commission's draft resolution was adopted unanimously, by the Social Committee at its 249th meeting on 23 July, with the addition of clarifying amendments proposed jointly by France and the United States (E/AC.7/L.165). The resolution proposed by the Committee was, in turn, adopted unanimously by the Council at its 739th plenary meeting on 28 July, as resolution 505 D (XVI). It read:

"The Economic and Social Council,

"Noting that the Universal Postal Convention of Brussels (1952) and related agreements contain provisions limiting the use of the mails for the shipment of narcotic drugs,

"Recognizing the need for close co-operation between the Universal Postal Union and the United Nations on matters pertaining to the international control of narcotic drugs,

"1. Requests the Secretary-General to send to the International Bureau of the Universal Postal Union a list of the narcotic drugs, including synthetic drugs, which are now controlled by the international narcotics conventions for transmission to the members of the Universal Postal Union for their information and guidance;

"2. further requests the Secretary-General to consult the International Bureau of the Universal Postal Union as to the arrangements which should be made both as regards supplementing this list from time to time and as regards the application to all narcotics controlled by the international narcotics conventions of the existing provisions of current international postal agreements which already apply to some narcotics;

"3. Invites the Secretary-General to compile and transmit to the International Bureau of the Universal Postal Union semi-annual reports on any seizures of narcotics shipped by post that may have been effected;

"4. Considers that the question of the use of mails for the illicit traffic in narcotic drugs should be further examined, and therefore requests the Secretary-General to study this matter and report thereon to the next session of the Commission on Narcotic Drugs;

"5. Requests the Secretary-General to transmit to the Director of the International Bureau of the Universal Postal Union the summary records of the Commission's discussion of this subject and any other relevant documentation pertaining thereto."

(5) The Problem of Drug Addiction

The problem of "drug addiction" in its subjective aspects, i.e., identification, treatment and rehabilitation of drug addicts and the underlying causes of drug addiction, has been on the agenda

¹⁸⁴ See Y.U.N., 1951, pp. 440-41.

of several sessions of the Opium Advisory Committee of the League of Nations and of the Commission on Narcotic Drugs of the United Nations. It has been the subject of attention by many national authorities and organizations, but as yet no definite programme of international action has been agreed upon.

The governments represented on the Commission on Narcotic Drugs were invited by the Commission at its eighth session to furnish, for its ninth session, studies on drug addiction which had been published in their countries. The Commission requested the Secretariat to give relatively high priority to the study of this problem.

(6) Single Convention on Narcotic Drugs

The Commission informed the Council of the progress achieved with the preparation of a draft single convention to replace the existing multi-lateral treaties for the control of narcotics. During its eighth session, it reviewed in detail the following subjects covered in the draft convention:

- (a) the constitutional position and functions of the proposed International Narcotics Board, which, under the terms of the draft convention, would take the place of the Permanent Central Opium Board and the Drug Supervisory Body;
- (b) the secretarial services of the proposed International Narcotics Commission, which would take the place of the Commission on Narcotic Drugs, as well as of the International Narcotics Board;
- (c) the national control organs;
- (d) manufacture of narcotic drugs; and
- (e) international trade in narcotic drugs.

It postponed, until its ninth session in 1954, consideration of the remaining parts of the draft convention, i.e., the internal trade in narcotics, the production of agricultural raw materials (opium, opium poppy straw, coca leaf and cannabis (Indian hemp)) from which narcotic substances may be obtained, measures of domestic supervision, penal provisions concerning illicit traffickers in narcotics, the treatment of drug addicts and the final clauses.

The Commission suggested that the proposed International Narcotics Board, a semi-judicial organ, should be composed of nine members, who should measure up to the highest standards of character and technical competence and, collectively, should possess a thorough knowledge of the legal, administrative, statistical and medical aspects of narcotics control, as well as of the conditions in different countries (drug manufacturing countries, countries producing agricultural raw materials for narcotics, countries exclusively or predominantly importers and coun-

tries which are the principal victims of the illicit traffic in narcotics). The members should also be chosen on the basis of as wide a geographic distribution as would be compatible with other requirements of competence. They should be appointed by the Council, seven from a list of candidates nominated by governments and two from a list of three persons nominated by WHO. In order to ensure close co-operation between the International Narcotics Commission and the International Narcotics Board, the Commission on Narcotic Drugs decided that the revised draft convention should authorize the new International Narcotics Commission to elect the representative of one of its members (governments) to attend the sessions of the International Narcotics Board as an observer.

Provision would be made for removal of members of the International Narcotics Board who fail to fulfil the conditions required for membership. In addition, members who failed to attend sessions four times or during a full calendar year would automatically be considered to have resigned.

The Commission on Narcotic Drugs decided, in principle, that the members of the International Narcotics Board should enjoy diplomatic privileges and immunities and that the new convention should provide for adequate remuneration to them.

The proposed International Narcotics Board would take over the functions of the Permanent Central Opium Board and the Drug Supervisory Body. It would, therefore, critically review the estimates of drug requirements to be furnished by all governments on behalf of all territories for each following year, a review currently undertaken by the Drug Supervisory Body. The new Board would, if necessary, change such estimates with the consent of the government concerned and establish estimates for territories on behalf of which they had not been furnished. These estimates would, as at present, be binding, i.e., determine the amount of narcotics which each country or territory would be permitted to manufacture and import.

Under the terms of the proposed new convention, the post factum review of the narcotics situation in each country, currently undertaken by the Permanent Central Opium Board, would also be carried out by the proposed International Narcotics Board. Its powers would be considerably larger than those of the Permanent Central Opium Board and the Drug Supervisory Body. Under the existing conventions, the date by which estimates and statistical returns must be furnished is fixed

by treaty provisions; the new International Narcotics Board would have the authority to fix the date by which estimates must be furnished, because of the relation these estimates would have to the sowing and harvesting of agricultural crops, which are undertaken at different times of the year in different hemispheres and climates.

Furthermore, under the existing system, the items on which governments must furnish estimates and statistics are enumerated in the texts of the conventions. The new International Narcotics Board, however, would be entitled to request governments to supply information which it might consider necessary to supplement information on subjects listed in the new convention. The new International Narcotics Commission would also have the right to amend, on recommendation of the International Narcotics Board, the list in the new convention of subjects on which governments would have to supply information. Such amendments and other decisions of the new International Narcotics Commission would be subject to review by the Economic and Social Council.

The Commission on Narcotic Drugs expressed the view that the powers of the proposed International Narcotics Board should be strengthened, and it proposed that this board be authorized to undertake, with the consent of the government concerned, local inquiries in territories in which the drug situation required clarification. The new convention would also provide for import and export embargoes which could not only be recommended, but also be imposed, by the new International Narcotics Board. In the latter case, parties to the new convention would be bound legally to obey the embargo order and an appeal would be permitted to a permanent committee, to be appointed by the International Court of Justice for a period of five years. The Commission also proposed that the new convention contain a general clause authorizing the proposed International Narcotics Board to perform "other functions necessary or useful for the application of the Convention".

The Commission on Narcotic Drugs decided to provide for a separate secretariat of the semi-judicial organ, i.e., of the International Narcotics Board. The secretariat of the new International Narcotics Commission, on the other hand, would form an integral part of the United Nations Secretariat.

The new convention, it was decided, should, in agreement with the existing treaties, require governments to maintain special machinery for the control of narcotic drugs, which should either concentrate the various functions in this field

or at least co-ordinate the efforts of various governmental organs. The domestic control of the manufacture of narcotic drugs would, at the choice of the government concerned, be ensured either by a licensing system or by the establishment of a national monopoly.

Similarly, in respect of the control of the international trade, parties to the new convention would have the choice of establishing a monopoly of the foreign trade in narcotics or of securing such control by a licensing system.

In view of the close interdependence of all the sections of the new convention, the Commission decided that the further revision of the text should be postponed until it had examined in detail all the provisions of the draft.

(7) **Other Measures Including** Priorities

Under Council resolution 159 II B (VII),¹⁸⁵ the governments concerned were requested to report annually to the Secretary-General on the progress of suppression of opium smoking. Accordingly, the Commission on Narcotic Drugs at its eighth session examined certain reports of governments (E/CN.7/244 & Add.1-3) for 1950, 1951 and 1952. It recommended for adoption by the Council a draft resolution, one paragraph of which would have the Council express the view that no good reason could be adduced to justify the continued existence of opium smoking and that no excuse could henceforth be regarded as acceptable in this field.

When the recommendation was considered in the Council's Social Committee, an amendment was proposed jointly by the United Kingdom and India (E/AC.7/L.170) aimed at allowing for the practice of furnishing opium-smoking addicts with diminishing quantities to ensure their disintoxication. The joint amendment proposed to substitute for this paragraph a statement that the evil of opium smoking should be suppressed as speedily as possible.

The amendment was adopted by the Social Committee at its 249th meeting on 23 July by 15 votes to none, with 2 abstentions, and the amended draft resolution was adopted unanimously both by the Committee (E/2490) at the same meeting, and by the Council at its 739th plenary meeting on 28 July, as resolution 505 B (XVI).

In this resolution, the Council noted the legislative and other progress made in certain areas towards the abolition of opium smoking; expressed the desire to simplify the task of governments in carrying out their obligations in respect of the

¹⁸⁵ See Y.U.N., 1947-48, p. 635.

international control of narcotic drugs; and stated the view that the evil of opium smoking should be suppressed as speedily as possible. It therefore repeated its invitation to governments to suppress the practice of opium smoking as soon as possible and requested them, in the future, to include information on this subject in their annual reports to the Secretary-General under the narcotics conventions rather than in separate reports.

The Commission on Narcotic Drugs examined a preliminary list of the basic narcotic drugs (E/CN.7/247) prepared by the Secretariat in accordance with Council resolution 49(IV).¹⁸⁶ It asked the Secretariat to complete the list, to include the synonyms for those names used in various countries in the licit and illicit traffic, and to send a copy of the preliminary list to the governments mentioned therein for any necessary corrections or additions. The Commission also considered the question of the list of preparations coming under the international narcotic treaties, which was being compiled by the Secretariat under resolution 49(IV), and recommended to the Council that this should be discontinued.

The Council adopted a joint French-United Kingdom draft resolution (E/AC.7/L.166) based on the Commission's recommendation, with the addition of a Swedish amendment (E/AC.7/L.171) to state that the discontinuance should be "for the time being." The amended draft resolution was adopted by 15 votes to none, with 2 abstentions, at the Social Committee's 249th meeting on 23 July (E/2490), and by the Council at its 739th plenary meeting on 28 July, by 16 votes to none, with 2 abstentions.

In this resolution (505 E (XVI)), the Council noted with satisfaction the progress made in the preparation of the list of basic drugs. Bearing in mind more urgent projects, it requested the Secretary-General to discontinue for the time being work on the publication of the list of preparations and pharmaceutical specialties containing narcotic drugs and not to make further requests for information to governments in this respect.

The Commission recommended the following order of priority for the work of the Division of Narcotic Drugs:

- (1) Performance of functions directly related to the implementation of the international treaties on narcotic drugs;
- (2) The proposed single convention on narcotic drugs;
- (3) Drug addiction;
- (4) The study of the problem of synthetic drugs;
- (5) The problem of Indian hemp;
- (6) The assay, characteristics, composition and origin of opium;

- (7) The problem of the coca leaf; and
- (8) Abolition of opium smoking.

4. Report of the Permanent Central Opium Board on its Work in 1952

At its sixteenth session, the Council reviewed the annual report for 1952 (E/OB/8) submitted to it by the Permanent Central Opium Board in accordance with article 27, as amended, of the International Opium Convention of 19 February 1925.

The Board presented a survey of the current state of narcotics control throughout the world. It noted with approval the general trend towards lower consumption of diacetylmorphine and the growing inclination of governments to prohibit the use and manufacture of this drug. The report included, as it does annually, synoptic statistical tables, with information for 1951. The Board enumerated the outstanding characteristics of the current situation as follows:

- insufficiency of the statistical returns of the principal opium-producing countries;
- impossibility of determining the production of coca leaves;
- the increasing number of narcotic drugs;
- the steady and "remarkable" increase in the consumption of codeine; and
- the increasing use of synthetic narcotics without any corresponding significant decline in the use of opium derivatives.

The Board called special attention in this report to the fact that it was an executive and not a recommending body, that its activities were prescribed by treaty provisions and had to be performed within a given time, and that, consequently, its budgetary requirements were not as susceptible of reduction or adjustment as might be the case with bodies whose activities were less definitely prescribed. The Board also expressed the view that at each stage when the budgetary estimates submitted by it were considered by the competent organs of the United Nations, it should be enabled to present its views to those organs including, if necessary, the General Assembly. The Board referred also to the fact that its members and those of the Drug Supervisory Body performed their functions, involving a continuously growing workload, without compensation. The Board considered that, if the current state of affairs were to continue, the future of these bodies might be jeopardized and concluded that the whole question of the remuneration of members of these bodies should be reviewed.

¹⁸⁶ See Y.U.N., 1946-47, p. 534.

A draft resolution proposed jointly by France and the United Kingdom (E/AC.7/L.168) was adopted in three parts, the first two parts being adopted unanimously both by the Social Committee at its 249th meeting on 23 July and by the Council at its 739th meeting on 28 July, and the third part by 15 votes to none, with 2 abstentions, by the Social Committee and by 16 votes to none, with 2 abstentions, by the Council at the same meetings.

In the first part of this resolution (505 F. I (XVI)), the Council took note with appreciation of the report. In the second part (505 F. II (XVI)), it noted the Board's statement regarding budgetary and administrative matters and invited the Secretary-General to continue to consult with the Board from time to time regarding the arrangements necessary for its organization and working. In the third part of the resolution (505 F. III (XVI)), the Council recommended to the General Assembly that the matter of adequate remuneration of the members of the Board and Supervisory Body be given favourable consideration.

The question of the remuneration of members of the Permanent Central Opium Board and the Drug Supervisory Body was considered by the General Assembly at its eighth session, at the 403rd meeting of the Fifth Committee on 6 November. The Committee had before it a report (A/2509) by the Secretary-General and observations thereon by the Advisory Committee on Administrative and Budgetary Questions, in its tenth report (A/2528) to the eighth session.

In his report, the Secretary-General gave a resume of the considerations leading to the Council's recommendation and also reviewed the practices and principles covering payments to members of other organs of the United Nations.

The Advisory Committee summarized the considerations which led the Board and the Supervisory Body to submit the matter to the Council. It expressed agreement with a proposal by the Secretary-General that he should undertake, during 1954, a full study of the question and of its relation to other United Nations bodies and that he should submit proposals to the General Assembly at its ninth session.

The representatives of Egypt and Pakistan expressed the view that, in any review of existing allowances, account should be taken of the special position of members of United Nations bodies serving in an expert capacity who are not officials of their governments and who are obliged to devote much of their time to such service.

On the proposal of the Chairman, the Fifth Committee, without objection, adopted a draft resolution (A/2571) which was adopted by the General Assembly, also without objection, at its 458th plenary meeting on 27 November as resolution 775(VIII). It read:

"The General Assembly,

"Noting resolution 505 F. III (XVI), adopted by the Economic and Social Council on 28 July 1953, concerning the question of the remuneration of members of the Permanent Central Opium Board and the Drug Supervisory Body,

"Noting also the intention of the Secretary-General to undertake, during 1954, a comprehensive study of the system of allowances to members of commissions, committees and other subsidiary bodies of the General Assembly or other organs of the United Nations, and to submit proposals to the General Assembly at its ninth session,

"Requests the Secretary-General to circulate his proposals, together with the comments of the Advisory Committee on Administrative and Budgetary Questions, to all Members four weeks before the opening of the ninth session of the General Assembly."

5. The United Nations Opium Conference, 1953

In accordance with Council resolution 436 A (XIV),¹⁸⁷ the Secretary-General convened the United Nations Opium Conference "to draft and adopt a protocol relating to the limitation of the production of opium." He invited to the Conference all Members of the United Nations, the non-member States Parties to the international conventions concerning narcotic drugs, and representatives of the specialized agencies, of the Permanent Central Opium Board (PCOB) and of the Drug Supervisory Body, in accordance with his note (E/2348 & Add.1) submitted to the Council at its resumed fourteenth session. The Council, at its 676th plenary meeting on 2 April, during the fifteenth session, adopted resolution 478(XV) requesting the Secretary-General to send invitations to Libya, Nepal, the Republic of Korea and Spain. Accordingly, these States were invited.

The Secretary-General submitted for the use of the Conference

(1) a draft protocol (E/2186, annex) for regulating the production of international and wholesale trade in and use of opium;

(2) provisional rules of procedure (E/Conf.14/13 and Corr.1 and 2);

(3) a compilation (E/Conf.14/1 & Addenda, & E/Conf.14/2) of observations of governments and of the PCOB and Drug Supervisory Body on the draft protocol;

¹⁸⁷ See Y.U.N., 1952, p. 524.

(4) technical papers (E/Conf.14/3 to 12 with certain addenda and corrigenda) on the following subjects: quasi-medical use of opium; the abolition of opium smoking, the occurrence of the opium alkaloids in opium and the poppy plant, artificial opium alkaloids, manufacture of morphine from poppy straw, legal provisions concerning national opium agencies in opium-producing countries, illicit traffic in opium, historical survey of attempts to achieve the international limitation of opium production, the status of multilateral conventions (concerning narcotic drugs), and a general note on the opium poppy; and

(5) a paper on statistics on opium, the manufacture of morphine and of synthetic narcotic drugs, for the years 1946-51 (E/Conf.14/14 & Corr.1 & Add.1 (Add.1 contains statistics for 1952)), prepared by the secretariat of PCOB.

Thirty-four¹⁸⁸ States were represented at the Conference, which was held at the United Nations Headquarters from 11 May to 18 June 1953, and seven¹⁸⁹ States sent observers, without the right to vote. Observers, without the right to vote, were also sent by WHO, PCOB and the Drug Supervisory Body.

The Conference adopted a Protocol for Limiting and Regulating the Cultivation of the Poppy Plant, the Production of, International and Wholesale Trade in, and Use of Opium (E/NT/8), which was opened for signature on 23 June 1953.

The Protocol, under the terms of its article 16, remained open for signature until 31 December 1953.¹⁹⁰

States which had not signed by this date might become Parties by way of accession in accordance with article 18. The Protocol, in accordance with its article 21, was to come into force on the 30th day after the latest date of deposit of the instrument of ratification or accession of at least 25 States including at least: (1) three of the following opium-producing States—Bulgaria, Greece, India, Iran, Turkey, USSR and Yugoslavia; and (2) three of the following drug manufacturing States—Belgium, France, the Federal Republic of Germany, Italy, Japan, the Netherlands, Switzerland, the United Kingdom and the United States.

The Final Act (E/NT/8) was signed by the representatives or observers of the following States: Belgium, Burma, Cambodia, Canada, Chile, China, Costa Rica, Denmark, Dominican Republic, Ecuador, Egypt, France, Federal Republic of Germany, Greece, India, Iraq, Israel, Italy, Japan, Republic of Korea, Lebanon, Liechtenstein, Mexico, Monaco, Netherlands, Pakistan, Philippines, Spain, Sweden, Switzerland, Turkey, United Kingdom, United States, Vietnam and Yugoslavia.

The United Nations Opium Conference sought to fill two serious gaps in the existing system of

international narcotics control. Under the existing narcotics treaties limitations restricting narcotic substances to the amounts needed for medical and scientific purposes had been realized in respect of manufactured drugs but hitherto it had not been possible in respect of opium, coca leaves and cannabis (Indian hemp). Consequently a considerable volume of excess production, particularly of opium, flowed into the illicit trade and became available to clandestine manufacturers of narcotic drugs derived from opium.

Secondly, while the existing narcotics treaties limited the use of manufactured narcotic drugs to medical and scientific purposes, it had not, hitherto, been possible to incorporate the prohibition of the non-medical use of opium, coca leaves and cannabis in treaty provisions for the international control of narcotics. This was principally due to the fact that the non-medical use of these substances was widespread in large parts of the world and not condemned until recently by public opinion.

The Protocol adopted by the Conference is based on two guiding ideas: (1) free trade in opium should be maintained in so far as this is compatible with the limitation of production and with the maintenance of effective government control; (2) the methods applied for controlling the manufacture of, and trade in manufactured narcotic drugs should also be applied to opium in so far as this is consistent with the nature of opium as an agricultural product.

The provisions of the Protocol may be summed up as follows:

(1) The production of opium would be limited with a view to reducing the amounts harvested to the amounts needed for medical and scientific purposes. Indirect means are adopted to achieve this aim. Different levels of maximum opium stocks are set depending on the position of a State as exporter of opium produced in its territory, as

¹⁸⁸ Belgium, Burma, Cambodia, Canada, Chile, China, Denmark, Dominican Republic, Ecuador, Egypt, France, Federal Republic of Germany, Greece, India, Iran, Iraq, Israel, Italy, Japan, Republic of Korea, Lebanon, Liechtenstein, Mexico, Monaco, Netherlands, Pakistan, Philippines, Spain, Switzerland, Turkey, United Kingdom, United States, Vietnam and Yugoslavia.

¹⁸⁹ As of that date the following States had signed the Protocol: Cambodia, Canada, Chile, China, Costa Rica, Denmark, Dominican Republic, Ecuador, Egypt, France, Federal Republic of Germany, Greece, India, Iran, Iraq, Israel, Italy, Japan, Lebanon, Liechtenstein, Monaco, Netherlands, New Zealand, Pakistan, Panama,

¹⁹⁰ Argentina, Bolivia, Costa Rica, Haiti, Indonesia, Turkey, Union of South Africa, United Kingdom, United States, Venezuela, Vietnam and Yugoslavia.

manufacturer or importer of narcotic drugs. Each State would be required not to hold opium stocks in excess of the maximum amount to be established in accordance with the rules applying to the particular group of States to which it belongs. The maximum amount would, in the case of the opium exporting countries listed in the following paragraph, be equal to two and a half years' requirements for manufacture of opium alkaloids and export of opium, in the case of any other country, which manufactures opium alkaloids to its "normal" requirements for a period of two years, and in the case of all the other countries to the total amount of opium consumed during the preceding five years. Opium held by, or under the control of the government for military purposes, would not be considered in the computation of these maxima (article 5).

(2) The number of States which would be permitted to export opium produced in their own territories would be limited to seven, i.e., Bulgaria, Greece, India, Iran, Turkey, USSR and Yugoslavia. However, each country would be authorized to produce opium for its domestic needs (article 6).

(3) The use of opium would be limited to medical and scientific needs. The Protocol provides, however, for temporary exceptions in favour of countries which do not have sufficient medical facilities and which permit the use of opium without medical assistance mainly for the relief of pain (quasi-medical use of opium). A time limit of fifteen years is set after which such use of opium would have to be discontinued. The Protocol would also permit opium smoking by people, not minors, who are addicted to this practice and who would be registered to this end on 30 September 1953 (articles 2 and 19).

(4) The Protocol provides for control measures as follows:

(a) On the national level: Governments which would permit the cultivation of the opium poppy for the production of opium, would be required to establish a governmental machinery which would amount to a national monopoly of the production of, and international and wholesale trade in, opium. Only licensed farmers would be permitted to cultivate the poppy for the production of opium. Each licence would fix the acreage on which such cultivation is permitted (article 3).

States which permit the cultivation of the poppy for other purposes than for the production of opium (e.g., for seeds or oil) would be called upon to ensure that opium is not produced from such poppies and that the extraction of alkaloids from poppy straw is adequately controlled (article 4).

The import and export of opium would require previous authorization by the government which would not, in particular, issue an export authorization unless

the exporter substantiates that the government of the importing country has authorized the shipment. The import of opium from States not Parties to the Protocol would be prohibited (article 6).

(b) On the international level: A system of estimates of the area to be cultivated with the opium poppy for the production of opium, of the opium harvest and opium requirements should enable the Drug Supervisory Body to advise the governments concerned as to the desirable size of the opium crop and thus as to the acreage to be cultivated. A system of statistical returns would in addition enable PCOB to supervise the execution by governments of important provisions of the Protocol (articles 8 and 9).

If the Board has reasons to assume that a gravely unsatisfactory opium situation exists in a country, it would also be authorized to arrange a local inquiry but only with the express consent of the government concerned. In general, the execution of the Protocol relies on the good faith of the Parties and on the strength of public opinion resulting from criticism by the Board. In very extreme cases the Board would, however, be authorized to recommend or impose an import and/or export embargo of opium. The rights of the country concerned are protected by procedural guarantees such as the right to be heard, and in the case of the imposition of an embargo, by the right of appeal to a special appeal body to be appointed, in principle, by the President of the International Court of Justice. The President of the Court has agreed to undertake this function (articles 11 and 12).

(5) The Protocol adopts, in agreement with the existing narcotics conventions, the principle of universality. In respect of States, not Parties to the Protocol or of territories to which the Protocol would not apply, the PCOB would accordingly be authorized to adopt measures provided for in the Protocol and intended to appeal to public opinion and, in the very extreme cases referred to above, to recommend or impose an opium embargo (article 13).

The United Nations Opium Conference also adopted seventeen resolutions which were incorporated in the Final Act referred to above. Most of them (resolutions II to XIII) interpreted provisions of the Protocol or made suggestions as to its implementation. Resolution XV recommended, in the main, to governments to prevent restrictive business practices in the opium trade in so far as they are not required by the aims of the Protocol. Resolution XVI, in addition, stated that such restriction of the free opium trade as would be required by the provisions of the Protocol should not be considered as a precedent for restrictions of the freedom of activity in international trade.

Three resolutions (I, XIV and XVII) requested Council action. The first of these was adopted without discussion by the Council's Social Committee, at its 249th meeting on 23 July, by 15 votes to none, with 2 abstentions, and by the

Council at its 739th plenary meeting on 23 July, by 16 votes to none, with 2 abstentions.

In accordance with this resolution (505 G (XVI)), the Council recommended: (1) that all the Members of the United Nations and all the non-member States, referred to in article 16 and 18 of the Protocol, sign and ratify or accede to the Protocol as soon as possible; and (2) that all States implement as far as may be possible the provisions of the Protocol pending its coming into force or their adherence.

Resolution XIV proposed by the Conference was adopted with the addition of a Chinese amendment (E/AC.7/L.173), adopted at the 249th meeting of the Social Committee on 23 July, by 15 votes to none, with 2 abstentions, to provide that the Commission on Narcotic Drugs might draw up a "commentary" as well as a code for the application of the Protocol. The representative of the United Kingdom, in particular, spoke in favour of this amendment. The amended draft resolution was adopted by the Committee at the same meeting by 15 votes to none, with 2 abstentions, and by the Council, at its 739th plenary meeting on 28 July, by 16 votes to none, with 2 abstentions.

In this resolution (505 H (XVI)), the Council requested the Commission on Narcotic Drugs to draw up, for the guidance of governments, a model code and commentary for the application of the Protocol.

Resolution XVII recommended by the Conference was adopted at the same meeting of the Social Committee and the Council, by 15 votes to none, with 2 abstentions, and by 16 votes to none, with 2 abstentions, respectively.

In this resolution (505 I (XVI)), the Council recommended to the General Assembly to approve the assumption of the functions and responsibilities assigned to organs of the United Nations by the Protocol and to include this Protocol among the multilateral treaties relating to the control of narcotic drugs for the purpose of assessing, in accordance with resolution 455(V) of the General Assembly, non-member States which are parties to such treaties, for their fair share of the expenses borne by the United Nations in connexion with the international control of narcotic drugs. It also proposed that the General Assembly include this recommendation in the provisional agenda of the eighth regular session of the General Assembly.

The representative of Argentina explained that her delegation had been unable to express a final opinion on the Protocol since it had not received

the documents in time. She had voted in favour of the resolutions because her Government approved of their purpose, but Argentina, she emphasized, must give notice that it would cultivate the papaver somniferum for medical and scientific purposes if it was unable to obtain the requisite products elsewhere.

The question of the assumption by organs of the United Nations of functions and responsibilities assigned to them under the terms of the Opium Protocol, and of the financial burdens resulting therefrom, as proposed by the Council, was considered by the General Assembly at its eighth session at the 403rd meeting of the Fifth Committee on 6 November. The Committee had before it a report by the Secretary-General (A/2516), together with the eleventh report of the Advisory Committee on Administrative and Budgetary Questions to the eighth Assembly session (A/2529).

The Secretary-General reported that the President of the International Court of Justice informed the Secretary-General that he was willing to undertake the responsibility of appointing the members of the Appeals Committee provided for under article 12 of the Protocol. In this connexion, the Advisory Committee observed that no provision was included in the Protocol for an award of costs against an appellant State in cases where the Appeals Committee affirmed the decision of the Board, and that the advisability of including such a provision should be considered in future whenever the establishment of machinery for hearing appeals was contemplated in a protocol or other similar instrument.

With regard to the financial obligations which would result from the assumption by organs of the United Nations of responsibilities assigned to them under the Protocol, the Committee was informed, in the reports of the Secretary-General and of the Advisory Committee, that the position would be as follows:

(1) Responsibilities assigned to the Secretary-General, the Economic and Social Council and the Commission on Narcotic Drugs could be assumed without additional budgetary provision, with the possible exception of the costs of reproduction of annual reports. The Advisory Committee considered that any such additional requirement was likely to be slight.

(2) The financial implications of the additional responsibilities assigned to the Permanent Central Opium Board (PCOB) and the Drug Supervisory Body were to be examined by the Board and the Supervisory Body at future sessions. It was considered that these additional responsibilities would not be unduly heavy, though they might call for some addition to the staff of the Board when the Protocol came into force. The Advisory Committee was therefore of the opinion that

action under the Protocol need not be delayed pending the submission of the relevant supplementary estimates and that any additional costs arising thereunder should, in the meantime, be absorbed within the appropriations relating to the work of the PCOB that were administered as a single unit.

(3) While it was not expected that the Appeals Committee would meet until there was a likelihood of actual cases arising, any funds required for such a purpose should be withdrawn from the Working Capital Fund, with the concurrence of the Advisory Committee, as an unforeseen or extraordinary commitment.

The Fifth Committee agreed to inform the General Assembly that approval of the Economic and Social Council's recommendation would involve financial obligations as indicated above, and decided, by 27 votes to none, with 6 abstentions, to recommend to the General Assembly the adoption of the draft resolution proposed by the Council.

The draft resolution proposed in the Fifth Committee's report (A/2570) was adopted by the

Assembly, without discussion, at its 458th plenary meeting on 27 November, by 54 votes to none, with 5 abstentions, as resolution 774(VIII). It read:

"The General Assembly,

"Having regard to resolution 505 I (XVI) adopted by the Economic and Social Council on 28 July 1953,

"Decides:

"1. To approve the assumption by organs of the United Nations of the functions and responsibilities assigned to them by the Protocol, adopted by the United Nations Opium Conference (1953), for Limiting and Regulating the Cultivation of the Poppy Plant, the Production of, International and Wholesale Trade in, and Use of Opium;

"2. To include this Protocol among the multilateral treaties relating to the control of narcotic drugs for the purpose of assessing, in accordance with General Assembly resolution 455(V) of 16 November 1950, non-member States which are Parties to such treaties for their fair share of the expenses borne by the United Nations in connexion with the international control of narcotic drugs."

S. CULTURAL QUESTIONS

1. International Co-operation on Cartography

In pursuance of Council resolution 261(IX),¹⁹¹ the Secretary-General submitted to the Council's fifteenth session a report on international co-operation on cartography (E/2362 & Corr.1 & Add.1). He reported that his communication to governments concerning the calling of regional meetings on cartography, to be attended by representatives of governments having a common interest in a specific region, resulted in replies from the Governments of twenty Members and six non-members. No opposition to the proposal was registered while many suggestions and favourable comments were set forth. India, he said, offered to act as the host country for the proposed Asia and Far East conference, subject to the approval of the neighbouring countries.

The Secretary-General also submitted to the fifteenth session of the Council a progress report (E/2366, annex III) on the efforts made by the Secretary-General and by the President of the Central Bureau, International Map of the World on the Millionth Scale, for the purpose of effecting the transfer to the United Nations of the functions and assets of that Bureau, as recommended by the Council in resolution 412 B (XIII). He informed the Council that all the countries which subscribed to the International Map since the end of the Second World War had agreed to the

transfer and that the detailed arrangements were being negotiated with the Central Bureau.

The Council also had before it a report by the Secretary-General on means for furthering the completion of the International One-Millionth Map of the World (E/2376 & Add.1), prepared pursuant to Council resolution 412 A II (XIII)¹⁹² of September 1951. The report was based on the findings of international organizations directly concerned with the International Map and on the views of experts in various parts of the world. The Secretary-General proposed to continue maintaining close liaison with the responsible national cartographic agencies and the interested international scientific organizations in order to further the completion of the International Map and, in agreement with the findings of the latter, to prepare proposals for amending the existing specifications governing the publication of the Map.

The three reports were considered by the Council at its 676th and 677th plenary meetings on 2 and 6 April. The Council also had before it two draft resolutions, one proposed by the United States (E/L.480), with an Indian amendment to it (E/L.482); and the other proposed by the United Kingdom (E/L.481).

The United States representative accepted the Indian amendment, which provided that the Sec-

¹⁹¹ See Y.U.N., 1948-49, pp. 663-64.

¹⁹² See Y.U.N., 1951, p. 592.

retary-General, in addition to continuing consultations on the holding of regional cartographic conferences, should continue consultations on the adoption of a standard method of writing geographical names on maps.

The Council, at its 677th plenary meeting on 6 April, adopted the United States draft, as amended, by 15 votes to 2, with 1 abstention (resolution 476 A (XV)) and the United Kingdom draft by the same vote (resolution 476 B (XV)).

The USSR representative stated that his Government would not consider itself bound legally or financially by these decisions. He argued that cartographic work did not fall within the competence of the United Nations, but was the responsibility of each State. In addition, the absorption of the Central Bureau of the International Map of the World on the Millionth Scale in the United Nations did not seem to him to be legally justifiable. Some elucidation on that point seemed to be necessary, he said, before the Council could approve a transfer of functions which was not provided for in the Charter.

The Council, in resolution 476 A (XV), took note, with satisfaction, of the report on international co-operation on cartography, and in particular, of the efforts made by governments to stimulate the accurate surveying and mapping of their territories, and requested the Secretary-General to continue the consultations with governments and interested intergovernmental organizations on the holding of regional cartographic conferences, and on the adoption of a standard method of writing geographical names on maps. He was requested to submit, in due course, a report to the Council on the result of such consultations.

In resolution 476 B (XV), the Council took note with satisfaction of the report on means for furthering the completion of the International One-Millionth Map of the World, together with the progress report on the transfer of the Central Bureau, International One-Millionth Map of the World, to the United Nations, and requested the Secretary-General, upon completing the transfer, to take appropriate steps to further the completion of the map on the lines indicated in the report.

On 23 July 1953 the Protocol of transfer was signed in London. In accordance with this Protocol, the United Nations Cartographic Office assumed, as of 30 September 1953, the functions hitherto carried out by the Central Bureau, includ-

ing, inter alia, serving as liaison between governments for the exchange of information, assisting in co-ordinating the publication of the map and rendering advice on the fair drawings of the map sheets before publication.

Working liaison was established during the year between the Secretariat and some of the national cartographic agencies concerned.

2. Teaching About the United Nations

During 1953, the Department of Public Information of the United Nations, through its network of 765 volunteer educational centres and speakers units in 86 countries, reached some five million people. A large number of requests were received by these centres, mainly from educators, teachers and adult education groups, in the preparation of United Nations exhibits, the showing of United Nations films and filmstrips, the organizing of study groups and seminars on teaching about the United Nations, and the promoting of special talks on the United Nations. As a result of a questionnaire sent to all these centres, a report was prepared on their work in helping to disseminate information on the United Nations entitled "The Role Played by Volunteers in the Building of Peace". Some 250 non-official publications on teaching about the United Nations were collected through these volunteer centres and the United Nations Information Centres and an exhibit of them placed on display during the Geneva session of the Economic and Social Council, held from 30 June to 5 August 1953.

A workshop for teachers, at which 125 elementary and secondary schools in New York City and the vicinity were represented, met monthly at the United Nations Headquarters.

The United Nations also co-operated with UNESCO in a fellowship programme to promote teaching about the United Nations. In 1953, six UNESCO fellows came to the United Nations Headquarters to study the work and activities of the United Nations; fifteen fellows from the Ford Foundation also spent several weeks studying and doing research work at Headquarters.

Material was also published concerning the work of the United Nations for the use of schools, and speakers were provided for educational groups in several regions of the United States. Educators and students visiting Headquarters were also provided with lectures and guidance on the subject of the United Nations in the school curricula.

T. QUESTIONS OF CO-ORDINATION AND RELATIONS WITH SPECIALIZED AGENCIES

The Economic and Social Council at its sixteenth session, at the 740th and 741st plenary meetings on 29 July, reviewed the development of co-ordination between the United Nations and the specialized agencies. It had before it the twelfth and thirteenth reports of the Administrative Committee on Co-ordination (ACC) (E/2340 & E/2446 & Corr.1), the annual reports of the commissions of the Council, as well as information on their programmes provided by the United Nations International Children's Emergency Fund (UNICEF), the United Nations Korean Reconstruction Agency (UNKRA) and the United Nations Relief and Works Agency for Palestine Refugees in the Near East (UNRWA) and a communication from the Advisory Committee on Administrative and Budgetary Questions (E/2483).

During the Council's discussion, general satisfaction was expressed with the progress which had been made in the past year towards more effective co-ordination of the work of the United Nations and the specialized agencies. Several members commended the emphasis laid upon programme matters in the reports, while some, in particular the representatives of France and the United States, considered that further information was desirable on the progress of co-ordination, together with suggestions on any specific problems which might merit the Council's attention.

Members noted with satisfaction that the ACC had continued to give careful consideration to financial and personnel questions, including those relating to the development of common services, to the co-ordination of services and to external audit procedures.

The Council, at its 741st plenary meeting, adopted resolutions 497 A and B (XVI). The first resolution, adopted by 17 votes to none, with 1 abstention, took note, with satisfaction, of the reports of the ACC and of the communication from the Advisory Committee. The second, adopted unanimously, expressed satisfaction with the progress made in the past year towards more effective co-ordination of the work of the United Nations and the specialized agencies, and urged continued efforts in this direction.

The General Assembly at its eighth session also considered a number of questions relating to co-ordination between the United Nations and the

specialized agencies. The action taken is described below.

1. Programme and Substantive Matters

a. PROGRAMME REVIEW AND PRIORITIES

In accordance with the procedure laid down by the Economic and Social Council at its fourteenth session,⁹⁵ the Council at its sixteenth session, at the 740th and 741st plenary meetings on 29 July, discussed the action taken by the functional and regional commissions and by the specialized agencies regarding the annual review of work programmes and the establishment of priorities.

In the thirteenth report of the ACC to the Council (E/2446) the main emphasis was placed on programmes and priorities. The ACC stated that an important part of international programmes now consisted of assistance to governments in carrying out national and local projects and it was for this kind of work that the Council priorities seemed to be designed. In such assistance, experience had shown that the most important priorities were those which each government itself established in allocating available national and international resources.

In its general observations (E/2483), the Advisory Committee on Administrative and Budgetary Questions noted that because of its schedule, it would be unable to offer comments on the administrative and budgetary implications of the 1954 programmes of the specialized agencies until after the sixteenth session of the Council. The Committee therefore limited itself to preparing a memorandum on matters of general policy.

At the Council's sixteenth session, several representatives, in particular those of Belgium and the United States, noted with satisfaction the progress which had been made by commissions and specialized agencies in complying with the requests made in the resolutions of the Council and the General Assembly regarding priorities, though it appeared that some of the functional commissions had not been as successful as the regional commissions in this regard. The information concerning programmes submitted by UNICEF, UNKRA and UNRWA was also received with appreciation.

⁹⁵ Resolution 451 A (XIV). See Y.U.N., 1952, pp. 539-41.

The representative of France endorsed the observations made by the ACC concerning the application of priorities. In his view, those observations brought out both the importance and the limitations of the Council's efforts to fix priority programmes.

The representative of Australia took the general view that any change in the priorities established by the Council at its fourteenth session should be resisted unless there were strong reasons to the contrary. The purpose of establishing long-term priorities, he argued, would be defeated if they were altered before the programmes had been completed.

At the conclusion of its discussion, the Council, at its 741st plenary meeting, unanimously adopted resolution 497 C (XVI). This resolution noted the progress made by commissions of the Council, the operating agencies of the United Nations in the economic and social fields and the specialized agencies in reviewing as appropriate their programmes for 1954, in accordance with the requirements of Council resolutions 324(XI), 402 B (XIII) and 451 A (XIV). It also requested the commissions of the Council and the operating agencies of the United Nations in the economic and social fields, and invited the specialized agencies to review their programmes for 1955 in the light of the resolutions referred to above, and to include in a special section of their next reports to the Council a description of the progress made in so concentrating their efforts.

b. ANNUAL REPORTS OF THE SPECIALIZED AGENCIES¹⁹⁴

(1) International Labour Organisation (ILO)

The Economic and Social Council considered the annual report of the International Labour Organisation (E/2462) at its 708th and 709th plenary meetings on 2 July and heard a statement by the Director-General of that organization. Most members expressed appreciation of ILO's work, in particular the continuing attention which it had given to increasing the productivity of labour, combating under-employment, and increasing the emphasis on practical operational and technical assistance activities, while still pursuing its traditional objective of the improvement of labour standards. While ILO was commended for its judicious use of technical assistance funds and for having stabilized its budget, some representatives, in particular those of India, Venezuela and Yugoslavia, expressed concern that budgetary restrictions might prevent the implementation of specific programmes already approved.

The representative of Belgium considered that, while the promotion of international labour legislation was one of ILO's main tasks, the time had come for the organization to consolidate the gains already made. An analytical study showing how far conventions which had been ratified were actually in application, he said, would give a clearer picture of the progress made.

The representative of Poland considered that the report indicated that ILO's achievements were not satisfactory, good relations between capital and labour being still far from achievement. In order to fulfil its aims, ILO, in his view, should change its structure and methods, establishing much closer ties with trade unions and workers' organizations, and thus becoming more closely acquainted with the real needs of the working masses.

The representative of Argentina took exception to certain recommendations contained in the report of the Governing Body's Committee on Freedom of Association. He argued, *inter alia*, that the distinction made in Argentina between recognized trade unions and other trade union organizations did not violate any ILO convention. Under Argentina's revised constitution, workers, he said, were guaranteed the right to form trade unions and to participate in all legitimate activities in defence of their interests, and the Government was bound to prevent any interference with the exercise of that right.

At its 709th plenary meeting, the Council adopted, by 16 votes to none, with 2 abstentions, resolution 498(XVI) taking note, with appreciation, of the report.

(2) Food and Agriculture Organization of the United Nations (FAO)¹⁹⁵

The Council considered the annual report of the Food and Agriculture Organization of the United Nations (E/2432 & Add.1 & 2) at its 709th and 710th plenary meeting on 2 and 3 July 1953 and heard a statement from the representative of FAO. In resolution 488(XVI), adopted by 16 votes to none, with 2 abstentions, the Council took note of the report of FAO with appreciation and noted with approval the continued emphasis on the carrying out of operational activities in the field.

¹⁹⁴ For an account of the activities of the specialized agencies during 1953, see Part Two of this Yearbook, under their respective headings.

¹⁹⁵ See under Co-ordinated Action for Increased Food Production.

(3) United Nations Educational, Scientific and Cultural Organization (UNESCO)

In view of the fact that the report of UNESCO had not been made available to the members of the Council before the beginning of the sixteenth session, the Council, at its 706th plenary meeting on 30 June, decided, by 12 votes to none, with 6 abstentions, to postpone consideration of the report until the seventeenth session, scheduled to convene on 30 March 1954.

(4) International Civil Aviation Organization (ICAO)

The Council considered the annual report of the International Civil Aviation Organization (E/2417 & Add.1) at its 716th plenary meeting on 8 July and heard a statement by the representative of that organization. Most members noted with satisfaction the part played by ICAO in promoting and encouraging international action to ensure the sound growth of international civil aviation. They further commended the organization's continuing efforts to improve the safety and reliability of aircraft, noting the part it had played in negotiating the Rome Convention on Damage Caused by Foreign Aircraft to Third Parties on the Surface, and in acting as mediator in a disagreement between India and Pakistan, as a result of which an air corridor over Pakistan's territory had been provided for the use of the Indian air services.

The representatives of Belgium and France, however, considered that ICAO could take more effective action on such problems as economic competition and commercial rights in air transport; they felt that ICAO might have left too much international responsibility in this sphere to a non-governmental organization, the International Air Transport Association (IATA). The representative of France drew attention to the difficulties which seemed to result from uncontrolled competition between different modes of travel, and to the apparent need for a conference of United Nations Members on the co-ordination of air, rail and river transport.

The Council at its 716th plenary meeting adopted, by 16 votes to none, with 2 abstentions, resolution 489 (XVI) taking note, with appreciation, of the report.

(5) International Bank for Reconstruction and Development and International Monetary Fund¹⁹⁶

The Council considered the annual report of the International Bank for Reconstruction and Development (E/2360 & Add.1) at its 684th and 685th plenary meetings on 14 April and that of

the International Monetary Fund (E/2351 & Add.1) at its 682nd and 683rd plenary meetings on 13 April. The President of the Bank and the Managing Director of the Fund made statements before the Council. The Council at its 685th meeting on 14 April and at its 683rd meeting on 13 April adopted, by 16 votes to none, with 2 abstentions, resolutions 466(XV) and 467(XV) taking note, respectively, of the reports of the Bank and the Fund.

(6) World Health Organization (WHO)

The Council considered the annual report of the World Health Organization (E/2416 & Add.1-5) at its 707th and 708th plenary meetings on 1 and 2 July, and heard a statement by the Deputy Director-General of that organization. Most members expressed general appreciation of the work done by WHO, in particular the concentration on the strengthening of national health services, the continued emphasis given to the education and training of qualified personnel and to programmes for combating such diseases as malaria and tuberculosis. The opinion was expressed by, among others, the representatives of China, Egypt, India, the Philippines and Yugoslavia, that the regional organizations of WHO, developed as a result of the organization's policy of decentralization, were producing valuable results. The representative of France emphasized, however, the necessity for regional programmes to be examined in detail by a central body.

The representatives of, in particular, India and Yugoslavia voiced apprehensions that the World Health Assembly's reductions in the 1954 budget might affect the organization's future programmes. The representative of the United Kingdom, on the other hand, was gratified that budget stability had been achieved. While it was recognized that it was difficult to impose limits on expenditure on such matters as efforts to combat and control disease, several representatives, including those of Australia and the United States, considered that resources in the sphere of WHO's activities were limited not so much by funds as by trained personnel and facilities. The representative of France suggested that, in order to balance the budget, it might be advisable to reduce the number of meetings.

The Council at its 708th meeting on 2 July adopted, by 16 votes to none, with 2 abstentions, resolution 499(XVI), taking note, with apprecia-

¹⁹⁶ For Council's consideration of these reports see above under Economic Development of Under-Developed Areas and World Economic Situation, respectively.

tion, of the report, and noting with approval the continued emphasis given to the development of effective public health services and programmes for the training of public health workers.

(7) Universal Postal Union (UPU)

The Council considered the annual report of the Universal Postal Union (E/2383) at its 715th plenary meeting on 7 July and heard a statement by the Director of that organization.

The value of the work of UPU in its own technical field was emphasized and it was noted that the XIIIth Universal Postal Congress, which had met in Brussels in 1952, had revised the Postal Convention. With regard to the resolution adopted by the Congress concerning the relationship of the United Nations Postal Administration and UPU to any proposals by other specialized agencies to undertake postal activities, it was pointed out by the representative of the United States, which had sponsored that resolution, that the resolution was not intended to apply to arrangements between a specialized agency and a host government for the issue of over-printed or special stamps by that national postal administration.

The Council adopted, by 17 votes to none, (one member being absent when the vote was taken) resolution 490(XVI), taking note, with appreciation, of the report.

(8) International Telecommunication Union (ITU)

In view of the fact that the report of the International Telecommunication Union had not been made available to the members of the Council before the beginning of the sixteenth session, the Council, at its 706th plenary meeting on 30 June, decided, by 11 votes to none, with 7 abstentions, to postpone consideration of the report until the Council's seventeenth session.

(9) World Meteorological Organization (WMO)

The Council considered the annual report of the World Meteorological Organization (E/2428) at its 715th and 716th plenary meetings on 7 and 8 July. Members noted with appreciation that the secretariat of WMO had succeeded in completing the organizational stage of its development in a comparatively short time, and that administrative work was being superseded by technical activities. Tribute was paid to WMO's co-ordination of meteorological services through co-operation among the expert technical commissions, the regional associations and the secretariat. It was emphasized by the representative of the United States, in particular, that the essential

task of WMO was to bring together the work of other bodies engaged in the field, rather than to disperse its own activities, and satisfaction was expressed at the fact that hundreds of meteorologists had co-operated in the preparation of material for WMO meetings, thereby enabling the organization to achieve a great deal at small cost. The representative of Yugoslavia suggested that, in future, more meetings of the technical commissions might be held in Europe. The representatives of India and Yugoslavia considered that countries in which meteorological services had not yet reached full development might well be granted technical assistance in improving the equipment and techniques of the national services.

The Council, at its 716th meeting on 8 July, unanimously adopted resolution 491(XVI) taking note, with appreciation, of the report.

c. FORM OF REPORTS OF THE SPECIALIZED AGENCIES TO THE UNITED NATIONS

At its sixth session, the Council had adopted resolution 128 A (VI)¹⁹⁷ which took note of the articles of the Agreements with the specialized agencies providing for the transmission of reports to the United Nations, and of General Assembly resolution 125(II); it requested the specialized agencies to submit to the Council, not later than 15 May of each year, such reports as appropriate under the terms of their respective agreements, specifying certain detailed information which should be given on the organization and activities of the agency for the past year.

The Council during its sixteenth session, at its 740th and 741st plenary meetings on 29 July, discussed the possible revision of the operative part of this resolution in the light of the experience of the last few years. Some members, in particular the representative of the United States, expressed the view that regular information on the basic problems peculiar to each agency was of special interest to the Council; that, however, it was no longer necessary to receive such organizational details as had previously been requested; and that, in future, the form of the reports might be simpler, concentrating on the major developments and dealing primarily with matters of specific interest to the Council. While the Council did not wish to restrict the information supplied by the specialized agencies, account was taken of the fact that the agencies themselves would welcome steps to simplify the reporting required of them.

¹⁹⁷ See Y.U.N., 1947-48, p. 677.

The representative of France suggested the possibility of the agencies reporting biennially. Others, including the representatives of Sweden, the United Kingdom and Uruguay, thought that it was desirable to attain some standardization in the form of reports. It was generally agreed that the whole problem of reporting by the agencies required review, that this was a matter on which the views of the agencies themselves should be taken into account, and that meanwhile it was desirable to establish interim arrangements to simplify the next reports of the agencies to the Council.

The Council at its 741st meeting, by 17 votes to none, with 1 abstention, adopted resolution 497 D (XVI), requesting specialized agencies, in addition to the background information contained in their annual reports, to give particular attention in their next reports to the Council to:

(1) the major developments in their programmes during the past year, the current year and those planned for the ensuing year, with an indication of priorities established, and of any major shifts of emphasis in these programmes;

(2) the extent and nature of participation in co-operative projects and activities with the United Nations and other specialized agencies;

(3) major developments in their relations with the United Nations and with other specialized agencies;

(4) specific actions taken pursuant to recommendations of the General Assembly and the Council;

(5) any other actions taken or contemplated in implementation of their agreements with the United Nations; and

(6) a list of meetings held or contemplated with an indication of their purpose.

At the same time the ACC was requested to review all aspects of the problem of reporting by the specialized agencies to the United Nations, including the question of the frequency, length, content and method of presentation of their reports, in the light of this resolution and of the Council's discussions, and to submit its observations to the Council at its seventeenth session.

d. INTERGOVERNMENTAL ORGANIZATIONS

The Council, during its fifteenth session, at the 676th plenary meeting on 2 April, considered the 1953 edition of the Council's List¹⁹⁸ of intergovernmental organizations in the economic, social, cultural, educational, health and related fields which have responsibilities similar to those of the United Nations and the specialized agencies, as prepared by the Secretary-General (E/2361 & Corr.1). This list covered 49 organizations. It also considered information on thirteen additional organizations (E/2361/Add.1 & Corr.1) (see

below) which had been submitted for consideration for possible incorporation in the Council's List. In addition, reports by the Secretary-General on eight, and by FAO on three, particular inter-governmental organizations were before the Council (E/2366 & Corr.1), as requested by the Council in resolution 412(XIII).

The Council confirmed the inclusion in its List of the various organizations listed by the Secretary-General (E/2361 & Corr.1) with the exception of the Central Bureau, International One-Millionth Map of the World,¹⁹⁹ and of the International Penal and Penitentiary Commission, which the Secretary-General had proposed to omit from future editions of the List, their having been terminated and their functions absorbed by the United Nations.

In connexion with the International Office of Epizootics, the Director-General of FAO was requested to keep the Council informed at intervals, through the Secretary-General, of the progress made towards developing an integrated world-wide programme of animal disease control and prevention, and of any action which the General Conference of FAO might ultimately take on the question of integration of this organization. The Director-General of FAO was further requested to report to the Council through the Secretary-General at a session in 1956 on the extent of co-operation between FAO and the International Seed-Testing Association and on the progress of negotiations for closer integration of the work of the two organizations. States members of both FAO and the International Commission for the Scientific Exploration of the Mediterranean Sea were urged to bring about complete exchange of information between the two organizations, in order to avoid duplication, and the Director-General of FAO was asked to report to the Council in 1956, through the Secretary-General, on steps which might be taken to develop

¹⁹⁸ The Council in resolution 262 Q (IX) of 10 August 1949 had decided to maintain the List as a standing document, to be revised periodically for consideration by the Council. The purposes of the List were originally stated in Council resolution 171(VII) of 29 August 1948, in which the Council had expressed the belief that it was desirable that Member Governments should re-examine possible duplication or dispersion of effort between intergovernmental organizations, on the one hand, and the United Nations and specialized agencies, on the other. The Council has examined from time to time (1) the relationship which might be established between listed organizations and the United Nations or the specialized agencies, and (2) the possible termination, absorption or integration of any of these organizations into the United Nations or the specialized agencies.

¹⁹⁹ For the discussion of international co-operation on cartography see under that heading, above.

a single integrated fisheries programme in the Mediterranean area.

The Council further decided to include in its List the thirteen additional organizations (E/2361/Add.1) as follows:

the Council of Europe, the General Fisheries Council for the Mediterranean, the Intergovernmental Committee for European Migration, the Contracting Parties to the General Agreement on Tariffs and Trade, the International Materials Conference, the Consultative Committee on Economic Development in South and South East Asia, the Commission for Technical Co-operation in Africa South of the Sahara, the Organization of American States, the Organization of Central American States, the Brussels Treaty Organization (Western Union), the Organization for European Economic Co-operation, the Council for Mutual Economic Aid, and the League of Arab States.

e. OTHER SUBSTANTIVE QUESTIONS
CONSIDERED BY THE ACC

(1) Productivity

In its thirteenth report to the Council (E/2446 & Corr.1), the ACC stated that one aspect of the problem concerning increased production of goods other than food to which particular attention had been given and which called for continuing action was that of productivity. In general, as industry developed, a good climate of industrial relations was essential to foster the co-operative efforts of labour, management and government needed to raise productivity. The existence of a free and strong trade union movement, the practice of collective bargaining and the development of good worker-employer relations in industry were of the greatest importance in this connexion. ILO, said the ACC, had been giving special consideration to these factors and would shortly report fully to the Council.

The ACC noted with interest the establishment of a European Productivity Agency. The United Nations, in collaboration with ILO, FAO and UNESCO, the ACC reported, was considering a request by the Central American governments to determine a programme of inter-related projects, including the setting up of an Institute of Industrial Technological Research to deal with the problem of raising productivity in that region.

(2) International Trade

The ACC stated in its thirteenth report (E/2446) that discrimination and restrictions in international trade and balance of payments continued to exist on a wide scale, and, indeed, had been reintroduced in a few major trading countries. Involved in the problem of an effective solution were, for example, questions of fiscal, monetary and commercial policies; the international move-

ment of capital; the prices of primary products entering into international trade; and the adequacy of international monetary reserves.

The United Nations and the specialized agencies concerned, the ACC said, had a major responsibility in helping to promote the highest practicable level of world trade on a multilateral basis. The ACC called the Council's attention to the importance of any steps which could be taken to this end, and assured the Council that the agencies concerned would continue to give high priority to this and related problems.

(3) Refugees

The ACC drew attention (E/2446) to the importance of the refugee problem, in regard to which the United Nations had assumed certain direct responsibilities as the result of the establishment of the Office of the United Nations High Commissioner for Refugees. A permanent solution for the refugees who had not been re-established, the ACC declared, required the prompt and co-ordinated action of all United Nations agencies and of Member States. The continuing aspect of the problem made it necessary to look beyond such temporary measures as the provision of emergency aid, and to seek permanent solutions. It would be necessary, said the ACC, to promote the integration of large numbers of destitute refugees who were not likely to qualify for overseas resettlement schemes and who had not yet been assimilated into the economies of their countries of residence.

(4) Migration

The migration programmes for 1953 of the various international organizations concerned were reviewed in February 1953 at a meeting convened by ILO under the auspices of the ACC. The United Nations High Commissioner for Refugees, the Intergovernmental Committee for European Migration, the Organization for European Economic Co-operation and the Council of Europe were represented at the meeting. The ACC again drew attention to the need for even more effective co-ordination of the migration activities of the international agencies within and outside the United Nations.

Note was taken by the ACC (E/2446) of the conclusions and recommendations of the ILO Latin American Manpower Technical Conference, which was held at Lima, Peru, in December 1952. The Conference, among other things, called attention to the possibilities of technical assistance by ILO in connexion with the establishment of national machinery for carrying out migration operations.

The Inter-Agency Regional Co-ordination Committee on Migration in Latin America, the ACC reported, had taken steps to establish or strengthen relations with national organizations interested in migration problems. Preliminary arrangements had been agreed upon for a survey in a limited number of countries of migrants belonging to the professional categories, with a view to absorbing them in immigration countries.

(5) Long-Range Activities for Children

Inter-agency consultations on long-range activities for children, the ACC said (E/2446), had been continued. A technical report on the improvement of child nutrition, particularly in under-developed areas, had been jointly prepared by the agencies concerned, and arrangements for its publication were being considered.

The ACC agreed on the importance of joint planning by government officials and the competent international organizations for the purpose of encouraging the development of appropriate services and programmes in countries which would ensure:

- (a) suitable measures to provide adequate supplies of local foods of high nutritive value;
- (b) the distribution of such foods to infants and children through supplementary feeding programmes;
- (c) the dissemination among the people of a sound knowledge of nutrition and of good feeding practices in the home; and
- (d) an increase in the number of professional and auxiliary personnel trained in nutrition.

(6) Promoting and Encouraging Respect for Human Rights

A great effort had been made, the ACC reported, to implement the mandate of the General Assembly to disseminate more fully the Universal Declaration of Human Rights. Among other things, the Secretary-General had maintained the closest collaboration with UNESCO which had made education in human rights a vital part of its programme.

Among the methods open to the United Nations to promote universal respect for and observance of human rights, the ACC listed the following:

annual reports by governments on developments in the field of human rights—these, it suggested, could be prepared with the assistance of national or local human rights committees and could form the basis for recommendations to governments;

surveys of various aspects of human rights throughout the world—specialized agencies as well as non-governmental organizations could co-operate in these surveys;

a satisfactory solution of the problem of handling communications concerning human rights; and

advisory services, regional seminars, scholarships and fellowships in the field of human rights.

2. Administrative and Servicing Matters

a. ADMINISTRATIVE BUDGETS OF SPECIALIZED AGENCIES

In considering the question of financial implications of requests made to the specialized agencies by United Nations organs, the ACC, in its thirteenth report (E/2446) to the Economic and Social Council, stated that Council resolution 324 B (XI) called for inter-agency consultations to be made through the ACC in connexion with "all proposals for surveys, meetings or programmes which concern more than one organization . . . prior to their adoption by the competent commissions, Councils or Assemblies concerned". In addition, the majority of agreements between the United Nations and the specialized agencies, the ACC pointed out, contain an article on financing of special services, which provides for consultations to determine the most equitable manner in which substantial extra expense should be borne, as a result of any request which the United Nations might make for special reports, studies or assistance on the part of the agency concerned. The ACC felt that a more meticulous observance of the provisions of Council resolution 324 B (XI), prior to the approval of projects calling for joint inter-agency action, would be desirable.

The ACC also drew attention again to the difficulties and problems raised by the large number of reports and studies on closely related economic and social subjects requested of the United Nations and the specialized agencies for consideration by the different international and regional bodies examining these questions, thereby diverting resources from the practical implementation of the programmes. The burden involved, it said, would be greatly lightened if the preparation of periodic reports of this character were spaced out at larger intervals.

In its communication to the Economic and Social Council (E/2483), the Advisory Committee on Administrative and Budgetary Questions noted, among other things, that the budgets of certain specialized agencies showed a continuous expansion, which was the more striking when considered together with the fact that technical assistance funds had been made available to agencies for supplementary programmes during those years. The Committee expressed the opinion that technical assistance projects should receive advance consideration by legislative bodies, if only in broad outline, and that a review of projects should

be made at periodic intervals. It noted that the joint administrative costs of the technical assistance programme were not submitted for review to any budget-approving body. The Advisory Committee also commented on the burden imposed by the large number of reports and studies on closely related economic and social subjects and called attention to the problems arising out of the creation of new international machinery outside the framework of the United Nations.

In resolution 497 A (XVI) the Council took note with satisfaction of the reports of the ACC and of the communication from the Advisory Committee.

The question of administrative and budgetary co-ordination between the United Nations and the specialized agencies was considered at the General Assembly's eighth session, at the 425th and 428th meetings of the Fifth Committee on 7 and 8 December. The Committee had before it the 26th report of the Advisory Committee to the eighth session (A/2582) and the information annex II (A/2383/Add.1) to the budget estimates for the financial year 1954.

In its report, the Advisory Committee stated that, while certain of the figures were estimates, the aggregate of expenditure proposed for 1954 in the United Nations and the specialized agencies, nevertheless, continued to show a marked increase in certain items, notably in official travel of staff and consultants. Even where, as in the case of printing, an actual increase was not recorded, the total still remained extremely high. Pointing out that budgets of the United Nations and the specialized agencies were adopted, according to the constitutional processes of the several organizations, by independent legislative bodies, the Advisory Committee stated that it therefore fell to governments to examine individually, in connexion with each separate budget, the problem of relative priority among major fields of activity. This process, the Committee considered, might be greatly facilitated if intergovernmental discussions were held at a central point.

The Advisory Committee again drew attention to the desirability of achieving a reasonable degree of uniformity in the presentation and form of budgets among the United Nations and the specialized agencies. It declared that it was the clear duty of a secretariat, whenever a large economy could be made, to lay alternative procedures before the legislative body concerned. A certain basic presentation, it considered, could be developed, to which would be added, where necessary and as requested by legislative bodies, additional informative material in the form of annexes.

The Advisory Committee urged the legislative bodies of the specialized agencies to give special attention to the problem of documentation, and stressed the need for a stricter editorial control of United Nations publications.

Information Annex II to the budget estimates for the financial year 1954 contained an analysis of United Nations and specialized agencies budget appropriations or estimates, an analysis of the financial status of the United Nations and the specialized agencies, and a statement of extra-budgetary funds administered by the United Nations and the specialized agencies in the economic and social fields.

The Chairman of the Advisory Committee, in introducing his Committee's report to the Fifth Committee, made it clear that no attempt had been made to present a detailed or exhaustive analysis of agency budgets or budget estimates for 1954. These, he said, had been or would be examined by the competent bodies in each of the specialized agencies and, where appropriations had already been voted, there existed a record of the deliberations of the appropriate General Conference or Assembly, together with other pertinent material. With respect to technical assistance activities, he informed the Fifth Committee that the Advisory Committee during its first session in 1954 would conduct a review of the administrative expenditures of the Technical Assistance Board and of the participating organizations financed from the Special Account and also of their administrative procedures.

The Fifth Committee unanimously adopted a draft resolution proposed by the Committee Chairman (A/2619), which was adopted, without objection and without discussion, by the General Assembly, at its 471st plenary meeting on 9 December, as resolution 779(VIII).

By it, the Assembly took note of the Advisory Committee's report concerning the administrative budgets of the specialized agencies for 1954, and invited the attention of the specialized agencies to the recommendations and suggestions made in that report.

b. CONFERENCE PATTERN

The General Assembly on 20 December 1952 adopted resolution 694(VII), by which it, *inter alia*, decided that a regular pattern of conferences should be established for a period of four years from 1 January 1954, under which sessions of all Headquarters-based bodies should be held in New York and sessions of all Geneva-based bodies should be held in Geneva, with certain exceptions.

Among the exceptions was the summer meeting of the Economic and Social Council, which could be held each year in Geneva. The Secretary-General was requested to transmit to all organs of the United Nations and to the specialized agencies a conference pattern based on the above principles.

The ACC, in its thirteenth report to the Council (E/2446), stated that on several occasions it had drawn attention to the desirability of a long-term pattern of international conferences which would enable the various organizations to make their arrangements for such conferences with adequate knowledge of the plans of other organizations. It noted with satisfaction that such a pattern had been approved by the General Assembly for a period of four years, and expressed the hope that this pattern would be maintained. It emphasized, however, that the proposed regular pattern could only fulfil its purpose if it were strictly adhered to by all the organs concerned.

In accordance with an instruction of the Fifth Committee, the Advisory Committee on Administrative and Budgetary Questions reviewed (A/2501) the question. The Advisory Committee surveyed the developments which had led to the establishing of a fixed pattern of conferences. It stated that the Secretary-General had taken provisional action to implement the above decision of the Assembly, and that organs of the United Nations had arranged their 1954 sessions in accordance with a pattern presented by the Secretary-General which had also been examined by several specialized agencies. The Advisory Committee pointed out that the proposals to distribute in a more rational way the conference work-load between Headquarters and Geneva in themselves occasioned expenditure, and still left unsolved the question of the most profitable use of Headquarters conference space, for which maintenance costs would continue. When judged in relation to the heavy conference costs of previous years, which had been incurred on the basis of ad hoc decisions because of the absence of a pattern, strict adherence to the fixed pattern would result in distinct administrative and budgetary advantages, it stated.

At the General Assembly's eighth session, during the Fifth Committee's general discussion on budget estimates for the financial year 1954, particularly at its 397th and 398th meetings on 27 and 28 October, most representatives supported the views of the Advisory Committee concerning the necessity of adhering strictly to Assembly resolution 694(VII).

The representative of the United Kingdom submitted a draft resolution (A/C.5/L.246), which

would have the Assembly stress the need to adhere to the fixed pattern and would invite the specialized agencies to give it due consideration in drawing up their own programme of meetings. The United Kingdom representative explained that, given the importance of this question, his delegation considered that the Committee should adopt a recommendation rather than merely express an opinion. The draft resolution, he stated, was intended to meet the desire of the Fifth Committee for economy and efficiency.

Some representatives, including those of Argentina, Belgium, Brazil, Israel and the Netherlands, while not denying the importance of adhering to the pattern of conferences, saw no point in requesting the General Assembly to confirm a decision it had so recently taken. They were of the opinion that there was the danger of a precedent in this connexion which might lead to an impression that other decisions which were not subsequently confirmed ceased to be valid. The draft resolution appeared to them to contain no new elements, for it was an understood thing that any modification of the programme would need special authorization by the General Assembly.

Certain other representatives, however, including those of Egypt, Denmark, Pakistan, Syria and the United States, believed that confirmation by the General Assembly of its previous decision would be desirable because already, since the adoption of the resolution on programme of conferences, several organs had asked for an exception to be made in their case. Adoption of the United Kingdom draft resolution, they believed, would forestall any attempt to modify the pattern of conferences which had been accepted as an appropriate means for making the best use of the staff and resources of the United Nations. They considered that the General Assembly might, with advantage, confirm a previous decision in order to give it added weight, and there had been instances of such action in the past which had clearly not raised the point of precedent.

The Fifth Committee, at its 398th meeting on 28 October, adopted the United Kingdom draft resolution by 21 votes to 1, with 23 abstentions. The resolution recommended by the Committee (A/2622) was adopted unanimously, without discussion, by the Assembly at its 471st plenary meeting on 9 December, as resolution 790(VIII).

By it, the Assembly noted the recommendations of the Administrative Committee on Co-ordination (E/2446) in its thirteenth report to the Economic and Social Council to the effect that the regular four-year pattern of conferences approved by the Assembly in 1952 could only fulfil its purpose if

it was strictly adhered to by all the organs concerned. It also noted the opinion of the Advisory Committee (A/2501) to the effect that it regarded the programme as firmly fixed for the period of 1954 to 1957 and that any variations would presumably be authorized only by a special decision of the Assembly.

The Assembly then endorsed the opinion of the Advisory Committee and reaffirmed its recommendation that all organs of the United Nations arrange their meetings in accordance with the dates and places set forth in the pattern presented by the Secretary-General, and that the specialized agencies concerned be invited to give due consideration to this pattern in drawing up their own programmes of meetings.

c. REVIEW OF AUDIT PROCEDURES OF THE UNITED NATIONS AND THE SPECIALIZED AGENCIES

The General Assembly on 20 December 1952 adopted resolution 672 B (VII),²⁰⁰ *inter alia*, inviting the Secretary-General and the executive heads of the specialized agencies to review in the Administrative Committee on Co-ordination (ACC) the audit procedures and arrangements of the United Nations and the specialized agencies. Reports were called for by the Secretary-General and the Advisory Committee on Administrative and Budgetary Questions.

The Secretary-General reported (A/2479) that the existing audit procedures and arrangements had been reviewed by the ACC (E/2446) at its sixteenth session, held from 25 to 27 May 1953. He stated his agreement with the conclusion reached by the ACC that there did not appear to be at present any need for a general change in the type of audit arrangements. He thought that any change in the existing audit system could be dealt with more satisfactorily in connexion with the more general question of the reorganization of the Secretariat and suggested postponing the question to the ninth session of the Assembly.

The Advisory Committee in its report (A/2546) endorsed the proposed postponement and expressed the hope that nothing would be done in the course of the review of the question to weaken the principle that had inspired, during 1948-49, the establishment of a Joint Panel of Auditors and the formulation of a common set of principles for the audits.

Both reports were considered by the Fifth Committee at its 405th meeting on 16 November. The observation of the Advisory Committee was endorsed by the representatives of Argentina and

the Netherlands, in particular. The representative of Argentina also supported the opinion expressed by the ACC to the effect that any full-time staff that might be set up to deal with questions of external audit should not replace the existing Board of Auditors and thereby impair the accepted principle that final responsibility for external audit rested with governmental auditors.

The Fifth Committee adopted, without objection, a recommendation proposed by the Committee Chairman (A/2566), and the General Assembly, at its 458th plenary meeting on 27 November, without objection and without discussion, adopted the Committee's recommendation, as resolution 768(VIII).

By it, the Assembly, after taking note of the Secretary-General's report and the observations on it by the Advisory Committee, postponed consideration of this item until its ninth session.

d. AUDIT REPORTS RELATING TO EXPENDITURE BY SPECIALIZED AGENCIES OF TECHNICAL ASSISTANCE FUNDS ALLOCATED FROM THE SPECIAL ACCOUNT

The General Assembly in resolution 519 A (VI)²⁰¹ of 12 January 1952 called on the specialized agencies participating in the Expanded Programme of technical assistance to provide in their regular budget documents, information concerning their estimates for the expenditure of technical assistance funds and to transmit to the General Assembly, for examination and approval, the audit reports relating to expenditure of technical assistance funds allocated from the Special Account after approval by the appropriate body of the agencies.

Accordingly, the Secretary-General, in a note (A/C.5/546) dated 7 October 1953, transmitted to the Assembly the reports submitted by the specialized agencies participating in the Expanded Programme. These reports comprised for each agency financial statements covering operations under the Expanded Programme in the form prescribed by the Technical Assistance Board (TAB), accompanied by the Certificate of the External Auditors and, where applicable, by such further comments on technical assistance matters as the auditors had included in their reports to the general conference or equivalent authority of the agency concerned. The Secretary-General's note was also accompanied by a combined statement showing the status of allocations to the

²⁰⁰ See Y.U.N., 1952, p. 543.

²⁰¹ See Y.U.N., 1951, pp. 400-401.

participating organizations under the Expanded Programme as of 31 December 1952, and summarizing the separate audited financial statements submitted by the agencies, as well as similar information regarding the transactions of the United Nations under the same Programme.

With one exception, the audit reports had been approved by the general conference (or equivalent authority) of the agency concerned. In the case of FAO, the audit reports were to be considered by the FAO Conference in November 1953.

Total allocations during the period under review amounted to \$25,372,377, of which \$23,905,388 was spent or obligated up to 31 December 1952.

In its report to the Assembly (A/2545), the Advisory Committee on Administrative and Budgetary Questions stated that strict adherence to the letter of resolution 519 A (VI)—in respect of prior approval of the reports by the general conferences—would produce an unreasonable delay, with the possibility that General Assembly consideration might have to be deferred until some four years after certain of the audited transactions had been effected.

In connexion with the accounts of FAO, special attention was drawn to the fact that the external auditor had questioned an amount of approximately \$125,000 recorded as an obligation at 31 December 1952 in respect of certain fellowships. The Advisory Committee understood that had this obligation been omitted from the 1952 accounts (in accordance with the definition of obligations adopted by the Technical Assistance Board in respect of fellowships), the amount available for redistribution during 1953 among participating organizations (including FAO) would have been correspondingly increased. Consequently, not only was the authority of TAB involved, but also the interest of other agencies participating in the Expanded Programme.

The Advisory Committee observed that the External Auditor of ICAO called attention to the fact that participating organizations had not yet agreed upon a policy to govern pension scheme obligations (if any) to technical assistance personnel.

The Secretary-General's report and the comments on it by the Advisory Committee were considered by the Fifth Committee at its 405th meeting on 16 November. Referring to the comments of the Advisory Committee regarding entitlement of project personnel to pension rights under the Joint Staff Pension Fund, the representative of Australia inquired as to what would be the effect of the decision of TAB to introduce, as from 1

January 1954, revised conditions of service, under which project personnel appointed for one year or more to continuing posts (that is, posts normally expected to continue for at least five years) would receive appointments governed by the basic conditions of service applied to regular staff members, including eligibility for admission to the Pension Fund. He suggested that the admission as participants in the Fund of any considerable number of such personnel might conceivably have actuarial implications with respect to which the Joint Staff Pension Board should perhaps be consulted.

The Fifth Committee adopted, without objection, a draft resolution proposed by the Committee Chairman and amended by the representative of Australia (A/2567), which was likewise adopted, without objection and without discussion, by the General Assembly at its 458th plenary meeting on 27 November, as resolution 769(VIII).

By it, the Assembly took note of the audit reports relating to expenditure by specialized agencies of technical assistance funds allocated from the Special Account, for the year ended 31 December 1952, and of the observations on them by the Advisory Committee.

e. COMMON SERVICES AND CO-ORDINATION OF SERVICES

The ACC, in its thirteenth report to the Economic and Social Council (E/2446 & Corr.1), stated that, in pursuance of Assembly resolution 672 A (VII) concerning the co-ordination of administrative procedures and services between the United Nations and the specialized agencies, studies had been initiated on such questions as: library co-ordination; co-ordination of public information services; co-ordination of printing services; and the establishment of a joint purchasing and a common supply service in Geneva.

f. TELECOMMUNICATION FACILITIES

In the field of telecommunication facilities, the ACC stated that it was studying such questions as: the circumstances in which the urgency or importance of the telecommunications of the specialized agencies warrants special treatment for their telegrams or telephone calls; the possibility of changing the Convention on the Privileges and Immunities of the Specialized Agencies as it concerns the question of government privileges for telegrams and telephone calls; and the question of the use by the specialized agencies of the United Nations point-to-point telecommunication network when such use competes with existing commercial telecommunication networks.

U. RELATIONS WITH NON-GOVERNMENTAL ORGANIZATIONS

1. Application of the Headquarters Agreement to Representatives of Non-Governmental Organizations in Consultative Status with the Economic and Social Council

In accordance with Economic and Social Council resolution 288(X)²⁰² of 27 February 1950 concerning consultative arrangements with non-governmental organizations, the Women's International Democratic Federation (WIDF), a non-governmental organization in consultative relationship with the Council in category B, designated Mrs. Margarette Rae Luckock as its representative to attend the seventh session of the Commission on the Status of Women, which was to convene at United Nations Headquarters on 16 March 1953. After the Commission was informed that Mrs. Luckock had not been granted an entry visa to the United States to enable her to come to United Nations Headquarters, it adopted a resolution (E/2386) regretting this fact, and calling the Council's attention to the situation. The Council was requested to examine the question at its fifteenth session which was then in progress in order to take appropriate measures.

Accordingly, the Economic and Social Council, at its 673rd plenary meeting on 31 March 1953, decided to add to its agenda for its fifteenth session the item: "Admission of the representative of the Women's International Democratic Federation for participation in the Commission on the Status of Women in accordance with the resolution adopted by the Commission".

The Council considered the matter at its 675th to 677th, 679th, 686th, 687th, 694th, 701st, 702nd and 704th plenary meetings, on 1, 2, 6, 9, 15, 21, 27 and 28 April.

At the Council's 679th meeting on 9 April, the representative of the United States informed the Council that his Government had refused visas to Mrs. Luckock, the representative of WIDF, to attend the seventh session of the Commission on the Status of Women and the fifteenth session of the Council, and to Jan Dessau, the representative of the World Federation of Trade Unions (WFTU), a non-governmental organization in category A, to attend the same session of the Council, in the exercise of the right to safeguard its security which it reserved to itself in section 6 of the Joint Resolution (Public Law 357) of the 80th Congress, which authorized the United States

to enter into the Headquarters Agreement with the United Nations.

On the proposal of the representative of Sweden, which was supported by the representative of France, the Council decided to ask the Legal Department of the United Nations Secretariat for an opinion on the legal aspects of the decision taken by the United States Government.

The Legal Department accordingly submitted a memorandum (E/2397) on the question, which concluded that the persons falling within the classes referred to in section 11 of the Headquarters Agreement²⁰³ were entitled to transit to and from the Headquarters District, and that this right of transit had not been made the subject of any reservation. The memorandum stated that, should the United States adhere to its position, it was clear that there would then exist a dispute between the United Nations and the United States concerning the interpretation or application of the Headquarters Agreement. In such event, the memorandum continued, the Council would note that section 21 of the Headquarters Agreement provided for negotiations, and, if necessary, arbitration.

At the Council's 686th meeting on 15 April, the United States representative stated that the Legal Department's memorandum showed that there was a difference of opinion between that Department and the United States Government. His Government, he said, recognized the validity of the Headquarters Agreement and of the Joint Resolution (Public Law 357) of the 80th Congress and would co-operate with the Secretary-General in whatever negotiations the latter might arrange to discuss the problem. He considered that little would be gained by embarking on a discussion of the matter in the Council at the moment and he therefore suggested that the negotiations, to which he had referred, should be started as soon as possible.

The representatives of Poland and the USSR stated that the failure to permit entry of the representatives of WFTU and WIDF was incompatible with the specific obligations assumed by the United States Government under the Headquarters Agreement. They argued that the Council must make every effort to ensure attendance at its current session of the duly accredited representatives of WIDF and WFTU. They should be permitted to enjoy the consultative status granted them in accordance with the Charter.

²⁰² See Y.U.N., 1950, pp. 658-59.

²⁰³ See Y.U.N., 1947-48, pp. 199-204.

The representative of Sweden remarked that the memorandum had helped to clarify the issue. As the United States representative had indicated the readiness of his Government to enter into negotiations at the earliest opportunity, it was very possible that the problem would be solved amicably, and he therefore orally proposed that the Council should take no further action for the time being.

Most of the representatives, including those of Australia, Belgium, Egypt, France, India, the Philippines, Turkey, the United Kingdom, Uruguay, Venezuela and Yugoslavia, supported the Swedish proposal. They strongly favoured the suggestion that the Secretary-General and the United States Government should immediately enter into negotiations and, if necessary, into arbitration, as provided under section 21 of the Headquarters Agreement. It was essential, they said, that the work of the United Nations and its organs should be allowed to proceed in an orderly manner consistent with the provisions of the Charter and of the Agreement, and that no obstacles should arbitrarily be placed in their way.

The Council, at its 687th plenary meeting on 15 April, unanimously approved an Indian oral proposal to adjourn discussion of the matter in order to create a favourable atmosphere for immediate negotiations.

The United States Government and the Secretary-General then entered into negotiations. Since the negotiations had not been concluded at the close of the session, the Council, at its 704th plenary meeting on 28 April, decided to include on the agenda of its sixteenth session the item: "The question of access to Headquarters of representatives of non-governmental organizations in consultative status: report by the Secretary-General on the result of his negotiations with the United States Government."

At the Council's sixteenth session, the question was discussed at the 743rd and 745th plenary meetings, on 31 July and 1 August.

The Secretary-General presented a progress report (E/2492) and an oral statement (subsequently distributed as document E/2501) on the negotiations with the United States concerning the interpretation of the Headquarters Agreement. In additional oral comments, he stated that it was his view that the negotiations had been completed in the sense that the principles involved had been reaffirmed and the area of disagreement delimited. At the same time, they were not completed and should remain incomplete in the sense that they could be continued in respect of any concrete cases which might arise in the future.

The Council had before it three draft resolutions on the question: one by Poland (E/L.493/Rev.1), one by Cuba (E/L.560) and one by India (E/L.561).

The Polish draft resolution, *inter alia*, would have the Council request the Secretary-General to continue negotiations with the United States. In the event that such negotiations did not yield positive results by 1 November 1953, the Secretary-General would then be requested to submit the problem to arbitration in accordance with the Headquarters Agreement.

The Cuban draft resolution would have the Council: (1) note the report of the Secretary-General on the question; and (2) trust that any remaining questions would be resolved satisfactorily in the "application of the Headquarters Agreement or in further negotiations".

The Indian draft resolution would have the Council: (1) take note of the Secretary-General's report; (2) express satisfaction at the progress achieved; and (3) request the Secretary-General to submit a further report at the Council's seventeenth session.

In submitting his draft resolution, the representative of Poland said that his delegation attached great importance to the question of access to the United Nations Headquarters of representatives of non-governmental organizations in consultative status. The problem, he submitted, was much larger than the title of the item on the agenda indicated. It concerned, not only the simple question of access of representatives, but also the adequate functioning of the United Nations, the proper interpretation of the Charter and of the various agreements with Member States, the independence of the United Nations and the question of equality of treatment of persons having and desiring to exercise the right to certain relationships with the United Nations. While believing that a satisfactory solution could be found in the near future, his delegation considered, however, that the discussions should not be prolonged indefinitely, with a debate in the Council when a fresh case arose. A time limit was therefore proposed in the Polish draft, he explained, at the expiry of which the United Nations should resort to other means than consultation, as was provided in the Headquarters Agreement.

The representative of Cuba, explaining his draft resolution, said that his delegation sought an impartial and objective approach to the question. In view of the Secretary-General's belief that any remaining questions would be satisfactorily solved, it was undesirable, he stated, to go into the substance of the question or to discuss matters of principle or of law. Any legal analysis of the Headquarters Agreement, he argued, would merely introduce confusion, instead of helping the Secretary-General to safeguard United Nations interests; it would also raise questions of international

law which were possibly not within the competence of the Council and, in any case, could not be dealt with at short notice. In view of the optimistic tone of the Secretary-General's progress report, and of the importance of not taking any action that might be interpreted by the United States Government as affecting its right to safeguard its own security, Cuba had drafted its resolution.

The representative of India said that the issue, although arising out of a few specific cases, was of great importance, and that it might even be maintained that the success of the United Nations activities at Headquarters depended on its satisfactory solution. The first two paragraphs of his draft resolution, he explained, were not likely to arouse any opposition, since they merely took note of the Secretary-General's report and expressed satisfaction at the progress made. The third paragraph, calling for the submission of a further report, he said, had been inserted because the Council was involved, and had asked the Secretary-General to submit a report.

The representative of the United States congratulated the Secretary-General on his personal conduct of the negotiations with the United States Government on the question under discussion, which involved some difficult points of law and practice. He expressed great satisfaction at the progress achieved in those negotiations and was confident that the understanding reached would eliminate any future difficulties in the matter. He stated that the United States Government stood ready, in direct consultations with the Secretary-General, to resolve any further questions should they arise.

The USSR representative said that no one disputed the sovereign rights of the United States Government, or of any other government, to safeguard its own security. That was not the question at issue; what was involved was a question of disagreement on the interpretation of the Headquarters Agreement. For that reason, his delegation supported the Polish draft resolution. In his view, there were no substantial differences between the three draft resolutions before the Council, and it ought therefore to be possible for the representatives of Cuba, India and Poland to find some common ground and submit a joint draft resolution.

The representative of Yugoslavia also stated that, despite the doubts expressed in the discussion, there was considerable unanimity of opinion, and he therefore urged that there should be one text and one unanimous vote.

Most of the representatives on the Council, including those of Australia, Belgium, China,

Egypt, France, the Philippines, Sweden, the United Kingdom, the United States, Uruguay and Yugoslavia, supported wholeheartedly or with certain reservations the Cuban draft resolution. They agreed that the broader issue underlying the discussion was one of fundamental importance. The particular question of access to Headquarters of representatives of non-governmental organizations in consultative status was, and would continue to be, of interest to the Council because of the Council's responsibilities under the Charter, its day-to-day work, in which representatives of non-governmental organizations participated, and its right to determine which organizations it would admit to a special consultative relationship. They shared the Secretary-General's optimism as to the outcome of the negotiations in progress, and believed that the imposition of a time limit for the achievement of a particular aim would be undesirable.

The Cuban representative agreed to amend his proposal in accordance with various suggestions made during the discussion. Thus, he accepted, *inter alia*, a suggestion by the French representative to refer to the Secretary-General's statements in addition to his report and a suggestion by the representatives of India and Uruguay to delete in the operative part of the draft the reference to "further negotiations". It was stated that the implication of that phrase was that negotiations could be carried on outside the framework of the Headquarters Agreement.

The draft resolution, as amended, was adopted unanimously by the Council at its 745th plenary meeting on 1 August, as resolution 509(XVI). It read:

"The Economic and Social Council

"1. Notes the report of the Secretary-General and his oral statements of 31 July and 1 August 1953 on negotiations with the United States of America concerning the interpretation of the Headquarters Agreement on the question of access to Headquarters of representatives of non-governmental organizations in consultative status;

"2. Trusts that any remaining questions will be satisfactorily and expeditiously resolved within the provisions of the Headquarters Agreement."

2. Granting of Consultative Status²⁰⁴

Twenty applications or reapplications were considered and reported on by the Council Committee on Non-Governmental Organizations during the fifteenth session of the Economic and Social Coun-

²⁰⁴ For list of non-governmental organizations in consultative status with the Council as of 31 December 1953, see below, pp. 506-507.

cil, at the Committee's 123rd, 124th and 127th meetings on 19 February and 22 April 1953.

On the basis of two reports from the Council NGO Committee (E/2368 & E/2411) the Economic and Social Council, at its fifteenth session, in resolution 480 I.A.1 (XV), adopted at its 678th plenary meeting on 6 April, decided that the following organizations be placed in category B (voting on individual organizations is shown in parentheses below):

Inter-American Press Association (17 votes to none, with 1 abstention)

International Society of Social Defence (15 votes to 2, with 1 abstention)

International Union for Inland Navigation (16 votes to 2)

Pan-Pacific Women's Association (unanimously)

The Council, in resolution 480 I.A.2 (XV), adopted at its 678th plenary meeting on 6 April, and by resolution 480 I.B. (XV), adopted at its 702nd plenary meeting on 27 April, decided that the following organizations, at that time on the register of non-governmental organizations, be transferred to category B:

Confédération internationale du crédit populaire (16 votes to 2)

International Federation of Journalists (16 votes to 2)

International Movement for a Brotherly Union of Races and Peoples (16 votes to 2)

international Union of Producers and Distributors of Electric Power (16 votes to 2)

World Federation of Catholic Young Women and Girls (9 votes to 3, with 6 abstentions)

The Council, at its 678th plenary meeting on 6 April, adopted resolution 480 I.A.3 (XV), in which it requested the Secretary-General to place the following organizations on the register of non-governmental organizations:

Centre of International Relationships for Wholesale Trade (16 votes to 2)

Federation of International Furniture Removers (15 votes to 3)

International Confederation of Professional and Intellectual Workers (16 votes to 2)

World Calendar Association, International (14 votes to 2, with 2 abstentions)

The Council, at its 678th plenary meeting on 6 April, by 16 votes to 2, adopted resolution 480 I.A.4 (XV), requesting the NGO Committee to reconsider at the Council's seventeenth session the request for reclassification from the register to category B of the International Federation of Free Journalists.

The Council, at the same meeting, by 16 votes to 2, adopted resolution 480 I.A.5 (XV), taking note that the International Federation of Unions

of Employees in Public and Civil Services and the International Transport Workers' Federation were both prepared to give up their consultative status in category B and to carry on their consultative relationship with the Council through the International Confederation of Free Trade Unions, and deciding to withdraw consultative status in category B from these two organizations.

3. Review of Non-Governmental Organizations in Consultative Relationship

The Council, in resolution 480 II (XV), adopted by 14 votes to 2, with 2 abstentions, at its 704th plenary meeting on 28 April, decided to undertake at its seventeenth session a general review of all non-governmental organizations admitted to consultative status in category B at or before the thirteenth session of the Council; it also requested the Secretary-General to undertake preparation of the necessary documentation.

4. Consultative Arrangements with Regional Economic Commissions

Economic Commission for Latin America (ECLA): At its fifth session, ECLA, by resolution 71(V), decided to amend its rules of procedure regarding consultative relations with non-governmental organizations in accordance with the Council's recommendations (Council resolution 414 C.1 (XIII)).

5. Operating Consultative Arrangements

a. HEARINGS OF NON-GOVERNMENTAL ORGANIZATIONS

The following organizations were heard in connexion with the subjects shown opposite their names, by the Economic and Social Council or its Committees at the fifteenth session under rule 86²⁰⁵ of its rules of procedure.

International Chamber of Commerce: Economic development of under-developed countries.

International Confederation of Free Trade Unions: World economic situation; Procedure for the convening of study groups and international commodity confer-

²⁰⁵ This rule states that the Council Committee on Non-Governmental Organizations is to make recommendations to the Council as to which organizations in category A should be heard by the Council or by one of its committees and the items on which they should be heard. It also lays down the conditions under which such organizations may be heard.

ences; Expanded Programme of Technical Assistance; Allegations regarding infringements of trade union rights received under Council resolution 277(X);²⁰⁶ Slavery.

International Co-operative Alliance: Economic development of under-developed countries.

International Federation of Christian Trade Unions: World economic situation.

World Federation of Trade Unions: World economic situation; Economic development of under-developed countries; Allegations regarding infringements of trade union rights received under Council resolution 277(X); Admission of the Representative of the Women's International Democratic Federation for participation in the Commission on the Status of Women.

World Federation of United Nations Associations: Report of the International Bank for Reconstruction and Development.

The following organizations were heard by the Council Committee on Non-Governmental Organizations at the fifteenth session under rules 84 and 85.²⁰⁷

Anti-Slavery Society (United Kingdom): Slavery.

International Commission against Concentration Camp Practices (formerly: International Commission against Forced Labour Camps); Rights of defence: measures to be taken to ensure legal guarantees for individual freedom.

International Council of Women: International action for conservation and utilization of non-agricultural resources; Expanded Programme of Technical Assistance; Slavery; United Nations Narcotics Laboratory.

The following organizations were heard by the Economic and Social Council or its Committees at the sixteenth session under rule 86.

International Chamber of Commerce: Economic development of under-developed countries; Restrictive business practices.

International Confederation of Free Trade Unions: Full employment; Economic development of under-developed countries; Restrictive business practices; Technical assistance; Report of the Social Commission (ninth session); Reports of the Executive Board of the United Nations International Children's Emergency Fund; Allegations regarding infringements of trade union rights received under Council resolutions 277(X)²⁰⁸ and 474(XV).²⁰⁹

International Cooperative Alliance: Restrictive business practices.

International Federation of Christian Trade Unions: Full employment; Economic development of under-developed countries; Allegations regarding infringements of trade union rights received under Council resolution 277(X) and 474(XV).

World Federation of Trade Unions: Full employment; Economic development of under-developed countries; Restrictive business practices; Programme of concerted practical action in the social field of the United Nations and the specialized agencies; Prevention of discrimination and protection of minorities; Allegations regarding infringements of trade union rights received under Council resolutions 277(X) and 474(XV); Question of

access to Headquarters of representatives of non-governmental organizations in consultative status.

World Federation of United Nations Associations: Economic development of under-developed countries; Technical assistance; Reports of the Executive Board of the United Nations International Children's Emergency Fund.

The following organizations were heard by the Council Committee on Non-Governmental Organizations at the sixteenth session under rule 85.

Catholic International Union for Social Service: Programme of concerted practical action in the social field of the United Nations and the specialized agencies; Report of the Social Commission (ninth session).

Co-ordinating Board of Jewish Organizations: Report of the Commission on Human Rights (ninth session); Annual report of the United Nations High Commissioner for Refugees.

International Council of Women: Technical assistance; Programme of concerted practical action in the social field of the United Nations and the specialized agencies; Report of the Social Commission (ninth session); Report of the Commission on Human Rights (ninth session); Prevention of discrimination and protection of minorities.

Pax Romana: Economic development of under-developed countries; Annual report of the Economic Commission for Europe; Report of the Social Commission (ninth session); Report of the Commission on Human Rights (ninth session); Annual report of the United Nations High Commissioner for Refugees.

World Jewish Congress: Report of the Commission on Human Rights (ninth session); Prevention of discrimination and protection of minorities.

The Committee also heard briefly each organization having category A consultative status on each item of the agenda on which they were later heard by the Council. Many non-governmental organizations were heard by the commissions of the Council, in particular by the Commission on Human Rights, the Commission on the Status of Women, the Social Commission and the Transport and Communications Commission.

b. WRITTEN STATEMENTS BY NON-GOVERNMENTAL ORGANIZATIONS

During 1953, a total of 82 written statements from 30 non-governmental organizations were circulated as documents under the arrangements for consultation. The majority of these statements were directed to the Commissions of the Council, in particular to the Commission on Human Rights,

²⁰⁶ See Y.U.N., 1950, pp. 539-40.

²⁰⁷ These rules lay down the procedure under which the Council Committee on Non-Governmental Organizations consults with non-governmental organizations in categories A and B concerning matters within their competence.

²⁰⁸ See Y.U.N., 1950, pp. 539-40.

²⁰⁹ See pp. 400-402.

the Social Commission, the Commission on the Status of Women and the regional economic commissions. Five additional written statements were submitted jointly by a number of consultative non-governmental organizations. In accordance with the recommendation of the Council Committee on Non-Governmental Organizations, the Secretary-General circulated lists of these documents (E/C.2/263/Add.4 & Add.5/Rev.1).

c. AGENDA ITEMS PROPOSED BY NON-GOVERNMENTAL ORGANIZATIONS

The following items were proposed for the provisional agenda of the Council by non-governmental organizations in category A:

(1) Reconversion after the rearmament period: item proposed by the International Confederation of Free Trade Unions (ICFTU).

At its meeting on 22 April, the NGO Committee decided to recommend to the Council "that it place the item proposed by the ICFTU on the provisional agenda of its sixteenth session in the form of a sub-item to the item 'Full Employment'".

The Council then decided that the sub-item should be included in the agenda of the sixteenth session (E/2421).²¹⁰

(2) Measures to be taken for the application of a progressive social policy throughout the world, particularly for the defence, improvement and extension of social security: item proposed by the World Federation of Trade Unions (WFTU).

At its meeting on 23 April the NGO Committee decided "to postpone consideration of the request submitted by the WFTU until the series of meetings of the Council Committee on Non-Governmental Organizations to be held during the sixteenth session of the Council, provided the organization submits further documentation on the subject to the Committee in time to reach members of the Committee not later than four weeks before the opening of the sixteenth session of the Council".

The Council then decided that the WFTU memorandum, previously issued as document E/C.2/R.17, would be included in the basic documentation (E/2422) for item 10 of the provisional agenda for the sixteenth session, which dealt with the programme of concerted practical action in the social field of the United Nations and the specialized agencies.

6. Union of International Associations

The Council, at its sixteenth session, received a report of its Committee on Non-Governmental Organizations (E/2489) which referred to resolution 334 B (XI) in which the Council had decided that the United Nations should not publish a Yearbook of International Organizations, in view of the intention of the Union to do so, and expressed the hope that the Secretary-General would co-operate with the Union. The Committee

noted that the co-operation had given complete satisfaction and pointed out the value of the work done by the Union in the field of international non-governmental organizations. The Committee unanimously expressed its appreciation of the value and usefulness of the Yearbook and members voiced the hope that the work of the Union would become better known to Member States and that its continuation would be secured.

7. List of Non-Governmental Organizations in Consultative Status as of 31 December 1953

As of 31 December 1953, a total of 115 organizations in consultative status (in categories A and B) were listed. Of this number, nine were in category A and 106 in category B, as shown below. With the exception of eight, the titles of which are followed by the name of a State, all these organizations are international. The organizations granted consultative status at the fifteenth session are marked with an asterisk (see also above).

Category A

International Chamber of Commerce
International Confederation of Free Trade Unions²¹¹
International Co-operative Alliance
International Federation of Agricultural Producers
International Federation of Christian Trade Unions
International Organization of Employers
Inter-Parliamentary Union
World Federation of Trade Unions
World Federation of United Nations Associations

Category B

Agudas Israel World Organization
All India Women's Conference (India)
All Pakistan Women's Association (Pakistan)
Anti-Slavery Society, The (United Kingdom)
Carnegie Endowment for International Peace (United States)
Catholic International Union for Social Service
Commission of the Churches on International Affairs, The
* Confédération internationale du crédit populaire
Consultative Council of Jewish Organizations
Co-ordinating Board of Jewish Organizations for Consultation with the Economic and Social Council of the United Nations
Friends World Committee for Consultation
Howard League for Penal Reform (United Kingdom)
Indian Council of World Affairs (India)
Inter-American Council of Commerce and Production

²¹⁰ See p. 325ff.

²¹¹ Represents also eighteen International Trade Secretariats.

- Inter-American Federation of Automobile Clubs²¹²
 * Inter-American Press Association
 Inter-American Statistical Institute
 International Abolitionist Federation
 International African Institute
 International Air Transport Association
 International Alliance of Women—Equal Rights,
 Equal Responsibilities
 International Association of Independent Enterprises,
 Trades and Crafts
 International Association of Juvenile Court Judges
 International Association of Penal Law
 International Automobile Federation²¹³
 International Bureau for the Suppression of Traffic in
 Persons
 International Catholic Child Bureau
 International Catholic Migration Commission
 International Catholic Press Union
 International Commission against Concentration Camp
 Practices
 International Committee of Schools of Social Work
 International Committee of Scientific Management
 International Committee of the Red Cross
 International Conference of Catholic Charities
 International Conference of Social Work
 International Congresses for Modern Architecture
 International Co-operative Women's Guild
 International Council for Building Documentation
 International Council of Women
 International Criminal Police Commission
 International Federation for Housing and Town Plan-
 ning
 International Federation for the Rights of Man
 International Federation of Business and Professional
 Women
 International Federation of Friends of Young Women
 * International Federation of Journalists
 International Federation of Newspaper Publishers
 (Proprietors) and Editors
 International Federation of Settlements
 International Federation of University Women
 International Fiscal Association
 International Institute of Administrative Sciences
 International Institute of Public Finance
 International Islamic Economic Organization
 International Labour Assistance
 International Law Association, The
 International League for the Rights of Man, The
 * International Movement of Friendly Relations among
 Races and Peoples
 International Organization for Standardization
 International Road Federation
 International Road Transport Union
 International Shipping Federation Ltd.
 International Social Service
 International Society for Criminology
 International Society for the Welfare of Cripples
 * International Society of Social Defence
 International Statistical Institute
 International Touring Alliance²¹⁴
 International Union for Child Welfare
 * International Union for Inland Navigation
 International Union for the Protection of Nature
 International Union for the Scientific Study of Popu-
 lation
 International Union of Architects
 International Union of Family Organizations
 International Union of Local Authorities
 International Union of Marine Insurance
 International Union of Official Travel Organizations
 * International Union of Producers and Distributors of
 Electric Power
 International Union of Railways
 International Union of Socialist Youth
 Liaison Committee of Women's International Organi-
 zations
 Lions International—The International Association of
 Lions Clubs
 National Association of Manufacturers (United States)
 Nouvelles Equipes Internationales—Union des démo-
 crates chrétiens
 * Pan-Pacific Women's Association
 Pax Romana—International Catholic Movement for
 Intellectual and Cultural Affairs²¹⁵
 Pax Romana—International Movement of Catholic
 Students²¹⁵
 Permanent International Association of Navigation
 Congresses
 Rotary International
 Salvation Army, The
 Society of Comparative Legislation (France)
 South American Petroleum Institute
 Women's International Democratic Federation
 Women's International League for Peace and Freedom
 World Assembly of Youth
 World Confederation of Organizations of the Teach-
 ing Profession
 World Council for the Welfare of the Blind
 * World Federation of Catholic Young Women and
 Girls
 World Jewish Congress
 World Movement of Mothers
 World Power Conference
 World's Alliance of Young Men's Christian Associ-
 ations
 World's Woman's Christian Temperance Union
 World's Young Women's Christian Association
 World Union for Progressive Judaism
 World Union of Catholic Women's Organizations
 World Veterans Federation
 Young Christian Workers
- As of 31 December 1953, an additional 124 organizations²¹⁶ were on the Register of the Secretary-General for ad hoc consultations in accordance with resolution 288 B (X).²¹⁷ All except one are international.

²¹² Consultative status in category B was granted on condition that this organization work out arrangements with the International Automobile Federation and the International Touring Alliance, by which they may be consulted jointly by the Council.

²¹³ To be jointly represented with the International Touring Alliance.

²¹⁴ To be jointly represented with the International Automobile Federation.

²¹⁵ Both Pax Romana movements represented jointly.

²¹⁶ For list, see Official Records of the General Assembly, Eighth Session, Supplement No. 3, pp. 119 and 120 with one addition: Permanent International Committee on Canned Foods.

²¹⁷ See Y.U.N., 1950, pp. 658-59.