

IV. Economic and Social Questions

A. WORLD ECONOMIC SITUATION

1. Consideration by the Economic and Social Council at its Twelfth Session

At its twelfth session, held at Santiago de Chile from 20 February-21 March 1951, the Economic and Social Council, in its annual review of the world economic situation, had before it General Assembly resolution 406(V),¹ requesting it "to pay special attention to changes currently taking place in the international economic situation, with a view to recommending to governments and to the General Assembly measures designed to make possible the uninterrupted progress of programmes of economic stability and development".

a. REPORTS SUBMITTED TO THE ECONOMIC AND SOCIAL COUNCIL

The Council's discussion was based mainly on a report on world economic trends, entitled *World Economic Report, 1949-50 (E/1910 & Corr.1)*.²

This report provided a factual analysis of significant economic developments in the world during 1949 and the first half of 1950. It pointed out that, while the volume of goods produced in the world during the years 1949 and 1950, as well as the volume of international trade, had risen to new heights, these developments had not taken place without serious economic difficulties in a number of countries. Thus, under-developed countries in general had recorded little progress, if any, during these years; meanwhile, the United States had experienced a short-lived recession during 1949 from which it had emerged to new peaks of production by the middle of 1950, although unemployment at that point was still at its post-war peak; on the other hand, a large number of countries had experienced serious foreign exchange difficulties during 1949 which had brought on the imposition of new and more stringent import restrictions as well as a wave of currency devaluations during September and October of 1949.

The report further pointed out that the most important features of international trade during 1949-50 had been the decline in the world im-

port surplus with the United States; the expansion of trade among non-dollar countries—particularly in Europe—owing to their own increased production; and the possibility that an increasing number of countries could maintain their economies at levels at least comparable with those of the immediate pre-war years, despite the reduction in the external assistance which some had been receiving. Aided by continued special assistance from the United States, many countries had been able to begin rebuilding their gold and dollar reserves.

The outbreak of the conflict in Korea in mid-1950 had immediately introduced an atmosphere of impending inflation in a number of countries, particularly in the United States, the report said. While the extent to which rearmament programmes had manifested themselves in terms of actual expenditures during 1950 remained relatively limited, the rise in the prices of all types of goods, especially of primary products, had begun to exert a profound influence both upon national economies and upon international economic relations. In the United States, military expenditures were officially expected to rise in 1951 more sharply than the total national output. As a result, civilian investment and consumption were expected to be reduced.

In the other countries which were rearming, notably in Western Europe, civilian consumption was generally not much higher, and in some cases even below, pre-war levels, the report stated. In these countries, there was a possibility that rearmament might involve not only a cutback in civilian output, but also a deterioration in their balance-of-payments position.

Though under-developed countries were expected to find ready export markets for their primary products, it was feared that they might find it difficult to convert the increased receipts from exports into needed supplies, particularly of the capital goods required for their economic devel-

¹ See Y.U.N., 1950, pp. 476-77.

² U.N.P., Sales No.: 1951.II.C.1.

opment. The report expressed the view that the economic development of the under-developed countries remained the most important single long-run economic problem confronting the world. Those countries were faced with the task of attaining a rate of economic development very much more rapid than was characteristic of the industrially more developed countries. Without measures commensurate with that task the difference in standards of living was bound to increase rather than decrease. The solution of the problem called for a rapid expansion of the world economy. Such an expansion could, if appropriately oriented, provide the goods and services needed to raise the living standards of two thirds of the world's population, as well as the possibility of achieving without undue strain the economic adjustments required in all parts of the world.

The World Economic Report, 1949-50 also contained two special supplementary sections: The Review of Economic Conditions in Africa (E/1910/Add.1 & Corr.1),³ and the Review of Economic Conditions in the Middle East, (E/1910/Add.2 & Corr.1).⁴

The former was prepared in accordance with the Council's request (resolution 266(X))⁵ that the Secretary-General include in the Report a special section relating to economic conditions in Africa "using material readily available and such further information as may be provided by the Governments concerned". It described the basic characteristics of the African economy and dealt with recent economic trends on that continent, development plans, and the demographic situation. It showed that low levels of production and consumption and extreme dependence on foreign capital characterized the economic conditions of Africa. The report showed further that production, within a predominantly subsistence economy, was concentrated on primary products for export. Heavy external demands, partly of a strategic nature, had influenced the general upward trend of mineral production and exports. However, during and since the Second World War, some important development projects had been launched and a significant aspect of this had been the growth of inter-governmental co-operation. Heavy and sustained capital investments, especially from abroad, were needed to raise per capita levels of production and consumption. The report warned, nevertheless, against capital investments devoted mainly to developing primary production for export. Administrative measures were also required, it said, to expand social services, education, tech-

nical training and public health, to develop labour organizations, and to adapt indigenous institutions to modern economic development.

The Review of Economic Conditions in the Middle East was prepared by the Secretariat in order to provide the Council with information on a region which would not otherwise have been covered. It briefly outlined the physical, economic and social features of this area and its main economic trends, as well as several aspects of the economic development of the region. The Review said that while in the last three decades there had been much progress in the economic and social fields, the benefits of economic development in the Middle East had been largely offset by rapid population growth. Low living standards and the essential similarity of the economies of most of the countries in the region constituted major obstacles to the economic integration of the region. To improve living conditions generally, the national income must be greatly expanded, which could be done mainly through agricultural development. Some countries, however, had some outstanding assets to aid them in their efforts for economic progress, such as petroleum resources, unused land and rivers capable of considerable development. External aid might enable governments to develop the resources of their countries more rapidly than in the past. There was, however, a striking contrast between the huge potential wealth of oil reserves and the current benefits being derived by countries with these reserves, it said.

The Council further had before it the Review of International Commodity Problems, 1950 (E/1907)⁶ prepared by the Interim Co-ordination Committee for International Commodity Arrangements.

It also had before it the replies from Member Governments (E/1912 and Addenda)⁷ to the Secretary-General's communication of 2 January 1951 concerning General Assembly resolution 406(V) on the world economic situation. That resolution had invited all members of the Council to submit "their views concerning the way in which the current world situation has affected

³ U.N.P., Sales No.: 1951.II.C.2.

⁴ U.N.P., Sales No.: 1951.II.C.3.

⁵ See Y.U.N., 1950, p. 480.

⁶ U.N.P., Sales No.: 1951.II.D.1.

⁷ Replies were received from the following Member States: Burma, Denmark, Ethiopia, France, India, Iraq, New Zealand, Pakistan, Philippines, Thailand, USSR, United Kingdom and United States (E/1912 and Add.1-12).

their economic progress and the prospects of continuing world economic expansion, and if possible, to communicate these views, through the Secretary-General, to the Council before the opening of its twelfth session".

b. VIEWS EXPRESSED IN THE ECONOMIC AND SOCIAL COUNCIL

The Council discussed the world economic situation at the 103rd to 105th and 107th meetings of its Economic Committee, from 13-15 March, and at its 449th to 458th and 477th and 478th plenary meetings, from 1-20 March 1951.

Several representatives, among them those of Belgium, Canada, France, Sweden, the United Kingdom and the United States, pointed out that the aggression in Korea and threats of aggression elsewhere left their countries no other course than to build up their military defences. This course of action, they emphasized, necessarily reduced the priority of many desirable economic and social programmes, as well as the speed with which they could be implemented. They also added that the demands made by rearmament on raw materials had brought about, for those industrialized countries who depended on their import for manufacture, an inflated price-level and had created shortages of materials needed for economic development. All these representatives were agreed on the need for international co-operation to meet the situation, though they maintained that military and non-military programmes were not necessarily mutually exclusive.

The United States representative, however, said that the rearmament programme had in no way undermined or affected his country's social welfare services, yet the rapid increase of defence production had involved substantial shifts in the use of resources, inflationary pressure and sacrifice by his country. The United States was prepared to negotiate, through international commodity control organs, with producing and consuming countries in order to limit price increases in important scarce commodities during the current emergency. The representative of France pointed out that greater spending on armaments could bring about a reduction of productive investments, thus threatening the standard of living and bringing inflation to the under-developed countries, which would no longer be able to purchase the capital goods necessary for their expansion and development. The representative of Sweden urged international co-operation to assist governments, in the face of inflationary tendencies throughout the

world, to maintain internal stability so as to prevent an upset in the price and cost structure and a fall in productivity. He feared that the difficulties arising from the world economic situation might slow down progress in raising the standard of living and the expansion of social welfare systems.

Representatives of under-developed countries, among them those of Chile, China, India, Iran, Mexico, Pakistan, Peru, the Philippines and Uruguay, sought international co-operation for improved and equitable distribution of important products in short supply. They stressed the importance of promoting the economic development of under-developed countries despite the demands of rearmament. They pointed out that the under-developed countries might not be able to expand and diversify their economies in the face of pressing demands to produce and export more raw materials. The increase in prices obtained by some countries for raw materials produced was not a cause for optimism, as these countries were now finding it increasingly difficult to procure the commodities they needed, and the accumulating funds were tending to create inflation within their borders, thus further aggravating their already difficult economic problems. These representatives pointed out that the under-developed countries were not trying to take advantage of the emergency situation by raising unduly the price of raw materials; but they wished to obtain a fair price for their exports and to continue to procure the equipment and the other goods needed for economic development so as to raise the living standards of their people, or at least to prevent them from falling.

The representative of Chile said that the World Economic Report showed an adverse balance of trade between the under-developed and the industrialized countries, and that these deficits in the balance of payments had to be financed by a depletion of exchange reserves, by the liquidation of private investments and government loans. In order to attain a higher standard of living and economic stability, he suggested:

- (1) regulation of prices of certain basic raw materials;
- (2) a guarantee of real values of currencies accumulated by under-developed countries;
- (3) an assurance to under-developed countries of a regular supply of equipment and capital goods from industrialized countries so that economic development programmes would not be checked;
- (4) the assessment in terms of real values of the credits granted; and
- (5) establishment by the Secretary-General of a board of experts to consider the problems which would face under-developed countries when the emergency was over.

In the view of the representatives of Czechoslovakia, Poland and the USSR, the uneven development of the economies of the capitalist countries was steadily increasing the conflicts among those countries, and was resulting in a growing tendency among them to try to solve their economic difficulties through wars and war preparations, serving as justifications for increasing economic and social restrictions. These representatives stated that the establishment of a war economy in peacetime was retarding the development of the under-developed countries and colonies and was reducing the opportunities of the Western European countries to re-establish their financial liquidity, lowering their capacity to export and thereby increasing their economic dependence on the United States. These representatives further felt that the rearmament programmes were resulting in growing restrictions on civilian production and consumption. They expressed the view, nevertheless, that different political and economic systems could co-exist and that normal economic and commercial relations could be established between such systems, provided that co-operation was based on principles of equality and on respect for national sovereignty. They called for the abolition of all discrimination in trade between countries belonging to different political and economic systems, believing that this would stimulate the development of international economic co-operation.

Representatives of the following non-governmental organizations in consultative status made statements on the world economic situation: The International Federation of Agricultural Producers (IFAP); the International Confederation of Free Trade Unions (ICFTU); the International Co-operative Alliance (ICA); and the World Federation of Trade Unions (WFTU).

The representative of IFAP suggested that an ad hoc committee of experts should be appointed to report to the Council on the steps necessary to expedite the conclusion of international commodity agreements designed to maintain and expand production of primary commodities and to achieve equitable allocation of commodities in short supply.

The representative of ICFTU stressed the need for international co-operation in rational and equitable use of necessary materials, both for defence industries and industries producing for civilian needs, and the need for stabilizing prices of such materials. He pointed to the danger of existing inflationary tendencies and called for an uninterrupted advance in the economic development of under-developed countries.

The representative of ICA, pointing also to the current increase in inflationary pressure, stressed the need for free and equitable access by all countries to raw

materials, and urged: the adoption of measures designed to maintain and raise the standard of living; the initiation of studies on the impact of cartels on production and living standards; and a study of world oil resources. He described how the promotion by governments of co-operative associations would promote these aims.

The representative of WFTU, after analysing the impact of the rearmament programme on the current world economic situation, expressed the view that only abolition of the war economy could eliminate its harmful effects. He urged the adoption of specific proposals submitted by his organization (E/C.2/281/Add.1) and designed, he stated, to improve the position of the working masses.

c. PROPOSALS SUBMITTED TO THE ECONOMIC AND SOCIAL COUNCIL

The Council considered various proposals, some pertaining to the world economic situation and other providing for further consideration of some aspects of the report. It also considered a draft resolution by Poland, relating to a proposal submitted by WFTU (see above).

The draft resolutions concerning the world situation, presented in the Economic Committee, were:

(1) A joint draft resolution by Chile, Mexico, Peru, and Uruguay (E/L.154 and Corr. 1), according to which Member Governments would be asked to regulate prices of essential goods and to ensure adequate supplies of goods required by under-developed countries for increased production and development, so that the real value of monetary reserves of the under-developed countries would be safeguarded. The Secretary-General would be asked for recommendations to promote the conclusion of agreements, aimed at stimulating the economic progress of the under-developed countries. A group of experts appointed under Council resolution 290 (XI)⁸ would be asked to include in its recommendations appropriate measures to reduce the vulnerability of the economies of under-developed countries to fluctuations in international markets.

(2) A draft resolution by Belgium (E/L.159), which would have the Council recommend governments to: (a) take steps to prevent inflationary factors capable of disturbing the economic equilibrium from developing; (b) consider how their civilian requirements could be met by increasing the production of raw materials and of capital and consumer goods, with a view to world economic progress and to the raising of the general standard of living; (c) ensure that the burden caused by the change in the world economic situation was equitably distributed among the population; (d) consider how the economic and social problems arising from the world economic situation could be settled within the framework of international co-operation. The draft resolution also proposed that the raw material-producing and -consuming countries be invited to maintain the prices of raw materials at an equitable level and to develop their reciprocal trade.

Three amendments and sub-amendments to the joint draft resolution by Chile, Mexico, Peru and Uruguay were proposed:

⁸ See Y.U.N., 1950, pp. 472-74.

(a) A United States amendment (E/L.162 and Corr.1) aimed at clarifying the operative part of the draft and proposing the deletion of the provision concerning price regulation. It would also amend the preamble so as to place the resolution in the context of the current over-all world economic situation.

(b) A USSR sub-amendment (E/AC.6/L.37) to the United States amendment (E/L.162). It would: (i) add to the preamble a statement that the Council considered that the enormous increase in military expenditure would aggravate the burden of taxation and lead to inflation and a further lowering of the standard of living; and (ii) recommend to United Nations Members that they should immediately close down their war industries and increase civilian production so as to promote the maintenance of international peace and higher standards of living.

(c) A French amendment (E/AC.6/L.36) to the joint draft resolution. It would add to the preamble two paragraphs, drawing attention to the position of the industrialized countries in the face of the rise in the price of raw materials.

One draft resolution, with amendments to it, referring to the further consideration of the World Economic Report, was considered by the Committee:

(1) A joint draft resolution by India, Iran, Mexico, Pakistan and the Philippines (E/L.155), by which the Council would consider further at its thirteenth session the section of the Report relating to economic conditions in the Middle East and Africa, together with comments of Member Governments, with a view to making appropriate recommendations.

(a) A United States amendment (E/AC.6/L.35) to this draft, have the Council consider the whole Report at the thirteenth session. A Chinese oral proposal that the United States amendment be altered to have the Council study particularly the chapters dealing with the economic situation in the Middle East and in Africa was accepted by the sponsor and was adopted at the 104th meeting by 10 votes to 7. The United States amendment, as amended by China, was adopted at the same meeting, by 9 votes to none, with 6 abstentions.

(b) A United Kingdom oral proposal to defer consideration of the whole Report to the fourteenth session was rejected, also at the 104th meeting, by 11 votes to 7.

The joint draft resolution by India, Iran, Mexico, Pakistan and the Philippines (E/L.155) was adopted as amended, by 15 votes to none, with 3 abstentions, at the 104th meeting of the Committee on 13 March.

An informal drafting committee was set up to combine into a single text the various outstanding proposals. As a result, a new two-part joint draft resolution (E/AC.6/L.40), sponsored by Belgium, Chile, France, India, Mexico, Pakistan, Peru, the United States and Uruguay was considered at the 107th meeting on 15 March 1951. The USSR amendments (E/AC.6/L.37—see above) were voted on as amendments to the

new joint draft resolution; each was rejected by 15 votes to 3.

The Committee also rejected, at its 104th meeting on 13 March 1951, a draft resolution by Poland (E/L.156) relating to a proposal submitted by the WFTU, which would have the Council state that it considered that a war economy and expenditure on armaments entailed a considerable lowering of the workers' standard of living and conflicted with the aims of the Charter, and recommend that governments reduce their armaments budgets for 1951 and 1952 by from 30 to 50 per cent and use the resources thus made available to achieve full employment in production for peace. The draft also provided for a committee to ensure the implementation of these proposals.

The Committee then adopted, by 15 votes to none, with 3 abstentions, the joint draft resolution, the first part of which contained recommendations arising out of the current world situation; the second concerned the further consideration of the world economic situation at the thirteenth session of the Council. This was later adopted by the Council (resolution 341(XII)) at its 478th plenary meeting on 20 March 1951; part A by 13 votes to none, with 4 abstentions, and part B by 14 votes to none, with 3 abstentions.

The Council, in plenary session, rejected, by 13 votes to 3 and 14 votes to 3, two amendments proposed by the USSR (E/L.171) covering the same points as those dealt with in the USSR amendments previously rejected in the Economic Committee (see above). It also rejected, by 15 votes to 3, a Polish draft resolution (E/L.156), which would have required the Secretariat to prepare annual reports, in collaboration with the competent non-governmental organizations in Category A, on national income, living standards of industrial and agricultural workers, and on profits accrued through war economy. This proposal also called for reduction in armaments expenditures, for using the funds thus saved for civilian purposes, and for the setting up of a committee of the Council, with participation of non-governmental organizations in Category A, to supervise the allocation of these funds.

d. RESOLUTION ADOPTED BY THE ECONOMIC AND SOCIAL COUNCIL

Part A of resolution 341(XII) read:

"The Economic and Social Council,

"Noting with interest the World Economic Report, 1949-50, prepared by the Secretariat,

"Taking into account General Assembly resolution 406 (V) and

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"Considering that:

"(a) The maintenance of international peace and security, the creation of conditions of economic stability, and the improvement of the standards of living of the world's population are permanent objectives of international economic and social co-operation among the United Nations,

"(b) Continued progress in creating conditions of economic stability and in improving standards of living requires increases in the production of food, raw materials and manufactured goods,

"(c) In the under-developed countries, progress toward the objectives enumerated in paragraph (b) above is limited by the characteristics of their present economic structures, which are reflected in the nature of their foreign trade, in the vulnerability of their terms of foreign trade, in their dependence on foreign countries for capital goods, in low levels of investment and in other factors both external and internal which contribute to their low living standards,

"(d) Some of the adverse factors enumerated in paragraph (c) above are being aggravated by new inflationary pressures, shortages of goods, regulation of prices at different relative levels for different products, and re-allocation of productive factors, which are likely to affect unfavourably the rate or pattern of economic development of some countries,

"(e) In the industrialized countries, particularly those which are faced with the task of reconstruction and re-equipment as the result of war damage, the additional tasks assumed as a result of the international situation are likely to cause inflationary pressures,

"(f) Instability of prices in international markets also affects industrialized countries and, in many of them, aggravates internal disequilibrium and makes more difficult the necessary increase of their production,

"(g) If appropriate measures are not taken, difficulties may arise in trade between the industrialized countries and the under-developed countries when present inflationary pressures subside and when reconversion of defence industries occurs; and some of these difficulties would tend to increase the difference between the levels of their respective productive capacities and also to increase the vulnerability of their economies to a decline in the demand for their products and to a fall in the prices of these products in world markets, with consequent unfavourable economic and social effects,

"1. Recommends that all Members of the United Nations, during the period of general shortage of goods, take special measures to bring about adequate production and equitable international distribution of capital goods, essential consumers' goods and raw materials especially needed for the maintenance of international peace and security, the preservation of standards of living and the furthering of economic development;

"2. Recommends that all Members of the United Nations, during the period of general inflationary pressure, take measures, direct or indirect, to regulate at equitable levels and relationships, the prices of essential goods moving in international trade, including capital goods, essential consumers' goods and raw materials;

"3. Recommends that the equitable regulation of distribution and prices referred to in recommendations 1 and 2 above be maintained as long as strong inflationary pressures persist, in order to minimize changes in the purchasing power, in terms of imports, of current earnings from exports as well as of monetary assets;

"4. Recommends further that all Members of the United Nations take all steps in their power to prevent the development of inflationary pressures, thereby preventing speculative profits and maintaining the purchasing power of the poorer sections of the population;

"5. Amends paragraph 19 of Council resolution 290 (XI) to request that the group of experts to be appointed under that paragraph include in its report recommendations concerning the appropriate national and international measures required to mitigate the vulnerability of the economies of under-developed countries to fluctuations in international markets, including measures to adjust, establish and maintain appropriate relations between prices of raw materials, on the one hand, and essential manufactured goods on the other, and thus to ensure greater economic stability; and

"6. Requests all Members of the United Nations to report to the thirteenth session of the Council on such action as they have taken under the present resolution."

In part B of resolution 341(XII), the Council recognized that various governments had neither had sufficient time to study the World Economic Report, 1949-50, nor to respond to the invitation contained in General Assembly resolution 406(V) to submit their views on the way in which the world economic situation had affected their economic progress and the prospects of continuing world economic expansion. Accordingly, the Council decided to consider further at its thirteenth session the world economic situation in 1949-50 and particularly the economic conditions in the Middle East and Africa, and the views submitted by Members of the United Nations in response to General Assembly resolution 406(V).

e. REPORT OF THE INTERNATIONAL MONETARY FUND

During its consideration of the world economic situation at its twelfth session, the Council also considered the annual report of the International Monetary Fund for the fiscal year ended 30 April 1950, together with a supplement covering the remaining months of 1950 (E/1872 & Add.1). The report was considered at the 450th and 451st plenary meetings on 1 and 2 March 1951.

At the 449th plenary meeting of the Council, introducing the report of the Fund, the Managing Director of the Fund analysed the progress made toward a better balance in international payments in 1950. He pointed out that recovery and expansion of agricultural and industrial produc-

tion had enabled many countries to import from elsewhere commodities formerly imported from the United States; assistance from the United States and other sources had contributed to that recovery; restoration of sound budgets and credit policies had released for export industries resources previously absorbed by domestic demand. The 1949 devaluations had brought a whole series of exchange rates into line with post-war economic and monetary conditions. While military events and the requirements of rearmament had largely contributed to an improvement, the increased tension and uncertainty of international relations might in the future have important economic repercussions. Indicating that the increase in the price of industrial raw materials had strongly affected the position of the countries exporting such materials, he pointed out that an increase in revenue due to high prices provided a less stable basis than an increased revenue due to a genuine expansion of production and exports.

The Managing Director stressed the point that the balance-of-payments situation of non-dollar countries, in spite of the improvement in the course of the past year, was still a matter of concern. In analysing this problem, he expressed the view that it could be solved only by international action and that much depended upon the measures taken to combat the inflationary forces resulting from the impact of rearmament, as well as those remaining from previous inflations. If effective monetary policies were adopted in good time, the problem of international payments could be solved in an orderly manner. The Fund, he said, must be the guide and support of its members in preventing and controlling inflation. He stressed the readiness of the Fund to encourage and to assist any country which, side by side with an improvement in the balance of payments, pursued a policy designed to strengthen its reserves and to reduce restrictions on imports and exchange controls.

During the discussion, the representative of France welcomed the warnings given by the Managing Director of the Fund as most timely, and expressed the view that the 1949 devaluation measures which the Fund had urged had helped to improve the balance-of-payments position in many non-dollar countries. The representative of Chile called for a more flexible lending policy by the Fund so as to enable under-developed countries to meet their foreign exchange needs. The representatives of Pakistan and India felt that the adoption of anti-inflationary measures in the

manner advocated by the Fund would result in cutting down productive investments in under-developed countries. The representative of Poland said that the Fund had failed in its tasks of promoting monetary stability, correcting maladjustments in payments balances and in solving the post-war exchange problems. He further charged the Fund with becoming an instrument of the United States in furthering the policies of that country.

At its 451st plenary meeting on 2 March 1951 the Council adopted, by 15 votes to none, with 3 abstentions, resolution 344(XII), in which it took note of the report of the Fund.

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

At its thirteenth session, held from 30 July-21 September 1951, the Economic and Social Council gave further consideration to the world economic situation, in the light of its own recommendations and with special reference to the replies received from governments in response to General Assembly resolution 406(V). The matter was discussed at the Council's 483rd to 493rd, its 495th to 498th and at its 500th and 501st plenary meetings, from 31 July-14 August 1951. The problem was considered in two separate discussions: the first covering the reports received from governments on action taken concerning production, distribution and prices of commodities and measures to combat inflation; the second covering further consideration of the world economic situation in 1949-50 and particularly of those sections of the World Economic Report, 1949-50 relating to economic conditions in Africa and the Middle East.

a. REPORTS BEFORE THE ECONOMIC AND SOCIAL COUNCIL

In addition to the documents presented to the twelfth session, the Council had before it:

(1) Replies from Member Governments to the Secretary-General's communications of 2 January and 3 May 1951 concerning General Assembly resolution 406 (V) on the current world economic situation. The replies included both those received in time for the Council's twelfth session and those received subsequently (E/1912 and Addenda).

(2) Replies from Member Governments to the Secretary-General's communication of 3 May 1951 concerning Council resolution 341 A (XII) on measures taken in the matter of production, distribution and prices of goods, and on combating of inflation (E/2034 and Addenda).

(3) "Relation of Fluctuations in the Prices of Primary Commodities to the Ability of Under-developed Countries to Obtain Foreign Exchange" (E/2047 and Add.1)—a study prepared by the Secretary-General in response to Council resolution 294 (XI).⁹

(4) A note from the Secretary-General on the work of the Trusteeship Council and the Special Committee on Information Transmitted under Article 73e of the Charter on economic conditions in Trust and Non-Self-Governing Territories (E/2037).

In addition to the surveys dealing with the world economic situation in general and with Africa and the Middle East, the Council, at its thirteenth session, had before it three separate regional economic surveys—of Europe, of Asia and the Far East, and of Latin America—prepared by the secretariats of the respective regional commissions.¹⁰

b. VIEWS EXPRESSED IN THE ECONOMIC AND SOCIAL COUNCIL

In the discussion of the world economic situation at the thirteenth session, many representatives dealt in detail with various measures taken by their governments in response to recommendations contained in Council resolution 341 A (XII) (see above). They reaffirmed their support of the policies recommended in that resolution and stated that their governments were to a large extent complying with them.

Various measures to increase productivity and total production were reported.

Several representatives referred to measures designed to encourage new capital investment: more prompt adoption of new production techniques; selective relief from taxation where it was designed to facilitate production; and extension of credit facilities for similar purposes. Representatives also pointed to the successes their governments had achieved in introducing counter-inflationary measures, including: fiscal measures; price and wage controls; the encouragement of imports of agricultural and industrial products for mass consumption by means of relief from custom duties; controls over credit facilities and measures designed to encourage savings.

In the opinion of many representatives, including those of Belgium, Canada, France, Sweden, the United Kingdom and the United States, the shortage of raw materials continued to be one of the main problems, although it was pointed out that after the initial growth of strategic stockpiling and of speculative buying there had been a drop in prices of several raw materials which, together with an increase in the production of some of these materials, had relieved some of the shortages. These representatives also referred to

policies introduced by their governments designed to husband raw materials internally and establish criteria to meet urgent needs.

However, some representatives of the industrialized countries, including those of Canada, France and the United Kingdom, felt that the efforts of their countries to maintain full employment might be endangered by the shortage of raw materials, and that, while recognizing the common efforts through the International Materials Conference, they felt that further efforts were needed to increase production of raw materials and ensure their reasonable distribution between nations and between various types of consumers. They believed that price stability and the expansion of production of raw materials (rather than high prices) were the solution to the problem. The best guarantee the industrialized countries could provide for continued economic development of the under-developed countries, they felt, was through the maintenance of a full employment policy and of the stability of purchasing power throughout the world.

The representatives of under-developed countries, on the other hand—among them those of Chile, China, India, Iran, Mexico, Pakistan, Peru, the Philippines and Uruguay—pointing to some decline in the prices of raw materials, felt that they might invalidate the improved trade of the countries producing raw materials, particularly because the declines were coupled with the current rise in the prices of imported manufactured goods and in transport and insurance charges. From the point of view of the under-developed countries, two of the most serious problems were the rapid rise in prices of imported goods, and the accumulating foreign exchange surpluses. These were aggravating internal inflationary pressures in those countries which had been trying to speed up their economic development and improve their social services.

Several of these representatives also called attention to various measures taken by their governments in response to Council resolution 341 A (XII), including the introduction of more comprehensive plans for development, and the development of local industries. The efforts of the under-developed countries were designed to expand production. In some cases, these efforts were directed primarily toward solving the problem of existing food shortages; in others it was a mat-

⁹ See Y.U.N., 1950, pp. 443-45.

¹⁰ See also pp. 458, 467, 471-72.

ter of readjusting exchange rates in order to encourage the production of those goods which were essential for maintaining living standards and at least of normal production levels. Their economic development programmes, however, continued to be handicapped by an inadequate supply of essential goods, particularly of capital equipment.

Several representatives, including those of Chile, China, India, Mexico, Pakistan and the Philippines, felt that industrialized countries, in allocating commodities in short supply, should not only take into account armament requirements but should remember that the under-developed countries which did not produce armaments required these commodities to maintain their existence. Furthermore, to maintain and to intensify their development programmes, these countries needed a fair share of available capital equipment and raw materials together with necessary credits to obtain them.

Some representatives, including those of Czechoslovakia, Poland and the USSR, deplored the reorientation of economic activity in many countries towards the production of war implements. They claimed that this led to the disproportionate rise in monopolistic profits in capitalist countries and that this rise was accompanied by a lowering of the standard of living of the masses and by a curtailment of trade union activities. A war economy, they said, was being utilized for the extension of control over sources of raw materials and for the solution of the economic problems of the capitalist countries. It offered no solution to the problems of the under-developed countries, which should be advised to direct their resources into channels which were socially necessary. These representatives also felt that the efforts to curtail the trade of Eastern Europe with Western Europe and with under-developed countries was also a part of the drive for economic domination by the United States. At the same time, they pointed to the economic activities in their own countries which, they stated, were marked by vigorous reconstruction and general economic advancement conducted in the spirit of peaceful work and co-operation. The problem of the co-existence of the two economic systems in the world with two different trends of development should be and could be solved only through peaceful co-operation.

The Council also heard statements from representatives of the WFTU and the International Federation of Agricultural Producers (IFAP).

Dealing with the effects of inflation, the representative of the WFTU stated that only by reverting to a peacetime economy could an end be put to the impoverishment of the working class. He suggested various measures designed to increase wages, expand social security, provide low-cost housing, increase the supply of consumer goods at lower prices, reduce taxes paid by the workers, reduce profits and dividends and assure full trade union rights. The representative of the IFAP stressed the importance of maintaining full employment in the industrialized countries and the need for generous external financing of economic development in the under-developed countries, and urged the Council to recommend international measures to deal with the existing scarcities of primary commodities. He also repeated the proposal made by his organization at the twelfth session of the Council for an ad hoc committee of experts to deal with the question of primary commodities.

c. PROPOSALS SUBMITTED TO THE ECONOMIC AND SOCIAL COUNCIL

The Council had before it a draft resolution to which four amendments were proposed.

The draft resolution was submitted by the Philippines (E/L.182, subsequently revised (see below) as E/L.182/Rev.1). In its operative part, the draft resolution in its original form would have the Council urge Member Governments:

(1) to continue efforts to bring about adequate production and equitable international distribution of commodities; (2) to regulate, at an equitable level, the prices of essential goods in international trade; and (3) to combat inflation. The Secretary-General would be requested, in consultation with the specialized agencies concerned, to appoint a small ad hoc committee of qualified experts to study practical methods for dealing with this problem on an international level and to report back to the Council.

According to the preamble, the Council would reaffirm the principles stated in resolution 341 A (XII) and take note of the reports from governments and the views expressed at the session. It would also state:

(1) that it considered that present physical shortages of essential goods, together with an increase in shipping freight and transport costs, were likely to give rise to increased production costs and intensified inflationary pressures; and (2) that it recognized that inflationary pressures and disruptive price relationships might retard the attainment of economic stability unless concerted international action were taken to keep reasonable amounts of essential goods moving in the channels of international trade, to confine price increases within reasonable bounds and to save price parities from severe disruption.

The following amendments were submitted to this resolution:

(1) A USSR amendment (E/L.190), which sought to amend both the preamble and the operative part of the Philippine draft resolution. It would have the Council urge Member Governments to take effective steps to increase the production of civilian industry, to reduce prices of articles of mass consumption, to decrease the people's burden of taxation, and to increase the expenditure on various social needs.

The amendment to the preamble would state that the arms race in some countries united by aggressive plans led to a reduction of civilian industry, the rupture of normal economic relations between countries and deterioration of the living conditions of the workers; that it led also to an increase in the people's burden of taxation, increased prices, inflation and a high cost of living, decreased expenditure on housing and other needs.

The amendment to the preamble was rejected by 14 votes to 3 and the amendment to the operative part of the draft resolution by 11 votes to 3, with 3 abstentions, at the 498th plenary meeting of the Council on 13 August 1951.

(2) A United States amendment (E/L.192), which proposed a series of thirteen drafting changes.

These proposals were withdrawn at the 497th plenary meeting.

(3) An amendment by Pakistan (E/L.193) which, *inter alia*, would have the Council incorporate in the preamble of the Philippine draft resolution its recognition that increased and continual supply of capital goods was essential to the implementation of the development programme of the under-developed countries.

(4) A further United States amendment (E/L.194), which sought to amend the Pakistan amendment (E/L.193) by adding to the preamble that the Council considered that the overriding claims of defence were likely to increase the difficulties of meeting all needs for machinery and equipment which the under-developed countries required for their economic development, and that the Council therefore recommended the action contained in the operative part of the resolution.

(5) A further amendment by Pakistan (E/L.196), which would add to the operative part of the resolution a paragraph in which the Council would recommend the industrialized countries to continue and increase efforts to ensure that supply difficulties did not interfere with the development plans of the under-developed industries.

The representative of the Philippines accepted these three amendments and submitted a revised draft resolution (E/L.182/Rev.1) incorporating them.

d. RESOLUTION ADOPTED BY THE ECONOMIC AND SOCIAL COUNCIL

At its 498th plenary meeting on 13 August 1951, the Council adopted, by 14 votes to none, with 3 abstentions, the revised Philippine draft resolution dealing with the world economic situation (E/L.182/Rev.1), as resolution 367 A (XIII).

The resolution noted the reports from governments on action taken under Council resolution

341(XII) and recognized that shortages of essential goods are contributing to inflationary pressures; that inflationary pressures and inequitable price relationships are impeding economic stability; and that an increased and continuous supply of capital goods is essential for the economic development of under-developed countries. It reaffirmed the principles enumerated in Council resolution 341 A (XII) concerning production, distribution and prices of goods, and combating inflation. To that end it urged governments to continue exerting efforts to bring about adequate production and equitable international distribution of capital goods, essential consumers' goods and raw materials, to regulate at equitable levels and relationships the prices of such goods moving in international trade and to combat inflation. It recommended to the industrialized countries that, in the light of the overriding needs of defence, they make every possible effort to ensure that supply difficulties do not interfere with the development plans of under-developed countries. In addition, the Council requested the Secretary-General to transmit the summary records of the debate to the ad hoc group of experts appointed by him in accordance with paragraph 19 of resolution 290(XI), as amended by resolution 341(XII), so that they might take into consideration the views expressed by Council members.

The ad hoc Group of Experts met from August to October 1951 and recommended measures concerning international commodity arrangements, international flow of capital and international monetary reserves (E/L.313). Their report, Measures for International Economic Stability (E/2156),¹¹ dated 27 November 1951, was to be considered at the Council's fourteenth session in 1952.

e. CONSIDERATION OF ECONOMIC CONDITIONS IN AFRICA AND THE MIDDLE EAST

In accordance with its decision at the twelfth session, the Council paid particular attention at its thirteenth session to economic conditions in Africa and the Middle East. Attention was drawn to the extremely low standard of living prevailing on the African continent, to the low levels of production and income and the almost complete absence of domestic capital for investment.

The representatives of those Governments which administered territories in Africa, among them those of Belgium, France and the United Kingdom, while not denying the low level of eco-

¹¹ U.N.P., Sales No.: 1951.II.A.2.

conomic development in those territories, felt that the Secretariat's report failed to give full historical perspective to economic development in Africa. In their view, considerable progress had been achieved over a period of time and the economic development activities now taking place in the African territories should further enhance the position of the African populations. The aim of these development programmes was to raise the living standards of the African peoples while avoiding the creation of any disequilibrium due to the introduction of modern techniques among underdeveloped peoples. These representatives shared the views of the other members of the Council on the need of balanced development and industrialization of the African Continent and felt that, as the productivity of the African worker increased, the living standards would rise.

Some representatives, however, including those of Czechoslovakia, Poland and the USSR, felt that the main problem in Africa was not so much a lack of capital investment as the need for a re-orientation of capital investment in the interests of the African population so as to ensure that economic plans were carried out in the interests of the peoples of the area. It was generally agreed that more comprehensive studies of the region were needed to serve as a continuing basis for programmes designed to assist in Africa's economic and social development.

There was some difference of opinion among representatives on the desirability of establishing a regional economic commission for Africa as recommended in the report of the group of experts on Measures for the Economic Development of Under-Developed Countries (E/1986).¹² Some representatives, including those of Czechoslovakia, Poland and the USSR, expressed themselves in favour of establishing such a regional commission. Other representatives, among them those of Chile, India and Pakistan, felt that the question should at least be considered by the Council. Others, including the representative of Sweden, thought that the establishment of such a commission would be premature, as it could be established only with the agreement of the principal governments in the area and the representatives of the governments administering the territories in Africa were not in favour of such action.

Statements to the Council on economic conditions in Africa were made by representatives of WFTU and of the World Federation of United Nations Associations (WFUNA). The representative of WFTU described the economic and social

conditions of the African population and outlined measures which his organization believed would improve those conditions. He stressed the necessity for the participation of the African peoples in the preparation and application of such measures, and supported the proposal for setting up a regional economic commission for Africa. The representative of WFUNA expressed the hope that another comprehensive survey of economic conditions in Africa would be made by the Secretariat within two years, that annual studies of the important problems in Africa be undertaken, and that the Council would establish economic commissions both for Africa and for the Middle East.

The discussion of the economic problems of the Middle East was based largely on the material contained in the Secretariat's Review of Economic Conditions in the Middle East. A number of representatives, among them those of India and Pakistan, emphasized the need for expanding agricultural production, which had not kept pace with the increase in population in this area and for establishing or extending domestic industries. Reference was also made to the need for further and more intensive study of the economic problems of this area.

There was diversity of opinion on the manner of financing development of the Middle East. The point was made by some representatives, including those of Pakistan and the Philippines, that any substantial improvement in the region would depend on increasing international aid and particularly on financial assistance. On the other hand, it was felt by some representatives, among them the representative of Czechoslovakia, that the Middle East could easily accumulate the necessary capital for investment if its oil resources were fully utilized to the benefit of the countries of the region. Several representatives, including those of Czechoslovakia, Poland and the USSR, stressed the view that external strategic and political interests were responsible for the economic backwardness of many of the Middle Eastern countries and that only in the light of these interests could the economic problems of those countries be understood and analysed.¹³

At the conclusion of the general discussion, the Council had before it a Philippine draft resolution (E/L.183), to which amendments had been submitted by Sweden (E/L.189 and Rev.1), India (E/L.188) and the USSR (E/L.191).

¹² U.N.P., Sales No.: 1951.II.B.2.

¹³ For consideration of the question of establishing an economic commission for the Middle East, see pp. 476-77.

The Philippine draft resolution (E/L.183) sought the establishment of an ad hoc committee on measures to promote the economic development of Africa, composed of an equal number of administering and non-administering Powers with the following terms of reference:

(1) to make recommendations concerning the possibility of establishing an Economic Commission for Africa; (2) to formulate a series of study projects relating to Africa's economic problems; (3) to review measures being taken under the technical assistance programme and make recommendations to enhance the contributions to the improvement of economic conditions in Africa; (4) to consult with the governments of the countries in the region and governments responsible for administering territories in Africa to obtain their views and to take them into account in formulating recommendations; and (5) to consult interested specialized agencies.

The draft resolution would also have the Council request the Secretary-General to give special and immediate aid to the ad hoc committee by continuing studies with a view to defining and analysing the economic problems of Africa which threatened its economic stability and development.

The Philippine representative accepted the Indian amendment (E/L.188) that the proposed ad hoc committee report on study projects on the economic problems of Africa "with particular reference to the economic conditions of the Native inhabitants and the non-white population". The USSR proposed that the authorities to be consulted by the proposed committee should include "the representatives and consultative organs of the local population of the territories in question".

The Council, however, at its 501st plenary meeting on 14 August, adopted by votes ranging from 8 to 7, with 1 abstention, to 14 to none, with 4 abstentions, the Swedish amendments (E/L.189 and Rev.1), which deleted the provisions for an ad hoc committee and substituted for them instructions to the Secretary-General to include in the World Economic Survey certain information on economic developments in Africa (see below). It adopted by 11 votes to 1, with 6 abstentions, the proposal which had been included in both the Swedish and USSR amendments, to delete from the preamble to the resolution a statement to the effect that the United Nations regional economic commissions had performed valuable functions within their respective regions. The Council did not vote on the USSR amendment.

The amended draft resolution was adopted by 14 votes to none, with 4 abstentions (resolution 367 B (XIII)). It read:

"The Economic and Social Council,

"Having noted the Review of Economic Conditions in Africa, prepared by the Secretary-General in response to

resolution 266 (X) of the Economic and Social Council, and based in part on information made available to the Trusteeship Council and to the Special Committee on Information transmitted under Article 73 e of the Charter,

"Recognizing that the countries and territories of Africa are faced with serious economic and social problems affecting the welfare and progress of the peoples of the region,

"Recognizing that the Trusteeship Council and the Special Committee on Information transmitted under Article 73 e of the Charter provide opportunities within the United Nations for discussing the economic and social problems of trusteeship and colonial territories of Africa, and recognizing the need for considering the problems of other countries in the area,

"Considering that continued study and analysis by the Economic and Social Council of the economic problems of Africa would help in the task of raising both the level of economic activity and the standard of living in the area and in strengthening the economic relations of these countries and territories among themselves and with other countries of the world,

"Requests that the Secretary-General continue to report to the Economic and Social Council, as part of the annual World Economic Report, on economic developments in Africa, with special attention to the following factors:

"(a) The economic condition of the indigenous inhabitants and the non-white population;

"(b) The measures being taken under the technical assistance and other programmes of the United Nations and the specialized agencies;

"(c) Action in the development of internal resources and in the expansion of educational and social services; and

"(d) Measures of co-ordination between the governments of the countries which are prepared to co-operate in regard to matters mentioned in the foregoing paragraphs."

3. Consideration by the General Assembly at its Sixth Session

Chapter II of the report of the Economic and Social Council (A/1884), which included a record of the Council's discussion of and decisions concerning the world economic situation, was considered at the Assembly's sixth session by the Second Committee, at its 181st to 188th meetings, from 11-19 January, 1952, and by the General Assembly at its 365th plenary meeting on 26 January 1952.

During the general debate on world economic trends, many representatives made reference to the world food situation and the Assembly heard statements by representatives of FAO and WHO.¹⁴

Reference was also made to the question of the continuation of the regional economic commis-

¹⁴ For discussions concerning the world food situation, see pp. 433-36.

sions,¹⁵ and to the question of establishing an economic commission for Africa and an economic commission for the Middle East,

In the course of the debate, various charges and counter-charges were made. Certain representatives, including those of the Byelorussian SSR, Czechoslovakia, Poland, the Ukrainian SSR and the USSR, criticized the Western Powers, maintaining that rearmament by these nations was causing hardship to the working population by lowering standards of living. In this connexion, the representative of Burma said that rearmament programmes should be dropped or substantially reduced by all Members of the United Nations, if development plans evolved by the under-developed countries, the United Nations and the specialized agencies were not to have been made in vain. The representatives of Australia, the United Kingdom and the United States, among others, replied to these charges. It was their view that rearmament was necessary for security, and that full economic development could take place only when that security had been achieved. The representative of Australia felt that it was necessary to recognize that because of the need for rearmament, standards of living in certain countries would be lowered.

The need for measures to further economic stability by, on the one hand, combating inflation on a national level and, on the other hand, reducing the disequilibrium in the balance of payments was emphasized by the representatives of both Cuba and Greece. These representatives also reviewed various difficulties facing countries at different stages of development and emphasized the need for international co-operation in seeking a solution to the problem.

In addition to these points, discussion in the Assembly devolved mainly on draft resolutions proposed by Czechoslovakia (A/C.2/L.135), Cuba (A/C.2/L.141) and Yugoslavia (A/C.2/L.143), with amendments to the Yugoslav draft resolution submitted by Chile (A/C.2/L.147), by India (A/C.2/L.148) and by Poland (oral amendment).

(1) Draft resolution by Czechoslovakia (A/C.2/L.135). It would state:

(a) that the armaments race was causing deterioration of the economic position of the workers—that real wages were declining, prices continually rising, the burden of taxation increasing, inflation developing, expenditure on cultural and social needs being considerably reduced, and trade union rights being violated;

(b) that Members of the United Nations, therefore, should take with all speed steps necessary to raise the standard of living of the working population—to increase the production of civilian consumer goods, to reduce the

burden of taxation, to improve social legislation, to increase appropriations for housing, health and education, to develop and guarantee trade union rights, and to encourage normal economic relations between all countries;

(c) that the Economic and Social Council should consider at its next session the problem of raising the standard of living of the working population in accordance with the above statements.

The representatives of the Byelorussian SSR, Poland, the Ukrainian SSR and the USSR supported the Czechoslovak resolution, but a number of representatives, among them those of Cuba, Denmark, the Dominican Republic, France, the Netherlands, Norway, the United Kingdom and Yugoslavia, criticized it as "propaganda". The representative of Norway emphasized that he would vote for a constructive proposal for raising the standard of living of the working population, but maintained that the views expressed by the Czechoslovak draft resolution were not in accordance with the facts.

The draft resolution by Czechoslovakia was rejected by the Committee at its 188th meeting on 19 January 1952. The preamble to the resolution, which would have the Assembly note the deterioration of living standards was rejected by 28 votes to 6, with 10 abstentions; a paragraph of the operative part of the draft resolution which would recommend action to Member Governments was rejected by 18 votes to 7, with 19 abstentions; the proposed recommendation to the Economic and Social Council was rejected by 15 votes to 7, with 20 abstentions.

When the same draft resolution was reintroduced by Czechoslovakia (A/2079) into the Assembly at its 365th plenary session on 26 January 1952, it was rejected by 32 votes to 8, with 13 abstentions.

(2) Draft resolution by Cuba (A/C.2/L.141). It expressed the opinion that the Secretary-General should, as soon as possible, study the feasibility of a multilateral convention between the governments of countries exporting to world markets the principal primary commodities and those importing them, to guarantee that production should not substantially decline. Such a study, it was felt, should cover the possibility of emergency action to maintain any commodity at the present level of import and also the possibility of rapidly increasing the outlets for such commodities in the under-developed countries, including (a) food and agricultural products, (b) raw materials which could be converted into industrial products and (c) equipment, for which there was a great demand in the under-developed countries. The proposed study should consider the need for international agreements or international conferences toward this end.

¹⁵ For discussions concerning the regional economic commissions, see p. 67.

Stability of world economy, it was held, depended on guarantees and sureties of the kind envisaged in the draft resolution.

At the 187th meeting of the Second Committee on 18 January 1952, however, the representative of Cuba withdrew his draft resolution, after the committee had decided, on the proposal of Chile, that the Secretary-General should transmit the draft resolution to the Economic and Social Council, for consideration at its fourteenth session in connexion with its deliberations on the item on its provisional agenda for the fourteenth session: "Full employment, and report of experts on the problem of reducing the international impact of economic recessions and on measures required to mitigate the effect of fluctuations in international markets on the economies of under-developed countries".

(3) Draft resolution by Yugoslavia (A/C.2/L.143 later revised as A/C.2/L.143/Rev.1). It would state: (a) that general developments in the world economic situation were likely to affect adversely the economic stability of many countries and thereby increase the danger of a deterioration of the living standards of the working population; (b) that normal trade relations among all countries were most important for the raising of living standards in both exporting and importing countries; and (c) that in view of these factors the following action should be taken:

(i) the Economic and Social Council should continue to pay special attention to the changes occurring in the living standards of the working population and should continue to recommend measures aimed at the raising of these standards;

(ii) all Member States should be urged to take all possible domestic measures and measures in their international economic relations necessary to combat inflation;

(iii) Member States should pay full attention to the recommendations of the Economic and Social Council and furnish the Council with all data which would help it in its efforts, and they should also register with the United Nations all treaties and agreements regarding their international economic relations.

The Yugoslav draft resolution was considered in detail, and the following points were raised in the general discussion:

(1) Certain representatives felt that the draft resolution should refer to the population as a whole and not to the "working population". This point of view was put forward by the representative of India and was supported by the representatives of Belgium, Ecuador and the United States. The representative of Yugoslavia, however, supported by the representatives of Brazil, Chile and France, thought that the widest possible interpretation should be given to the term "working population", and that it would be undesirable to pass a resolution which failed to mention the working population. Compromise wording was suggested by the representative of the Lebanon ("... of the population, particularly of the working classes") and by France ("... of the poorer classes of the population").

(2) The representative of Belgium expressed his opposition to a paragraph of the Yugoslav draft resolution which would have the Assembly state that it considered "that normal trade relations among all countries—an obligation under the United Nations Charter—in promoting economic progress" were most important for the raising of living standards in both exporting and importing countries. He did so on the ground that the Second Committee was not competent to interpret the Charter in this manner. The representative of Brazil, among others, spoke in favour of the inclusion of that paragraph.

(3) The representative of Australia asked for a separate vote on that part of the resolution which would recommend to Member States that they take measures necessary to combat all factors which might adversely affect the maintenance and raising of living standards. Though he did not disagree with the intentions of the resolution, he said, Australia had committed itself to a considerable rearmament programme, which could entail sacrifices on the part of the whole population. Such sacrifices had been willingly accepted and, in view of that, it would be inconsistent to approve a recommendation of this nature.

(4) The representative of India, supported by the representatives of Belgium, Brazil and the United States considered inappropriate the paragraph of the Yugoslav draft resolution which sought to invite Member States to pay full attention, in introducing all necessary measures for the maintenance and the raising of the living standards of the working population, to the recommendations of the Economic and Social Council and to furnish the Council with all data required for the execution of its task under the draft resolution.

To meet the points raised by these representatives, the representative of Yugoslavia withdrew this part of the resolution.

(5) The representative of Chile submitted an amendment (A/C.2/L.147) to the Yugoslav draft resolution, to state that the Assembly considered also that in many countries real wages had declined owing to price increases and inflation, a circumstance which was also likely to affect adversely the living standards of the population.

This amendment was accepted by the representative of Yugoslavia and incorporated in the draft resolution.

A further point contained in the Chilean amendment was later withdrawn. It would have had the Assembly recommend to Member States that efforts to combat inflation and assure the maintenance and rise of standards of living should be redoubled, and that these measures should be taken through channels recommended earlier by the General Assembly or through other methods likely to improve standards of nutrition, clothing, housing, education and health, strengthen trade union rights and promote economic relations between nations.

(6) India submitted an amendment (A/C.2/L.148), accepted by the representative of Yugoslavia, to the effect that more comprehensive measures to combat inflation and to raise the general standard of living should be urged on Member States. These measures, it was felt should be elaborated to include: (a) in the domestic sphere increase of the production of food and consumer goods, reduction of the burden of taxation of the lower income groups, adoption of social legislation and other measures for improving conditions of health, housing

and education; and (b) in the international sphere, promotion of economic and commercial relations between all countries.

(7) The representative of Poland submitted an oral amendment that Member States should also be urged to take measures for the strengthening of trade union rights. The representative of India expressed opposition to this amendment, but, after the representatives of Chile, the USSR and Yugoslavia had spoken in favour of its inclusion, it was adopted by the Committee by 31 votes to 1, with 10 abstentions.

The Committee voted separately on that part of the resolution which was originally submitted as an amendment by India (A/C.2/L.148) and which had been accepted by the representative of Yugoslavia. It adopted, by 39 votes to none, with 5 abstentions, that part of the amendment which would urge Member States to reduce the burden of taxation of the lower income groups. It also adopted, by 42 votes to none, with 2 abstentions, the Indian amendment as a whole.

Before the Yugoslav draft resolution, as amended, was put to the vote, the representative of Yugoslavia withdrew from his draft proposal that part which would urge Member States to register with the United Nations all treaties and agreements regarding their international economic relations. He also withdrew the phrase which would have the Assembly describe normal trade relations among all countries as "an obligation under the United Nations Charter". The revised draft resolution, as amended, was adopted as a whole by 38 votes to none, with 6 abstentions, at the 188th meeting of the Committee on 19 January 1952.

The draft resolution as recommended by the Committee (A/2069) was adopted by the General Assembly, by 49 votes to none, with 5 abstentions, at its 365th plenary meeting on 26 January 1952 as resolution 527(VI). It read:

"The General Assembly,

"Considering that general developments in the world economic situation since the fifth session of the General

Assembly are likely to affect adversely the economic stability of many countries, and considering that, in addition, real wages in many countries have declined owing to price increases and inflation, a circumstance which may likewise adversely affect the living standards of the working population,

"Bearing in mind that Article 55 of the Charter provides that the United Nations shall promote higher standards of living, full employment, and conditions of economic and social progress and development, and that under Article 56 of the Charter the Member States have pledged themselves to take "joint and separate action in co-operation with the Organization" for the achievement of these purposes,

"Considering that, in promoting economic progress, normal trade relations among all countries are most important for the raising of living standards in both exporting and importing countries,

"Emphasizing the recommendations made by the Economic and Social Council at its twelfth and thirteenth sessions regarding the maintenance of living standards and of the purchasing power of the sections of the population with lower incomes, and regarding the prevention of the development of inflationary pressure and speculative profits,

"1. Requests the Economic and Social Council to continue to pay special attention to changes occurring in the standards of living of the working population, and to provide for the working out of adequate statistical methods and techniques so as best to facilitate the gathering and use of pertinent data in order to enable the Secretary-General to publish regular annual reports showing changes in absolute levels of living conditions in all countries and which would permit the study of this problem in the light of changing general economic conditions; and invites all Member States to furnish to the Secretary-General all the data required for this purpose;

"2. Recommends that all Members of the United Nations, in order to combat inflation and to maintain and raise the general standard of living of their populations, give special attention (i) in the domestic sphere, to increasing the production of food and consumer goods, to reducing the burden of taxation of the lower-income population groups, to adopting social legislation and other measures for improving conditions of health, housing and education and for strengthening trade-union rights; and (ii) in the international sphere, to promoting economic and commercial relations between all countries."

B. ECONOMIC DEVELOPMENT OF UNDER-DEVELOPED COUNTRIES

1. Financing of Economic Development

a. CONSIDERATION BY THE ECONOMIC AND SOCIAL COUNCIL AT ITS TWELFTH SESSION

(1) Report of the International Bank for Reconstruction and Development

The Council, at its twelfth session, considered the annual report of the International Bank for Reconstruction and Development (E/1893), to-

gether with a supplementary report covering the period from 1 August 1950-31 January 1951 (E/1873/Add.1),¹⁶ at its 459th to 465th plenary meetings, from 7-10 March 1951.

The President of the Bank, presenting the report in the Council, pointed out that the Bank had loaned more than \$300 million for productive

¹⁶ For the activities of the Bank during 1951, see under Part Two: The Specialized Agencies.

projects during the year. For the first time, it had made loans in Africa, the Near East, South-East Asia and Australia. Total loans to date amounted to more than \$1,000 million, of which two thirds had already been paid out. The total had been distributed among some 40 undertakings in twenty countries, and of the total, \$272 million had been loaned to various countries in Latin-America.

The Bank was functioning as a pool of both governmental and private resources. More than half the States members of the Bank had authorized the use of some or all of their local currency subscriptions to the Bank's capital. The Bank was also securing the participation of private capital in economic development. In 1950, for the first time, it had transferred to private hands without the Bank's guarantee some of the bonds received from a borrower country. The Bank was currently having no difficulty in procuring the funds it needed. Its bonds were being favourably received on the United States market and were beginning to make their way in other countries, such as France, the Netherlands, Switzerland and Latin American countries, although the United States remained the main source of the Bank's capital.

The President of the Bank pointed out that as a result of events in Korea and the subsequent rearmament efforts, the situation had changed, and the availability of funds no longer guaranteed that equipment necessary for development could be obtained. The resources available for development were still considerable and, as compared with the capacity of the industrial world for production, the total amount of equipment and materials that could usefully be absorbed by the basic development of under-developed countries was at present very limited. The Bank had established a service for assisting governments to obtain the equipment necessary to carry out the projects for which the Bank had granted loans. Higher living standards in less developed areas were vital to the preservation of peace, and industrialized countries could and should regard support for economic development as one of their most urgent tasks. Under-developed countries must select development projects which were of fundamental importance to their economies. Economic development was primarily their responsibility, and the extent to which their need for external capital would be met and to which such capital could be effectively employed depended mainly on their own development efforts. A country's whole social structure determined the possibilities of economic progress, and reforms, such as reforms in tax systems, fixed

policies and investment practices, and especially reform of land tenure, might be indispensable conditions for economic development. Some countries could not adequately accelerate their development if they received capital only in the form of loans which they had a reasonable chance of repaying. With respect to long-term, low-interest loans to be made by governments, caution was necessary since they might impose severe strains on the economies of borrowing countries. Lending countries would find it preferable, so far as possible, to make outright grants rather than pseudo loans of this kind. With regard to external aid, international agencies provided the best avenue of approach because international action would be more effective than national action in enabling the less developed countries to adopt domestic measures which, though necessary, were none the less politically difficult. Furthermore, international agencies provided the best means of directing the resources of national contributors towards a common international objective.

In the course of the debate, a number of representatives noted with satisfaction that the Bank's lending policies were becoming more elastic and that its loans to under-developed countries were growing in number and volume. The representative of Belgium, however, felt that the problem of financing basic non-self-liquidating development projects had not yet been solved. The representatives of Chile, India, Pakistan and Peru considered that the urgent need for expanding the Bank's lending capacities had not been adequately met. They believed that the Bank's funds were too small for the development needs of the under-developed countries. In this connexion, the representative of Chile suggested that the Articles of Agreement of the Bank should be changed so as to authorize it to receive deposits from developed member States equal to the deposits which under-developed countries have in the former, thereby enabling the Bank to use such deposits as a basis for expanding its loans for economic development. It was also suggested by the representative of France that, in view of the current shortages of raw materials, the Bank should finance projects designed to expand the production of certain raw materials, provided such expansion did not expose the economies of the under-developed countries to fresh dangers. The representative of India expressed the view that the Bank should, in the future, give priority in its loans to the poorest areas. Finally, some representatives, among them those of Poland and Czechoslovakia, felt that the Bank had failed to

fulfil the task of assisting reconstruction and development by facilitating the investment of capital for productive purposes and that it had lost its international character. Its management and funds were largely of American origin and the United States, they asserted, had a decisive influence on its activities.

At the conclusion of the debate on the whole question of economic development, the Council, at its 465th plenary meeting on 10 March, adopted, by 13 votes to none, with 3 abstentions, resolution 343 (XII) taking note of the report of the Bank.

(2) Consideration under General Assembly
Resolution 400 (V)

General Assembly resolution 400(V) recognized that the financial needs of economic development of under-developed countries could not be met without an increased flow of international public funds and recommended that, in giving further study to the problem of financing economic development, the Council should consider practical methods, conditions and policies for achieving the adequate expansion and steadier flow of foreign capital, both private and public, and pay special attention to the financing of non-self-liquidating projects which were basic to economic development. The General Assembly also called on Member Governments and interested specialized agencies to submit to the Council proposals bearing on this resolution, and requested the Council to submit its recommendations to the Assembly at its sixth session.

Accordingly, the Council, at its twelfth session, considered problems of financing economic development at the 106th to 108th meetings of its Economic Committee from 14-16 March and at its 459th to 465th and 478th plenary meetings from 7-20 March 1951. It had before it a memorandum by the Secretary-General on "Financing of Economic Development of Under-developed Countries" (E/1876) containing background information on this item. In this document the Secretary-General referred to his "Memorandum of Points for Consideration in the Development of a Twenty-Year Programme for Achieving Peace through the United Nations", submitted to the fifth session of the General Assembly (A/1304).¹⁷ Point 6 of that memorandum called for a sound and active programme of technical assistance for economic development and for the encouragement of broad-scale capital investment, using all appropriate private governmental and intergovernmental resources.

During the debate at the Council's 459th to 465th plenary meetings,¹⁸ many representatives, among them those of Belgium, Chile, India, Iran, Mexico and Pakistan, expressed the view that, while financing of development must be based primarily on the mobilization of domestic resources, the financial resources of under-developed countries were not sufficient to ensure the desired rate of development. Unless accompanied by adequate financing, the representatives of India and the Philippines stressed, technical assistance could not solve the problems of the under-developed areas. The representatives of Chile and Mexico pointed out that under-developed countries must develop at a more rapid pace than industrialized countries if the gap in living standards between the two was to be reduced and that, to this end, external financial assistance was urgently required. The representatives of Poland and Czechoslovakia agreed that maximum use should be made of domestic financial resources, with foreign aid considered merely as supplementary. Growing national savings, combined with industrial profits and direct loans as an additional source, should, they considered, be the principal means of financing economic development. They, together with the USSR representative, also stressed the importance of industrialization and increased productivity for economic development.

The Canadian representative pointed out that, since economic development was closely related to the maintenance of a high level of prosperity in industrialized countries, it was the obligation of those countries as well as of international agencies to provide assistance to under-developed countries. This was particularly true with regard to the public financing of basic economic and social projects, necessary to an integrated programme of development, which private capital was unwilling to undertake.

The representatives of Canada, India, Pakistan, the United Kingdom and the United States, among others, thought that considerable progress was being made in the field of financing economic development. Reference was made to: contributions toward public financing made through the Colombo Plan and such agencies as the United States Export-Import Bank and the Economic Cooperation Administration; the availability of pri-

¹⁷ See Y.U.N., 1950, pp. 214 S.

¹⁸ The Council held a joint discussion on the expanded programme of technical assistance, financing of economic development and the Report of the International Bank for Reconstruction and Development.

vate capital for foreign investment under sufficiently attractive conditions; and the recent increase in the holdings of foreign exchange by under-developed countries. The United States representative thought that, as a result of the improved balance-of-payments position of under-developed countries, many such countries should be able to finance a larger part of their development needs out of their current earnings.

During the debate, it was emphasized that the tension in the international political situation and the accompanying rearmament programmes were resulting in inflation, in a rise in capital goods prices without an equivalent rise in raw material goods prices, and in a lessening of private and governmental capital investment. The representatives of France and Peru urged that the Council promote agreements to ensure that the supply of raw materials to developed countries and of equipment to under-developed countries was not seriously affected by prevailing world conditions.

The representatives of Poland and the USSR stated that assistance should not entail demands for political or military privileges for the countries providing assistance. Foreign monopolies should be debarred from using technical assistance and financing as a means for subordinating the economies of under-developed countries to their own interests to the detriment of the under-developed countries. They alleged that the United States Point Four Programme was designed primarily to exploit the wealth of under-developed countries, and emphasized that the United Nations must not follow the same policy in its programmes.

It was generally agreed that despite some progress the amount of financial assistance provided thus far had been inadequate to meet the needs of under-developed countries and that some practical means must be sought for the expansion of existing sources of international finance. The representative of Canada thought that in some cases it would be necessary to give grants rather than loans. The representatives of Chile, Pakistan and Peru emphasized the importance of utilizing fully national savings and of increasing them. The representatives of Chile, India, Pakistan and Sweden felt that increasing reliance must be placed on capital provided by international agencies rather than on private capital.

The representatives of Belgium and Canada, however, stressed the importance of private capital as a source of external finance. The representative of the Philippines favoured governmental

guarantees to private investors as one means of meeting the situation.

At the close of the debate the Council referred the question to its Economic Committee. The discussion in the Committee at its 106th to 108th meetings from 14-16 March was primarily procedural and was concerned with what action should be taken before the next Council session. After some drafting changes, a joint draft resolution (E/AC.6/L.42) submitted by Belgium, Canada, Chile, India, Iran, Mexico, Pakistan, Peru, Philippines and the United States, was adopted in the Committee (E/1958) on 16 March by 13 votes to none, with 4 abstentions.

The Council considered the text of the draft resolution recommended by the Committee at its 478th plenary meeting on 20 March. A USSR amendment (E/L.170), to include a reference to why foreign capital was necessary and for what purposes it would be used, was rejected by 12 votes to 3, with 3 abstentions. Another USSR amendment, to delete the specific reference to consideration of reports submitted by the group of experts, was rejected by 15 votes to 3. The draft resolution was adopted by 14 votes to none, with 4 abstentions, as resolution 342(XII).

This resolution requested the Economic, Employment and Development Commission at its sixth session to give priority to the problem of financing economic development and urged all Members of the United Nations and the specialized agencies concerned to submit relevant proposals on the question, if possible by 15 June 1951.

Recognizing the urgency of the problem, the Council further decided that its Economic Committee would meet a week before the opening of the thirteenth session of the Council "to consider practical methods, conditions and policies for improving or augmenting the existing sources of external finance, both private and public, with a view to achieving an adequate expansion and a steadier flow of foreign capital, in order to meet the financial needs of the economic development of under-developed countries, and to consider these matters in the light, *inter alia*, of such reports as may have been submitted by the group of experts appointed in accordance with paragraph 22 of resolution 290(XI)¹⁹ of the Council and by the Economic, Employment and Development Commission".

¹⁹ See Y.U.N., 1950, pp. 472-74.

b. RECOMMENDATIONS OF THE GROUP OF EXPERTS ON FINANCING ECONOMIC DEVELOPMENT

In accordance with Economic and Social Council resolution 290(XI), the Secretary-General appointed the following experts: Alberto Baltra Cortez, Professor of Economics, National University of Chile; D. R. Gadgil, Director, Gokhale Institute of Politics and Economics at Poona, India; George Hakim, Counsellor, Legation of Lebanon, Washington, D.C.; W. Arthur Lewis, Professor of Political Economy, University of Manchester, United Kingdom; and Theodore W. Schultz, Chairman, Department of Economics, University of Chicago, United States.

The group of experts met from 19 February-2 May 1951 and prepared a unanimous report entitled "Measures for the Economic Development of Under-Developed Countries" (E/1986).²⁰ The report contained sixteen major recommendations for national and international action, many of which dealt directly or indirectly with methods of financing economic development.

With regard to national action by the under-developed countries, the experts recommended, in order to promote rapid economic development, that under-developed countries should take the following measures:

"Recommendation 8: Prepare programmes to stimulate domestic savings, including the extension of savings institutions and measures involving taxation; and, in order to ensure that capital moves into the most productive uses, establish a development bank and an agricultural credit system, and if necessary, take other measures for influencing the direction of investment, such as credit controls, foreign exchange controls, or licensing of buildings or capital extensions."

Regarding measures to be taken by governments of developed countries, the experts recommended action along the following lines:

"Recommendation 10: Developed countries should consider setting up national institutions similar to the Export-Import Bank of the United States.

"Recommendation 11: Developed countries should facilitate foreign private investment by:

"(a) Taking the initiative in making treaties with under-developed countries for the equitable treatment of foreign investments;

"(b) Offering to insure foreign investments of their nationals against transfer difficulties; and

"(c) Exempting foreign-earned incomes from double taxation."

The international measures by the United Nations and other organizations in the field of

financing economic development recommended by the experts were as follows:

"Recommendation 13: The International Bank for Reconstruction and Development should set for itself the objective, to be reached within the next five years, of lending \$1 billion [1,000 million] annually to under-developed countries.

"Recommendation 14: The United Nations should establish an international development authority to assist the under-developed countries in preparing, co-ordinating and implementing their programmes of economic development; to distribute to under-developed countries grants-in-aid for specific purposes; to verify the proper utilization of such grants; and to study and report on the progress of development programmes.

"Recommendation 16: The United Nations should explore the possibility of establishing an international finance corporation to make equity investments and to lend to private undertakings operating in under-developed countries."

c. CONSIDERATION BY THE ECONOMIC, EMPLOYMENT AND DEVELOPMENT COMMISSION

Pursuant to Council resolutions 290(XI) and 342(XII) (see above), the sixth session of the Economic, Employment and Development Commission (May 1951) was devoted almost entirely to a consideration of the report of the experts and particularly to its recommendations relating to financing of economic development.

Most members of the Commission regarded the report as a helpful analysis of the problems confronting under-developed countries in their efforts to promote economic development, and agreed with the experts' conclusion that, while the Council had asked them to study the problem of reducing unemployment and under-employment in those countries, useful recommendations could not be presented except on the basis of an analysis of the measures required for economic development.

The views of the Commission (E/2006) on the experts' recommendations relating to financing of economic development were briefly as follows:

In connexion with recommendation 8, the Commission suggested that the Council urge the Secretary-General:

(1) to continue further the detailed examination of specific problems in the field of domestic capital mobilization of countries in the Economic Commission for Asia and the Far East (ECAFE) region, and to prepare periodic follow-up reports to the Council, and to governments in that area on the measures taken and on the experience of such countries in encouraging the mobilization of domestic capital; and

²⁰ U.N.P., Sales No.: 1951.II.B.2. See also section on Full Employment, pp. 420ff.

(2) to undertake similar studies for countries in the Economic Commission for Latin America (ECLA) region and for the other under-developed areas.²¹ The Commission also recommended, in connexion with the use of foreign exchange controls as a means of influencing the direction of investment, that attention should be given to the need for keeping in mind the obligations which member countries of the International Monetary Fund have assumed with respect to exchange practices.²³

With respect to recommendation 10, the Commission felt that it was not necessarily desirable that a specific model should be followed by all capital-exporting countries in organizing governmental capital exports. Most members of the Commission also felt that the efficacy of recommendation 11 (a) and (b) depended on a favourable attitude of both capital importing and capital exporting countries. Other members felt, however, that the subject of this recommendation was not suitable for action by the United Nations and that actions referred to in recommendation 11 (c) should be left entirely to bilateral negotiations.

The Commission was of the opinion that no useful purpose would be served by the reference in recommendation 13 to the specific figure of \$1 billion as the target to be reached within five years in the annual lending of the Bank to under-developed countries. The Commission, in this connexion, took note of the statement of the representative of the Bank that it had been steadily increasing its volume of lending to under-developed countries and that it intended to continue that policy, subject only to its responsibility for prudent handling of the Bank's resources. Some members thought that it would be useful if the Bank were to explore the possibility of guaranteeing governmental long-term credits granted for the export of capital goods; and that, in deciding on loans, the Bank should take due account of the possibility of an increase in the servicing capacity of the borrowing country as a result of progressive economic development.

As to recommendation 14, the Commission held the view that no new international organization should be set up before a thorough investigation had proved that none of the existing organizations could perform the necessary functions. However, it was suggested that, if the Council considered it feasible, the possibility of financing low-yielding and slow-yielding projects essential to economic development should be further explored. Most members considered that grants-in-aid, to the extent likely to be available in the future, could be made effectively without the creation of a new international institution; that such grants-in-aid should not be regarded as a normal feature of international economic co-operation; and that it would not be feasible at this time to establish an additional international agency for the purpose of distributing grants to under-developed countries, since it appeared that very few countries would be able to make substantial contributions to such an agency in the immediate future.

A minority of members, however, endorsed the experts' recommendation 14 and stated that Council resolution 342 (XII) could be given practical effect by the adoption of a resolution which would invite the General Assembly to establish a United Nations development authority which, in addition to the functions specified, would be charged with the distribution of special loans (long-term with low rates of interest and

appropriate flexibility as to debt service) through the Bank, which would act as its agent. The purpose of such loans should be the financing of basic economic projects, essential to economic and social development, which cannot be financed wholly from other sources. Such a resolution should further recommend that, in determining their contributions to such an agency, countries should take into account such facts as the level of per capita national income and their balance-of-payments position. It should also recommend that, in determining priorities for the allocation of financial means to a receiving country, its level of development, its willingness, preparedness and efforts to improve its own economic and social situation should be taken into account.

With respect to recommendation 16, the Commission recommended that the Council invite governments to give further consideration to this recommendation. In addition, it proposed that the Council invite the Bank (1) to consider and report to the Council whether an international finance corporation could make significant additional contributions to economic development, over and above those that could be made by existing organizations, by assisting in the financing of productive private enterprise in under-developed countries—either through loans without government guarantee, through purchase of stock, or otherwise; and (2) if it so considered, to make recommendations with regard to the powers, functions, organization and methods of operation of such an institution.

d. CONSIDERATION BY THE ECONOMIC AND SOCIAL COUNCIL AT ITS THIRTEENTH SESSION

(1) Consideration by the Economic Committee

In accordance with Council resolution 342(XII), the Economic Committee met a week before the opening of the thirteenth session of the Council to consider practical methods of financing economic development. In addition to the relevant parts of the experts' report on Measures for the Economic Development of Under-Developed Countries (E/1986) and the report of the sixth session of the Economic, Employment and Development Commission (E/2006) the Economic Committee had before it the following documents:

(a) Replies of Member Governments (E/2007 and Add.1-5) and of the specialized agencies (E/2029 and Add.1) to the Secretary-General's communication concerning Assembly resolution 400 (V) and Council resolution 342 (XII) on financing of economic development.

(b) "Relation of Fluctuations in the Prices of Primary Commodities to the Ability of Under-developed Countries to obtain Foreign Exchange" (E/2047 and Add.1). This study, prepared by the Secretary-General

²¹ For countries in the ECAFE and ECLA regions, see pp. 51, 52.

²² For these obligations, see under International Monetary Fund. (Part Two of this volume).

pursuant to Council resolution 294 (XI),²³ contained detailed statistical analyses of the behaviour of prices and of changes in quantity and total proceeds in respect of the major export commodities of under-developed countries covering the period 1922-1949. It also contained an analysis of the composition of balance of payments of under-developed countries as between export proceeds, invisible items on current account and capital movement.

(c) "Volume and Distribution of National Income in Under-Developed Countries" (E/2041). This preliminary report was prepared by the Secretary-General in conjunction with the International Monetary Fund, in accordance with Assembly resolution 403 (V).

The Committee also had before it two secretariat memoranda prepared by the International Monetary Fund (E/2024) pursuant to Council resolution 294(XI) on "Investment Service of Under-Developed Countries" and "Statutory and Administrative Measures designed to provide for servicing Foreign Investment in Times of Exchange Stringency in Under-Developed Countries"; and a resolution of the fourth session of the Economic Commission for Latin America (ECLA) concerning financing of economic development (E/2021).²⁴

The Committee discussed the question at its 109th to 115th meetings from 23-28 July 1951. It decided to confine itself to the experts' recommendations 10, 11, 13, 14 and 16 contained in the report of the group of experts (E/1986) and to the relevant portions of the report of the Economic, Employment and Development Commission (E/2006).

The representatives of Chile, Pakistan and India, among others, favoured all the recommendations under discussion. The representatives of India and Chile stressed the importance of economic stability on a world-wide scale, the Chilean representative pointing out that development of under-developed countries should not be regarded as a favour. The industrial economy of developed countries required the economic development of under-developed areas.

The representative of Iran agreed with recommendation 10 to invite developed countries to consider setting up institutions similar to the United States Export-Import Bank. The representatives of China and France thought that it would be cheaper to encourage and facilitate granting of credits for exports to under-developed countries within existing national banking systems.

The representative of Iran expressed doubts, on the basis of past experience, concerning the fulfilment of recommendation 13—to invite the Bank to adopt the objective of lending \$1,000 million

within the next five years to under-developed countries.

Considerable controversy arose over recommendation 14—that the United Nations should establish an international authority to assist the under-developed countries in preparing, co-ordinating and implementing their programmes of economic development and to distribute to them grants-in-aid for that purpose. The representatives of Chile, Iran, Pakistan and India were strongly in favour of the establishment of such an authority, though the Indian representative pointed out that the attitude of the United States was important to its success. Therefore, he thought that the question should be studied further, and grants-in-aid meanwhile provided under independent programmes. A bare minimum of assistance in the shape of outright grants to under-developed countries should be ensured, the representative of Pakistan said. The representative of China thought the time was not yet ripe for such an agency and, moreover, the decision when to establish it should come from the developed countries and not be forced upon them. The representative of Sweden held that the creation of such an agency was unnecessary and would not solve the problem of financing non-self-liquidating projects. The representative of Poland thought its establishment would lead to interference in the internal affairs of under-developed countries and that development schemes should be under national control. The United States representative, stressing the principle of universality, stated that such an organization should involve participation of all countries. As yet, lack of means would not permit a number of countries to take part. Moreover, under-developed countries, as a result of their improved balance-of-payments position, would be able to meet to a greater extent their development requirements out of foreign exchange earnings.

The representatives of Iran and China and of the International Bank supported recommendation 16—that the United Nations should explore the possibility of establishing an international finance corporation, affiliated with the Bank, to lend to private undertakings operating in under-developed countries.

The importance of measures to facilitate the flow of private foreign investment was stressed by the representatives of Belgium, France and the

²³ See Y.U.N., 1950, pp. 443-45.

²⁴ See p. 472.

United States, among others. The representative of Pakistan pointed out, in this connexion, that no matter how attractive the conditions, certain types of economic activity such as education, health, and public services, would not produce a profit.

The Committee had before it a draft resolution proposed by the United States (E/AC.6/L.59/Rev.1), amendments to it by Sweden (E/AC.6/L.44) and Belgium (E/AC.6/L.46), and a draft resolution submitted jointly by Chile, India, Pakistan and the Philippines (E/AC.6/L.45). A joint proposal (E/AC.6/L.47/Rev.1) was submitted to the Committee by a drafting committee composed of these Members. It was adopted at the 115th meeting on 28 July by 14 votes to none, with 3 abstentions, following the adoption of two amendments:²⁵

(a) An oral amendment by Pakistan, which would have the General Assembly recommend that Member Governments of under-developed countries should review the adequacy of their national institutions and techniques for maximizing the availability of their domestic capital for, and the flow of foreign capital into, essential national development programmes. The original proposal had contained no mention of the flow of foreign capital.

(b) A French oral amendment that the words "Member Governments" and "Member countries" should be replaced by the words "Governments" and "countries" throughout the resolution.

It was agreed that the issue of whether or not the Assembly should make these recommendations or whether they were within the jurisdiction of the Council should be discussed again in plenary session.

(2) Consideration in Plenary Session

The Council at its 498th to 505th, 507th to 509th, 511th and 514th plenary meetings from 13-22 August considered the question of financing economic development, together with the report of the group of experts (E/1986) and the report of the Economic, Employment and Development Commission (E/2006).

In the consideration of the draft resolution proposed by the Economic Committee (E/2061), it became apparent that a number of representatives favoured considerable substantive modifications. Several representatives explained that they had reserved the right to speak again on the subject and to propose additional measures; others felt that there had not been time to investigate fully the implications of the draft resolution. Still others stated that their positions had changed

since the adoption of the resolution in the Committee. The representatives of Chile, Iran and Pakistan, in particular, expressed their disappointment that emphasis in the Commission had been placed on further study and review, rather than on action.

While all representatives were agreed that there was a need for external grant assistance to under-developed countries, there was disagreement on the type of machinery through which grants would be made available and on whether the creation of such international machinery was currently feasible and practical. The representatives of Chile, Pakistan and the Philippines, among others, felt strongly that the Assembly should be asked to grant the Council authority to make arrangements for the establishment of an international fund for making grants to help finance non-self-liquidating projects. The representative of Chile considered that the recommendations of the experts should be regarded as a step forward, and that further consideration should be given to means of implementing them when circumstances were more favourable.

The representatives of Czechoslovakia, Poland and the USSR stressed that economic development should be based on industrialization; should not be used for exploitation; should be financed, primarily from domestic resources, foreign financing being only supplementary; and should take into account the specific political, economic and social conditions in the different regions. The group of experts, they stated, had made no recommendations for the establishment of national industries; had advocated the use of foreign capital as the primary means of development and had thereby sought to encourage monopolistic exploitation to the detriment of under-developed countries. Therefore, they could not support the draft resolution proposed by the Economic Committee.

Following the debate, the Council, at its 514th plenary meeting on 22 August 1951, adopted resolution 368 (XIII), as a whole, by 14 votes to one, with 4 abstentions (see below). In addition to drafting changes, which included renumbering of paragraphs and the insertion of several formal introductory phrases, the adopted resolution differed from the draft resolution submitted by the Economic Committee in the following ways.

In form, it did not recommend a resolution for adoption by the General Assembly as had been

²⁵ For alteration to text in plenary session, see below.

proposed by the Committee but, instead, recorded the Council's views and recommendations.²⁶

In substance, it modified the draft resolution, as follows:

The general preamble differed from the draft resolution of the Economic Committee in that it specifically stated its complete agreement with the basis of General Assembly resolution 400(V) and its belief that the problem of the financing of the economic development of under-developed countries must be approached in a manner which corresponded to its importance. The preamble expressed the Council's conviction—where the draft resolution of the Economic Committee merely used the term "considers"—that, in order to promote a larger and steadier flow of public and private capital from the more developed to the under-developed countries, various measures needed to be taken at that time.²⁷

The Council resolution retained section A of the Economic Committee's draft resolution with the addition of a recommendation²⁸ to the United Nations and the competent specialized agencies to furnish the necessary assistance in the appropriate form whenever they were requested to do so by the governments of under-developed countries lacking the necessary facilities for putting into effect the recommendations contained in the resolution.

The main changes in section B dealt with the following points:

(1) Countries able to export capital were asked, in paragraph (c), to ensure conditions favourable to the investment of private foreign capital including the importation of modern equipment and techniques and other special requirements necessary for economic development,²⁹ and also in paragraph (e) (ii) to impress on investors the importance of ensuring also, wherever feasible, opportunities for participation of nationals of the under-developed countries in the administrative and technical services in industry, and in their training.³⁰

(2) Countries seeking to attract private foreign capital were asked to undertake certain measures and to give adequate assurances in respect of the treatment of foreign investors, provided that such action would be without prejudice to the right of a Government of a Member State to take any appropriate safeguards necessary to ensure that foreign investment is not used as a basis for interference in its internal affairs or national policies.³¹ The resolution further recommended, in paragraph (b)³², that these measures should consist of providing adequate assurances, through treaties or otherwise, with respect to the treatment to be accorded foreign investors: (i) in the operation, management and control of their enterprises; (ii) in the remittance of earnings and withdrawal of capital; (iii) in the protection of their persons and property; (iv) in the matter of compensa-

tion in case of expropriation of their property; and (v) in respect of any other questions which may arise. It recommended in paragraph (c)³³ that governments seeking to attract private foreign capital should undertake, through legislative or administrative measures and the negotiation of tax treaties, to safeguard foreign investors against discriminatory taxation and to resolve other taxation issues, including the issue of double taxation.

The Council arrived at this position after rejecting by 8 votes to 6, with 4 abstentions, an Indian amendment (E/L.202), which proposed that countries seeking to attract private foreign capital should provide adequate assurances to foreign investors that they (i) would be accorded reasonable opportunities to remit earnings and withdraw capital, (ii) would enjoy protection for their persons and property and (iii) would not have their property acquired without adequate compensation. The Council rejected by 7 votes to 5, with 6 abstentions, a further amendment by Pakistan (E/L.210), proposing that the countries seeking to attract private foreign capital should undertake, through bilateral agreements and tax treaties, elimination of discriminatory taxation, as recommended by the Fiscal Commission, as well as relief from double taxation.

Section C combined the substance covered by sections C and D and the last paragraph of section B of the Committee's draft resolution.

It retained the affirmation of the pertinent principles, to which the statement was added in plenary session that the suggestions made by the group of experts in recommendations 13, 14 and

²⁶ Adopted by 14 votes to none, with 3 abstentions, on proposal of Chile, France and India.

²⁷ The preamble, as adopted in a paragraph by paragraph vote, was proposed by Chile and India (E/L.214).

²⁸ Proposed by Uruguay (E/L.206) and adopted by 14 votes to none, with 3 abstentions.

²⁹ Following drafting changes by the United States and the President of the Council, the Uruguayan proposal (E/L.206) to include this reference was adopted by 13 votes to none, with 4 abstentions.

³⁰ Proposed by France and the United Kingdom (E/L.219), and, following drafting changes by India, Sweden and the United States, adopted by 15 votes to none, with 3 abstentions.

³¹ This proviso was proposed by Pakistan and adopted by 17 votes to none, with 3 abstentions.

³² Proposed by France and the United Kingdom (E/L.219) and adopted by 14 votes to none, with 4 abstentions. This stated in more general terms the assurances which should be accorded to private foreign capital investors.

³³ Paragraph (c), proposed by France and the United Kingdom (E/L.219) was adopted by 14 votes to 3, with 1 abstention. The paragraph as proposed by the Committee would have recommended measures to eliminate discriminatory taxation of foreign enterprises.

16 were borne in mind by the Council.³⁴ The Council resolution then urged the (International Bank for Reconstruction and Development and other) existing agencies entrusted with the extension of credits for economic development, in the light of the increasing demands placed upon under-developed countries by their economic development programmes, to continue to expand their (lending) operations (in under-developed areas), taking into consideration that progressive economic development will generally result in an increase in the debt servicing capacity of borrowing countries.³⁴

On the basis of a proposal by France, the United Kingdom and Uruguay (E/L.213), adopted by 15 votes to none, with 3 abstentions, the Council resolution directed certain requests to the Bank and to the Secretary-General (see below paragraphs 13 and 14 of section C of the resolution, as adopted).

The Council's resolution finally urged Member Governments to submit further proposals for consideration at the fifteenth session (see final paragraph).³⁵

The text of section C of the Council's resolution was adopted after the rejection, by 10 votes to 1, with 7 abstentions, of an amendment by Chile (E/L.195) which proposed in some detail that, in accordance with Article 66 of the Charter, the General Assembly should entrust the Council with the responsibility for establishing, as soon as circumstances permitted, a special fund to be available for grants-in-aid and for low-interest, long-term loans to under-developed countries for the purpose of helping them, at their request, to accelerate their economic development and to finance non-self-liquidating projects which are basic for their economic development.

The Chilean amendment had also proposed that the General Assembly request the Council to prepare, for the Assembly's consideration, a series of recommendations, concerning:

(a) the composition and administration of the fund; (b) the manner in which the contributions to the fund would be collected; (c) the character of the contributions of Members and non-members of the United Nations; (d) the conditions and manner in which grants and loans would be made; (e) the principles to which such grants and loans should adhere; and (f) the criteria for defining the countries which would be eligible for grants and for loans.

(3) Resolution Adopted by the Economic and Social Council

The resolution, as amended, was adopted, as a whole, by 14 votes to none, with 4 abstentions,

at the Council's 514th plenary meeting on 22 August as resolution 368(XIII). It read:

"The Economic and Social Council,

"1. Considering:

"(a) That the General Assembly, after having examined the reports of this Council, of the Economic and Employment Commission and of the Sub-Commission on Economic Development, and the experts' report National and International Measures for Full Employment, recommended, in its resolution 400(V), that the Council, in giving further study to the problem of the financing of economic development, consider practical methods, conditions and policies for achieving the adequate expansion and steadier flow of foreign capital, both private and public, and pay special attention to the financing of non-self-liquidating projects which are basic to economic development, and that it requested the Council to submit its recommendations to the sixth session of the General Assembly,

"(b) That the General Assembly based its recommendation on the following considerations:

"(i) That a more rapid economic development of under-developed countries is essential for raising the level of productive employment and the living standards of their populations, for the growth of the world economy as a whole and for the maintenance of international peace and security,

"(ii) That, although the economic development of under-developed countries depends 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, requires not only technical, but also financial assistance from abroad, and particularly from the more developed countries,

"(iii) That the accelerated economic development of under-developed countries requires a more effective and sustained mobilization of domestic savings and an expanded and more stable flow of foreign capital investment,

"(iv) That the volume of private capital which is currently flowing into under-developed countries cannot meet the financial needs of the economic develop-

³⁴ As redrafted by France, the United Kingdom and Uruguay (E/L.213) and adopted by 13 votes to none, with 4 abstentions. The words in parentheses were proposed in plenary session by the Philippines (E/L.211/Add.1) and accepted by the sponsors of the amendment. These sections of the joint amendment were technically amendments to an amendment by India (E/L.202) to the draft resolution. However, following their adoption that amendment was automatically defeated. It would have reaffirmed the same principles, but would have recognized that recommendations 13, 14 and 16 of the experts represented a step forward and would have asked the Secretary-General, in consultation with the Bank and other agencies, to formulate specific proposals in regard to further action to be taken toward the implementation of recommendations 14 and 16. An amendment by Pakistan, requesting that in expanding operations larger loans should be made available, was rejected by 8 votes to 4, with 6 abstentions. Another Pakistani amendment (E/L.210) which would have recognized indisputably that grants would be needed was rejected by 10 votes to 3, with 5 abstentions.

³⁵ Paragraph proposed by the Philippines (E/L.211) and adopted by 17 votes to none, with 1 abstention.

ment of the under-developed countries, and that those needs cannot be met without an increased flow of international public funds, and

"(v) That some basic development projects are not capable of being adequately serviced through existing sources of foreign finance although they contribute directly or indirectly to the increase of national productivity and national income, and

"(c) That it agrees completely with the basis of the resolution of the General Assembly and believes that the problem of the financing of the economic development of under-developed countries must be approached in a manner which corresponds to its importance,

"2. After having studied:

"(a) The relevant parts of the report of the group of experts appointed by the Secretary-General under Council resolution 290(XI) entitled Measures for the Economic Development of the Under-developed Countries,

"(b) The relevant parts of the report to the Council of the Economic, Employment and Development Commission (sixth session),

"(c) The replies from the governments of Member States to the Secretary-General's communications of 2 January and 3 May 1951 concerning General Assembly resolution 400(V) and Council resolution 342 (XII), and

"(d) The replies on this subject from the specialized agencies,

"3. Is convinced that, in order to promote a larger and steadier flow of public and private capital from the more developed to the under-developed countries, various measures need to be taken at this time; and to this end submits the following recommendations for action by the governments of Member States, the Secretary-General and the specialized agencies concerned:

"A. WITH THE OBJECT OF EXPANDING THE FLOW OF CAPITAL FOR FINANCING DEVELOPMENT PROJECTS IN UNDER-DEVELOPED COUNTRIES AND INCREASING THE CAPACITY OF THE LATTER TO ABSORB DEVELOPMENT CAPITAL

"4. Recommends:

"(a) That governments of under-developed countries review the adequacy of their national institutions and techniques for maximizing the availability of their domestic capital for and the flow of foreign capital into essential national development programmes;

"(b) That governments of developed countries similarly review the adequacy of their national institutions and techniques for expanding the flow of capital to under-developed countries for economic development;

"(c) That governments of under-developed countries, as part of their over-all development programmes, take measures to increase their capacity to absorb foreign capital, such as the institution of expanded programmes of mass education, vocational technical training and agricultural extension services, training of scientists and administrators, meaningful measures of land reform and reform of agricultural credit systems, and measures to increase social mobility;

"(d) That the Secretary-General and the specialized agencies concerned give further consideration to the desirability of undertaking training-schools at various centres on the preparation of well-rounded development

projects and the appraisal of their costs and prospective yields;

"(e) That in order to further the above-mentioned proposals in under-developed countries which lack the necessary facilities for the studies and plans mentioned in sub-paragraphs (a) and (c), the United Nations and the competent specialized agencies furnish the necessary assistance in the appropriate form whenever they are requested to do so by the governments concerned;

"B. WITH THE OBJECT OF ACHIEVING AN EXPANSION AND STEADIER FLOW OF PRIVATE FOREIGN CAPITAL

"5. Recommends that countries able to export capital:

"(a) Provide potential investors with the fullest possible information on foreign investment opportunities;

"(b) Undertake measures for the avoidance of double taxation, such as the negotiation of appropriate tax treaties;

(c) Be prepared to negotiate treaties with under-developed countries to ensure conditions favourable to the investment of private foreign capital, including the importation of modern equipment and techniques and other specialities necessary for economic development, and, in particular, to ensure the conditions set forth in paragraph 6(b) below;

"(d) Supplement, whenever found desirable and feasible, assurances given by recipient countries with guarantees to or insurance of potential investors against certain non-business risks affecting foreign enterprise;

"(e) Impress on investors the importance:

"(i) Of adhering to proper standards of conduct in the operation of their foreign enterprises, and in particular of having due regard to the economic and social welfare of the capital receiving countries; and

"(ii) Of ensuring, wherever feasible, opportunities for participation of nationals of the under-developed countries in the administrative and technical services in industry, and for their training;

"6. Recommends that countries seeking to attract private foreign capital:

"(a) Examine domestic laws and administrative practices affecting private foreign investment with a view to removing deterrents to the inflow of private capital;

"(b) Provide adequate assurances, through treaties or otherwise, with respect to the treatment to be accorded foreign investors:

"(i) In the operation, management and control of their enterprises;

"(ii) In the remittance of earnings and withdrawal of capital;

"(iii) In the protection of their persons and property;

"(iv) In the matter of compensation in case of expropriation of their property; and

"(v) In respect of any other questions which may arise;

"c) Undertake, through legislative or administrative measures and the negotiation of tax treaties, to safeguard foreign investors against discriminatory taxation and to resolve other taxation issues, including the issue of double taxation,

"Provided that the provisions of sub-paragraphs (b) and (c) will be without prejudice to the right of the government of a Member State to take any appropriate safeguards necessary to ensure that foreign investment is not used as a basis for interference in its internal affairs or national policies;

"(d) Develop information services and other means for informing potential foreign investors of business opportunities in their countries, and of the relevant laws and regulations governing foreign enterprise;

"C. WITH THE OBJECT OF ACHIEVING AN EXPANSION AND STEADIER FLOW OF PUBLIC LOAN CAPITAL, OF PROMOTING THE FINANCING OF PRODUCTIVE PRIVATE ENTERPRISE IN UNDER-DEVELOPED COUNTRIES, AND OF ENCOURAGING THE FLOW OF CAPITAL TO HELP FINANCE NON-SELF-LIQUIDATING PROJECTS BASIC TO ECONOMIC DEVELOPMENT

"7. Reaffirming the pertinent principles enumerated in Council resolution 294(XI) of 12 August 1950 in paragraphs 8(c) and (d), 9(a) and (b) and 11,

"8. Bearing in mind the suggestions made by the group of experts in its recommendations 13, 14 and 16 in regard to the action to be taken by the United Nations and other international agencies,

"9. Recognizing that for some countries, particularly the least developed, the financing of basic non-self-liquidating projects may under some circumstances require, in addition to the steps recommended above, a measure of external grant assistance, particularly in order to provide an initial impetus to such basic projects,

"10. Noting that some grant assistance is available under various programmes initiated by the United Nations, the specialized agencies and some Member States, individually or in regional groups,

"11. Noting, however, that many countries which formerly were substantial exporters of capital are not now in a position to make any appreciable contribution to any international agency along the lines of recommendation 14 of the report of the group of experts,

12. Urges the International Bank for Reconstruction and Development and the other existing agencies entrusted with the extension of credits for economic development, in the light of the expanding demands placed upon under-developed countries by their economic development programmes, to continue to expand their lending operations in under-developed areas, taking into consideration the fact that progressive economic development will generally result in an increase in the debt servicing capacity of borrowing countries;

"13. Requests,

In order to ensure that foreign capital may contribute in greater measure to the economic development of under-developed countries, adding a new and important factor to the action taken in that direction by existing bodies, bearing in mind the favourable opinions of experts and institutions which have already urged that course, and expressing its sympathy with the recommendation of the group of experts that the possibility be explored of establishing an international finance corporation to promote the financing of productive private enterprise either through loans without government guarantee, through equity investments or by other methods intended for the same purpose,

"The International Bank for Reconstruction and Development to consider what contribution such a body could make to the general scheme, and to report to the Council at its fourteenth session on the conclusions reached;

"14. Requests:

"(a) The Secretary-General, in consultation with the States Members of the United Nations, the International Bank for Reconstruction and Development and the other competent specialized agencies, to keep under active study the problems and methods of domestic and external, including international, financing of non-self-liquidating projects in under-developed countries, including the possibility of supplementing existing international co-operation by means of external grant assistance in favour of those under-developed countries whose economic situation makes it impossible to raise sufficient domestic capital for financing the essential and basic projects mentioned in paragraph 9 (a) of Council resolution 294(XI), and to submit these studies together with recommendations to the Council as soon as practicable;

"(b) Without either accepting or rejecting the principle of the establishment of an international fund to assist in the financing of economic development of under-developed countries or of an international development authority,

"The Secretary-General, in consultation with the International Bank for Reconstruction and Development and other appropriate specialized agencies, to formulate a series of methods which he deems practicable for dealing with the problem of grant assistance, taking into account the debate in the Council at its thirteenth session concerning recommendation 14 of the report of the group of experts, and to submit these methods to the session of the Council preceding the seventh session of the General Assembly; and

"15. Urges the governments of Member States to continue to act upon the invitation contained in General Assembly resolution 400(V) by submitting, through the Secretary-General, in time for consideration by the Council at its fifteenth session, any further proposals which they may wish to make to the Council."

e. CONSIDERATION BY THE GENERAL ASSEMBLY AT ITS SIXTH SESSION

The General Assembly at its sixth session considered the item "Economic development of under-developed countries" at the 147th to 180th meetings of its Second Committee from 20 November 1951-10 January 1952 and at its 360th plenary meeting on 12 January 1952.

The question of the financing of economic development was discussed during the general debate at the Committee's 147th to 155th meetings from 20-29 November and specifically at its 161st to 168th meetings from 7-18 December 1951.

During the general debate, the critical world situation and its effect on the economic development of the under-developed countries were again

stressed. The same issues which were raised in the Council at its twelfth and thirteenth sessions were raised again in the Assembly.

A number of representatives, among them those of Burma, Cuba, Egypt and Iran, stressed the need for a development authority to assist under-developed countries in preparing, co-ordinating and implementing their development programmes and to distribute grants-in-aid for specific programmes. The representatives of Chile and Yugoslavia favoured the creation of an international fund for financial assistance to under-developed countries.

The representatives of Australia, Belgium, Brazil, Canada, China, Denmark, Greece, Haiti, New Zealand, Sweden, the Union of South Africa, the United Kingdom and the United States pointed out that, for a number of reasons, the establishment of such an agency at the present time was neither feasible nor practical. A number of these representatives emphasized the value of using existing institutions.

The important role of private capital in financing economic development was stressed by the representatives of Canada, Mexico, the United Kingdom and the United States. The representatives of India and Iran, among others, however, felt that the flow of such capital had been inadequate since the war and that it would be a long time before it attained its former level.

The representatives of Belgium and the United States stressed the improved situation in the balance-of-payments position of under-developed countries.

The creation of an international corporation to finance productive enterprise in under-developed countries was again urged by the representatives of Burma, Cuba, Indonesia and Iran, among others. The representatives of Belgium, Denmark, Greece and the Union of South Africa felt that such a corporation might be of value in facilitating movement of private capital. The New Zealand representative doubted whether its establishment would be practicable. The representatives of Denmark, Iran, Greece, the Netherlands and Thailand thought the Bank should be encouraged to increase its lending capacity.

The representatives of China, Indonesia and the United Kingdom pointed out that, basically, capital goods rather than foreign exchange were needed.

The representatives of the Byelorussian SSR, Czechoslovakia, Poland, the Ukrainian SSR and the USSR again discussed the principles, which,

they held, should govern economic development: inter alia, consideration of the country's needs and guarantees of economic and political independence; development of industry; extensive land reforms; use of domestic capital as the main source for financing economic development; protection from foreign monopolies; and compliance by foreign countries with local laws.

The Committee had before it the following five draft resolutions concerning the financing of economic development of under-developed countries:

(1) A draft resolution by Chile (A/C.2/L.77). It would have the Council prepare, for consideration by the Assembly at its seventh session, plans for establishing, as soon as circumstances permitted, a special fund for grants-in-aid and low-interest, long-term loans to under-developed countries to accelerate their economic development.

(2) A joint draft resolution by Burma and Cuba (A/C.2/L.83 and Add.1 and Corr.1 and 2). It would request the Council to submit to the General Assembly at its seventh session suitable recommendations concerning practical plans for:

(a) establishing an international development authority which would assist under-developed countries in their economic development programmes and verify the use of any financial resources received from the relevant United Nations organs;

(b) establishing an international fund to make long-term loans at low interest rates and to provide grants-in-aid to the governments of the under-developed countries, and to their national or local credit institutions, and also provide loans, without government guarantee, to private undertakings engaged in economic development activities; and

(c) collecting the required funds.

(3) A draft resolution by Yugoslavia (A/C.2/L.99). It would request the Council:

(a) to prepare for the seventh session of the Assembly detailed proposals for the creation of a United Nations fund for accelerating the economic development of under-developed countries by the provision of long-term, low-interest loans and grants-in-aid; and

(b) to include in these proposals any recommendation on ways of co-ordinating the work of the proposed fund with the technical assistance activities of the United Nations.

(4) A joint draft resolution by Brazil and Greece (A/C.2/L.86 and Corr.1). It would approve the action taken by the Council under its resolution 368(XIII) and would:

(a) request the Secretary-General, in analysing replies to his full employment questionnaire (as amended in accordance with Council resolution 371(XIII),³⁶ to deal also with problems encountered in carrying out the plans of economic development of under-developed countries and with resources having a direct bearing on such development, and to include comparative data on industrialized countries; and

³⁶ See pp. 422-23.

(b) request the Council to continue to study the problem of financing economic development of under-developed countries and the practical ways and means for their development, and to pay particular attention to the financing of non-self-liquidating projects through existing institutions.

(5) A draft resolution by Ecuador (A/C.2/L.79 and Corr.1 and 2). It would invite the International Bank to provide loans to national industrial and agricultural credit institutions of under-developed countries and to afford them technical advice. It would also recommend that governments should facilitate the investment of private capital through the intermediary of the Bank.

The Committee at its 162nd to 166th meetings from 7-13 December held a general discussion on the five draft resolutions, when further proposals were made.

The representative of Egypt proposed amendments (A/C.2/L.96) to the Chilean draft resolution to have both the preamble and operative parts refer to the need for foreign financial assistance.

Following Chile's acceptance of these amendments, the representatives of Burma, Chile, Cuba, Egypt and Yugoslavia replaced their original proposals and amendments with a revised joint draft resolution (A/C.2/L.104) which covered in substance the proposals in the original Chilean and Yugoslav drafts and part of the joint proposal of Burma and Cuba.

Burma and Cuba submitted another joint draft proposal (A/C.2/L.83/Rev.1) which addressed itself to those aspects of their original proposal which were not dealt with in the new joint draft resolution, that is, a request that the Council prepare plans for establishing an international development authority and for utilizing any new international fund which might be established to assist private undertakings and national or local credit institutions.

At the 166th meeting on 13 December, the sponsors accepted an Indian amendment (A/C.2/L.109) to the joint five-Power draft resolution to add a request that the Council keep in mind the use of savings which might accrue from any disarmament programmes, as a source of contributions to the proposed fund.

Following roll-call votes, varying from 30 votes to 17, with 10 abstentions, to 27 votes to 20, with 10 abstentions, on several parts of the resolution, the amended joint draft resolution (A/C.2/L.-104) as a whole, was adopted by the Committee (A/2052) by a roll-call vote of 28 to 20, with 9 abstentions.

The General Assembly at its 360th plenary meeting on 12 January 1952 adopted it by a roll-call vote of 30 to 16, with 11 abstentions, as resolution 520 A (VI) (see below). The voting was as follows:

In favour: Afghanistan, Argentina, Bolivia, Burma, Chile, Colombia, Costa Rica, Cuba, Ecuador, Egypt, El Salvador, Ethiopia, Guatemala, Honduras, India, Indonesia, Iran, Iraq, Lebanon, Mexico, Pakistan, Panama, Paraguay, Peru, Philippines, Saudi Arabia, Syria, Venezuela, Yemen, Yugoslavia.

Against: Australia, Belgium, Canada, China, Denmark, France, Greece, Iceland, Israel, Luxembourg, Netherlands, New Zealand, Sweden, Turkey, United Kingdom, United States.

Abstaining: Brazil, Byelorussian SSR, Czechoslovakia, Dominican Republic, Haiti, Nicaragua, Norway, Poland, Thailand, Ukrainian SSR, USSR.

Also at the Committee's 166th meeting, the joint draft resolution presented by Burma and Cuba (A/C.2/L.83/Rev.1), as modified by Pakistan (A/C.2/L.105), was rejected by 22 votes to 19, with 13 abstentions. The amendment of Pakistan which had been accepted by the sponsors of the resolution provided that use should also be made of any international fund: to make equity investments in under-developed countries; to help private undertaking through other appropriate methods; and to make loans.

Finally, the Committee at the same meeting considered the joint draft resolution by Brazil and Greece (A/C.2/L.86 and Corr.1). An amendment by Chile (A/C.2/L.103) to add a paragraph requesting the Council to consider additional methods of increasing the international flow of public funds for the economic development of under-developed countries was accepted by the sponsors. The sponsors also agreed to substitute a paragraph proposed by France (A/C.2/L.107) to request the Council to pay particular attention to the problem of financing non-self-liquidating projects, and, generally, of establishing a regular flow of international public capital within the framework of existing institutions—for the paragraph which would have requested that the Council pay particular attention to the financing of these projects through existing institutions, so as to ensure a regular flow of international public capital.

The joint draft resolution by Brazil and Greece, as amended (A/C.2/L.86 and Corr.1), was adopted by the Committee (A/2052) by 41 votes to none, with 13 abstentions.

It was adopted by the General Assembly at its 360th plenary meeting on 12 January, by 45 votes to none, with 8 abstentions, as resolution 520 B (VI) (see below).

The draft resolution proposed by Ecuador (A/C.2/L.79 and Corr.1 and 2) was considered by the Second Committee at its 167th and 168th meetings on 17 and 18 December. The representative of Ecuador accepted amendments proposed by the Philippines (A/C.2/L.110), with the addition of clarifying sub-amendments by the United States (A/C.2/L.112). The Philippine

amendments were designed to express appreciation of the work of the Bank and to invite it to continue to expand its loans, and, in particular, to give special consideration to financing basic agricultural development projects and loans for the development of manufacturing industries. The representative of Ecuador agreed during the discussion to exclude the specific reference to the transactions already made by the Bank. He also accepted an amendment by India (A/C.2/L.113) to the first paragraph which would mention that annual per capita income levels are low in under-developed countries and that agricultural and industrial production, which is not generally sufficient, needs to be expanded.

Following paragraph-by-paragraph votes, varying from 38 to none, to 35 to 5, the amended draft resolution by Ecuador (A/C.2/L.79/Rev.1) was adopted, as a whole, by the Committee (A/2052) at its 168th meeting, by 37 votes to none, with 5 abstentions.

The General Assembly, at its 360th plenary meeting on 12 January, adopted it by 50 votes to none, with 5 abstentions, as resolution 520 C (VI).

Resolutions 520 A, B and C (VI) read:

A

"The General Assembly,

"Taking note of the report of the Economic and Social Council to the General Assembly at its sixth regular session, the report of the Economic, Employment and Development Commission on its sixth session, and the experts' report entitled Measures for the Economic Development of Under-developed Countries,

"Having in mind the obligations assumed by the governments of Member States under Articles 55 and 56 of the United Nations Charter,

"Recalling its conviction, expressed in its resolution 400 (V) of 20 November 1950, that:

"(a) Although the economic development of under-developed countries depends primarily upon the efforts of the people of those countries, the necessary acceleration of that development requires not only technical but also financial assistance from abroad, particularly from the more developed countries,

"(b) The volume of private capital which is currently flowing into under-developed countries cannot meet the financial needs of the economic development of those countries without an increased flow of international public funds,

"Recognizing that:

"(a) An urgent and practical approach to the problem of international financing of economic and social development is essential to general progress, to the strengthening of international co-operation and confidence and that it is, therefore, vital for the strengthening and maintenance of peace, especially in the present state of world tension,

(b) It is necessary, for these reasons, to give special attention to the solution of this problem through international co-operation within the framework of the United Nations,

"Considering that the statistics contained in the World Economic Report, 1949-50, published by the Secretary-General early in 1951, show that the national incomes of the under-developed countries do not allow a sufficient accumulation of domestic savings to provide heavy investments for their rapid economic development,

"Believing that there exists an urgent necessity for studying the problem of creating new sources of international financing suitable for the acceleration of the economic development of under-developed countries, with a view to raising the standard of living of their peoples,

"Convinced that the acceleration of the economic development of under-developed countries calls, among other forms of international financial assistance, for an international system of grants-in-aid to those countries, but believing that such an international system of grants-in-aid should not be established on a permanent basis and should in any case be correlated with the efforts of the under-developed countries themselves,

"Believing that the promotion of the economic development of under-developed countries calls for the closest co-ordination of the activities of already existing international organizations,

"Believing further that detailed plans for action designed to increase the flow of international public funds for the development of under-developed countries, especially for assisting in the financing of the non-self-liquidating projects basic to their economic development, must be initiated without delay if such plans are to be translated into action within a reasonable period of time,

"Cognizant of the fact that, although the necessary acceleration of the economic development of under-developed countries requires foreign financial aid, the study and elaboration of the plans mentioned in the preceding paragraph cannot and must not be regarded as in any way committing the governments participating in such study or in the elaboration of such plans to join in implementing those plans in any degree, whether financially or otherwise,

"1. Requests the Economic and Social Council to submit to the General Assembly at its seventh regular session a detailed plan for establishing, as soon as circumstances permit, a special fund for grants-in-aid and for low-interest, long-term loans to under-developed countries for the purpose of helping them, at their request, to accelerate their economic development and to finance non-self-liquidating projects which are basic to their economic development;

"2. Further requests the Economic and Social Council, in implementing paragraph 1 above, to prepare for consideration by the General Assembly at its seventh regular session a series of recommendations concerning:

"(a) The size, composition and administration of the special fund, keeping in mind, with respect to its administration, that the creation of a new international organization should be considered only if a careful examination of the functions of existing organizations proves that the required functions cannot be carried out by them;

"(b) The manner of collecting contributions to the special fund, 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;

(c) The character of the contributions of States Members of the United Nations and of those which are not Members;

"(d) The policies, conditions and methods to be followed in making grants and loans from the special fund to under-developed countries;

"(e) The principles which countries receiving grants and loans from the special fund should observe;

"3. Requests the Secretary-General to assist the Council in carrying out the responsibilities placed upon it by the present resolution;

"4. Invites governments to make suggestions to the Council with respect to the recommendations mentioned in paragraph 2 above.

B

"The General Assembly,

"Considering that the problem of financing economic development is of the greatest importance and urgently requires solution,

"Taking note of Economic and Social Council resolution 368 (XIII) of 22 August 1951,

"1. Approves the action taken by the Economic and Social Council under the above-mentioned resolution;

"2. Notes with satisfaction the Council's request to the Secretary-General, contained in resolution 371 B (XIII) of 28 August 1951, to amend the annual questionnaire on full employment so as to take into consideration the progress achieved by the under-developed countries and the obstacles facing them in their economic development;

"3. Requests the Secretary-General, in analysing the replies from governments:

"(a) To deal not only with problems of employment and under-employment, but also with problems encountered in carrying out plans basic to economic development; with industrial, mining and agricultural production—in particular, food production; and with financial, technical and scientific resources having a direct bearing on economic development;

"(b) To include in the analysis, in order to facilitate comparison, a reference table showing the progress made by the industrialized countries in these respects;

"4. Requests the Economic and Social Council:

"(a) To continue its studies of the problem of financing the economic development of under-developed countries;

"(b) To study practical ways and means and comprehensive programmes for developing those countries;

"(c) Within the framework of existing institutions, to pay particular attention to the problem presented by the financing of non-self-liquidating projects and, generally, by the establishment of a regular flow of international public capital;

"(d) To consider additional methods of increasing the international flow of public funds for the economic development of under-developed countries.

"The General Assembly,

"Considering that in order to raise the standard of living and the economic and financial capacity of the under-developed countries, where the levels of annual per capita incomes are low, it is essential to expand and improve their agricultural and industrial production, which is not generally sufficient,

"Considering that the capital available through agricultural and industrial credit institutions and through national savings in under-developed countries is not sufficient to provide extensive credits for the expansion and improvement of present production in the measure and with the speed desirable in view of the seriousness of the economic and social situation of those countries,

"Considering that the expansion and improvement of present production presuppose the provision of credit to many thousands of individual and corporate local producers who have no direct recourse to international credit,

"Considering that the International Bank for Reconstruction and Development is entrusted, within the limits of its financial resources and of its Articles of Agreement, with the task of granting duly authorized and guaranteed loans for the economic development of Member States,

"1. Invites the International Bank for Reconstruction and Development, within the framework of its Articles of Agreement, to continue to expand its lending operations keeping in mind the special situation of under-developed countries with low levels of annual per capita income and, in particular:

"(a) To give full consideration to continuous and effective co-operation with the national agricultural and industrial credit institutions of under-developed countries, members of the Bank, with the objective of increasing their effective resources by means of loans;

"(b) To afford the national institutions which make loans to agricultural and industrial producers the technical advice required to establish sound standards and methods of scrutiny and control of such transactions, in order to ensure the viability of such loans;

"(c) to consider the possibility of increased financing of basic agricultural development projects so as to ensure greater productivity and utilization of land resources;

"(d) To consider the possibility of increased financing of manufacturing industries so as to enable the under-developed countries to make further use of their mineral and other resources and thereby assist them in achieving more rapid progress in industrialization;

"(e) To keep the Economic and Social Council periodically informed of its progress in these fields of development;

"2. Recommends further that all governments respond to the fullest extent possible to the recommendations contained in paragraph 8 (c) of Economic and Social Council resolution 294 (XI) of 12 August 1950."

2. Technical Assistance for Economic Development

The Technical Assistance Administration was set up by the Secretary-General on 31 July 1950, to provide for the efficient operation of the

United Nations technical assistance programme and for its co-ordination with similar programmes of Member Governments and with those of the specialized agencies. The Technical Assistance Administration (TAA) was thus made responsible for operational activities under General Assembly resolutions 200(III) on technical assistance for economic development, 246(III) on training in public administration, 418(V) on advisory social welfare services, and for the United Nations operational activities under Economic and Social Council resolution 222 A (IX) on the expanded programme of technical assistance for economic development of under-developed countries.³⁷

a. TECHNICAL ASSISTANCE UNDER THE REGULAR PROGRAMMES OF THE UNITED NATIONS³⁸

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

General Assembly resolution 200(III) had requested the Secretary-General to report to each session of the Economic and Social Council on measures which he had taken to carry out the provisions of that resolution. With the establishment of TAA, the operation of United Nations programmes under the various technical assistance resolutions was placed on an integrated basis. In order that the Council, at its twelfth session, might have before it in a single document an account of the progress made under the three closely related resolutions, the Secretary-General, in his report (E/1893), described activities under General Assembly resolutions 246(III) and 418(V), as well as those under resolution 200(III).

The report described the progress made under the three resolutions in the provision of expert advice, the award of fellowships and scholarships and the organization of training centres and conferences of experts. The Council was informed that, during 1950, a total of 81 experts had been sent to advise 25 governments on questions of social and economic development and public administration; that, during that year, the award of 309 fellowships and 25 scholarships in these three fields had been recommended; and that training centres, conferences and seminars had been held on subjects such as community organization, the care of physically handicapped children, the appraisal of economic development projects, biostatistics and public personnel management. The Secretary-General further described the establish-

ment, purpose and functions of TAA and stated that the new Administration would work in close co-operation with the Department of Economic Affairs, the Department of Social Affairs as well as with the regional economic commissions and their secretariats. The Council's special attention was drawn to a number of administrative problems which tended to slow down the flow of technical assistance, in particular the difficulty of locating experts of sufficiently high calibre and the lack of clarity on the part of governments requesting such assistance in defining their needs. The Secretary-General asked for the fullest co-operation from Member Governments in overcoming these difficulties and, in that connexion, welcomed the setting up in a number of countries of central technical assistance agencies.

The Council discussed the Secretary-General's report at its 449th, 450th and 465th plenary meetings on 1 and 10 March 1951. The majority of representatives expressed satisfaction with the establishment of TAA and with the work so far accomplished by it. During the discussion, a number of recommendations were made on the operation of the programme. In particular, the United States representative stressed that the time had now come for an attempt to be made to evaluate the results of technical assistance and the benefits derived by governments from the programme.

The Secretary-General was asked by the representative of Chile to circulate to Member Governments reports by experts giving their recommendations on economic or other development problems and, in addition, reports on the practical results of the publication of these recommendations in particular countries. The representatives of China and the Philippines urged that experts should be recruited on as wide a geographical basis as possible and from the under-developed countries themselves. The representative of Poland stated that if the principles laid down by the General Assembly were to be respected, groups of experts must be established only on request and with the approval of governments, and that some experts should be from under-developed countries. The representative of the United States welcomed the appointment of resident technical assistance representatives in countries where problems of co-ordination had arisen and agreed with the report that such officers should be responsible to the Technical Assistance Board,

³⁷ See Y.U.N., 1948-49, pp. 437-38 and 480; 1950, p. 596; and 1948-49, pp. 443-47, respectively.

³⁸ See also under Advisory Social Welfare Service.

rather than to one or more of the participating organizations (see below).

The representatives of China and the United Kingdom expressed the view that conferences and seminars should take place only at the express request of governments, and after very careful preparation. In the case of the advisory social welfare services, it was suggested by the representative of France that the provision of fellowships might be a more effective method of carrying out the programme than the large-scale organization of conferences and group meetings.

Several representatives, among them those of France, India, the United Kingdom and the United States, pointed out that technical assistance in public administration was fundamental to the improvement of economic and social conditions, particularly in the case of countries which had recently acquired political independence.

The Council, at its 465th plenary meeting, adopted a draft resolution proposed by India, Mexico and the United Kingdom (E/L.149), by 14 votes to none, with 3 abstentions.

Resolution 360 (XII) took note of the report and noted with approval the steps taken and the suggestions made by the Secretary-General to ensure the effective and integrated administration of the technical assistance programme of the United Nations.

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

The Secretary-General's report (E/2001 and Corr.1 and 2) to the Council at its thirteenth session was drawn up according to countries and included information on the progress of the United Nations activities under the expanded programme of technical assistance as well as under the three related programmes established by General Assembly resolutions 200(III), 246(III) and 418(V). The technical assistance activities of the United Nations Relief and Works Agency for Palestine Refugees in the Near East (UNRWA-PRNE) were also reported briefly. The report, in general, covered the period during which the expanded programme had been in existence—namely, 1 July 1950-31 May 1951. The Secretary-General drew the Council's attention, in particular, to the fact that the primary operational problem was still the serious delay in meeting the needs of requesting governments, despite two factors which held out promise of reducing these delays: the provision by an increasing number of

governments of special facilities for handling technical assistance matters, and the utilization of the services of resident technical assistance representatives. There was, moreover, a need to strengthen specific programmes of technical assistance by the establishment of complementary programmes in related fields. The Secretary-General described the attempt which was being made, following recommendations by the Council at its twelfth session, to evaluate the work already accomplished in the field of technical assistance. He further suggested that the public administration activities authorized by General Assembly resolution 246(III) should henceforth be placed on a continuing basis and thus brought into line with the related technical assistance activities carried out in the economic and social fields under resolutions 200(III) and 418(V).

The report stated that, during the period 16 June 1950-31 May 1951, a total of 125 experts of 29 nationalities had advised the governments of 28 countries; and that, during the first five months of 1951, a total of 369 nominations for economic development fellowships and scholarships had been received, while 168 had been recommended for awards; 153 nominations for social welfare fellowships had been submitted and 192 awards recommended; finally, 81 public administration fellowships and scholarships had been recommended for award, out of a total of 161 nominations by governments.

The Secretary-General also brought to the Council's attention the holding of a number of regional and other conferences, seminars and training centres, some of which had been organized in cooperation with specialized agencies, including a regional conference in Burma on methods employed in the collection and analysis of external trade and balance-of-payments statistics; a working group of experts from Asia and the Far East, which was studying in countries of the region, in Western Europe and in North America, technological advances in inland water transport; Inter-American and Mediterranean training centres on the formulation and appraisal of agricultural and allied plans and projects, held respectively in Chile and in Turkey; a seminar and training session on public administration, held in Brazil; a training-centre in the Middle East on vital and health statistics; a seminar in the Netherlands on the teaching and supervision of social case work; a conference in Geneva of experts on comparative fiscal administration; and a group of experts on public administration, meeting in New York.

The Secretary-General also described various ways in which technical information services were being made available to governments in the fields of economic development, social welfare and public administration.

During the Council's discussion of the Secretary-General's report at its 527th to 529th and 531st plenary meetings on 30-31 August and 1 September 1951, some of the views expressed during the twelfth session regarding the operational aspects of the technical assistance programmes were re-emphasized. General satisfaction was expressed with the progress achieved, as well as particular appreciation of the efforts made to evaluate the benefits derived from the United Nations technical assistance programme, notably in connexion with the advisory social welfare services authorized by resolutions 58(I) and 418(V). On the other hand, some representatives, among them the USSR representative, were unable to endorse the general lines of the programme and called for a more practical approach and for greater emphasis on technical assistance in such basic fields as industrial production.

Several representatives, including those of Canada, China, France, the Philippines, the United Kingdom and the United States, welcomed the suggestion that the public administration programme should be placed on a continuing basis. It was urged, however, by the representatives of France and the United Kingdom, that assistance in this field should be designed primarily to meet practical working needs and that the tendency to emphasize academic and theoretical aspects of the problem should be avoided.

The United States representative recommended that technical assistance activities in the social field should be closely integrated with the work of the United Nations in defining standards and conducting research, and the importance of community welfare centres was stressed as a practical means of achieving social progress through local action.

Following the adoption, by 15 votes to none, with 3 abstentions, of an amendment by Chile (E/L.241, paragraph 1), to have the Council note with appreciation the report and the work accomplished, the Council, at its 531st plenary meeting on 1 September, adopted the draft resolution as proposed by the Secretary-General in his report (E/2001).

In resolution 399(XIII) the Council took note with appreciation of the Secretary-General's report on the United Nations technical assistance programmes and of the work accomplished under

them, and recommended to the General Assembly the adoption of a resolution (see below).

(3) Resolution Adopted by the General Assembly at its Sixth Session

The Second Committee of the General Assembly, at its 156th meeting on 1 December, unanimously and without discussion, adopted the resolution proposed by the Council (A/2052).

It was adopted by the General Assembly without objection, at its 360th plenary meeting on 12 January 1952, as resolution 518(VI).³⁹ It read:

"The General Assembly,

"Having decided in resolutions 305 (IV) and 316 (IV) that the regular budget of the United Nations should continue to provide for the activities authorized by resolutions 200 (III) and 58 (I),

"1. Directs the Secretary-General to place on a continuing basis the programme of technical assistance in public administration authorized by resolution 246 (III) and to include an amount for these services in the United Nations budget in the future;

"2. Notes with approval that the Secretary-General has included in the United Nations budget for the year 1952 the same amounts as were appropriated by the General Assembly in 1951 for activities under resolutions 200 (III), 246 (III) and 418 (V); and

"3. Recommends that additional technical assistance activities to be undertaken for the benefit of underdeveloped countries in the fields of economic development, public administration and social welfare should be considered under the expanded programme of technical assistance in cases where such additional programmes cannot be financed from the budget of the United Nations."

In resolution 583(VI), adopted on 21 December 1951, the General Assembly appropriated for 1952 a total of \$479,400 for the regular technical assistance programme and \$145,000 for the programme of public administration.

b. EXPANDED PROGRAMME OF TECHNICAL ASSISTANCE

The expanded programme of technical assistance for the economic development of underdeveloped countries was established under Council resolution 222 A (IX),⁴⁰ as a joint activity of the United Nations and the specialized agencies. Under this resolution, the Council's Technical Assistance Committee (TAC), a standing committee consisting of all the members of the Council, makes a critical examination of activities undertaken and results achieved under the programme

³⁹ For general discussion on technical assistance, see also pp. 399-400.

⁴⁰ See Y.U.N., 1948-49, p. 443-47.

and reports to the Council concerning the reports it receives from the Technical Assistance Board (TAB).

The programme is co-ordinated by the Technical Assistance Board, which consists of the Secretary-General of the United Nations and the executive heads of the participating organizations.

The organizations participating in this programme, which is financed by voluntary contributions from governments to a Special Account, continued, in accordance with resolution 222 A (IX) to be the United Nations, the International Labour Organisation, the United Nations Educational, Scientific and Cultural Organization, the International Civil Aviation Organization and the World Health Organization. The International Bank for Reconstruction and Development and the International Monetary Fund, though they are not participating organizations and are not titular members of TAB, are represented at the Board's meetings and co-operate fully with the promotion of the objectives of the programme.

(1) Second Report of the Technical Assistance Committee (TAC)

The Council, at its twelfth session, had before it the second report of TAC (E/1920 and Add.1) submitted after the Committee had reviewed the second report of TAB (E/1911) at its 6th to 12th meetings on 5-7 and 26 February 1951. The Committee had noted with satisfaction that each of the participating organizations had undertaken or planned a series of useful projects under the expanded programme, through which it appeared that an effective contribution to the economic development of under-developed countries was being made, in accordance with the guiding principles laid down in Council resolution 222 A (IX). It had noted that, in a number of under-developed countries, the co-ordinating mechanisms which the resolution called for had been established, and had expressed the hope that other governments would take similar action.

The Committee had also considered the form and content of future reports of TAB. It had recommended that the main parts should be devoted to the description, country by country, of technical assistance activities. Although the emphasis should naturally be placed on the activities contemplated, begun or completed within the framework of the expanded programme, the reports should also include information on the technical assistance activities of the participating organizations under their regular programmes, to the ex-

tent that they are related to the activities of the expanded programme. Reference should also be made to other technical assistance projects initiated by the recipient governments under regional or bilateral programmes of technical assistance whenever such reference would facilitate a better understanding of the activities under the expanded programme. Wherever possible, it should be shown how the technical assistance activities fit into or promote the objectives of the economic and social development plans of recipient countries.

The Committee, at the request of TAB, had also considered the question of the local costs to be borne by recipient governments in connexion with technical assistance missions. The Committee decided that, in agreements between the recipient governments and the participating organizations, provision should be made for payment by the recipient governments, in local currency or in kind, of the following costs of each project, as appropriate:

(a) Local personnel services, technical and administrative, and labour; (b) office space and buildings; (c) supplies and materials obtainable within the country; (d) local transportation; (e) postal and telecommunications; (f) medical care for technical assistance personnel; (g) provision of lodging for experts, provided that, in exceptional circumstances and subject to the prior agreement of TAB, provision of lodging may not be required of recipient governments by participating organizations.

The Committee further decided that recipient governments should contribute such further costs or facilities, including subsistence allowances, as may be mutually agreed upon between the government and the organizations concerned, subject always to the general policies laid down by TAB.

TAC reported that it had welcomed the appointment of resident technical assistance representatives to be stationed in a number of countries. The Chairman of the Board informed the Committee of the procedure in these appointments and the relationship of each resident representative to the various participating organizations.

TAC felt that the second report of TAB indicated that the Board had effectively co-ordinated the activities of the participating organizations in avoiding duplication and in developing co-operative working relationships. It believed, however, that, as the expanded programme developed, the Board would have to do more to ensure that the technical assistance furnished was "designed to meet the needs of the country concerned", as laid down in the observations and guiding prin-

ciples annexed to Council resolution 222 A (IX). Through the work of TAB, the activities of each organization should, as far as possible, be made to supplement the activities of the other organizations represented on the Board in meeting the economic development needs of recipient countries. To this end, the Board was urged to keep under constant review the total programme in each country. The Committee had noted with satisfaction the statement of the Chairman of the Board that the Board was reviewing its functions and procedures in the light of experience.

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

The Council, at its 459th, and 461st to 466th plenary meetings from 7-13 March, held a joint discussion of three items: the expanded programme of technical assistance, the financing of economic development of under-developed countries, and the report of the International Bank for Reconstruction and Development.⁴¹ With particular reference to the expanded programme, representatives of three non-governmental organizations whom the Council had decided to hear—the International Federation of Christian Trade Unions (IFCTU), the International Confederation of Free Trade Unions (ICFTU), and the International Co-operative Alliance (ICA)—expressed their support of the programme, the representative of ICA expressing also the conviction that the active participation of the co-operative movement was necessary in carrying out the programme.

At its 466th meeting on 13 March 1951, the Council unanimously adopted a draft resolution tabled by the President (E/L.160) as resolution 361 (XII). By this resolution the Council took note of the second report of TAC and of the second report of TAB; transmitted the records of the discussions to TAB and to the organizations represented on it for their guidance; and stated its decision to review the financial and allocation arrangements of the expanded programme at its thirteenth session.

(3) Third Report of the Technical Assistance Committee

At its thirteenth session, the Council had before it the third report of TAC (E/2102 and Corr. 1), prepared after consideration by TAC of the third report of TAB (E/2054 and Add.1, Add 1/Rev.1 and Add.2) at its 13th to 20th meetings from 20-29 August.

In accordance with the recommendation of TAC at the twelfth session, the third report of TAB gave a detailed picture, country by country, of technical assistance activities begun or projected, and reviewed, in general terms, the development of the policies under which the programme had operated since its inception. It dealt with the various forms of assistance rendered, and stressed the importance of the sending of experts to recipient countries to recommend measures promoting economic development and to train local technicians and officials so that they might carry forward the work initiated by the experts. The Board described its own role in the co-ordination of activities. It had reviewed the implementation of requests received and had achieved, through the appointment of resident technical assistance representatives and by other measures, improved planning and co-ordination of activities in individual countries. The third report of TAB also contained a summary account of the major fields in which technical assistance was being rendered by the various participating organizations, and reviewed the contribution made to economic development. The report further dealt with the administrative and financial aspects of the programme, proposed some financial and allocation arrangements for 1952, and provided information regarding the proposed programme of activities for the second financial period (1952).

In its report to the Council, TAC expressed the opinion that, in view of the continuing character of the programme, it should be left to the participating organizations, where they deemed necessary, to give long-term contracts to those experts whose special fields are most in demand. The Board was authorized to allow individual participating organizations to enter into any necessary commitments for this purpose within the limits of the nature and scope of the projects for which such experts might be needed. It also noted that the quantity of equipment and supplies required under the expanded programme varied according to the nature of the project and the stage of development of the country in the particular field but recommended that the Secretary-General and the participating organizations should interpret the rules regarding the provision of supplies and equipment more generously than had been done in the past. It was agreed by TAC, the report stated, that TAB should study and

⁴¹ For consideration of the last two questions, see above, pp. 378-79, 376-78.

report to TAC on the practicability of meeting the needs for supplies and equipment designed to increase the effectiveness of the teaching institutions, research centres and health services, among other things.

TAC recommended further that greater emphasis be placed on the establishment in the under-developed countries of training and demonstration projects and on the provision of pilot plants and similar facilities by the organizations participating in the expanded programme.

When it considered the third report of TAB, the Committee was informed that the equivalent of \$16,270,940, out of the \$20,069,411 pledged, had been paid into the Special Account.

In the light of this information, TAC recommended that the Secretary-General should continue his efforts to secure payment of all contributions pledged at the Technical Assistance Conference held in June 1950⁴². It also recommended that the Council suggest to all governments that they make their contributions to the expanded programme in the form of currency which could in turn be used for procuring goods and services in the country providing them. If, for special reasons, a government felt it should make a contribution in kind, the utilization of such goods and services as it might provide would be greatly facilitated if an appropriate amount of currency were also made available as part of the contribution. Governments which had not already permitted the conversion of part of their contribution into other currencies as might be required for the operation of the programme were urged to do so in appropriate cases.

The Committee further recommended that a special reserve fund be created to assure the completion of projects which extend beyond the period for which financial support has currently been pledged, and to provide funds pending the receipt of contributions at the beginning of a financial year.

The Committee also recorded its view that it would be desirable that in agreements to be signed with governments, relating to operations to be carried on in succeeding financial years, a clause should be included stating that such operations in succeeding years are subject to the availability of funds. The participating organizations should not enter into commitments for future activities which would exceed their current share in the programme, without prior approval of TAB.

Concerning the size of the total programme for 1952, TAC reached the following conclusions:

(a) Activities in 1951 and 1952 would commit all the funds pledged by governments for the first financial period.

(b) Governments should be urged by the Council to contribute in 1952 amounts equal to or greater than they had pledged for the first financial period. In making this recommendation, the members of TAC were not in a position to indicate the pledges which their governments might be able to make.

(c) The Secretary-General and the General Assembly should be requested to make arrangements for the pledging of contributions for 1952 and that a conference similar to that held in 1950 be called, and that all Members of the United Nations and all other governments members of any specialized agency participating in the programme should be invited to attend.

Concerning the allocation of funds to the participating organizations in 1952, TAC reached the conclusion that the percentage formula given in Council resolution 222 A (IX) for the automatic distribution of funds to the participating agencies had proved, with some exceptions, to be a reasonable guide for the relative weight which should be given to the activities of the agencies, and that it would be undesirable to revise the formula for 1952.

The Committee believed, however, that increasing emphasis should be given to the allocation of funds by the Board on a project basis, and recommended that only part of the contributions received in 1952 be distributed to the participating organizations on the above-mentioned percentage basis, leaving the balance available for allocation by TAB, in accordance with paragraph 9 (d) of Council resolution 222 A (IX).

Experience had shown, however, that the automatic allocation received by the International Civil Aviation Organization (ICAO) had been inadequate to finance its technical assistance programme and the Committee requested TAB to allocate to ICAO, from the unallocated portion of funds available for 1951, adequate funds to cover the present firm commitments of ICAO for 1952, taking into account the funds to be automatically obtained from 1952 contributions.

TAC recommended to the Council that the International Telecommunication Union (ITU) and the World Meteorological Organization (WMO) be approved as participating organizations in the expanded programme, subject, as far as WMO was concerned, to the approval by the General Assembly of the draft Agreement

⁴² See Y.U.N., 1950, pp. 448-50.

between the United Nations and WMO⁴³. It recommended arrangements for 1952, under which, *inter alia*, funds should be made available for projects in the field of interest of ITU and WMO by the United Nations out of its share of the Special Account in accordance with arrangements to be made between the United Nations and ITU and WMO respectively.

After considering the administration of the expanded programme and the co-ordination of activities, TAC decided to set up a working party for the purpose of studying ways and means whereby the activities of the agencies participating in the expanded programme might be more effectively co-ordinated and the programme more effectively administered.

(4) Consideration by the Economic and Social Council at its Thirteenth Session

The Council discussed the report of the Technical Assistance Committee at its 528th plenary meeting on 30 August. The majority of representatives, while agreeing that it was too early to evaluate fully the expanded programme of technical assistance, praised the progress already achieved.

The representative of Czechoslovakia stated that his Government had watched with some reserve the slow implementation of the programme and, having appraised the imperialist motives underlying it, had not contributed to it financially. He thought it desirable that TAB reports include information on expenditure, on requests which had not been implemented, and reports from recipient countries on the real results of the technical assistance provided and of any consequent favourable effects on the living standard of the population. Only then could the achievements be judged in their true perspective.

On the basis of the third report of TAC (E/2102 and Corr.1), together with the third report of TAB (E/2054 and Add.1, and Add.1/Rev.1 and Add.2), the Council at the same meeting, by 13 votes to none, with 4 abstentions, adopted, as resolution 400 (XIII), a draft resolution (E/L.239) jointly proposed by France, the Philippines and the United States.

In resolution 400 (XIII), the Council expressed (1) its conviction that the expansion of such a programme under the auspices of the United Nations was of vital importance for the economic development of under-developed countries; (2) its appreciation of the progress achieved under the expanded programme—the first results of

which it considered to be an important step forward in international co-operation—and (3) its satisfaction with the measures taken for effective co-operation with other bilateral and multilateral international activities. It approved the participation of ITU and WMO in the expanded programme.

It also urged governments to make contributions for the 1952 programme so as to ensure total contributions equal to or greater than the amounts pledged for the first financial period, and asked the General Assembly to make arrangements for seeking and receiving pledges at an early date.

The Council further invited the General Assembly at an early date in its sixth session to approve the following financial arrangements:

"(a) The amounts allocated for the participating organizations for the first financial period shall remain available for the purpose of assuming obligations or commitments during the second financial period, subject to necessary adjustments for the establishment of the Special Reserve Fund provided for in paragraph (b);

"(b) There shall be established a Special Reserve Fund equivalent to US \$3 million for the purpose of assuring the completion of projects which extend beyond the end of the financial period for which funds are available, and of providing funds pending receipt of contributions at the beginning of a financial year. The Special Reserve Fund shall be created from unobligated funds remaining from the first financial period and shall be maintained principally in convertible currencies. The size of the Special Reserve Fund may be changed by the Technical Assistance Committee. Withdrawals from the Special Reserve Fund may be made by the Technical Assistance Board for the purposes described above and shall be replaced as soon as contributions become available;

"(c) The Secretary-General shall allot contributions received for the second financial period as follows:

"(i) \$10 million out of contributions received for the second financial period shall be automatically available for allocation to the participating organizations in accordance with paragraph 9 (c) of Council resolution 222 (A) (IX);

"(ii) The balance of contributions received shall be retained in the Special Account for further allocation, as provided in paragraph (d) below;

"(d) Contributions retained under paragraph (c) (ii) above shall be allotted in accordance with decisions of the Technical Assistance Board in such manner and at such time as it may decide, with a view to ensuring the development of well-balanced and co-ordinated country and regional technical assistance programmes, taking into consideration all relevant factors, in particular, the amounts and kinds of resources on hand and receivable, the technical assistance requests received which fall

⁴³ This agreement was approved by the General Assembly in resolution 531 (VI) on 20 December 1951, see p. 589.

within the field of the several participating organizations, the uncommitted balances held by them, and the need for the retention of any reserves to meet unforeseen requests from Governments;

"(e) Unallocated funds remaining in the Special Account from the first financial period after establishment of the Special Reserve Fund shall be available for allocation by the Technical Assistance Board in the second financial period."

(5) Consideration by the General Assembly at its Sixth Session

The General Assembly discussed the question of the expanded programme of technical assistance at the 156th to 160th meetings of its Second Committee from 29 November-6 December 1951 and at its 360th plenary meeting on 12 January 1952.

During the general debate on the question of economic development of under-developed countries at the Committee's 147th to 155th meetings from 20-29 November, the majority of representatives expressed satisfaction with the technical assistance programmes, and stressed the importance of closer co-ordination between the International Bank, the Technical Assistance Administration and the Department of Economic Affairs. The need for greater co-ordination within the countries requesting assistance, as well as within those granting it, was also stressed.

At the Committee's 156th meeting on 29 November, it had before it a draft resolution, submitted by the United States (A/C.2/L.85). It would have the Assembly:

(a) note the arrangements made by the Economic and Social Council under its resolution 400 (XIII);

(b) approve the financial arrangements for the administration of the funds;

(c) establish the methods and procedures for negotiating contributions for the second fiscal period of the expanded programme, and make arrangements for the convening by the Secretary-General of a conference relating to such contributions, and for the participation in such a conference, as well as for reports to the General Assembly by specialized agencies on the expenditure of the funds allocated from the Special Account;

(d) urge all governments to contribute to the 1952 programme amounts at least equal to their contributions for the first financial period;

(e) request the Secretary-General, the Council and the specialized agencies to ensure that the technical assistance rendered was consistent with integrated plans of economic and social development; and

(f) stress the need for increased collaboration between the agencies furnishing technical and financial assistance.

The representative of the United States later agreed to incorporate in a revision of his draft

resolution (A/C.2/L.85/Rev.1), in addition to drafting suggestions, the following points:

(a) A proposal by Denmark (A/C.2/L.87) to add a paragraph urging participating organizations to make through TAB such arrangements with governments as would ensure the fullest and most effective utilization of all currencies.

(b) A Philippine amendment (A/C.2/L.90) which would have the Council recognize that governments making assistance available to the expanded programme should take all possible steps to facilitate the availability of that assistance. It would add a paragraph describing the actions taken by TAC during the thirteenth session of the Council, and would add a reference to the need for co-ordination within the countries requesting assistance as well as those granting it.

(c) An amendment by Haiti (A/C.2/L.91/Rev.1) which would, in view of the fact that private non-profit organizations were engaged in giving technical assistance, ask the Secretary-General to study the possibility of co-ordinating their activities with those of the United Nations and the specialized agencies.

The representative of the United States then accepted an amendment by Egypt (A/C.2/L.97) to his revised text (A/C.2/L.85/Rev.1) which would include a reference to the fact that funds would be available from participating governments subject to parliamentary approval.

There was considerable discussion over a Brazilian proposal (A/C.2/L.93) to delete the paragraph in the United States draft resolution which linked negotiations for contributions to the Special Account with those for other funds. This proposal was supported by the representatives of Chile, India, Uruguay and Yugoslavia, among others. The representative of Yugoslavia, moreover, felt the expanded programme should be put on a continuing basis within the United Nations budget. The representative of the United States, however, could not accept the amendment and the proposal was subsequently withdrawn, on the understanding that a separate vote would be taken on that paragraph. By 18 votes to 15, with 10 abstentions, the Committee decided to retain the paragraph.

A final redraft of the resolution (A/C.2/L.85/Rev.2), to include drafting changes suggested primarily by Pakistan and India (A/C.2/L.100), was submitted at the 160th meeting of the Committee. Further drafting changes proposed by the President were accepted by the United States representative.

Following a separate vote on several of the paragraphs, varying from 37 votes to none, with 6 abstentions, to 18 votes to 15, with 10 abstentions, the draft resolution as a whole was adopted by the Committee (A/2052) on 6 December by

34 votes to none, with 10 abstentions (for text see below).

At the 160th meeting on 6 December, the Second Committee discussed a draft resolution proposed jointly by Haiti and Israel (A/C.2/L.88 and Add.1). It proposed that the Assembly recommend to the organizations participating in the expanded programme that they give sympathetic consideration to requests for the organization of teams of workers, foremen and technicians from under-developed countries and to placing them in appropriate enterprises of other countries so that they might become technically proficient and train other workers in the techniques of their trades.

A number of representatives, among them those of Belgium, Chile, India, the Philippines, the United Kingdom and Yugoslavia, thought it was a mistake to emphasize solely one form of technical assistance. The representative of Yugoslavia therefore suggested that the resolution be amended to recommend that the participating organizations "give among other forms of technical assistance sympathetic consideration to . . ." these requests. This oral amendment was formally moved by the representative of the Philippines and accepted by the sponsors.

Two other oral amendments were also accepted by the sponsors of the joint draft. One, by India, proposed that the phrase "organization of teams of workers" be changed to "placement of teams of workers" on the ground that organization should be undertaken by the governments concerned. Another, proposed by Pakistan, would delete the reference in the preamble which would tend to limit trainees, since it stressed that trainees should be employed in enterprises abroad which utilized equipment and techniques available in the countries of the origin of such trainees. It was agreed to delete this latter phrase.

The draft resolution, as amended, was adopted by 40 votes to none, with 3 abstentions by the Committee (A/2052).

The General Assembly, at its 360th plenary meeting on 12 January 1952, adopted both resolutions recommended by the Second Committee on the expanded programme by a single vote of 51 to none, with 5 abstentions, as resolution 519(VI). It read:

"The General Assembly,

"Believing that the continuation and extension of the technical assistance programmes of the United Nations and of the specialized agencies are of basic importance to economic development and to effective international co-operation to raise standards of living in under-developed countries,

"Recognizing that governments requesting technical assistance under the Expanded Programme have the primary responsibility for planning and carrying out, within the framework of available resources, their own programmes of economic and social development,

"Recognizing the great importance of close collaboration between agencies giving technical and financial assistance,

"1. Notes with satisfaction the action taken by the Economic and Social Council in resolution 400 (XIII) of 30 August 1951, the progress already achieved in putting the Expanded Programme of Technical Assistance into operation, and the collaboration which has been developing between agencies giving technical and financial assistance with regard to particular projects;

"2. Welcomes the action taken by the Technical Assistance Committee of the Economic and Social Council during the latter's thirteenth session recommending that the Secretary-General and the participating organizations should interpret the rules regarding the provision of supplies and equipment more generously than has been done in the past within the framework of Council resolution 222 A (IX) of 15 August 1949 and requesting the Technical Assistance Board:

"(a) To study the practicability of meeting the needs for supplies and equipment designed to increase the effectiveness of certain economic and social services in the under-developed countries, especially in respect of the establishment of training and research centres;

"(b) To place greater emphasis on the establishment of training and demonstration projects in the under-developed countries and on the provision of pilot plants and similar facilities;

"3. Requests that negotiations regarding contributions for the second financial period of the Expanded Programme of Technical Assistance be carried out by any negotiating committee for extra-budgetary funds established during the present session of the General Assembly;

"4. Requests the Secretary-General:

"(a) Subject to the provisions of any other resolution adopted by the General Assembly at its sixth regular session concerning the pledging of extra-budgetary funds, to convene a conference for the purpose of ascertaining approximately the total amount of contributions for the second financial period available from the participating governments, subject to the approval of their respective legislative authorities, for the execution of the technical assistance programmes of the United Nations and of the specialized agencies;

"(b) To invite to the conference with the right to vote all Members of the United Nations and all other States which are members of the specialized agencies participating in the programme; and likewise to invite, without the right to vote, representatives of the specialized agencies;

"5. Approves the financial arrangements set forth in the annex hereto for the administration of the funds contributed, as agreed by the Economic and Social Council in paragraph 7 of its resolution 400 (XIII) of 30 August 1951;

"6. Urges the participating organizations, through the Technical Assistance Board, to make such arrangements with governments contributing to the Expanded Programme of Technical Assistance as would ensure the most effective utilization of all currencies, including particularly the contributions in currencies of limited convertibility, contributed to the Special Account;

"7. Calls 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 of the appropriate audit reports by the general conferences of their agencies or by such other authorities of the agencies as are constitutionally authorized to approve them;

"8. Expresses the hope that governments of States which are not Members of the United Nations but are members of participating specialized agencies will attend the conference mentioned in paragraph 4 (a) above, and that they will associate themselves with the financial and other arrangements mentioned above;

"9. Urges all governments to make contributions to the programme for the year 1952 at least equal to the contributions which they had pledged for the first financial period;

"10. Requests the Secretary-General, the Economic and Social Council and the specialized agencies to take all possible measures to ensure that technical assistance rendered is consistent with, and makes the maximum contribution to, integrated plans of economic and social development;

"11. Further requests the Secretary-General, in view of the fact that certain private non-profit organizations are engaged in rendering technical assistance to several under-developed areas, to study the possibility of co-ordinating their policies and activities with those of the United Nations and the specialized agencies;

"12. Looks forward to increased collaboration between the agencies furnishing technical assistance and financing agencies so that maximum co-ordination between technical and financial assistance can be obtained;

"13. Recommends:

"(a) That governments requesting technical assistance under the Expanded Programme continue to strengthen their internal machinery for the co-ordinated planning and implementation of development measures, for the formulation of integrated programmes of development, including priorities, and, in general, for the utilization of technical assistance in as effective a manner as possible, including the possibilities of financing such development projects as may be recommended by technical assistance missions;

"(b) That governments requested to make available experts and facilities for the Expanded Programme take all possible steps to facilitate the availability of such technical assistance to under-developed countries through the United Nations and the participating specialized agencies, and further that these governments continue to improve their co-ordinating facilities in order to help accelerate the flow of technical knowledge in the under-developed countries.

B

"The General Assembly,

"Considering that improvement in the production techniques in industry, agriculture and other branches of the economies of under-developed countries can be greatly advanced by the training of groups of their workers, foremen and technicians in countries which are most developed in certain fields of their economy,

"Considering that a valuable method of training such workers, foremen and technicians is by actual employment in appropriate enterprises abroad,

"Taking into account, further, that the experience gained by such teams of workers, foremen and technicians has proved useful under various bilateral arrangements in the past,

"Recommends that the organizations participating in the Expanded Programme of Technical Assistance give, among other forms of technical assistance, sympathetic consideration to requests for the placement of teams of workers, foremen and technicians from under-developed territories in appropriate enterprises in other countries for such periods as may be necessary for such teams to acquire the technical proficiency necessary for effective use in their country of origin, and also to enable them to train other workers in those techniques or to adapt such techniques to the conditions in their country."

In adopting the budget for 1952, on 21 December (583(VI)), the United Nations appropriated \$300,000 toward the staffing requirements of the Technical Assistance Administration.

(6) Contributions to the Expanded Programme

By 31 December, the equivalent of \$US 17,354,014 had been paid into the Special Account for the Expanded Programme. The following is a summary of the contributions pledged and received as at 31 December 1951 for the first financial period:

Name of Country	Currency	Amount Pledged	Amount Received
Afghanistan	Afghanis	119,084	119,084
Argentina	Argentine pesos	1,000,000	-0-
Australia	Australian pounds	178,970	178,970
Austria	Austrian schilling	500,000	200,000
Belgium	Belgian francs	13,500,000	13,500,000
Bolivia	Bolivianos	750,000	-0-
Brazil	Cruzeiros	8,500,000	8,500,000 ⁴⁴
Burma	Burmese rupees	35,714	35,714
Canada	Canadian \$	850,000	850,000
Ceylon	Equivalent of U.S. \$	15,000	15,000 ⁴⁵
Chile	Chilean pesos	5,400,000	-0-
China	U.S. dollars	10,000	10,000
Colombia	U.S. dollars	51,020	51,020
Costa Rica	Equivalent of U.S. \$	5,000	-0-
Cuba	Cuban pesos	50,000	50,000 ⁴⁶
Denmark	Danish kroner	660,000	660,000
Ecuador	Suces	94,500	-0-
Egypt	Egyptian pounds	28,500	28,500
El Salvador	U.S. dollars	5,000	5,000
Ethiopia	Ethiopian \$	50,000	50,000
Finland	Finnish marks	1,155,000	1,155,000
France	French francs	422,625,000	422,625,000
Greece	Greek drachmae	304,830,000	150,000,000
Guatemala	Equivalent of U.S. \$	5,000	-0-
Haiti	Equivalent of U.S. \$	6,000	6,000
Honduras	U.S. dollars	8,000	8,000
India	Indian rupees	1,190,476	1,190,476
Indonesia	Rupiah	463,000	463,000
Iran	Equivalent of U.S. \$	40,000	-0-
Iraq	Dinars	1,787	1,787
Ireland	Pounds sterling	5,000	5,000
Israel	Israeli pounds	10,000	10,000
Italy	Equivalent of U.S. \$	93,000	-0-
Korea	U.S. dollars	5,000	5,000
Lebanon	Lebanese pounds	14,365	14,365
Liberia	U.S. dollars	8,000	8,000
Luxembourg	Belgian francs	126,000	126,000
Mexico	Mexican pesos	300,000	-0-
Monaco	French francs	1,000,000	1,000,000
Netherlands	Florins	1,520,000	1,520,000
New Zealand	New Zealand pounds	45,000	45,000
Norway	Norwegian kroner	250,000	250,000
Pakistan	Pakistan rupees	467,000	467,000
Philippines	Philippine pesos	100,000	-0-
Sweden	Swedish kroner	500,000	500,000
Switzerland	Swiss francs	1,000,000	1,000,000
Syria	Syrian pounds	25,000	-0-
Thailand	Thailand baht	425,000	425,000
Turkey	Turkish pounds	514,186	514,186
United Kingdom	Pounds sterling	760,000	760,000
United States of America	U.S. dollars	12,007,500	10,000,000
Uruguay	Uruguayan pesos	151,000	-0-
Venezuela	Equivalent of U.S. \$	44,000	4,400
Yemen	Indian rupees	20,000	20,000
Yugoslavia	Dinars	2,500,000	2,500,000 ⁴⁷

⁴⁴ Brazilian contribution for goods and services accepted as payment in full.

⁴⁵ Ceylon contribution: \$1,000 (U.S.) and 66,850 Ceylon rupees equal to \$14,009 (U.S.).

⁴⁶ Cuba contribution: \$25,000 (U.S.) equal to 25,000 pesos and 25,000 Cuban pesos equal to \$25,000.

⁴⁷ Yugoslavia contribution: \$10,000 (U.S.) equal to 500,000 dinars and 2,000,000 dinars.

c. TECHNICAL ASSISTANCE ACTIVITIES

During 1951, a total of 143 experts, representing 35 nationalities, were sent by the United Nations to 32 countries. For example, an oil consultant was sent to Afghanistan to assist in contracting with an oil drilling organization to sink a test well on one of the sites suggested earlier by a United Nations geologist. An expert in low-grade coals had arrived in Ecuador, and teams of 12 and 18 experts, respectively, were working in El Salvador and Libya on comprehensive development programmes for the Governments of these countries. Experts on the discovery and utilization of underground water resources were sent to Iran and Israel and small-industry specialists aided Indonesia, Jordan and Burma. Ceylon requested aid for production of iron and steel, glassware, ceramics, sugar, vegetable oils, kaolin, DDT, caustic soda, chlorine, titanium and zircon. One of the first experts requested began assisting that Government in the drawing up of specifications, layouts and tenders for the machinery for an automatic plant capable of handling 100,000 tons of raw sand a year to recover ilmenite and rutile, the source of titanium and zircon. Late in 1951, Bolivia signed a five-year technical assistance agreement with the United Nations to implement the main features of a report of a technical assistance mission to that country. The agreement called for the employment by Bolivia of ten leading administrators in ten Ministries and services. At the end of the year, the United Nations was recruiting these "administrative assistants" for Bolivia through 22 governments. A dozen experts were also being recruited for service there under the United Nations programme.

The United Nations Technical Assistance Administration (TAA) issued 570 notices of awards of fellowships and scholarships during 1951, to nominees from 61 countries and territories. Of the awards, 206 were in the field of economic development, 257 in social welfare, and 107 in public administration.

For example, an electrical engineer from Brazil was sent to the United States to study appraisal of hydro-electric thermal power resources, power plant construction and rural and industrial electrification. An inspector from the Egyptian Ministry of Finance went to the United Kingdom to study banking. A director of a boys' reformatory in Finland went to Switzerland and Austria to study institutional services to children in those countries. A signals engineer on the Finland State

Railways was sent to Denmark to study safety methods and signalling systems there. The chief of the Foreign Trade and Finance Division of the Philippine National Bank went to Australia to study agricultural and industrial credit. A town planning officer from Southern Rhodesia went to New Zealand for the study of regional planning. A Turkish architect was given the opportunity to study earthquake-proof structures in the United States and Italy. From Yugoslavia, a team of eight specialists in aspects of the rehabilitation of the chronically handicapped went to the United States and the United Kingdom as a result of a recommendation of a TAA physical rehabilitation expert that the group be trained to work as a team.

Fifty training programmes, conferences and seminars were held during 1951. For example, Training Centres in Vital Statistics and Health Statistics held in Cairo, Egypt, and Nuwara Eliyah, Ceylon, concluded their operations in December. The Training Centre in Ceylon was held from 19 September-11 December 1951, under the joint auspices of the Government of Ceylon, TAA, the United Nations Statistical Office, the Economic Commission for Asia and the Far East (ECAFE) and the World Health Organization (WHO). It was attended by 31 participants from Burma, Ceylon, India, Indonesia, Nepal, Pakistan and Thailand, and one observer from Ceylon. The Training Centre in Cairo, held under the auspices of the Government of Egypt and the United Nations and WHO, met from 8 October-6 December 1951, and was attended by 44 persons from Cyprus, Egypt, Ethiopia, Iran, Jordan, Lebanon, Libya, Syria and Turkey.

On 20 December 1951, the Latin American Training Centre on Agricultural and Allied Plans and Projects in Santiago, Chile, concluded a three-month training course for participants from eighteen Latin American countries; and, on 31 December, the Mediterranean Centre on Agricultural and Allied Projects, in Ankara, Turkey, concluded a similar three-month training course for participants from nine Mediterranean countries. Altogether, more than 100 participants received training at these two Centres. These Centres were operated jointly with the Food and Agriculture Organization, the International Bank and the governments concerned.

A Conference on External Trade and Balance of Payments Statistics was held in Panama City, Panama, from 3-15 December 1951, under the joint auspices of TAA, the United Nations Sta-

tistical Office, the International Monetary Fund and the secretariat of the Economic Commission for Latin America (ECLA), with the co-operation of the Inter-American Statistical Institute.

The Conference was attended by 46 representatives from Bolivia, Brazil, Canada, Colombia, Costa Rica, Cuba, the Dominican Republic, Ecuador, El Salvador, France, Guatemala, Haiti, Honduras, Mexico, Nicaragua, Panama, Peru, the United Kingdom, the United States and Uruguay; and by nine representatives of the participating international organizations.

A "Seminar on Youth Welfare, Including Youth Movements and Organizations" was held at Simla, India, from 1-21 November 1951, under the joint sponsorship of the Government of India and TAA.

Activities under the Expanded Programme of Technical Assistance for Economic Development of Under-developed Countries, carried forward under Economic and Social Council resolution 222 A (IX),⁴⁸ began to occupy during the year an increasingly prominent part in the undertakings of the United Nations and the specialized agencies participating in the programme. Under Economic and Social Council resolution 400(XIII)⁴⁹ of 30 August 1951 the International Telecommunication Union and the World Meteorological Organization became participating organizations.

The programmes of technical assistance under the expanded programme are conducted either individually or as joint projects by the participating organizations. Examples of the projects of technical assistance conducted during the year by the United Nations and the specialized agencies, either under the expanded programme or under their individual programmes financed by their regular budgets, are given above and in the sections dealing with the work of the specialized agencies.⁵⁰

Assistance under the expanded programme from the beginning of its operation to 31 December 1951 consisted, in the main, of sending out some 797 experts, either individually or in teams, to some 75 countries; of providing a limited amount of equipment, primarily in support of expert advice or for demonstration purposes; and of providing some 845 nationals of the under-developed countries with opportunities for study and training abroad. In accordance with resolution 222(IX), the assistance continued to be rendered only at the request of the governments concerned and was conceived essentially as reinforcing, and not as a substitute for, the efforts of the under-developed countries themselves.

3. Land Reform

General Assembly resolution 401(V)⁵¹ recommended that the Secretary-General, in co-operation with the Food and Agriculture Organization (FAO) and in consultation with other appropriate specialized agencies, prepare and submit to the thirteenth session of the Council an analysis of the degree to which unsatisfactory forms of agrarian structure, particularly systems of land tenure, in under-developed countries and territories impede economic development and thus depress standards of living, especially those of agricultural workers, tenants and small and medium farmers. The resolution further called upon the Council to consider this analysis, and to prepare recommendations to the General Assembly for improving the conditions of agricultural populations.

a. CONSIDERATION BY THE ECONOMIC AND SOCIAL COUNCIL AT ITS THIRTEENTH SESSION

In pursuance of this resolution, the Council, at its thirteenth session, had before it a report prepared by the Secretary-General in co-operation with FAO on the "Defects in Agrarian Structure as Obstacles to Economic Development" (E/-2003). The report described the main features of agrarian structure in under-developed countries, including the size and layout of farms, the various conditions of tenancy, agricultural credit, settlement of legal title to land and to water rights, communal tenure and the special problems presented by estates and plantations. The report also analysed the relationship between the different forms of agrarian structure and land tenure systems with special reference to common defects which impede economic development, and illustrated the governmental measures that had been taken to cope with the problems involved.

The report concluded that not all of the measures noted for special attention by the General Assembly were of equal importance for all countries and hence that the recommendation of a single group of measures could not be expected to meet all situations. It was also found that the effect of a single measure would be rein-

⁴⁸ For text of this resolution, see Y.U.N., 1948-49, pp. 443-47.

⁴⁹ See above, pp. 398-99.

⁵⁰ See Part Two; The Specialized Agencies.

⁵¹ See Y.U.N., 1950, pp. 461-62.

forced and sustained if applied in conjunction with other measures appropriate to the given situation. The best course appeared to be a comprehensive attack by a suitable combination of measures which were related to plans for general economic development. The suggestion was also advanced that the Council should consider making arrangements which would assist it in the future to make recommendations concerning: (1) major problems confronting governments of under-developed countries in their efforts to overcome obstacles to the improvement of the condition of their agricultural populations; and (2) technical assistance services requested and rendered to governments by the United Nations and specialized agencies in respect of these problems, with particular regard to requests for types of assistance which could not currently be provided.

Attention was also drawn to the report on Measures for the Economic Development of Under-Developed Countries (E/1986)⁵², which recognized that adequate land tenure legislation, adequate agricultural credit facilities for borrowing the necessary funds, appropriate organization of agricultural units to obtain efficient production, creation of certain types of co-operative organizations, organization of agricultural extension work and other measures were required to assist in the development of agriculture and the raising of standards of living of the rural inhabitants.

The Economic, Employment and Development Commission had considered at its sixth session in May 1951 (E/2006) that, in elaborating a programme along the lines of General Assembly resolution 401(V), the Council should pay special attention to "the need for instituting appropriate measures to improve the security of land tenure; to expand agricultural credit facilities; to improve the conditions upon which cultivators occupy land; to relieve the burden of inequitable taxes and similar charges on the cultivator; to promote co-operative enterprises; and to expand programmes of fundamental education in rural areas, adequate research and practical demonstration facilities".

The Council's discussions, at its thirteenth session, at its 533rd to 541st plenary meetings, from 3-7 September 1951, centred on two draft resolutions, one submitted by the United States and the other by Poland.

The United States draft resolution (E/L.246/-Rev.1), its sponsor said, was based on the prin-

ciples that the main effort to modernize land practices should be made by governments, which should be assisted by the United Nations and the specialized agencies.

The draft resolution contained recommendations that governments take measures to: (1) provide security of land tenure and opportunity of ownership for the man who cultivates the land; (2) promote, where advantageous, the operation of agriculture on the basis of the family-size farm; (3) establish and improve national and local agricultural credit facilities; (4) prevent exorbitant land rentals and inequitable land taxes; (5) promote co-operative organization for the marketing and processing of agricultural products and for the purchase of farm supplies and equipment; (6) encourage rural industries so as to utilize rural manpower more efficiently; (7) develop and expand rural educational programmes; (8) ensure that adequate agricultural research is undertaken; (9) establish services to instruct farmers in modern methods; and (10) improve the economic and social status of agricultural wage labourers. The resolution also provided specifically that such measures should be extended to Non-Self-Governing Territories.

It recommended also that the specialized agencies should combine through the expanded programme of technical assistance to meet the needs of governments in dealing with their land problems. Provision was made for the submission to the Council of reports by the specialized agencies, and the analysis of these reports for the Council by the Secretary-General.

The Polish draft resolution (E/L.247) would have the Council state that:

(1) in most under-developed countries, as well as in colonial and Trust Territories, the greatest part of arable land belonged to big landowners, absentee landlords and foreign corporations; (2) that holders of small and medium-sized farms, as well as indigenous communities, were constantly dispossessed by these landlords and corporations, and (3) that the system of big landownership was the main cause of poverty and stood in the way of widening the internal market, industrialization and genuine economic development.

It would recommend that land reform measures should be put into effect with the co-operation of farmers' associations and unions of agricultural workers, and that these measures should provide inter alia, for: (1) the abolition of debts contracted by agricultural workers, land tenants and small and medium farmers; (2) supplying the small landholders on a low-cost basis with implements, seeds, fertilizers and insecticides; (3) the development either by direct government action or through co-operatives, of small factories and workshops for the manufacture, maintenance, repair and servicing of the most essential agricultural machinery; (4) the abolition of discrimination between agricultural and industrial workers in the field of wages and social security; and (5) the improvement of the working and living conditions of the agricultural population.

In the Council's discussions, it was generally recognized that the problems of land reform,

⁵² See also pp. 380, 420.

with all the underlying problems in the economic, social, educational and humanitarian fields, were of deep and continuing concern to all countries, regardless of their stage of development, and that these problems differed so widely that no one solution could be found. It was also generally agreed that land reforms, especially in under-developed countries and territories, were essential to the effective implementation of comprehensive programmes for economic development and for economic and social progress. The representatives of Belgium and Canada stressed the point made in the Secretary-General's report that, failing a basic reform of land tenure systems, steps taken to increase capital investment in agriculture would probably prove fruitless.

Successful land reforms, the representatives of Chile, Iran, Mexico and the United States held, called for many varied measures to be taken in a co-ordinated fashion in a number of related fields. The representatives of Belgium, Canada, Chile, the Philippines, Uruguay and the United States, among others, emphasized also that, important as it was, the solution of land tenure problems alone could not and would not bring lasting modification in the agrarian structure or remove obstacles to agrarian and general economic development. Several representatives, among them those of France, India and Pakistan, called for co-operation to ensure that the best features of both the private and collective system of ownership and exploitation of land and its products be properly combined. In this connexion, the majority of representatives stated that there was little basic difference between the operative parts of both draft resolutions, but that they could not support the Polish draft because of the statements in its preamble.

The representative of India thought that, at least in India, co-operatives, with the village as the unit, rather than collectivization measures of the kind adopted by the Soviet Union, was the goal to be pursued. The representative of Pakistan favoured the establishment of model farms. The representatives of India, Pakistan, and the Philippines spoke of the need to encourage the development of small industries. The Chilean and Pakistani representatives also stressed the importance of industrial, as well as agricultural, development.

The United Kingdom representative stated that, in his opinion, both the United States and Polish draft resolutions placed undue stress on the individual ownership of land, one advocating

family-sized farms, the other small and medium-sized holdings. For instance, in Africa, where communal ownership sprang from the people, a different problem existed. It was just as wrong to force a concept of individual ownership on people with communal traditions, as it was to force a collective system on farmers with individualistic traditions, he said.

Various amendments were proposed to the United States draft resolution: by Canada (E/L.250); Sweden (E/L.252); Pakistan (E/L.251); India (E/L.249); and the Philippines (E/L.253). They were subsequently withdrawn and incorporated in a revised United States draft resolution (E/L.246/Rev.2).

The representatives of Czechoslovakia, Poland and the USSR thought the revised draft resolution not only did not provide the necessary conditions and measures for the carrying out of land reforms in the spirit of General Assembly resolution 401(V), but also left much room for misinterpretations and sought to maintain and secure the existing conditions of tenancy, favouring the interests of big landowners. They held that reforms of agrarian structures were not mere technical nor even mere economic matters. They should instead be viewed in their social context and the social aims implemented by economic and technical means. These representatives also objected strongly to the implication that populations large in respect to exploited resources constituted a burden to economic development.

The following amendments were suggested to the revised United States draft resolution and were accepted by the United States:

(1) A Pakistan proposal (E/L.267) which recommended that governments take legislative or administrative measures to assist in the reduction of agricultural indebtedness;

(2) A Philippine amendment (E/L.266) to ensure the implementation of the Technical Assistance Committee's resolution concerning the provision of supplies and equipment.

(3) A Belgian amendment (E/L.265) to include in the preamble a reference to the fact that the report had been prepared in pursuance of General Assembly resolution 401(V).

The Council at its 541st plenary meeting on 7 September adopted the following amendments to the amended revised United States draft resolution (E/L.246/Rev.2):

(1) A French amendment (E/L.257/Rev.2) to add a paragraph recognizing that, where the fundamental problem was that of a surplus rural population, as

compared with the cultivable area, it called for diversification of activities and the establishment of industries in conjunction with the other recommended measures—adopted by 11 votes to 2, with 5 abstentions.

(2) A United Kingdom amendment (E/L.268) to include a paragraph urging all governments confronted with the problem of agrarian structure to study the Secretary-General's report in order to take full account of the experiences of others in carrying out their own plans—adopted by 14 votes to none, with 4 abstentions.

(3) A Polish amendment (E/L.275), which recommended that governments institute appropriate land reforms in the interest of landless, small and medium farmers—adopted by 17 votes to none, with 1 abstention.

(4) A French amendment (E/L.275/Rev.2), to add two paragraphs drawing the attention of governments to the importance of a system of free and voluntary co-operation and requesting the Secretary-General, in co-operation with FAO, ILO and other competent specialized agencies, to report on agricultural co-operation and its future prospects—adopted by 14 votes to none, with 4 abstentions.

The Council by 9 votes to 3, with 6 abstentions, rejected a Polish amendment (E/L.275) which would specify the assurance of security of tenure to small and medium cultivators rather than to cultivators generally.

At its 541st plenary meeting on 7 September, the Council adopted the revised United States draft resolution (E/L.246/Rev.2), as amended, in paragraph-by-paragraph votes, ranging from 17 to none, with 1 abstention, to 14 to 3, with 1 abstention. It adopted the resolution as a whole by 14 votes to none, with 4 abstentions, as resolution 370 (XIII).

In paragraph-by-paragraph votes, ranging from 13 to 3, with 1 abstention, to 8 to 6, with 3 abstentions, the Polish draft resolution (E/L.247) was rejected.

Resolution 370 (XIII) read:

"The Economic and Social Council,

"Having examined the report prepared, in pursuance of General Assembly resolution 401 (V), by the Secretary-General in co-operation with the Food and Agriculture Organization of the United Nations, on defects in agrarian structure as obstacles to economic development, the report of the Economic, Employment and Development Commission (sixth session) which points out the need for land reform as an aid to economic development, and the report of the Council of the Food and Agriculture Organization,

"Noting the work done by the International Labour Organisation in the field of agricultural labour, and that a study on rural economic development in Trust Territories has been undertaken by the Trusteeship Council,

"Bearing in mind the importance of improving the conditions of agricultural workers, tenants, small and medium farmers to economic development and rising standards of living, human dignity and freedom and social and political stability,

"Further bearing in mind the main conclusion of the Secretary-General's report, namely:

"(a) That, in view of the great diversity of conditions in under-developed territories in various parts of the world, no one special measure or group of measures can be expected to meet all situations, and

"(b) That any measures taken to improve agrarian conditions should be related to general plans for promoting economic development,

"Recognizing that appropriate measures of land reform designed to achieve improvement of the conditions of agricultural populations and an increase in agricultural production must in many countries be regarded as a necessary part of any effective implementation of comprehensive programmes for economic development,

"Recognizing further that, especially in cases where the fundamental problem is that of a surplus rural population as compared with the cultivable area, the problem calls for diversification of activities and the establishment of industries, in conjunction with the measures recommended hereafter,

"1. Urges all governments confronted with the problem of agrarian structure to study the Secretary-General's report in order to take full account of the experiences of others in carrying out their own plans for economic development;

"2. Recommends that governments institute appropriate land reforms in the interest of landless, small and medium farmers;

"3. Recommends further that governments take such of the following measures as may be appropriate to the circumstances in their countries:

"(a) Assure security of tenure to the cultivator of land so that he may have the incentive to improve the productivity of the land and to conserve its resources, and the opportunity to retain an equitable share of his production;

"(b) Provide opportunity for the cultivator to acquire ownership of land;

"(c) Promote the organization of land holdings into farms of an efficient size, either by dividing unduly large holdings or by combining fragmented units, as may be required, wherever this may be economically and socially advantageous to the population;

"(d) Establish on undeveloped and newly reclaimed lands secure and equitable tenure conditions, including opportunity for ownership in family-sized holdings;

"(e) Establish or expand national and local institutions for providing agricultural credit at reasonable rates of interest and take legislative or administrative measures to assist in the reduction of agricultural indebtedness;

"(f) Enact and enforce legislation which will prevent the charge of exorbitant rentals on agricultural land;

"(g) Review their tax structure and administration with a view to eliminating inequitable tax loads and related charges on the cultivator of land;

"(h) Promote co-operative organizations for the cultivation, marketing and processing of agricultural products for the purchase of farm supplies and equipment;

"(i) Encourage diversification of agricultural production wherever this can help raise the living standards of the farm and non-farm populations;

"(j) Take steps directed towards rational diversification of their economies so that agricultural developments may proceed as part of an integrated programme of economic development;

"(k) Encourage the establishment of industries in rural areas, including co-operatives, small-scale and cottage industries, and especially industries using indigenous agricultural products as their raw materials, and thus assure such industries a place in the economic life of the country;

"(l) Establish or expand, either through co-operative organizations or by other means appropriate to the economy of the country, factories or workshops for the manufacture, maintenance, repair and servicing of the most essential agricultural machinery and the storage of spare parts;

"(m) Expand and develop programmes of literacy and general education in rural areas;

"(n) Ensure that adequate agricultural research, through governmental services or otherwise, is undertaken;

"(o) Establish or expand services for the education of the farmer in the technological and economic aspects of agricultural and rural life through such measures as agricultural extension services and model farms;

"(p) Improve the economic, social and legal status of agricultural wage labourers on plantations and other large estates;

"4. Recommends that all governments responsible for populations which are not economically advanced, including those governments responsible for the administration of Non-Self-Governing Territories, in addition to taking such of the measures described above as may be required, should ensure that the interests of such populations are fully protected in policies and laws relating to the transfer of land;

"5. Recommends that the specialized agencies, each in its respective field, particularly the Food and Agriculture Organization of the United Nations, the International Labour Organisation and the United Nations Educational, Scientific and Cultural Organization, should, in co-operation with the United Nations, keep the subject of land reform under review and give high priority to this problem in their technical assistance programmes, bearing in mind the resolution of the Technical Assistance Committee adopted at its nineteenth meeting, dealing with the provision of supplies and equipment, and specifically:

"(a) Focus attention on the urgent need for land reforms in many areas;

"(b) Consider affording a high degree of priority to the recruitment of professional staff competent to advise governments on problems of land reform and draw the attention of governments of Member States to methods of solving such problems which have proved successful in other countries;

"(c) Place particular emphasis on furnishing assistance to governments wishing to adopt domestic measures which would contribute to land reforms, particularly:

"(i) The development of legislation relating to land tenure, settlement of titles, conditions of

tenancy, problems of the size and organization of land holdings, settlement of publicly owned land, and financing of the redistribution of land;

"(ii) The development and extension of agricultural credit;

"(iii) The development and extension of co-operative organizations for essential agricultural services such as financing, marketing, processing of agricultural products and purchase of farm implements and supplies;

"(iv) The promotion of agricultural extension services;

"(v) The establishment of rural industries;

"(vi) The development of programmes for improvement of agricultural labour standards and security of employment;

"(vii) The expansion of programmes for training of teachers and educational leaders in techniques of mass education, especially in rural areas;

"6. Requests the Secretary-General, in co-operation with the appropriate specialized agencies, to give assistance to governments, on their request, including assistance with respect to activities that fall outside the field of any specialized agency and, in particular, with respect to measures to improve their fiscal systems with special reference to measures designed to prevent the imposition of inequitable taxes and other assessments and fees on the cultivator of land;

"7. Requests the specialized agencies concerned, in their respective fields of responsibility, to include in their annual reports to the Council information on their activities pursuant to recommendations in paragraph 5 above;

"8. Requests the Secretary-General to arrange periodically, but at least once every three years, in co-operation with the specialized agencies concerned, to obtain, by means of a single questionnaire addressed to governments, information on progress in land reforms, including legislation and other measures adopted and on any obstacles to the adoption of such measures and any suggestions that governments may have concerning international action to promote land reforms; and to analyse the information received and to present conclusions and recommendations to the Council;

"9. Draws the attention of the governments concerned to the possibilities offered by the system of free and voluntary co-operation on the part of farmers with a view to meeting the requirements of technical and economic progress in agriculture, while preserving the rights and freedoms of the individual;

"10. Requests the Secretary-General, in co-operation with the Food and Agriculture Organization, the International Labour Organisation and the other competent specialized agencies, to prepare a report for a future session of the Council briefly analysing the results obtained in various countries through agricultural co-operation and bringing out the possibilities offered from every stand-point by the co-operative system in this field; and

"11. Recommends that the General Assembly consider this subject from time to time in order that all governments of Member States may have an opportunity to take part in the discussion of developments in this field."

b. CONSIDERATION BY THE GENERAL ASSEMBLY AT ITS SIXTH SESSION

At the General Assembly's sixth session the question of land reform was discussed during the general debate on the economic development of under-developed countries at the 147th to 155th meetings of the Second Committee from 20-29 November 1951 and specifically at its 176th to 180th meetings from 7-10 January 1952.

The views expressed were substantially the same as those put forward at the thirteenth session of the Council (see above).

The representatives of Brazil, Chile, France, India, Indonesia, Israel, the Netherlands, New Zealand, Pakistan, Sweden, Thailand, the United Kingdom, the United States and Venezuela supported the recommendations of the Council. The representatives of the Byelorussian SSR, Poland and the USSR, while agreeing that the resolution represented an advance, thought it was now necessary to supplement the initial action by energetic and practical measures. They again stressed the need for industrialization, which was also emphasized by the representatives of Cuba and Indonesia.

The representative of Mexico thought that the resolution did not place sufficient emphasis on the need for giving land to individuals and communities who did not possess it.

The representative of Yugoslavia suggested that greater attention should be paid in future studies to the relation between agricultural improvement and the plans for general economic development. The representative of Egypt thought a study would be valuable on the practical and financial measures required to industrialize predominantly agricultural countries, while the Burmese representative held that the question of land reform in relation to population increase should be carefully studied.

The Second Committee had before it two draft resolutions concerning land reform, one by Brazil, Pakistan, Thailand and the United States (A/C.2/L.76 and Add.1) and the other by Poland (A/C.2/L.82):

The joint draft resolution would: (1) note the Secretary-General's report on "Defects in Agrarian Structure as Obstacles to Economic Development";⁵³ (2) express conviction that the agrarian structure and land tenure system in many countries prevent improvement in the economic and social status of those who work the land, and impede economic development; (3) approve the Council's resolution 370 (XIII) on

land reform; (4) urge all governments to carry out that resolution's recommendations and co-operate with the Secretary-General in supplying information; (5) provide for consideration of the subject at the seventh session of the Assembly; and (6) request the Secretary-General to report to that session on action taken and progress achieved.

The Polish draft resolution (A/C.2/L.82) would recommend that Member Governments: (1) carry out land reforms in the interests of the "landless, small and medium-sized farmers" and undertake large-scale assistance to such agricultural populations; (2) carry out measures for the return to the local population of lands appropriated for the use of foreign companies; (3) adopt measures for the liquidation of the indebtedness of certain agricultural populations; (4) support existing associations and assist in the organization of new associations which would include tenants, landless and holders of small and medium-sized farms, such associations to play an active part in putting land reform measures into effect; and (5) adopt social legislation for agricultural workers.

The representative of Israel thought that the Assembly should also express its conviction that land tenure systems in many countries cause political instability; he proposed an amendment to the joint draft resolution to this effect (A/C.2/L.122).

The representative of Egypt proposed (A/C.2/L.80/Rev.1) inserting three paragraphs in the preamble to the joint draft to:

(1) recognize that no one standard measure could be considered the best suited to all under-developed territories and that, when possible, land tenure reforms should be undertaken within a general programme of land reform; and (2) express the conviction that the form of redistribution of land should depend to a large extent on the relationship between density of population, the supply of land and other resources.

The representative of Mexico (A/C.2/L.121 and Corr.1) suggested the addition of a further paragraph to the preamble of the joint draft, to note with approval the statement in the Secretary-General's report that social conditions had improved in countries which had granted land and water rights to farmers lacking them.

The amendments, as well as one by Egypt (A/C.2/L.130), which would urge all governments to carry out recommendations so far as they were appropriate to the particular technical and financial circumstances of their countries, were accepted by the sponsors of the joint draft resolution, and incorporated in a revised text (A/C.2/L.76/Rev.1). Israel also joined the sponsors of the joint draft resolution.

Chile and India submitted a joint amendment (A/C.2/L.131) to the revised draft.

⁵³ See pp. 404-405.

It would express the belief that rapid improvement in existing agrarian structures in many countries required large-scale financial outlays. It would, therefore, invite the institutions providing international loans to consider sympathetically loan applications from under-developed countries designed to implement their projects of agrarian reform, including projects designed to bring new land under agricultural cultivation, and to make any such loans on terms of interest and amortisation designed to place the smallest feasible burden on the borrowing countries.

The representatives of Chile and India accepted a United Kingdom amendment (A/C.2/L.132) to their amendment, which would, in addition, urge Member Governments to give active consideration to making funds available for projects of agrarian reform and invite the institutions making loans to do so consistent with their maintaining themselves as self-supporting entities.

A second revision of the joint proposal (A/C.2/L.76/Rev.2) was then submitted, with Chile, France, India and the United Kingdom as additional sponsors. This nine-Power draft resolution, inter alia, incorporated the above revised amendment. It also contained a revised paragraph 9 which would incorporate the substance of the ideas in the operative part of the Polish proposal (A/C.2/L.82, see above), with the exception of the measures recommended for the return to the local populations of lands appropriated for the use of foreign companies. The representative of Czechoslovakia then withdrew an amendment (A/C.2/L.133) which had sought to include the entire operative part of the Polish draft resolution in the first revision of the joint draft.

Following several oral drafting changes the nine-Power draft resolution, as amended, was adopted (A/2052) at the Committee's 180th meeting on 10 January by 43 votes to none, with 5 abstentions.

At the same meeting, on the request of its sponsor, the Polish resolution (A/C.2/L.82) was voted on. It was voted on in parts and was rejected by the Committee in votes ranging from 22 to 7, with 18 abstentions, to 24 to 7, with 13 abstentions.

The General Assembly, at its 360th plenary meeting on 12 January 1952, adopted the resolution proposed by the Committee by 56 votes to none, as resolution 524(VI).

Resolution 524(VI) read:

"The General Assembly,

"Having noted the report of the Secretary-General entitled Land Reform—Defects in Agrarian Structure as

Obstacles to Economic Development, prepared pursuant to General Assembly resolution 401(V) of 20 November 1950,

"Convinced that in many countries the agrarian structure and, in particular, the systems of land tenure prevent improvement in the economic and social status of those who work the land, impede economic development and cause political instability,

"Recognizing that, in view of the great diversity of conditions in under-developed territories in various parts of the world, no one standard measure or group of measures can be considered as best suited to the conditions of all such territories,

"Recognizing that, when possible, reforms of systems of land tenure should be undertaken within a general programme of land reform in order effectively to improve the living conditions of agricultural populations,

"Believing that rapid improvements in existing agrarian structures and land tenure systems in many under-developed countries require large-scale financial outlays,

"Convinced that the form which an equitable and useful re-distribution of the ownership of land should take depends to a large extent and in many countries on the relationship between density of population, the supply of land and of other resources,

"1. Notes with approval the statement in the aforementioned report of the Secretary-General concerning the favourable results in the social sphere obtained by countries which granted land and water rights to farmers lacking them;

"2. Approves the recommendations of the Economic and Social Council with regard to this problem, as set forth in Council resolution 370 (XIII) of 7 September 1951;

"3. Urges all governments, so far as the recommendations of the above-mentioned resolution are appropriate to the particular technical and financial circumstances of their countries, to carry out these recommendations and to undertake practical steps for implementing land reforms which would:

"(a) Assist in increasing agricultural production, in eliminating food shortages, in raising the welfare of the populations of the under-developed countries, and which would safeguard the interest of small and medium-sized farmers and landless agricultural workers who constitute the majority of the rural population of the under-developed countries;

"(b) Include measures which will enable farmers to secure agricultural equipment, draught animals, seeds, fertilizers and low-interest agricultural credit and assist them in developing various types of co-operatives for the production and disposal of agricultural products;

"(c) Include the adoption of measures to enable agricultural workers, tenants and small and medium-sized farmers to reduce or liquidate indebtedness which may have arisen from unduly high rents, unfavourable conditions of land tenure, and usurious rates of interest and unduly high prices paid in the purchase of seeds, agricultural equipment, draught animals and other facilities;

"(d) Include the adoption of appropriate wage and other social legislation for improving the conditions of labour and for raising the living standards of agricultural workers;

"(e) Support the already existing agricultural associations and assist, where appropriate, in organizing new associations of landless agricultural workers, tenants and small and medium-sized farmers whose principal interest is in, and who have an active part to play in, the carrying out of all measures provided for under the land reforms;

"4. Farther urges all governments to co-operate with the Secretary-General and the specialized agencies concerned in the preparation of the reports requested by the Council in paragraph 8 of the above-mentioned resolution;

"5. Urges the governments of Member States, in working out their fiscal policies, to give active consideration to making funds available for projects of agrarian reform and invites the institutions providing international loans to give sympathetic consideration to loan applications from under-developed countries for development projects which are designed to implement their programmes of agrarian reform including projects designed to bring new lands under agricultural cultivation, and invites these institutions, consistent with their maintenance as self-supporting entities, to consider making any such loans on terms of interest and amortization designed to place the smallest feasible burden on the borrowing countries;

"6. Urges the Secretary-General, the Food and Agriculture Organization of the United Nations, the International Labour Organisation and the United Nations Educational, Scientific and Cultural Organization, as recommended by the Economic and Social Council, to accord high priority to the recommendations in paragraphs 5 and 6 of Council resolution 370 (XIII); and to be prepared, upon the request of governments, to make specific studies and recommendations for the economic and social betterment of the agricultural population of their countries;

"7. Decides to place the subject of land reform on the agenda of its seventh regular session and requests the Secretary-General to report to that session with regard to action taken and progress achieved."

4. Volume and Distribution of National Income in Under-Developed Countries

The General Assembly in resolution 403 (V) requested the Secretary-General to prepare and submit to the Council a report on the volume and distribution of national income in under-developed countries so as to enable the Council to study and report to the Assembly on the problem, with special reference to the various income groups and the respective proportions between them, and to the amounts used by those countries to meet their foreign commitments arising from loans and investments, public and private, and the payment of services.

Accordingly, the Council, at its thirteenth session, had before it a report prepared by the Secretary-General on the "Volume and Distribution of National Income in Under-Developed

Countries" (E/2041). The report presented information on levels of national and per capita income of various countries and on the industrial origin of such income. It contained data on foreign commitments and claims of under-developed countries, and on the internal distribution of income in these countries as well as in selected industrialized countries included in the study for purposes of comparison. The Secretary-General also presented suggestions as to the direction in which the study could be expanded in the event that the Council should wish a more complete and detailed investigation to be carried out.

The Council also had before it, in connexion with this item, two studies prepared by the International Monetary Fund on "Investment Service of Under-Developed Countries" and on "Statutory and Administrative Measures Designed to Provide for Servicing Foreign Investment in Times of Exchange Stringency (in Under-Developed Countries)" (E/2024); and a study by the Secretary-General on "Relation of Fluctuations in the Prices of Primary Commodities to the Ability of Under-Developed Countries to Obtain Foreign Exchange" (E/2047 and Add.1).

The Council discussed the reports at its 514th, 516th, 518th and 519th meetings from 22-24 August. The view was repeatedly expressed that, while it was clear that there is a very wide difference between the national per capita income of the under-developed countries and of developed countries, it was also true that the variations in the per capita income of different occupational and other groups within under-developed countries are much wider than within developed countries. It was pointed out that the amount of current foreign exchange receipts of the under-developed countries used to service foreign debts is a considerable proportion of their total foreign exchange receipts, though a much smaller proportion of their total national income. The representative of India stressed that great care should be taken in drawing conclusions from changes in the balance-of-payments position of countries. The ability of countries to service foreign loans had no relation to their standards of living. The representatives of Canada, France, Sweden and the United Kingdom emphasized that most under-developed countries do not have the detailed statistics required for a proper evaluation of their national incomes and the distribution of these incomes, and that comparisons in the volume and distribution of income as between developed

countries and under-developed countries are difficult to make because the normal methods currently employed in calculating national incomes are designed primarily for use in countries with highly developed economic and financial systems.

Some representatives, among them those of Czechoslovakia, Poland and the USSR, felt that more positive action on this subject was required in view of the General Assembly's request for a study and report by the Council. They felt that the report before the Council was of a preliminary character only, and that the Secretary-General should be asked to complete it and submit it to the Council at its next session, and that a full report would enable the Council to draw conclusions beneficial to the under-developed countries. The representative of Poland submitted a draft resolution to this effect (E/L.228). These representatives also thought that the distribution of national income in the under-developed countries should be kept under continuous review by the Council. They believed that changes in the distribution of national income and provisions to prevent the flow of capital from the under-developed countries in the form of dividends and profits would make it possible for them to accumulate sufficient capital to finance their economic development. The Polish proposal was rejected by the Council by 9 votes to 3, with 6 abstentions.

The majority of the Council, however, agreed that statistics on factors, such as national income, production, consumption and balance of payments, would be useful in discussions of problems of economic development at future sessions. With this in mind, the Council, at its 519th meeting on 24 August, adopted by 15 votes to none, with 3 abstentions, a Canadian draft resolution. The resolution had been revised (E/L.225/Rev.1) to incorporate amendments by Sweden (E/L.227) and, orally, by the United States to emphasize the development of "adequate" and "reliable" national income statistics and the need to develop statistical series which would reflect the existing differences in the economic and social structures of the countries concerned.

In resolution 369 (XIII), the Council noted the reports and requested the Secretary-General and the Fund, in co-operation with other specialized agencies concerned, to continue to give attention to these subjects in the course of their regular work on problems of economic development and on the development of adequate and reliable national income statistics and balance-

of-payments statistics. The Council asked that particular attention be given to the preparation of basic statistical series in both developed and under-developed countries in a manner which would take into account the existing differences in the economic and social structures of the countries concerned.

5. Conservation and Utilization of Non-Agricultural Resources

The Secretary-General submitted a report (E/-1906) to the twelfth session of the Council in pursuance of the Council's resolution 271 (X) requesting that he study the proceedings of the United Nations Scientific Conference on the Conservation and Utilization of Resources and report to the Council appropriate proposals, after consulting the specialized agencies concerned and such of the conference participants as he considered useful. The Secretary-General advanced two detailed proposals which would provide for: (1) a United Nations programme to promote the systematic survey and inventory of non-agricultural resources, and (2) international conferences on particular resource problems.

The Council considered the report at the 98th and 99th meetings of its Economic Committee on 21 and 22 February and at its 464th plenary meeting on 9 March.

With regard to the first proposal, considerable debate arose over a Philippine amendment (E/AC.6/L.27). The purpose of the amendment, its sponsor stated, was to ensure that the most serious consideration would be given to requests from governments for technical assistance in organizing, planning and conducting national surveys and inventories of non-agricultural resources, including oil and coal reserves, and for training personnel for such surveys and inventories.

The representative of the United States said that, while he realized it was not the intent of the amendment that the United Nations itself necessarily make the surveys, it nevertheless could be so interpreted and its adoption would risk involving the United Nations in expenditures which it would be unable to meet.

Following the adoption of amendments by the United Kingdom to delete the words "the most serious" and the words "and the conduct of", however, the Committee at its 99th meeting adopted the Philippine amendment by 15 votes to none.

The Committee also adopted, by 13 votes to none, an Indian amendment (E/AC.6/L.26) to ask the Secretary-General to give further detailed consideration to any international action that might be undertaken immediately, particularly in promoting an integrated approach and a systematic analysis of the problems raised by the conservation and utilization of resources.

A joint amendment by the United Kingdom and France (E/AC.6/L.29) to provide that the Secretary-General would furnish each subsequent session of the Council with a statement of specific plans and action, was adopted by 14 votes to none.

Several United States amendments (E/AC.6/L.24/Rev.1) were adopted by votes varying from 15 to none to 10 to 1. These amendments were primarily designed to stress the necessity of encouraging a systematic analysis of the problems raised by the conservation and utilization of resources, and the important part which the specialized agencies and non-governmental organizations would play in the future success of the measures proposed.

The amended draft resolution was adopted by the Economic Committee (E/1926) by 15 votes to none.

At its 464th plenary meeting the Council adopted by 14 votes to none, with 4 abstentions, a United Kingdom amendment (E/L.158), which would delete a provision for standing advisory committees to consider specific survey and inventory problems. Following the adoption of another United Kingdom amendment, designed to clarify wording, the Council adopted the draft resolution, as amended, by 14 votes to none, with 3 abstentions, as resolution 345A (XII) (see below).

In considering the second proposal (providing for international conferences on resource problems), the Economic Committee, without debate, at its 99th meeting on 22 February adopted the following amendments:

(1) A United States suggestion to refer in the preamble to the importance of the use of the world's resources for furthering economic development, adopted by 15 votes to none; (2) Two French proposals, the first to specify that the "advice" rather than "co-operation" of experts should be sought, adopted by 14 votes to none, and the second to provide that the Council should be kept informed, adopted by 15 votes to none, with 3 abstentions; (3) an Indian amendment to delete a reference to regional conferences on the subject, adopted by 12 votes to 1, with 5 abstentions. The amended text was adopted by 13 votes to none, with 3 abstentions.

Following the adoption of two clarifying United Kingdom amendments (E/L.158), the Council at its 464th plenary meeting on 9 March adopted the draft resolution (E/1926), as amended, by 15 votes to none, with 3 abstentions, as resolution 345 B (XII).

Resolution 345(XII) read:

A

"The Economic and Social Council,

"Considering that the work of the United Nations Scientific Conference on the Conservation and Utilization of Resources has demonstrated the need for the systematic survey and inventory of resources, particularly in connexion with economic development programmes,

"Having noted that the Food and Agriculture Organization of the United Nations is developing a programme for continuing co-operation with respect to soils, forests and other natural resources important to food and agriculture, and that no overall facilities are currently provided for similar co-operation on a continuing basis with respect to non-agricultural natural resources,

"1. Requests the Secretary-General:

"(a) To initiate a programme designed to promote the systematic survey and inventory of non-agricultural natural resources, including:

"(i) The development and improvement of standard concepts, terminology in various languages, methods and procedures useful for the survey and inventory of specific types of non-agricultural natural resources;

"(ii) The systematic compilation, at United Nations Headquarters or other suitable places, of information embodying the results of surveys and inventories of particular non-agricultural natural resources on the basis of the examination of published data and data furnished by governments;

"(b) In carrying out the task entrusted to him under sub-paragraph (a) above,

"(i) To consider the suggestions of Member States and of the regional economic commissions;

"(ii) To seek the advice of suitable experts and, in this connexion, establish, as necessary, small ad hoc committees of experts to consider specific resource survey and inventory problems;

"(iii) To consult with and seek the co-operation of interested specialized agencies and, to the extent he deems appropriate, scientific and technical societies and other organizations having important responsibilities, experience or interest in fields related to the programme;

"(iv) To furnish each subsequent session of the Council with a statement of specific plans to these ends and of action taken;

"(c) To give consideration to requests from governments for technical assistance made under Council resolution 222 A (IX) and General Assembly resolution 304 (IV) in the organizing and planning of national surveys and inventories of non-agricultural resources, including petroleum and coal reserves, and for training of personnel for such surveys and inventories;

"(d) To give further and detailed consideration to any international action of a general character that may be immediately undertaken particularly in promoting an integrated approach to and a systematic analysis of problems of conservation and use of any particular resources;

"(e) To report to the Council, not later than the fifteenth session, concerning his activities under the present resolution; and

"2. Recommends that Member States, specialized agencies, and interested non-governmental organizations co-operate with the Secretary-General in the execution of this programme.

B

"The Economic and Social Council.

"Recognizing the importance of promoting the effective and sustained use of the world's natural resources as a means of furthering economic development, and recognizing further the progress that may be made in this direction through the holding of international conferences in which there is an exchange of information pertinent to particular types of resources or particular resource problems common to a group of countries,

"1. Requests the Secretary-General:

"(a) To explore, at the request of Member States concerned, and, when appropriate, in consultation with regional economic commissions and specialized agencies concerned, the scope and specific subject matter of any particular resource conferences that may, upon appropriate investigation, appear desirable;

"(b) In carrying out the task entrusted to him under sub-paragraph (a) above, to consult to the extent he deems appropriate and to seek the advice of experts, scientific and technical societies, and other organizations having important responsibilities, experience or interest in the fields related to the programme of particular conferences;

"(c) To furnish each subsequent session of the Council with a statement of specific plans to these ends and of action taken; and

"2. Requests the regional economic commissions to consider the present resolution and to make recommendations as they deem would be useful in promoting its purposes."

At its thirteenth session, at its 550th plenary meeting on 13 September, the Council therefore had before it the Secretary-General's first report under Council resolution 345 (XII). This report (E/2038) dealt with the Secretary-General's specific plans and the action taken with respect to the survey and inventory of non-agricultural resources and with the question of international conferences on resources.

The Secretary-General informed the Council of his intention to select iron ore as the first of the resources for study and described the manner in which he was planning to proceed with the work. He also informed the Council that, during 1951, he expected to explore whether and for what other mineral resources the need existed for similar work. With regard to water resources, he felt that the need for a systematic survey, for an inventory of activities, and for the development and improvement of standard concepts and terminology might best be clarified following the preparation of the report on international co-operation

in the field of water control and utilization requested by resolution 346 (XII).⁵⁴

In the course of the consideration of the Secretary-General's plans, the representatives of Belgium, the United Kingdom and the United States commended his selection of iron ore resources as the first subject of study. The representative of the United States also suggested that the next subject might properly concern such resources as copper, lead, zinc and mineral fuels and chemical fertilizers.

The representative of Peru stressed that hydraulic energy, as well as mineral wealth, forest land and agricultural and cattle resources, constituted wealth belonging to each State. No measures concerning those resources or sources of water (lakes, rivers, glaciers) could therefore be undertaken without the full agreement and participation of the country concerned.

At the end of the discussion, the Council, by 15 votes to none, with 3 abstentions, took note of the Secretary-General's report (resolution 376 (XIII)).

6. International Co-operation on Water Control and Utilization: Development of Arid Lands

At its twelfth session, the Council had before it a note (E/1894) by the United States concerning international co-operation on water control and utilization. It pointed out that, although segments of the problem were within the competence of various United Nations agencies and other intergovernmental and non-governmental technical organizations, there was no single unit within the United Nations with central responsibility to promote and co-ordinate international action in this field.

The General Assembly, the note stated, at its fifth session had requested the Secretary-General to report on the practical measures adopted for the study of the problems of arid zones and on the technical and financial means employed by the specialized agencies for this purpose. The note suggested that this report should be enlarged so as to survey the entire field of water control and utilization and that it should also cover the work of semi-governmental and non-governmental organizations as well as that of the specialized agencies. The United States proposed a resolution to this effect.

⁵⁴ See below, p. 415.

The Council considered the question at the 99th to 101st meetings of its Economic Committee from 22-24 February and at its 464th plenary meeting on 9 March 1951.

During the debate, the representative of the United States suggested that, in view of the importance of proper water control and utilization for economic development, there should be established, within the existing United Nations system, facilities:

(1) to stimulate new research where necessary, and to promote the exchange and co-ordination of research findings and practical experience on all aspects of water control and utilization, using not only public but private institutions;

(2) to assist in arranging technical assistance projects of the United Nations and the specialized agencies in such a way that the multiple-purpose approach to water control and utilization problems was furthered wherever possible; and

(3) to formulate proposals for co-operative international action to assist national action in these fields.

While most representatives agreed on the need for centralizing responsibility for promoting and co-ordinating within the United Nations system international action for maximum utilization of water resources, the representatives of India, the Philippines and the United Kingdom, among others, were of the opinion that the extensive survey suggested might delay the work already undertaken. The United Kingdom representative pointed out that, since the problem of arid zones and that of water control and utilization were highly specialized, they had to be approached in different ways, and an attempt to deal with the two problems simultaneously might hamper the work in progress on arid zones. The representative of France suggested as an alternative (E/AC.6/L.31): that the Secretary-General might be instructed to undertake a separate study in collaboration with the specialized agencies concerned on the work being done in the field of water control and utilization. The representative of Peru supported the French amendment and also suggested (E/1894/Add.1) that the resolution should be extended to take into consideration the judicial aspects of the problem both on the national and the international plane.

The representative of the USSR expressed the view that, although the question was within the competence of the United Nations, the United States proposal constituted an attempt to interfere in the domestic affairs of countries with respect to their water resources. The responsibility for the control and utilization of water should rest with the governments concerned. If there was

any need for co-operation on the question between countries sharing the same source of water supply, it could well be achieved by bilateral agreements.

At the 101st meeting of the Economic Committee on 24 February, the various proposals were embodied in a joint text submitted by France, the Philippines, the United Kingdom and the United States (E/AC.6/L.32). The representative of Peru felt that the legal aspects had been ignored and therefore maintained his amendment (E/1894/Add.1), which was subsequently rejected by 10 votes to 4, with 3 abstentions.

At the same meeting, the joint proposal was adopted by the Economic Committee (E/1929) by 15 votes to 3, with no abstentions, and by the Council, at its 464th plenary meeting on 9 March, by 15 votes to 3.

Resolution 346 (XII) requested the Secretary-General, in preparing the report recommended under General Assembly resolution 402 (V), to take into consideration the entire field of water control and utilization as related to the problems of arid zones. The resolution further requested the Secretary-General, in consultation with the specialized agencies, to submit an additional report to the Council on the work of the specialized agencies and other international organizations, whether governmental, semi-governmental or non-governmental, engaged in the broad field of water control and utilization.

7. General Aspects of Economic Development

The General Assembly at its sixth session considered the item "Economic development of underdeveloped countries" from the 147th to 180th meetings of its Second Committee from 20 November 1951-10 January 1952 and at its 360th plenary meeting on 12 January 1952.

The Second Committee at its 168th to 175th meetings from 18 December 1951-5 January 1952 had before it the following three draft resolutions concerning general aspects of economic development: (1) by Cuba (A/C.2/L.84/Rev.2) on integrated economic development; (2) by Haiti (A/C.2/L.95) on methods to increase productivity; (3) by Poland (A/C2/L.81 and Corr. 1) on integrated economic development and long-term trade agreements.

A joint draft resolution by Chile and France (A/C.2/L.111) was subsequently withdrawn when

it became apparent that unanimity could not be achieved. This would have proposed that the Economic and Social Council should encourage governmental action for economic development to facilitate the international movement of commodities and, where appropriate, of manpower to enable the under-developed countries to develop their essential industries and at the same time to supply the export products needed by the industrialized countries.

a. INTEGRATED ECONOMIC DEVELOPMENT

The draft resolution by Cuba (A/C.2/L.84/Rev.2) proposed that the Council should study the problems of economic development which had not been studied sufficiently by the Assembly or the Council, including problems involved in: (i) the rapid industrialization of under-developed countries; (ii) the internal reform of systems of social legislation, particularly legislation relating to the standards of living of the working classes and to the effects of mechanization of agriculture and industry; and (iii) fiscal reform. The Council was asked to submit to the Assembly, as soon as practicable, concrete proposals for measures which should be recommended for dealing with these problems.

The Cuban draft resolution was supported by the representatives of Burma, Chile, Czechoslovakia, Egypt, Greece, Pakistan, the Philippines, the Ukrainian SSR, the USSR and the United States.

The representatives of Egypt, Pakistan, the Philippines, and the Ukrainian SSR, however, felt that fiscal reforms were essentially within the province of governments and therefore the reference to them should be deleted.

The representatives of Belgium, France and the United Kingdom felt that the Council was already overburdened with work and that such general studies would serve no practical purpose.

At the Committee's 171st meeting on 21 December the representative of Cuba submitted a revised proposal (A/C.2/L.84/Rev.3), incorporating, inter alia, an amendment by India (A/C.2/L.123).

It would request the Council to promote studies of a programme of rapid industrialization of the under-developed countries, including the economic, social, fiscal, technical and organizational problems involved, and of the role that the industrially advanced and the under-developed countries have

to play in such a programme. This amendment replaced both clauses of the operative part of the revised Cuban draft, with the exception of the clause referring to the submission by the Council to the Assembly of concrete proposals for measures which might be of aid to the under-developed and developed countries in these problems. (A separate vote was subsequently taken on the Indian amendment and it was adopted by 21 votes to 13, with 11 abstentions.)

An oral amendment by Egypt substituting the words "achieve a better direction" for the words "avoid mis-direction" in the third paragraph of the preamble (see below) was adopted by 43 votes to none, with 2 abstentions.

An oral amendment by France, which would have the Council merely formulate proposals rather than submit them to the Assembly, was rejected by 17 votes to 14, with 15 abstentions.

The revised draft resolution, as amended, was adopted as a whole at the 171st meeting of the Second Committee (A/2052) by 41 votes to 2, with 3 abstentions.

The General Assembly at its 360th plenary meeting on 12 January 1952 adopted it by 52 votes to none, with 2 abstentions, as resolution 521 (VI). It read:

"The General Assembly,

"In view of the fact that the General Assembly and the Economic and Social Council have devoted considerable attention to methods of financing economic development, to technical assistance and to the question of land reform and that the results of these efforts are likely to exert an important influence on the economic development of under-developed countries,

"Considering that there are other aspects of economic development involving equally important problems which have not been given the attention they deserve,

"Recognizing that a continuing comprehensive and methodical study of every aspect of economic development is required in order to achieve a better direction of effort and resources in promoting the economic advancement of under-developed areas and countries,

"Considering that a comprehensive and full study of economic development should be conducted to accelerate development programmes and plans,

"Requests the Economic and Social Council:

"(a) To promote studies of a programme of rapid industrialization of the under-developed countries, including the economic, social, fiscal, technical and organizational problems involved, and the role that the industrially advanced and under-developed countries have to play in such a programme;

"(b) To submit to the General Assembly, as soon as practicable, concrete proposals for measures which may be of aid to the under-developed and the developed countries in connexion with the problems referred to in sub-paragraph (a) above."

b. METHODS TO INCREASE PRODUCTIVITY

The draft resolution by Haiti (A/C.2/L.95) on methods to increase productivity in the world proposed that the Council prepare, for submission to the seventh session of the Assembly, recommendations and programmes on this subject.

The representative of the United States introduced several amendments (A/C.2/L.119) which he explained did not modify the sense of the Haitian draft resolution. Instead of listing the various means of national action with regard to which the Council was requested to submit recommendations, the amendment defined the subject of such recommendations in more general terms. The representative of Haiti felt that these amendments gave the resolution added force and accepted them. The United States representative felt the Council should be asked to report at an early session rather than at the seventh session. However, he agreed to withdraw that proposal.

The draft resolution, as amended, was adopted (A/2052) without further discussion at the 172nd meeting of the Second Committee on 2 January by 26 votes to none, with 14 abstentions.

The General Assembly, at its 360th plenary meeting on 12 January 1952, adopted it by 44 votes to none, with 10 abstentions, as resolution 522 (VI). It read:

"The General Assembly,

"Considering that, to ensure more rapid economic progress of the world as a whole, closer international co-operation is required to facilitate the best use of the world's manpower resources, natural resources and productive equipment,

"Considering that an expansion of the world economy in the interest of raising living standards requires the rapid economic development of the under-developed countries, and that such an expansion depends upon the growth of production of vitally needed goods and services in all parts of the world,

"Believing that an important increase in the rate of growth of world production could be achieved by the application of the latest available scientific knowledge to techniques of production,

"Taking account of the fact that the optimum combination of human, natural and capital resources is likely to vary, depending on the relative abundance or scarcity of these resources,

"Requests the Economic and Social Council:

"(a) To study the varying ways in which the productivity of peoples everywhere can be increased by the application of existing scientific and technological knowledge;

"(b) To recommend, as soon as practicable, methods by which the results of the studies undertaken under sub-paragraph (a) above can be made available to the under-developed countries at their request;

"(c) To report to the General Assembly at its seventh regular session on the progress made under the present resolution."

c. INTEGRATED ECONOMIC DEVELOPMENT AND COMMERCIAL AGREEMENTS

The draft resolution submitted by Poland on integrated economic development and long-term trade agreements (A/C.2/L.81 and Corr.1) proposed that in order to enable the under-developed countries to finance their own development, Member Governments should consider the possibility of concluding long-term trade treaties, free of any conditions violating the sovereign rights of the under-developed countries, so that, in exchange for their raw materials, the under-developed countries might be assured of the capital goods necessary for their development. The draft resolution would also call upon the under-developed countries to adopt measures designed to counteract the harmful economic effects of the rearmament race.

The representative of the United States thought that the Polish text, which referred to the importance of obtaining capital goods with raw materials under prevailing difficult world conditions, was very narrow in scope and distorted the facts. He therefore presented a series of amendments (A/C.2/L.120) designed to show how all Member States could take steps to meet some of the problems involved in the development of under-developed countries while bearing the strain imposed by defence precautions. This amendment would change the title to read "Integrated economic development", modify substantially the preamble and amend the operative part by:

(1) recommending that Members of the United Nations, within the framework of their general economic policy, should continue to make every possible effort:

(a) to facilitate the international movement and equitable distribution of capital goods, essential consumer goods and raw materials especially needed for the maintenance of international peace and security, the improvement of standards of living and the furthering of economic development; and (b) to facilitate the development of natural resources which could be utilized for the domestic needs of the under-developed countries and for the needs of international trade;

(2) stating that any agreements entered into to give effect to these objectives would not contain any economic or political conditions violating the sovereign rights of the under-developed countries, including the right to determine their own plans for economic development;

(3) approving the recommendations contained in resolution 341 (XII) of the Economic and Social Council⁵⁵ and urging all Member Governments to take the measures called for therein; and

⁵⁵ See pp. 366-67.

(4) requesting all Members of the United Nations to report to the fifteenth session of the Council on such action as they had taken under Council resolution 341 (XII) or, where such reports had been submitted to the thirteenth session of the Council, to bring such reports up to date.

A joint amendment to the United States amendment was proposed by Egypt, India and Indonesia (A/C.2/L.124 and Corr. 1 and 2) in an attempt to reconcile elements of both texts and to eliminate political considerations.

According to this joint amendment, the title of the resolution would read "Integrated economic development and trade agreements", the preamble would be substantially modified, and the operative part would recommend that Members of the United Nations should:

(1) continue to make every possible effort to carry out the recommendations contained in paragraphs 1 to 4 of section A of Council resolution 341 (XII), and

(2) consider the possibility of concluding trade agreements to facilitate: (a) the movement of machinery, equipment and industrial raw materials needed by the under-developed countries; and (b) the development of natural resources which could be utilized in the first instance for the domestic needs of the under-developed countries and for the needs of international trade, provided that such trade agreements would not contain economic or political conditions violating the sovereign rights of the under-developed countries, including the right to determine their own plans for economic development.

The sponsors of this joint amendment accepted a Chilean amendment (A/C.2/L.125) which would add two paragraphs at the end of the Polish draft resolution, as it would be amended by the joint amendments to the United States amendments.

The Chilean amendment would request the Council and its regional economic commissions to encourage governmental action as recommended in the amended draft resolution, and to facilitate such action by any steps which the Council might deem appropriate. The amendment would further request the Secretary-General to continue to carry out such studies as would enable governments, the Council and its regional economic commissions to give effect to the recommendations contained in the amended draft resolution.

Denmark, Iceland, Norway and Sweden submitted a joint amendment (A/C.2/L.127 and Add. 1) to the joint amendment by Egypt, India and Indonesia (A/C.2/L.124 and Corr.1 and 2).

This would recommend that Members of the United Nations consider the effect which a more even distribution of the national incomes of the under-developed countries would have on a fuller utilization of their national resources and thereby on the improvement of their conditions for economic development.

An informal drafting committee was set up at the 174th meeting. At the 175th meeting it presented a consolidated joint amendment co-sponsored by Chile, Denmark, Egypt, France, Greece,

India, Indonesia, the United Kingdom and the United States.

In the course of the discussion at the 175th meeting, Denmark, Iceland, Norway and Sweden withdrew their amendment and the nine sponsors of the amendments to the Polish draft resolution accepted several minor oral amendments and suggestions by the members of the Committee and by the Chairman. In this modified form, the amendments were accepted by the representative of Poland.

The Polish draft resolution, as amended, was adopted unanimously by the Committee (A/2052), at its 175th meeting on 5 January.

It was also adopted unanimously by the General Assembly, at its 360th plenary meeting on 12 January 1952, without discussion, as resolution 523 (VI). It read:

"The General Assembly,

"Considering that the under-developed countries have the right to determine freely the use of their natural resources and that they must utilize such resources in order to be in a better position to further the realization of their plans of economic development in accordance with their national interests, and to further the expansion of the world economy,

"Considering that the existing sharp increase in the demand for raw materials, including the demand for stock-piling has resulted in an increase in the prices of a number of raw materials and in fluctuations in the prices of others; has in many cases been accompanied by increased prices and reduced availability of important items of machinery, equipment, consumer goods and industrial raw materials necessary for the development of under-developed countries; has created inflationary pressures and brought about the regulation of prices at different relative levels for different products and has thereby caused or increased the economic difficulties in many of the under-developed countries,

"Recognizing that continued domestic and external inflationary pressures, if unchecked, are likely to affect unfavourably the rate and pattern of economic development of the under-developed countries,

"Bearing in mind that one way of obtaining the means necessary for carrying out economic development plans in under-developed countries is the creation of conditions under which these countries could more readily acquire machinery, equipment and industrial raw materials for the goods and services exported by them,

"1. Recommends that Members of the United Nations, within the framework of their general economic policy, should:

"(a) Continue to make every possible effort to carry out the recommendations contained in paragraphs 1, 2, 3 and 4 of Economic and Social Council resolution 341 (XII), section A, of 20 March 1951;

"(b) Consider the possibility of facilitating through commercial agreements:

"(i) The movement of machinery, equipment and industrial raw materials needed by the under-developed countries for their economic develop-

ment and for the improvement of their standards of living, and

"(ii) The development of natural resources which can be utilized for the domestic needs of the under-developed countries and also for the needs of international trade,

provided that such commercial agreements shall not contain economic or political conditions violating the sovereign rights of the under-developed countries, including the right to determine their own plans for economic development;

"2. Requests the Economic and Social Council and its regional economic commissions to encourage govern-

ment action as recommended in the preceding paragraph and to facilitate such action by any steps which the Council may deem appropriate;

"3. Requests the Secretary-General to continue to carry out such studies as will enable governments, the Economic and Social Council and its regional economic commissions to give effect to the recommendations contained in the present resolution;

"4. Requests all Members of the United Nations to report to the Economic and Social Council at its fourteenth session on such action as they may have taken under the present resolution and under Council resolution 341 (XII), section A."

C. FULL EMPLOYMENT

The subject of full employment was placed on the agenda of the thirteenth session of the Economic and Social Council, in view of the Council's desire, expressed in its resolution 290 (XI),⁵⁶ to keep so vital a question under continuous review.

In accordance with that resolution, the Secretary-General had circulated to governments a questionnaire (E/CN.1/81 & Add.1-14) concerning their full-employment standards, economic trends and objectives, and balance-of-payments and related problems. The replies were before the Council at its thirteenth session, together with analyses of these replies prepared by the Secretariat (E/2035 and Add.1).

In its report on its sixth session (E/2006), the Economic Employment and Development Commission which, under resolution 290 (XI), had been requested to examine the replies and formulate recommendations to the Council, stated that it had not been able to do so, partly because too few replies had been received from governments in time to enable the Commission to perform this task, and partly because the Commission, in accordance with a request of the Council, had given priority to the problem of financing economic development of under-developed countries.⁵⁷

The Council considered the question of full employment at its 503rd, 507th, 508th, 520th, 521st and 524th plenary meetings, held on 15, 17, 18, 25, 27 and 28 August 1951.

The Assistant Secretary-General in charge of Economic Affairs, analysing the replies, informed the Council that only one country (the United Kingdom) had adopted a full-employment standard fully in accordance with the Council's recommendation, while another (the United States) had adopted a procedure for announcing yearly em-

ployment goals which would serve as a guide for economic policy. Several governments were continuing to study the problems which the adoption of a standard would entail, and a number had pointed out that the establishment of a full-employment standard was not of immediate interest to them, the amount of unemployment in their countries being very small. A few governments had stated that the adoption of a full-employment standard would not be helpful for the formulation of economic policies. Regarding economic trends and objectives during 1950, the Assistant Secretary-General informed the Council that the replies showed that the level of economic activity had reached a new post-war peak almost everywhere during 1950, and that governments were concerned less with problems of unemployment than with policies designed to curb rising prices and inflationary pressures. A considerable part of the analyses undertaken by the Secretariat had therefore been devoted to those problems.

He made two specific suggestions. The first was that the Council amend resolution 290 (XI) so as to leave the Secretary-General free to determine the period to be covered by the proposed study of the long-term balance of international payments and of the related commodity composition of international trade,⁵⁸ as well as the time when, in his judgment, such a study would serve the practical purpose of providing the Council with a factual basis for action regarding international transactions, policies and programmes. The other suggestion dealt with the possible modification of the annual questionnaire on full employment under resolution 290 (XI), with a view to the collection and analysis of material bearing directly

⁵⁶ See Y.U.N., 1950, pp. 472-74.

⁵⁷ See pp. 380-81.

⁵⁸ See paras. 11 and 13 of resolution 290 (XI).

on the problems peculiar to under-developed countries. He also called attention to the fact that, when the Council had adopted resolution 290 (XI), it had referred to the special conditions which obtained in some predominantly agricultural countries and the difficulties these countries might have in carrying out some of the provisions of that resolution. The Council had also said that it would consider recommendations with regard to national and international measures for full employment in under-developed countries in the light of a report, prepared by a special group of experts on problems of unemployment and under-employment in under-developed countries,⁵⁹ which was now before the Council (E/1986).⁶⁰

The experts, in their report, pointed out that the principal way to reduce unemployment and under-employment in under-developed countries was through economic development; therefore they concentrated their attention on national and international measures for economic development. The first eight recommendations of the report, however, dealt with national action by under-developed countries to provide the pre-conditions and institutional framework for economic development.

They recommended that the government of each under-developed country:

"1. Make clear to its people its willingness to take vigorous action to remove the obstacles to free and equal opportunity which blunt the incentives and discourage the efforts of its people. Under this head we include land reform, abolition of privileges based on race, colour, caste or creed, the establishment of taxation upon a progressive basis, and a programme of mass education;

"2. Establish a central economic unit with the functions of surveying the economy, making development programmes, advising on the measures necessary for carrying out such programmes and reporting on them periodically. The development programmes should contain a capital budget showing the requirements of capital and how much of this is expected from domestic and from foreign sources."

They further recommended that, in order to promote rapid economic development, an under-developed country should take the following measures:

"3. Survey the ways in which production, distribution and finance are organized in each of the major sectors of the economy and take measures to improve their efficiency;

"4. Survey the prospects of creating new productive employment by industrialization, by bringing more land under cultivation, by developing mineral resources, or by other means; and announce its programmes for expanding employment;

"5. Survey the possibilities of increasing agricultural yields and announce the measures it proposes to adopt in order to effect rapid improvement of yields;

"6. Prepare a programme, covering a period of years, for the improvement of public facilities by capital investment;

"7. Prepare a programme of education and research showing its goals and its proposed expenditures for some such period as five-years; and showing separately what is proposed for agricultural extension services, for industrial training, and for the training of scientists and administrators;

"8. Prepare programmes to stimulate domestic savings, including the extension of savings institutions and measures involving taxation; and, in order to ensure that capital moves into the most productive uses, establish a development bank and an agricultural credit system, and if necessary, take other measures for influencing the direction of investment, such as credit controls, foreign exchange controls, or licensing of buildings or capital extensions."

The report of the Economic, Employment and Development Commission on its sixth session (E/2006) further elaborated some of these recommendations concerning national action. Thus, with respect to recommendation 2, the Commission felt that, in addition to a capital budget showing the requirements of capital, economic development programmes should also contain budgets for other sectors of the economy. With respect to recommendation 8, the Commission emphasized the role which domestic financial resources must play in economic development, and urged that the Secretary-General continue further the detailed examination of specific problems in the field of domestic capital mobilization in the under-developed areas.

In the general debate on the problem of full employment, the Council discussed the measures taken by governments toward achieving full employment and the effect which the current economic situation—in particular, the rearmament programmes—had on the problems of employment, inflation and living standards. Some representatives, including those of Belgium, Canada, Czechoslovakia, France, the Philippines, Poland and the United States, supplemented information contained in the replies to the Secretariat's questionnaire (E/CN.1/81 and Addenda 1-14).

Various representatives attributed different causes to the full-employment problem. The representative of the United Kingdom, for example, felt that, while the domestic measures taken by his Government were adequate to maintain internal demand, the real danger to full-employment came

⁵⁹ See para. 22 of resolution 290 (XI).

⁶⁰ U.N.P., Sales No.: 1951.II.B.2. This report was considered by the Council in some detail during the debate on the question of economic development of under-developed countries. See pp. 380-87.

from the disequilibrium in the balance-of-payments. In his view, international co-operation was essential if all countries were to pursue full-employment policies.

The representatives of certain under-developed countries, including those of Chile, India and Pakistan, maintained that full employment was directly dependent on economic development and could not be achieved without it; and at the present time there was a risk of the tempo of economic development in those countries slowing down.

It was pointed out that full employment did not currently constitute such a problem for the majority of the developed countries as it had in previous years. The most urgent problems facing them were inflation and the scarcity of resources. From the standpoint of the under-developed countries, however, both in Asia and in Latin America, full employment as an immediate goal had always appeared somewhat out of focus. The under-developed countries suffered from unemployment, under-employment and disguised unemployment, and the key solution to their employment problem was economic development, which would require increased international and internal investment and capital equipment with which under-developed countries could produce more, and for which they needed the fullest co-operation of the developed countries.

The representative of the Food and Agriculture Organization (FAO) spoke on the agricultural aspects of full employment, referring in particular to the conclusion of the group of experts (E/-1986, see above) that the fundamental solution to the problem of unemployment in most under-developed countries lay in rapid economic development balancing agricultural and industrial development.

The representatives of Czechoslovakia, Poland and the USSR maintained that the current world economic situation in the capitalist countries was dominated by war preparations, that production and employment programmes in those countries were directed towards increasing the volume of goods that had no social value at the expense of the necessities of life and that the living standards of the masses were therefore deteriorating. In their view, the situation was very short of the objectives of Article 55 of the United Nations Charter (which deals with the creation of conditions of stability and well-being). They pointed, on the other hand, to rising production and living stand-

ards in the non-capitalist countries and to the need for an end to rearmament and to the elimination of obstacles to trade between the two types of countries.

The representative of the International Confederation of Free Trade Unions (ICFTU) stated that while ICFTU was fully aware of the priority to be accorded to rearmament, there was need for expanding production of consumer goods. This representative urged the appointment of a group of experts who would keep economic conditions in all countries under continuous survey and would report to the Economic and Social Council on: any trends threatening a major economic disequilibrium; labour participation in the administration of commodity agreements; control of profits; equitable distribution of taxation; expansion of foreign trade; improved social security; maintenance and strengthening of free trade unions; and sharing by the workers in the returns from the increased productivity.

The representative of the World Federation of Trade Unions (WFTU) considered that in the light of the data presented by him, the transition from a peace economy to a war economy did not solve the problem of unemployment and that, therefore, the proposals on full employment (E/-1332 and Add. 1 and 2) previously submitted by his organization to the Council as part of a policy for productive and peaceable full employment were still fully valid.⁶¹

Concern was expressed by some representatives about the complacency shown in the replies of certain governments with respect to the need for the adoption of a specific full-employment standard in accordance with resolution 290 (XI). Several representatives, including those of Canada, China, France, India, the Philippines, Sweden and the United States, explained the reasons which had led their Governments to a decision against adopting such a standard.

The United States representative declared that while his Government had accepted the idea of full-employment targets, it did not regard full employment as a goal in itself, but rather as one of several related goals which had as their purpose a high and stable level of production and a constantly rising standard of living, under a system of free enterprise. His Government, he said, did not therefore use the term "full employment" in its limited sense referring merely to providing

⁶¹ This had been submitted to the ninth session of the Council in July-August, 1949.

a given number of jobs, since that might result in under-employment, low productivity and poor utilization of labour and other productive resources, as well as constituting a stimulant to restrictive practices. The representative of Canada similarly stated that, while his Government opposed the adoption of a mathematical full-employment target, its policy aimed at high levels of employment, economic stability and improving standards of living.

The representatives of France, India and Sweden pointed to the difficulties of adopting a rigid full-employment standard. They felt that it was not really possible to compare employment standards between one country and another on a mathematical basis. The representatives of China, Pakistan and the Philippines pointed to the impracticability of establishing such a standard in their countries in view of the large agricultural populations, considerable seasonal unemployment and lack of data concerning changes in unemployment and under-employment levels.

Several representatives, including those of France and India, welcomed the fact that, in accordance with the terms of Council resolution 290 (XI), the question of full employment remained permanently on the Council agenda.

A number of representatives supported the suggestion of the Secretary-General not to undertake at this time the studies of the long-term balance of international payments and of the related commodity composition of international trade. They considered that conditions had changed considerably since Council resolution 290 (XI) had been adopted, and thought it desirable, in view of the highly uncertain future, that the Secretary-General be given a greater degree of discretion in appointing the group of experts and in submitting his report to the Council. A joint draft resolution (E/L.208) submitted by Sweden, the United Kingdom and the United States was adopted by the Council at its 521st plenary meeting on 27 August, by 15 votes to none, with 3 abstentions.

According to this resolution, 371 A (XIII), the Council amended paragraphs 11 and 13 of its resolution 290(XI) so as to leave the Secretary-General free to carry out the studies mentioned, when, in his judgment, they would be most practicable from the point of view of providing the Council with a factual basis for action regarding international transactions, policies and programmes, and also to leave him free to determine the period of time such studies should cover. He was

requested, however, to carry out those studies at the earliest practicable date.

A second draft resolution (A/L.216/Rev.1) revised by its sponsors, Pakistan and the Philippines, to incorporate amendments by the United States (E./L.226), by Sweden, France and the United Kingdom (E/L.230), and an addendum by the authors, was voted on by the Council at its 524th plenary meeting on 28 August. It was adopted by 14 votes to none, with 3 abstentions, as resolution 371 B (XIII). It read:

"The Economic and Social Council,

"Recalling that in Council resolution 290 (XI) account was taken of the fact that it might not be possible for some predominantly agricultural countries to implement certain provisions of the resolution owing to inadequate figures on unemployment and under-employment, and that it was decided that further recommendations in regard to national and international measures for full employment in under-developed countries would be considered by the Council in the light of the report to be prepared by a group of experts which was to be appointed under paragraph 22 of the resolution,

"Having noted the experts' report on Measures for the Economic Development of Under-developed Countries and the report of the Economic, Employment and Development Commission (sixth session), as well as the replies of governments to the Secretary-General's questionnaire on full employment and the Secretary-General's analysis of these replies,

"Recognizing that the under-developed countries, despite the current improvement in their foreign trade balances resulting from present trends in the world economic situation, may find it difficult to increase employment and productivity at a desirable rate without a continued growth in capital equipment and provision of technical assistance on an increased scale,

"Agreeing that the elimination or reduction of unemployment and under-employment in under-developed countries, although depending primarily on the efforts of the under-developed countries to achieve the balanced economic development so essential to raise the standard of living of their peoples, also requires a high level of economic activity in the industrially advanced countries,

"1. Decides to place on its agenda once each year, beginning in 1952, for consideration as part of the discussion of the economic development of under-developed countries and in the light of economic trends, the problems of reducing structural unemployment and under-employment in the under-developed countries and of eliminating obstacles to economic development;

"2. Requests the Secretary-General, in the light of General Assembly resolution 407(V):

(a) To amend the questionnaire being issued under Council resolution 290(XI) where necessary, so as to take into consideration any special problems facing the under-developed countries in connexion with the implementation of resolution 290(XI);

"(b) To assemble and analyse the replies submitted by governments in response to this questionnaire so as to facilitate the consideration by the Council of the

employment and under-employment problems of the under-developed countries; and

"(c) To give special attention to requests made by the governments of Member States for technical assistance to improve their economic and statistical services, so as to assist them to comply with resolution 290 (XI) and thus to take a step forward in the implementation of their development programmes, including the problem of reducing unemployment and under-employment."

In a resolution (520 B (VI)) adopted on 12 January 1952, concerning the financing of economic development of under-developed coun-

tries,⁶² the General Assembly noted with satisfaction the Council's request to the Secretary-General contained in resolution 371 B (XIII), to amend the annual questionnaire on full employment. In analysing the replies from governments, the Secretary-General was requested to deal not only with problems of employment and under-employment, but also with problems encountered in carrying out plans basic to economic development.

D. INTERNATIONAL COMMERCIAL TRANSACTIONS

1. International Commodity Arrangements⁶³

In response to the Council's request at its eleventh session (296(XI)),⁶⁴ the Secretary-General submitted a report (E/2039) to its thirteenth session on procedures for inter-governmental consultations on problems of primary commodities. In preparing the report, the Secretary-General had taken into consideration suggestions received from the Interim Co-ordinating Committee for International Commodity Arrangements (ICCICA), interested specialized agencies and inter-governmental commodity groups. The report dealt with co-ordination of international action on commodity problems, and the convening of study groups and commodity conferences. It also contained a detailed draft resolution based on the principles and procedures regarding inter-governmental commodity arrangements previously established or recommended by the Council in resolutions 30(IV), 110(VI) and 296(XI), and on the text of Chapter VI and other relevant articles of the Havana Charter for an International Trade Organization.

The Secretary-General noted that, since the draft resolution was necessarily detailed and lengthy, the Council might wish to postpone action to a later session to allow opportunity for further examination of the question.

The Council considered the report and the draft resolution at the 122nd and 123rd meetings of its Economic Committee on 4 and 5 September and at its 549th plenary meeting on 13 September 1951.

During the discussions in the Economic Committee, it was generally agreed that it would be inadvisable for the Council at that time to undertake basic studies relating to the substance of the

problem. The representatives of Belgium, Canada, China, France, the United Kingdom, the United States and Uruguay, among others, favoured the continuation of the interim arrangements based on Council resolutions 30(IV) and 296(XI).⁶⁵ Member States, they felt, should be urged to continue to take the principles laid down in Chapter VI of the Havana Charter as a general guide in inter-governmental consultations or for action regarding commodity problems.

The representatives of Chile and Pakistan, however, thought that consideration of the report should be postponed to a later session. A Pakistani proposal to that effect (E/L.256) was subsequently rejected by 7 votes to 2, with 8 abstentions.

The Economic Committee had before it a draft resolution by the United Kingdom (E/L.243/Rev.1), which incorporated certain amendments proposed during the debate:

(1) An Indian amendment (E/L.255) to clarify the Council's objectives and to reaffirm the principles and objectives of resolution 30(IV), pending the more detailed consideration of procedures at a later session; and (2) A French amendment (E/AC.6/L.52) to insert a paragraph recognizing that the problem of primary commodities was of the utmost importance for the under-developed and industrialized countries alike.

By 10 votes to 4, with 3 abstentions, the Committee subsequently rejected another Indian amendment (E/L.255) which would have deleted the reference to the Havana Charter.

Following the acceptance by the United Kingdom of an oral amendment by Uruguay and the

⁶² See p.391.

⁶³ See also pp. 362ff.

⁶⁴ See Y.U.N., 1950, p. 482.

⁶⁵ Resolution 30(IV) concerned the creation of the ICCICA; resolution 296(XI) governed the procedures to be followed for the convening of intergovernmental commodity conferences.

United States to provide that the more detailed consideration of the problem should take place at one of the Council's sessions in 1952, the revised draft resolution was adopted (E/2116) as a whole by 11 votes to none, with 6 abstentions, at the Committee's 123rd meeting (for text, see below).

During the discussion in the Council's 549th plenary meeting on 13 September, the representative of India, supported by the USSR representative, again stated that he felt a reference to Chapter VI of the Havana Charter would handicap the Council in its work, in view of the fact that the Havana Charter had never entered into force. In a separate vote on the paragraph containing this reference, the paragraph was retained by 10 votes to 5, with 3 abstentions.

The representatives of Peru and Uruguay, among others, pointed out that fluctuation in the volume of foreign exchange receipts due to lack of stability in the prices of primary commodities created serious difficulties in the way of economic development of under-developed countries. The representative of France regretted that the Council, for one reason or another, was unable to make more satisfactory progress on the problem of primary commodities; other representatives, among them the representative of Pakistan, felt that their governments needed more time to study the recommendations contained in the Secretary-General's report. The USSR representative expressed the view that the problem of primary commodities had become acute, not because of civilian requirements but because of the rearmament programmes of certain countries which had led to increases in the demand for these commodities. The Council, he stressed, should endeavour to find a means to ensure an adequate supply of raw materials to industries of all Members of the United Nations engaged in the production of civilian goods.

The draft resolution, as proposed by the Economic Council, was adopted, as a whole, by 13 votes to 3, with 2 abstentions, as resolution 373-(XIII).

By this resolution the Council recognized the problem of primary commodities as being of utmost importance both to the under-developed and to the industrialized countries alike. The Council also reaffirmed the principles and objectives of Council resolution 30(IV) of 28 March 1947, pending a more detailed consideration of this question at a later date, and further recommended to Member Governments that they continue to accept the principles of Chapter VI of the Havana Charter as a general guide in intergovernmental

consideration or action with respect to commodity problems. The Council also reaffirmed its resolution 296(XI) governing the procedures to be followed by the Secretary-General in convening intergovernmental commodity conferences, and decided to postpone to one of its sessions in 1952 more detailed consideration of the appropriate procedures to be adopted for the convening of study groups and international commodity conferences. The Council subsequently, at the reconvened thirteenth session in December, decided not to take up this matter at its fourteenth session.

The Council also decided to request the Secretary-General to reconstitute, as soon as practicable, the Interim Co-ordinating Committee for International Commodity Arrangements so that it shall consist of a chairman nominated by the Contracting Parties to the General Agreement on Tariffs and Trade rather than by IC.I.T.O. and two other members, one to be a person nominated by FAO and the other a person concerned in particular with non-agricultural primary commodities.

During the debate in the General Assembly at its sixth session on the world economic situation,⁶⁶ the Second Committee had before it a draft resolution by Cuba (A/C.2/L.141) requesting the Secretary-General to make a study of the feasibility of a multilateral convention between countries exporting the principal primary commodities and the countries importing them, in order to ensure that the production and export of these commodities should not decline substantially below their current levels.

The representative of Cuba withdrew the draft resolution at the Committee's 187th meeting on 18 January 1952, on the understanding that the Secretary-General would transmit it to the Council for consideration at its fourteenth session in connexion with the item: "Full employment, and report of experts on the problem of reducing the international impact of economic recessions and the measures required to mitigate the effect of fluctuations in international markets on the economies of under-developed countries."

The ICCICA met in London from 1-3 November 1951 and prepared the Review of International Commodity Problems, 1951.⁶⁷ In the Review, the Committee traced developments since the end of the Second World War and drew attention to the rapid changes that had occurred in the situation of various primary commodities.

⁶⁶ See pp. 373ff.

⁶⁷ U.N.P., Sales No.: 1952.II.D.1.

The outstanding features of international trade in primary commodities, the report stated, had been its marked instability. In 1951 some prices fluctuated more rapidly and more widely than in any previous recorded period; these rapid and diverse price fluctuations had been associated with great variations in supply and, particularly, in demand. This course of events, the report continued, showed that the present period of rearmament could be expected to accentuate the natural tendency for primary commodity prices to fluctuate widely.

This prospect, the report concluded, seemed to call for greater emphasis in future intergovernmental commodity discussions on the desirability of measures to counteract price fluctuations and for less emphasis on the securing of immediate price advantages, which had often proved in the event to be of secondary importance.

2. Restrictive Business Practices

The United States requested (E/2030) that the question of restrictive business practices should be placed on the agenda of the thirteenth session of the Economic and Social Council. It pointed out that this question, despite its importance to world trade, was not being considered by the United Nations. A widespread recognition of the need for dealing with restrictive business practices had, however, arisen since the Second World War. A number of countries had adopted or were contemplating legislation on the subject, and a number of bilateral agreements and regional arrangements, such as the Schuman Plan for a European Coal and Steel Community, had been concluded or were being considered. Because of the nature and scope of many of these practices, however, there was a large area in which the most effective action could be taken on the basis of broad international collaboration.

The Council considered the question at its 546th to 549th plenary meetings, held on 11-13 September 1951. It had before it a United States draft resolution (E/L.270 and Add.1) with amendments by Uruguay (E/L.272) and Sweden (E./L.273), and a French sub-amendment (E/L.276) to the Swedish amendment.

The United States draft resolution recommended that United Nations Members take appropriate measures, and co-operate with each other, to prevent, on the part of private or public commercial enterprises, business practices affecting interna-

tional 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, on the economic development of under-developed areas, or on standards of living. It also envisaged the establishment of an ad hoc committee on restrictive business practices charged with formulating and submitting to the Council proposals on appropriate methods, to be adopted by international agreement, for dealing with harmful restrictive business practices. The Secretary-General was instructed to seek from any appropriate intergovernmental bodies or agencies their views on these proposals and to report to the Council.

Explaining his amendment, the representative of Uruguay told the Council that cartels and other monopolies in Uruguay were, by virtue of the Constitution, subject to state control. Specific laws existed safeguarding the national interests particularly concerned with economic development, and protecting those interests against foreign monopolies. State monopolies and concerns were necessary to Uruguay's development. Since such concerns and restrictive business practices were permissible under the Havana Charter if they were not harmful, his delegation proposed that the measures to be adopted should be based on the principles set forth in chapter V of the Havana Charter. This Charter clearly established which monopolies were acceptable, in that they served the general interests of the population, and which were harmful and should be condemned.

The Swedish amendment (E/L.273) called upon the proposed ad hoc committee to obtain information from governments, specialized agencies and other sources of information, on restrictive business practices, and to present analyses on this information to the Council.

The French sub-amendment (E/L.276) would have the Secretariat, rather than the proposed committee, obtain the information required. The proposed ad hoc committee, the representative of France said, could then do its work without being delayed by the preparation of studies which could be entrusted to the Secretariat and were not indispensable to the committee's work.

The representatives of Belgium, Canada, China, France, India, Iran, Peru, the Philippines, Sweden, the United Kingdom and Uruguay supported, either as a whole or in certain parts, the United States proposal. They expressed the view that restrictive business practices served to keep down living standards to the extent that they limited

production, sales or international trade. Some of these representatives considered that the elimination of such restrictive business practices would be useful as a means of assuring desirable competition and of protecting consumers both from artificial limitation of supplies and from abnormally high prices.

Attention was drawn to the fact that intergovernmental efforts to remove barriers to the movement of goods in international trade were liable to be offset, to some extent at least, by the actions of international cartels and by barriers arising from other concerted activities of private traders. Examples were given during the debate of the harmful effects of restrictive arrangements and practices. It was pointed out that, by allocating export markets among their members, international cartels could channel trade to or away from any given market as they wished and thus handicap the expansion of the world economy. It was also stated that there was an important difference between the trade barriers established by cartels and those established by governments, since the latter had to be voted by the representatives of the people, and hence might be expected to reflect the interests of the nation and of the citizens as a whole and not of limited interests only. Restrictive business practices were particularly pernicious where they interfered with the further development of technology, impaired productivity and reduced efficiency. Attention was also drawn to the fact that, as a result of restrictive arrangements, it was sometimes most difficult in under-developed countries to develop local production facilities, and that prices in the markets of those countries were therefore frequently maintained at artificially high levels. Furthermore, agreements between purchasers of primary commodities to keep down prices were a serious danger to under-developed countries, part of whose wealth was derived from the export of those commodities.

The representatives of Belgium, France, Peru, Sweden and Uruguay, while agreeing as to the harmful effects of many restrictive business practices and believing that far-reaching private agreements constituted a political danger, felt nevertheless that international producers' agreements were not always to be condemned and that in certain cases they met urgent needs connected with economic progress.

The search for new technical methods entailed heavy expenditure which was now beyond the resources of small industries. International agreements between producers made it possible to pool

research and equipment, and the reduction of production costs through the use of large-scale modern installations was highly desirable. In certain cases, it was stated, the sharing of markets could contribute to the expansion of trade.

Throughout the discussion, certain representatives, in particular those of Canada, Sweden and the United Kingdom, placed emphasis on the value of publicity concerning the operations of cartels. Many cartels, they believed, could not survive the limelight of publicity. An effective anti-trust policy, they argued, required more than a mere programme of legal action. What was required was an integrated programme of investigation, publicity and prosecution to ensure that malpractices were prevented, and that the possibilities of modern industrial techniques were developed and stimulated to serve the interests of the widest possible circle of consumers. These representatives expressed the hope that the proposed ad hoc committee would investigate the question of publicity.

The representative of Peru stated that, in South America, public commercial enterprises were operated in the interests of the State and of the community, many of them being accompanied by measures to protect the individual's social rights. These enterprises, he said, should not be confused with private monopolies.

The representatives of Chile, Mexico and Uruguay also emphasized the important part played by public commercial enterprises in their national development. The Chilean and Mexican representatives stated that they would abstain from voting on the joint draft resolution. Representatives supporting the resolution believed, however, that studies and investigations were necessary to distinguish between good and bad restrictive practices.

The representative of the International Co-operative Alliance referred to a recent survey by his organization which had revealed the widespread use and the harmful effect of restrictive business practices. He described the manner in which his organization had been fighting such practices and urged the Council to undertake an authoritative investigation in this field.

In the view of the representatives of Czechoslovakia, Poland and the USSR, the United States proposal was designed to camouflage the real objective of United States monopolies. Figures were cited in order to show that these monopolies controlled the United States foreign trade and investments. These monopolies, those representatives said, in their struggle to gain domination of world

markets, engaged in extensive restrictive business practices to remove any competition; they earned immense profits in under-developed countries, and were powerful enough to obtain a stranglehold on European trusts, secure markets for their excess production in Europe, and influence the political life of other countries through economic control. United States exports were being used as instruments of discriminatory policies applied against the peoples' democracies. American big business, those representatives maintained, fostered the creation of monopolies which it could dominate, but opposed the creation of those over which it had no control.

The representative of the United States, in answer, agreed that United States oil producers, for example, had increased their proportion of the world output, but invited consideration of the question whether that increase had not made possible the continued wartime functioning of Soviet tanks and aircraft. In reply to the Czechoslovak representative, he reviewed the trade relationships between the United States and Czechoslovakia, stating that Czechoslovakia was responsible for their deterioration. Moreover, those representatives who had previously stressed the shortage of consumer goods in the United States, he said, were now accusing the United States of dumping its surplus goods in Europe; both propositions could not be correct.

Turning to criticisms of monopolies in the United States, he said that a large part of United States industry was carried on by small-scale firms and not by gigantic "monopolies". Though in some cases a small number of firms accounted for a large share of the total output of products, an effort was made in those cases to ensure competition and prevent restrictive business practices. Moreover, mass production had made possible a high standard of living in the United States.

The Council, at its 549th plenary meeting on 13 September, rejected the French sub-amendment (E/L.276) to the Swedish amendment by 9 votes to 5, with 1 abstention.

The representative of the United States accepted suggestions by the Philippines and Chile, according to which the membership of the proposed ad hoc committee was to include Mexico and Pakistan. He also accepted, with slight modifications, the amendments of both Uruguay and Sweden.

The United States draft, as thus amended, was adopted, first in parts in votes ranging from 12 to 3, with 2 abstentions, to 9 to 5, with 3 absten-

tions, and then as a whole, by 12 votes to 3, with 2 abstentions, as resolution 375(XIII). It read:

The Economic and Social Council,

"Recognizing that restrictive business practices on the part of private or public commercial enterprises which, in international trade, restrain competition, limit access to markets and to the means of production necessary for economic development or foster monopolistic control, may have harmful effects on the expansion of production or trade, on the economic development of under-developed areas, on standards of living and on the other aims and objectives set out in Chapter I of the Havana Charter,

"Recognizing that national and co-operative international action is needed in order to deal effectively with such practices, and

"Noting that various governments and international bodies have taken or are considering individual or collective action in this field, but that the Council has not dealt directly with the problem of restrictive business practices,

"1. Recommends to States Members of the United Nations that they take appropriate measures and co-operate with one another 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, on the economic development of under-developed areas or on standards of living;

"2. Recommends that the measures adopted in the cases and for the purposes stated in the preceding paragraph shall be based on the principles set forth in Chapter V of the Havana Charter, concerning restrictive business practices;

"3. Establishes an ad hoc Committee on Restrictive Business Practices consisting of the following Member States: Belgium, Canada, France, India, Mexico, Pakistan, Sweden, United Kingdom of Great Britain and Northern Ireland, United States of America, Uruguay;

"4. Determines that the Committee shall prepare and submit to the Council as soon as possible, and in any case not later than March 1953, proposals on methods to be adopted by international agreement for implementing the recommendation in paragraph 1 above, including, inter alia, provision for continuing consideration of problems of restrictive business practices. In preparing its proposals, the Committee may consult with interested governments, specialized agencies, inter-governmental organizations and non-governmental organizations;

"5. Determines further that the Committee shall:

"(a) Obtain information from governments, specialized agencies and other sources, on restrictive business practices, whether based on cartel agreements or not, that affect international trade and international economic co-operation generally, and on legislation adopted and measures taken by individual Member States in connexion with restrictive business practices and with the object of restoring the freedom of competition; and

"(b) Present to the Council analyses of this information together with the proposals mentioned in paragraph 4; and

"6. Instructs the Secretary-General to seek from any appropriate inter-governmental bodies or agencies their

views as to the organization which could most appropriately implement these proposals and, in the light of those views, to make a report and recommendation at a later session of the Council."

3. Production and Distribution of Newsprint

At the request (E/2052/Add.1 and Corr.1) of the United Nations Educational, Scientific and Cultural Organization (UNESCO), the Council, at its 549th and 550th plenary meetings on 13 September 1951, considered the question of the production and distribution of newsprint and printing paper. During the Council's consideration of UNESCO's annual report,⁶⁸ the Director-General had stated that the shortage of newsprint and printing paper was already reacting unfavourably on his organization's work in the fields of education, science, culture and mass communication.

The Council had before it a draft resolution (E/L.271/Rev.1) submitted by Belgium and France, which incorporated detailed amendments proposed by Canada, India, Sweden and the United Kingdom (E/L.278).

During the discussion, the majority welcomed the initiative of UNESCO and stressed the relationship between the supply of newsprint and printing paper, and the development of education, culture and freedom of information. The representatives of Belgium and France referred to the increase in the price of newsprint and its relation to the wide distribution of newspapers and educational literature. The representatives of Canada and Sweden, however, stressed also that the problem of price was one that affected commodities other than newsprint and paper, and that the increase in the price of newsprint was less than that of other commodities.

It was recognized that the key to the problem was increased production but it was acknowledged that relatively little could be done to achieve this in the immediate future and that, therefore, emphasis should be placed first on improving the distribution of available supplies. Several representatives, among them those of Chile, Peru and the Philippines, urged consideration of the possibility of using substitute materials to increase the production of newsprint; an oral amendment to this effect was accepted by the sponsors. They also agreed to a further oral amendment by Canada, Sweden, India and the United Kingdom, to request the Secretary-General to report to the Council specifically in 1952, rather than annually.

The Council, at its 550th plenary meeting on 13 September, adopted the revised resolution (E/L.271), as amended, by 15 votes to none, with 3 abstentions.

In this resolution (374(XIII)), the Council welcomed the campaign undertaken by UNESCO, expressed its awareness of the gravity of the problem, and proposed a series of measures designed both for short-term and long-term action and for keeping the problem under continuous review.

With a view to immediate results, the Council requested the regional commissions to encourage such trade as would provide newsprint and printing-paper industries with adequate supplies of raw materials. It also directed an appeal to the main consumers of paper to reduce slightly their consumption, and to producers to expand their production. A recommendation was made also to all Member Governments to draw the attention of their nations to this appeal and to the desirability of voluntary co-operation.

The Council also endorsed the appeal, made by a UNESCO resolution,⁶⁹ to the States members of the Woodpulp and Paper Committee of the International Materials Conference, which is concerned with the over-all supply situation of these commodities. The Secretary-General was requested to inform the States members of this Committee that the Council was in agreement with the views expressed by UNESCO and that it considered of special importance the action which this Committee was taking or might take to relieve the current crisis and to prevent the recurrence of similar crisis in the supply of newsprint.

The recommendations of the Council with a view to action over a longer period were largely concerned with increasing production. Requests were addressed to various United Nations bodies to take steps to this end within their own fields. FAO was requested to continue its studies and research in forestry development and the uses of forestry resources, so as to indicate useful measures for increasing production (including the use of substitute raw materials) and to make its knowledge and experience in this field available to governments and intergovernmental organi-

⁶⁸ See also p. 590.

⁶⁹ The resolution of UNESCO had appealed to the States members of that Committee to ensure that account was taken of both immediate and long-term needs, to foster co-operation between the Committee and appropriate United Nations agencies, to inform the Committee of UNESCO's willingness to evaluate certain aspects of the needs for newsprint and printing paper, and to ensure that the needs of other States received adequate consideration.

zations to assist them in their efforts to overcome the shortage of newsprint and printing paper. The regional economic commissions were asked to assist in those efforts. The United Nations and specialized agencies taking part in the expanded programme for technical assistance were requested to make available, to countries requesting it, technical assistance necessary for their programmes related to forest conservation and reforestation, the development of substitute raw materials and the production of newsprint and printing paper, so far as consistent with the principles of Council resolution 222 A (IX). The Council requested UNESCO to continue to draw the attention of public opinion and of the Governments of member States to the problems dealt with in the Council resolution, so that they might be settled in a manner that would enable UNESCO to fulfil its programme of education and freedom of information. The Council also requested the International Bank for Reconstruction and Development, in so far as those efforts might require the assistance of international financial resources, to advise FAO, other specialized agencies and Member States, as requested, on such aspects of the problems involved as fell within its sphere.

The Council requested the Secretary-General to keep the newsprint situation under continuous review in order to ensure the necessary co-ordination of the efforts of the United Nations and of the specialized agencies, and to report to the Council in 1952 on the progress made with respect to the Council's recommendations.

During the Assembly's sixth session, the representatives of Belgium and France presented a draft resolution on the subject (A/C.2/L.144) at the 185th meeting of the Second Committee on 17 January 1952, during the Assembly's discussion of Chapter II (General Economic Questions) of the Council's report (A/1884). The Committee adopted the draft resolution (A/2069) at its 188th meeting on 19 January, without discussion, by 33 votes to none, with 5 abstentions.

The resolution was adopted by the Assembly at its 365th plenary meeting on 26 January by 48 votes to none, with 5 abstentions, as resolution 528(VI). It read:

"The General Assembly

"Notes with satisfaction:

"1. The decision taken by the Food and Agriculture Organization of the United Nations at its Conference, pursuant to the resolutions of the General Conference of the United Nations Educational, Scientific and Cultural Organization and of the Economic and Social

Council, to adopt a long-term programme to supply the world with newsprint and printing paper;

"2. The decision taken by the Economic and Social Council to study at its fourteenth session the report to be prepared by the Secretary-General pursuant to Council resolution 374 (XIII) regarding measures "to improve the position and ultimately put an end to the shortage of newsprint and printing paper", both "with a view to immediate results" and "with a view to action over a longer period"."

4. International Action on the Critical Shortage of Insecticides⁷⁰ for Public Health Purposes

At its thirteenth session, the Economic and Social Council considered a communication (E/-2017) from the Director-General of the World Health Organization (WHO) transmitting a resolution of the fourth World Health Assembly aimed at increasing the supply of insecticides needed for public health purposes. WHO expressed concern that the shortage of insecticides might result in a suspension of anti-malaria campaigns. It recommended that the United Nations investigate this problem and make recommendations for alleviating the situation.

The Council considered the question at its 535th plenary meeting on 4 September 1951. It had before it a joint United Kingdom-United States draft resolution (E/L.232) according to which the Council would request the Secretary-General to set up immediately a working party to examine the world supply and requirements of the two principal insecticides, DDT and BHC. France also submitted a draft resolution (E/L.187) but later withdrew this and substituted amendments (E/L.238/Rev.1) to the joint draft.

The representative of France stated that there existed shortages of medical supplies other than insecticides and suggested that it would be useful to consider the shortages in this wider field. He also urged that any restrictions on the import and export of these products should be eliminated as far as possible.

As regards the proposed working party, the representative of France considered that the Secretary-General should be given as clear and detailed instructions as possible, including advice on the size of the working party (for which a maximum of fifteen members was suggested). Members of the working party should, it was proposed, be technically qualified representatives designated by governments.

⁷⁰ See also Y.U.N., 1948-49, pp. 475-76 and Y.U.N., 1950, pp. 465-66.

During the debate the Council discussed the cause of the shortage of insecticides. The representatives of Canada, France and the United States felt the shortage was due to the lack of raw materials. The United States representative suggested that immediate action be taken by governments to divert as large an amount of the existing supplies of insecticides as possible from less urgent to more urgent public health uses. The representative of France considered that the shortage of raw materials might in the future affect all medical supplies and all the pharmaceutical products essential for public health. An increase in the United Kingdom production, said the United Kingdom representative, would require additional capital investment, which in turn would depend largely upon the manufacturers' long-term view of the market and on government capital investment policy.

The representatives of Iran and Pakistan were anxious to obtain assistance for the erection of plants within their respective countries for the manufacture of insecticides. The representative of Iran stated that the installation of a factory in Iran could assist most of the Middle Eastern countries. He thought that one of the first tasks of the proposed working party should be to study the question of establishing DDT factories in countries where the basic raw materials were available and where DDT requirements were constantly increasing.

The sponsors of the joint draft resolution accepted those French amendments referring to the proposed working party, but rejected those referring to medical supplies and tariffs and quota restrictions. The sponsors declared that no official indication pointed to a shortage of medical supplies; moreover, the Council had not been requested to take action in that connexion. The question of tariffs and quota restrictions, the sponsors stated, were questions which pertained to the General Agreement on Tariffs and Trade (GATT) and could be properly handled only within its framework. Furthermore, they added, there was no proof that such restrictions had any serious effects on the distribution of insecticides for health purposes.

The French amendments referring to medical supplies and to tariffs and quota restrictions were rejected by the Council by votes from 9 to 4, with 5 abstentions to 7 to 7 with 4 abstentions. The joint draft resolution, as amended, was adopted as a whole by 14 votes to none, with 4 abstentions, as resolution 377(XIII). It read:

"The Economic and Social Council,

"Noting the resolution concerning the supply of insecticides adopted by the fourth World Health Assembly on 25 May 1951,

Conscious of the danger inherent in any shortage in the supply of insecticides,

"1. Requests the Secretary-General to establish immediately a working party consisting of not more than fifteen members and composed of technically qualified representatives designated by the governments of the major producing countries and of consuming countries, to examine the world position regarding the supply and requirements of DDT and BHC and, if a significant shortage is disclosed, to make recommendations for the alleviation of the position; and

"2. Further requests that the working party shall, in view of the urgency of the problem, upon completion of its examination of the facts, submit a report of its findings, conclusions and recommendations to the Council, at the earliest practicable moment and if possible by January 1952, and that this report be distributed promptly without waiting for the next session of the Council."

5. Conclusion of an International Customs Treatment of Samples and Advertising Material

The Economic and Social Council, at its twelfth session, considered international action to be taken towards the conclusion of an international convention on customs treatment of samples and advertising material. This subject has been placed on the agenda at the request of the Council Committee on Non-Governmental Organizations, on the proposal of the International Chamber of Commerce (ICC). The supporting documentation (E/C.2/-282 and Add.1) submitted by the ICC included the draft Convention for the Purpose of Facilitating Commercial Propaganda drawn up by the Economic Committee of the League of Nations and approved in July 1935 by the representatives of thirteen governments.

The Council considered the question at the 102nd meeting of the Economic Committee, on 27 February and at its 460th plenary meeting on 7 March. A draft resolution (E/AC.6/L.33), submitted jointly by Canada, France, Peru and the United Kingdom, proposed that the Council request the Secretary-General to transmit to the Contracting Parties to the General Agreement on Tariffs and Trade (GATT) the documents submitted to it and that it express the hope that the Contracting Parties would examine the question and take appropriate measures.

The majority of Council members considered that the subject required study by a technical body, and that it should, therefore, be submitted to the

Contracting Parties to GATT, which had special competence in the field of customs tariffs.

The representatives of Czechoslovakia and the USSR, on the other hand, thought that problems relating to the customs treatment of samples and advertising material could be solved by means of bilateral negotiations between the States concerned. They stressed the reciprocal character of the advantages derived from bilateral negotiations; a general convention, they said, would always tend to limit the advantages of each to the minimum acceptable to all.

The representative of Czechoslovakia suggested that the Council set up a committee of technical experts to draft a document which could then be made the subject of such bilateral negotiations. He also criticized the League draft Convention as out of date and emphasized that it had never been put into force.

The representative of ICC said that his organization, after studying the League draft, had concluded that it might be used as the basis for a convention, since the problem remained essentially the same. Details could be brought up to date in the proposed study by the technical group. The ICC proposal was intended as a step towards restoring normal commercial relations between States, which had been largely in abeyance since 1935.

Some representatives, in particular, the Belgian representative, felt that a bilateral system would reduce trade to the level of the opportunities offered by the less generous party and to that of the more restrictive legislation. It was better, they

considered, to take advantages of the benefits of multilateral negotiations.

The Council's Economic Committee rejected, by 11 votes to 4, with 3 abstentions, an Indian amendment (E/AC.6/L.34) which provided for sending the documentation and the records of the Council's debate to Members of the United Nations and to other governments participating in GATT inviting them to express their views. It accepted, however, by 15 votes to none, with 3 abstentions, a proposal made orally by Canada which provided that the documentation and records be sent to Members of the United Nations but did not refer to obtaining views.

The joint draft resolution, as amended, was adopted by the Economic Committee by 15 votes to 3, and by the Council in plenary meeting by 14 votes to 3, with 1 abstention.

The USSR representative opposed the resolution in the plenary meeting, stating that it was concerned with questions falling entirely within the competence of individual governments; cases requiring special treatment could best be settled by bilateral negotiation.

In its resolution 347(XII), the Council recognized the importance of international action in the sphere of commercial advertising; asked the Secretary-General to transmit to United Nations Members and to the Contracting Parties to GATT the documents submitted to the Council and the record of its discussions; and expressed the hope that the Contracting Parties examine the question at their next session "and take the measures they deem appropriate".

E. THE PROBLEM OF FOOD SHORTAGES

1. Consideration by the Economic and Social Council at its Thirteenth Session

At its thirteenth session, the Economic and Social Council considered the report (E/2008 and Add.1-3) of the Food and Agriculture Organization⁷¹ (FAO) at its 529th and 530th meetings on 31 August 1951. The report consisted of four parts: (1) a covering report to the Council (E/2008); (2) the report of the Director General on the work of FAO 1949/50 (E/2008/Add.1); (3) the organization's draft programme of work for 1951 (E/2008/Add.2), and (4) the report of the special session of the FAO conference held in November 1950 (E/2008/Add.3).

The report discussed, inter alia, the activities of FAO in the field of international commodity problems; the stabilization of prices of agricultural commodities and agricultural raw materials; soil erosion; water utilization and control; the development of forests and inland fisheries; economics, marketing and statistics; nutrition; problems of land settlement; and the financing of agricultural and allied development projects. The Council also heard statements by the representative of FAO.

⁷¹ Work of FAO, 1949/50, Report of the Director-General, Washington, D.C., USA, October 1950, and Report of the Special Sessions of the Conference, Washington, D.C., USA, 3-11 November 1950, Washington, D.C., January 1951.

On the proposal of the representative of Chile, the Council decided to discuss, at the same time, an agenda item on the problem of food shortages and famine in many regions. The representative of Chile had submitted a draft resolution on this question (E/L.236), which was withdrawn in favour of a joint draft resolution by Chile and the United States (E/L.240).

In terms of the joint draft resolution, the Council would:

(1) take note of the report of FAO; (2) take note of the increasing effectiveness of the work of FAO in the field of improving agricultural production; (3) state that it considered that although the world's current food supply was slightly greater than in previous years, the improvement in supplies existed primarily in regions where per capita consumption is at high levels and little improvement was noticeable in most low consumption regions; (4) take account of the fact, that in these circumstances, climatic and other factors which reduce the volume of agricultural production tended to create severe food shortages in food deficit countries; (5) state its appreciation of the fact that recent serious food shortages had evoked widespread response from food-exporting countries; (6) recommend that FAO keep existing or emerging food shortages in individual countries under continuous surveillance and maintain its periodic studies of such problems; and (7) recommend further that FAO, in instances of pending critical food shortages or famine, make emergency reports thereon, such reports to be submitted to the Council and Conference of FAO and also to the Secretary-General for transmission to the Economic and Social Council.

The Council also had before it a three-part amendment to the joint draft resolution, submitted by the USSR (E/L.242), which would:

(1) delete references to the effectiveness of FAO's activities and the statement by the Council that, although the world's current food supply was slightly greater than in previous years, the improvement in supplies existed primarily in regions where per capita consumption was at high levels; (2) have the Council recommend the adoption of "the guiding principle that assistance to regions experiencing food shortages and famine should not be conditional on demands for political, economic or military privileges for the countries according that assistance."

The majority of representatives, among them those of Belgium, Canada, Chile, China, France, India, Mexico, Pakistan, the Philippines, the United Kingdom, the United States and Uruguay, expressed appreciation of the report, stressing the importance of FAO's role in world trade in food and agricultural products. Among the items to which these representatives hoped FAO would devote attention were: the problem of foreign trade and international payments, particularly in commodities like coarse grains and animal foodstuffs; the cost of industrial supplies and services required by agriculture, and, more generally, industrial and

agricultural prices, with a view to studying the unduly wide fluctuations which had serious repercussions on the distribution of agricultural products.

The representative of Chile emphasized that capital investment was essential to agricultural development and pointed out that countries receiving international financial aid had achieved more effective results in implementing recommendations and programmes drawn up by FAO than countries not receiving such aid. In this connexion, the representatives of Belgium and France, among others, pointed out that certain agricultural areas were unable to dispose of their products because of lack of foreign exchange in the importing countries.

General appreciation of the work of FAO, as reflected in the report, was not shared, however, by the representatives of Czechoslovakia, Poland and the USSR. These representatives, broadly speaking, said they were unable to reconcile the praises bestowed on the activities of FAO with the agricultural situation in many regions of the world. That organization's international responsibilities in the field of agriculture should be viewed in the light of the world agricultural situation as a whole, they felt, and agricultural production in the under-developed countries and in a number of countries in Asia and other regions of the world was not increasing.

With respect to the problem of food shortages and famine in many regions, most representatives, including those of Belgium, Canada, Chile, China, France, India, Mexico, Pakistan, the Philippines, the United Kingdom, the United States and Uruguay, recognized that in the last ten years world food production had increased by only 1 per cent, while the world's population had increased by 13 per cent; moreover, the increase in population had been most marked in the under-developed areas of the world. These representatives, while appreciating the work done by FAO to help in increasing the food production in various countries, considered that the action taken thus far by that organization was insignificant in comparison with the magnitude of the problem. They considered that large-scale international action was needed to increase food production and improve its distribution.

As a basic solution, it was suggested by the representatives of India, Pakistan and the United Kingdom, among others, that the various international and bilateral programmes of technical assistance should be developed and used more intensively for increasing food production. The representatives of Chile, China, and the United States, who recognized that a long-range solution

to the problem was needed, felt also that emergency action was required to meet any crisis due to adverse climatic conditions.

At the conclusion of the general debate, the Council, in a series of votes, rejected the first two parts of the USSR amendment (E/L.242) by 13 votes to 3, with 1 abstention, and that part which recommended the adoption of the principle that assistance should not be conditional on demands for privileges by 11 votes to 3, with 3 abstentions. The joint draft resolution by Chile and the United States was adopted by the Council at its 530th plenary meeting on 31 August 1951, by 13 votes to 3, with 1 abstention, as resolution 405-(XIII). It read:

"The Economic and Social Council,

"Taking note with satisfaction of the report of the Food and Agriculture Organization (FAO),

"Further taking note of the increasing effectiveness of the work of the FAO in the field of improving agricultural production,

"Considering, however, the conclusion reached by the FAO Council in its recent report on the world food situation that, although the world's current food supply is slightly greater than in previous years, the improvement in supplies exists primarily in regions where per capita consumption is at high levels and little improvement is noticeable in most low-consumption regions,

"Taking account of the fact that in these circumstances climatic and other factors which reduce the volume of agricultural production tend to create severe food shortages in food deficit countries,

"Appreciating the fact that recent serious food shortages have evoked widespread response from food-exporting countries,

"1. Recommends that the FAO keep existing or emerging food shortages in individual countries under continuous surveillance and maintain its periodic studies of such problems; and

"2. Recommends further that the FAO, in instances of pending critical food shortages or famine, make emergency reports thereon, such reports to be submitted to the FAO Council and Conference and also to the Secretary-General for transmission to the Economic and Social Council."

2. Consideration by the General Assembly at its Sixth Session

The problem of food shortages and famine in certain regions was further considered by the Assembly during the general debate on the world economic situation, at the 181st to 185th, 187th and 188th meetings of the Second Committee, from 11-19 January, and at the 365th plenary meeting on 26 January 1952.

The Committee had before it a joint draft resolution by Chile and the United States (A/C.2/-

L.134). It would express satisfaction with the work of the United Nations, the specialized agencies and other intergovernmental agencies in helping control the natural forces that might cause famine, and state its appreciation of the work of voluntary non-governmental agencies in alleviating suffering caused by emergency famines. It would then:

(1) recommend certain national measures by governments to attack the problems of hunger and famine in the domestic sphere; (2) endorse the recommendation of the Economic and Social Council that FAO should report on instances of pending emergency critical food shortages or famines; and (3) request the Secretary-General, in consultation with the appropriate organizations, to prepare for the Council recommendations concerning procedures to bring about prompt, concerted action by governments, intergovernmental organizations and voluntary agencies in the event of actual or potential famines of an emergency character caused by natural catastrophes.

Submitting the joint draft resolution, the representative of Chile said that it was a "natural continuation" of the resolution on the same subject adopted by the Economic and Social Council (405(XIII)). He said that it embraced both the permanent aspect of the problem of food shortages resulting from the chronic inadequacy of food production in general and the acute aggravation of the problem in certain regions as a result of natural catastrophes. The need for increasing food production was so urgent that it might currently be considered the basic economic problem. The Second Committee had already adopted some recommendations on economic development, but there was a need for complementary recommendations dealing in a concrete way with the problem of food production.

The representative of the United States added that the Assembly could do much to stimulate and make effective the work in famine relief of the many voluntary agencies throughout the world, as well as that of governments. Nations, acting individually and in co-operation, could greatly improve the world's over-all food position so that millions would be better fed and individual countries would have larger food reserves for national or international emergencies. In order to obtain maximum results, such work should be facilitated and co-ordinated.

Representatives were unanimous in stressing the importance of the problem of food shortages and famine, although there were some differences of opinion on the practical measures to be taken to meet this problem.

The representatives of Argentina, Australia, Belgium, Burma, Brazil, Canada, Cuba, Ecuador,

Egypt, France, Greece, India and the United Kingdom spoke in support of the joint draft resolution by Chile and the United States.

Several representatives, among them those of Australia, Ecuador and Egypt, felt that there should be a clear distinction between the two types of measures which the Assembly was being asked to recommend: one, immediate measures for the relief of emergency famines or food shortages; the other, measures for a long-term plan designed to increase the over-all world supply of food. The representatives of Argentina and Ecuador asked that the joint draft resolution should place more emphasis on the long-term aspect of the problem.

The representatives of the Byelorussian SSR, Czechoslovakia, Poland, the Ukrainian SSR and the USSR, who agreed that the problem was one of crucial importance, felt, however, that the terms of the resolution were not satisfactory and that action by the Assembly on the basis of the joint draft resolution would be inadequate to meet the pressing demands of the problem.

The Committee also heard statements from representatives of the Food and Agriculture Organization (FAO) and World Health Organization (WHO). The representative of FAO pointed out that although his organization would be glad to offer full co-operation in respect of emergency measures, the permanent aspect of the problem was that the world food supply was not keeping pace with the growth of world population and that it was necessary for governments to recognize the great urgency of the matter and to formulate agricultural development plans. The representative of WHO also offered the full co-operation of his organization. He pointed out that famine had frequently been the cause of endemic and other diseases, as implied though not specifically stated, in the joint draft resolution. It was unfortunate, he added, that famine frequently assumed the proportions of an emergency, since many famines were the result of foreseeable circumstances which were capable of continuous study.

To the joint draft resolution by Chile and the United States (A/C.2/L.134), a number of oral amendments were suggested and formal amendments submitted:

Amendments by the USSR (A/C.2/L.137). These would: (1) delete all phrases expressing satisfaction or appreciation of the work of the United Nations, the specialized agencies, intergovernmental organizations, and non-governmental agencies both in helping to control the forces which might cause famine and in alleviating suffering caused by famine; (2) add to the measures recommended to governments in attacking the problems

of hunger a recommendation to free world resources to combat the food shortage "by bringing to an end the armaments race and making use of the stocks of foods and chemicals accumulated for war purposes, and by expanding peaceful civilian production in every possible way"; (3) have the proposed recommendations to the Council concerning procedures for concerted and effective action by governments prepared by the Secretariat, in consultation with the appropriate regional commissions of the United Nations, the specialized agencies and inter-governmental organizations concerned, instead of by the Secretary-General, in consultation with the Directors General of FAO, WHO "and the executive heads of other organizations"; and (4) have the Assembly recommend the observance of the principle "that assistance to regions suffering food shortage or famine should not be made subject to demands for political, economic or military privileges for the countries according such assistance".

A joint amendment by Burma and Thailand (A/C.2/L.138), which would include, as a measure recommended to governments, that of increasing the availability of agricultural implements and fertilizers at a reasonable cost.

An Israel amendment (A/C.2/L.139), which would also include, as a recommended measure, the facilitating of the transport of food to potential or actual emergency famine areas by the most expeditious means.

Amendments by India (A/C.2/L.145 & A/C.2/L.146). These would: (1) note the resolutions on food shortages adopted by the FAO Conference at its sixth session dealing with procedures in respect of emergency food situations requiring international relief measures; (2) express agreement with the decision of FAO to give attention to ways and means of establishing emergency food reserves, and urge FAO promptly to consider methods for the establishment of such reserves in all food-grain net-exporting countries and for making them available to all countries which are threatened or affected by serious food shortages; (3) request all States Members of the United Nations which are normally food-grain net-exporting countries to offer their fullest co-operation to FAO so as to facilitate that organization's task in formulating its recommendations to the Economic and Social Council; and (4) express the Assembly's concern with the widespread conditions of hunger in many parts of the world, intensified by the fact that the rate of increase of world food production was less rapid than the rate of growth of the world's population.

The sponsors of the joint draft resolution submitted a revised text (A/C.2/L.134/Rev.1) incorporating the formal amendments by Burma and Thailand and by Israel, as well as certain drafting changes recommended during the debate. Certain parts of the Indian amendments (A/C.2/L.145 and A/C.2/L.146) were also incorporated, but the sponsors stated that they were unable to accept that part of the amendment which would have the Assembly request all States Members of the United Nations which are normally food-grain net-exporting countries to offer their fullest co-operation to FAO so as to facilitate FAO's task in devising practical lines of action.

Urging the adoption of this provision, the representative of India stated that the resolution concerning food reserves adopted by the FAO Conference represented a "great service". He believed that countries with surplus production should consider the possibility of putting aside a portion of their exportable surplus every year so that, if need arose, it might be rapidly dispatched to areas affected by famine.

The representative of the United States said that it would be inequitable if only exporting countries were to be asked to establish food reserves. He suggested, as a compromise, that the amendment should apply to all countries and not only to the exporting countries. This was supported by the representative of Chile but was not acceptable to the Indian representative.

After a number of proposals and counter-proposals had been made in the Second Committee, the representative of India agreed, at the 188th meeting on 19 January 1952, to withdraw the reference to exporting countries, and the amendment, as modified, was adopted by 41 votes to none, with 5 abstentions. The paragraph of the joint draft resolution by Chile and the United States (A/C.2/L.134/Rev.1), as modified by the Indian amendment, was voted on separately and adopted by the Committee by 41 votes to 5.

The joint draft resolution as a whole, as amended, was adopted by the Committee by 42 votes to none, with 5 abstentions.

The Committee, however, rejected the four-part USSR amendment (A/C.2/L.137) in a series of votes, one of which was by roll-call, varying from 17 votes to 4, with 27 abstentions, to 37 votes to 5, with 4 abstentions.

When the revised joint draft resolution adopted by the Committee (A/2069) came before the Assembly at its 365th plenary meeting on 26 January 1952, the representative of the USSR submitted an amendment (A/2082), substantially the same as that he had introduced in the Second Committee. It would have the Assembly urge governments to free world resources, to combat the food shortage and famine experienced in a number of countries by bringing to an end the armaments race and making use of stocks of foods and chemicals accumulated for war purposes, and by expanding peaceful civilian production in every possible way.

The Assembly, without discussion, rejected the amendment by 34 votes to 5, with 9 abstentions. It adopted, as a whole, also without discussion, by 48 votes to none, with 5 abstentions, the draft res-

olution approved by the Committee. This resolution (525(VI)) read:

"The General Assembly,

"Conscious of the widespread conditions of hunger which prevail in many parts of the world, which conditions are intensified by the fact that the rate of increase of world food production has been less rapid than the rate of growth of the world's population and that this discrepancy between food production and growth of population is especially serious in those parts of the world in which conditions of hunger already prevail,

"Concerned with the fact that, in addition to such widespread conditions of hunger, emergency famines are from time to time created by crop failure due to plague, drought, flood, blight, volcanic eruptions, earthquakes and similar accidents of a natural character,

"Convinced that emergency conditions of famine could make more difficult the work of the United Nations and the specialized agencies and the achievement of the United Nations objectives with respect to the promotion of economic development and human welfare, and the maintenance of peace,

"Recalling its resolution 202(III) of 8 December 1948, and the actions taken by the Economic and Social Council in regard to the problem of food shortages,

"Noting the resolutions on "Food shortages and famine" and on "Emergency food reserve", adopted by the Food and Agriculture Organization of the United Nations at its Conference in Rome in December 1951 and annexed hereto,

"Noting with satisfaction the work of the United Nations, the specialized agencies and other inter-governmental organizations in helping to control some of the natural forces that may cause famine,

"Expressing its appreciation of the work of the voluntary non-governmental agencies of the several countries as an essential complement to governmental programmes for the alleviation of the suffering caused by emergency famines,

"1. Urges all governments co-operatively to attack the problems of hunger and famine by:

"(a) Giving high priority to food production programmes and continuing their efforts to accomplish the other objectives recommended in resolution 202 (III);

"(b) Placing adequate emphasis on food production in their national economic development plans;

"(c) Facilitating the transport of food to potential or actual emergency famine areas by the most expeditious means;

"(d) Intensifying their co-operation with the Food and Agriculture Organization in its efforts to increase food production by strengthening national agricultural services; increasing the availability of agricultural implements and fertilizers at reasonable cost; making maximum use of domestic capital and of such foreign financial assistance as may be available for the establishment or expansion of agricultural credit systems; carrying out necessary land reform measures; improving the collection of technical and statistical information; and participating in technical assistance programmes designed to increase food production and overcome the causes of famines;

"2. Further urges all governments to promote and facilitate the work of the voluntary non-governmental

agencies organized to meet famine conditions and to promote agricultural development; to further public awareness and participation in such work; to correlate and integrate the resources and programmes of such voluntary organizations with their own relief resources and programmes; and to furnish current listings of the functions, programmes and potential resources of agencies of this kind within their countries;

"3. Calls on the people in all countries to give increasing support to the work of voluntary non-governmental agencies as an essential complement to governmental programmes for alleviating the suffering caused by emergency famine and as a means to enable individual citizens to further the humanitarian objectives of the Charter;

4. Endorses the recommendation of the Economic and Social Council in its resolution 405(XIII) of 31 August 1951 that the Food and Agriculture Organization, in instances of pending critical food shortages or famine, make emergency reports thereon;

"5. Expresses the hope that the results of the study to be undertaken by the Council of the Food and Agriculture Organization of suitable ways and means whereby an emergency food reserve can be established and made available promptly to member States threatened or affected by serious food shortages or famine will be available for consideration by the Economic and Social Council at its fifteenth session, and looks forward to receiving the report of the Economic and Social Council thereon immediately after the Council has completed its consideration of the matter;

"6. Requests all States Members of the United Nations to offer their fullest co-operation to the Food and Agriculture Organization so as to facilitate its study as described in paragraph 5 above;

"7. Requests the Secretary-General, in consultation with the Directors-General of the Food and Agriculture Organization and of the World Health Organization, and with the executive heads of other organizations concerned, to prepare, for consideration by the Economic and Social Council at its fourteenth session, recommendations concerning procedures to bring about promptly concerted and effective action by governments, inter-governmental organizations and voluntary agencies in the event of actual or potential famines of an emergency character caused by disasters of the type mentioned in the preamble of the present resolution;

"8. Recommends the observance of the principle that assistance to regions suffering food shortages and famine should not be made subject to demands for political, economic or military privileges for the countries according such assistance;

"9. Requests the Economic and Social Council to include in its report to the General Assembly a special section on the problem of food shortages and on the steps taken by specialized agencies and by the governments of Member States to deal with the problem."

ANNEX

Resolution on food shortages and famine
Adopted by the sixth session of the food and Agriculture Organization Conference in Rome in December 1951
The Conference resolves

1. That on receiving intimation from a member nation or region that a serious food shortage or famine exists or is likely to develop, which it is unable to cope with from its own resources, the Director-General shall depute one or more Food and Agriculture Organization officials to investigate the nature of the problem with the consent of the government concerned and to report on the extent, if any, of international assistance needed and communicate the report to the United Nations and the interested specialized agencies;

2. That when, in the opinion of the Director-General, there is an emergency, requiring international relief measures, he shall at his discretion convene forthwith a meeting of the Council or of interested governments to devise the most practical lines of action which may be required to bring about prompt, concerted and effective assistance by governments as well as by voluntary agencies; and that the Director-General shall thereupon report the action taken to the Secretary-General of the United Nations for transmission to the Economic and Social Council.

Resolution on emergency food reserve
Adopted by the sixth session of the food and Agriculture Organization Conference in Rome in December 1951
The Conference resolves

That the Council should study and explore suitable ways and means whereby an emergency food reserve can be established and made available promptly to member States threatened or affected by serious food shortages or famine.

F. TRANSPORT AND COMMUNICATIONS

The Transport and Communications Commission held its fifth session from 19-28 March 1951 and reported (E/1890) to the Economic and Social Council at its thirteenth session. The report of the Commission was discussed at the 118th and 119th meetings of the Council's Economic Committee on 2 and 3 August, 1951. At its 497th plenary meeting on 11 August the Council adopted a seven-part resolution (379(XIII)), which dealt with the licensing of motor-vehicle drivers, road traffic and accident statistics, customs formalities for international road transport and

touring, the transport of dangerous goods, the pollution of sea water and discrimination in transport insurance. An account of the principal matters dealt with by the Commission and by the Council is given below.

1. International Road Transport

a. ACCESSION TO THE CONVENTION ON ROAD TRAFFIC

At its twelfth session (20 February-21 March 1951), the Council considered the question of the

eligibility of the Federal Republic of Germany and the Principality of Monaco to accede to the Convention on Road Traffic, signed at Geneva on 19 September 1949.

The Council had before it a note from the Secretary-General (E/1878), reflecting communications on this matter with the German Federal Government, and a memorandum from the Secretary-General (E/1879), dealing with relevant aspects of the Convention. It also had before it a letter from the Principality of Monaco to the Secretary-General (E/1896), requesting that the question of its accession to the Convention be placed on the Council's agenda. In this connexion, the Secretary-General had also submitted a memorandum (E/1896).

In the Council's discussions at its 472nd plenary meeting on 16 March 1951, the President pointed out that, under article 27 of the Convention on Road Traffic, that instrument was open to accession by all States Members of the United Nations, by every State 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 Sweden and the United Kingdom, felt that, as an important part of the traffic network of Western Europe was located in the territory of the Federal Republic of Germany and as adjoining countries had already acceded to the Convention, it was desirable that the Federal Republic should also be covered by the Convention. Other representatives, in particular those of Czechoslovakia, Poland and the USSR, maintained that Western Germany was not legally a State and could not therefore accede to the Convention.

The Council adopted a joint draft resolution by Sweden, the United Kingdom and the United States (E/L.166) by 13 votes to 3, with 2 abstentions (resolution 348 A (XII)), which stated that the German Federal Republic was eligible to accede to the Convention and to the Protocol on Road Signs and Signals. The Council also adopted, by 15 votes to none, with 3 abstentions, a similar resolution (348 B (XII)) concerning the application of the Principality of Monaco.

The Commission, at its fifth session, had noted that the Convention, which requires five ratifications or accessions to come into force, had been ratified by three countries as of March 1951 — Czechoslovakia, France and the United States — and that the necessary parliamentary action to al-

low ratification was then being taken in several other countries. A further accession, that of Monaco, was deposited during the thirteenth session of the Council, bringing the total of such ratifications or accessions to four.⁷²

b. ROAD SIGNS AND SIGNALS

The Commission, at its fifth session, had also taken note with satisfaction of the progress report (E/CN.2/94-E/CN.2/CONF.1/3) of the first session (November-December 1950) of the Group of Experts on Road Signs and Signals, established in accordance with Council resolution 272(X)⁷³ supplemented by resolution 10 of the fourth session of the Commission (E/1665), to study the problem of devising a unified worldwide system of road signs and signals and to prepare a draft convention embodying such a system.

c. LICENSING OF MOTOR-VEHICLE DRIVERS

The Commission, in accordance with Council resolution 272(X), made a periodic review of developments concerning international road transport in order to advise the Council on further international action desirable in that field. It reached the conclusion that the problem of licensing motor-vehicle drivers required study, in view of, *inter alia*, its bearing on safety of traffic, the existing lack of uniformity among the various local and national laws and regulations pertaining to such licensing, the desirability of giving guidance to the various countries as to the minimum standards for the qualifications of drivers, and the need for a greater degree of uniformity to facilitate implementation of the provisions of the Convention on Road Traffic concerning reciprocal recognition of drivers' permits among the Contracting States (E/1980).

The Commission recommended that the Council instruct the Secretary-General to appoint a small committee of qualified experts:

(1) to consider these problems and report to the Commission at its sixth session; (2) to advise the Commission on the desirability and possibility of establishing uniform minimum regulations for the licensing of drivers of the various categories of motor vehicles and, on the basis of their findings; (3) to prepare draft regulations (4) to advise the Commission as to whether such draft regulations should be referred to the various governments for consideration in connexion with their

⁷² On 25 February 1952, Sweden deposited its instrument of ratification and the Convention came into force 30 days later, on 26 March 1952.

⁷³ See Y.U.N., 1950, pp. 488-89.

domestic laws and regulations, or considered as an annex to the Convention on Road Traffic and applicable to international traffic only, or both; and (5) to advise the Commission on any other considerations.

At the 118th meeting of the Economic Committee on 2 August 1951, the representatives of Poland and the USSR opposed the recommendation on the ground that the matter was one which fell within the domestic jurisdiction of States and that it would mean interference with existing national laws. Other representatives, including those of China, India, Pakistan, the Philippines, the United Kingdom and the United States, favoured the draft resolution, declaring that it would facilitate travel and would save lives on the road. The draft resolution proposed by the Commission was adopted by the Committee at the same meeting by 13 votes to 3, and by the Council, without discussion, at its 497th plenary meeting on 7 August 1951, by 14 votes to 3 (resolution 379 B (XIII)).

2. Other Problems in the Field of Inland Transport

a. CO-ORDINATION OF INLAND TRANSPORT

The Commission, at its fifth session, considered a report (E/CN.2/98 & Add.1) prepared by the Secretary-General in accordance with Council resolution 298 H (XI)⁷⁴ and resolution 8 of the fourth session of the Commission (E/1665) on the co-ordination of inland transport.

The report reviewed international and national developments in this field and recommended that some general information be sought from governments which would clarify the nature of the co-ordination problem in the various parts of the world and facilitate its study at both world-wide and regional levels. It recommended that consultation with governments take the form of an enquiry concerning:

(1) governmental functions, and the agencies performing them, as regards the different means of inland transport; (2) the nature and extent of competition, if it existed, between the various means of transport; (3) measures, taken or proposed, to bring about the co-ordination of the means of inland transport; (4) any existing or projected studies, under government auspices, relating to inland transport co-ordination.

After discussing whether the problem of inland transport co-ordination required world-wide treatment or could be dealt with on a regional basis, the Commission concluded in resolution 8, adopted at its fifth session (E/1980), that this was a subject to be dealt with primarily on a regional basis wherever adequate regional machinery existed.

Since, however, there might be regions where such machinery did not exist, and there might also be general aspects with which the Commission could usefully deal, it should continue to follow developments in that respect in the various regions and countries. The Commission considered that governments should make an effort, on an international basis, to remove friction arising from existing legislation on inland transport and avoid measures likely to hamper the freedom of international transport by the various means. The Secretary-General was requested:

(1) to make available to all regional bodies concerned the results of studies of the problem of co-ordination of inland transport undertaken by any of the regional bodies or initiated by the Commission where necessary; and (2) to keep the Commission informed of developments which might require the Commission's attention.

b. REGIONAL PROBLEMS IN THE FIELD OF INLAND TRANSPORT

The Commission considered, at its fifth session, a report by the Secretary-General (E/CN.2/102, Corr.1 & Add.1), summarizing activities in the field of inland transport. Among the regional developments which had occurred since the Commission's fourth session, the report noted the work of the Inland Transport Committee of the Economic Commission for Europe (ECE) and the establishment of the Inland Transport Committee of the Economic Commission for Asia and the Far East (ECAFE),⁷⁵ both of which were noted with satisfaction by the Commission. Note was also taken of the holding at Johannesburg, from 25 October-16 November 1950, of the Conference on Central and Southern African Transport Problems.

c. MEETING OF INLAND TRANSPORT EXPERTS IN THE MIDDLE EAST

At the 551st plenary meeting on 14 September 1951, the Council, on the proposal of the President, unanimously decided to take the same action as at previous sessions and, having again decided at its thirteenth session⁷⁶ to postpone consideration of the question of whether an economic commission for the Middle East should be set up, to postpone again consideration of a resolution of the Transport and Communications Commission at its second session (E/789) which recommended, in-

⁷⁴ See Y.U.N., 1950, pp. 490-91.

⁷⁵ See also under these Commissions.

⁷⁶ See also pp. 476-77.

ter alia, that a meeting of inland transport experts be held in the Middle East.

3. Facilitation of International Movement of Persons and Goods

a. TRAVEL, PASSPORT AND FRONTIER FORMALITIES

Two reports by the Secretary-General were before the Commission at its fifth session when it discussed travel, passport and frontier formalities.

One (E/CN.2/103 & Add.1), referred to the activities of international intergovernmental and non-governmental bodies concerned with the facilitation of international travel, and in listing these activities at both the world-wide and regional levels, showed that a large number of bodies were actively promoting international travel.

The other, entitled "Passport and Frontier Formalities: Progress in the Post-war Period" (E/CN.2/99 & Add.1), contained replies to an enquiry addressed to governments by the Secretary-General in accordance with resolution 1 adopted at the Commission's fourth session (E/1665),⁷⁷ regarding the implementation of the recommendation of the United Nations Meeting of Experts on Passports and Frontier Formalities held in Geneva in 1947. This report stated that wide agreement existed among governments concerning the desirability of implementing the measures recommended by the Experts on Passports and Frontier Formalities. It added, however, that while there seemed to be general agreement that the complete abolition of passport and visa requirements — regarded as the ultimate goal by the Meeting of Experts — was not feasible under current circumstances, the measures which were recommended by the experts for easing the application of these requirements were, so far as could be determined from the replies, on the whole considered appropriate and possible. The report added that considerable progress had been made in the post-war period in the application of measures for the simplification of passport and frontier formalities, particularly with respect to abolition of visa requirements by bilateral or unilateral action and with respect to co-operation by adjoining countries in expediting frontier formalities. The report also noted that 83 bilateral agreements, reciprocally abolishing visa requirements, had been officially notified to the Secretary-General.

The Commission, at its fifth session, requested the Secretary-General to continue to follow and

to report on progress in the field. It also recommended that any further general enquiry addressed to governments should be postponed until after the sixth session of the Commission.

b. CUSTOMS FORMALITIES FOR TOURING

During its review of developments in the field of international road transport (see above), the Commission considered a report by the Secretary-General (E/CN.2/114) on customs formalities with respect to international road transport and touring. The report recommended that with regard to possible action with respect to customs formalities, it would appear useful to separate the question of touring (which concerned the various means of transport) and the question of commercial road vehicles and the transport of goods by road. The problems of customs formalities for commercial road vehicles as well as for the transport of goods by road, the report stated, would appear to be questions of regional rather than world-wide concern, and might be taken up in the various regions.

The Commission agreed that the problems of customs formalities for commercial road vehicles and for the transport of goods by road should be dealt with on a regional basis, but that the problem of customs formalities for the temporary importation of private vehicles and for the personal effects of tourists travelling by all means of transport were problems of world-wide scope. The Commission recommended to the Council that the Secretary-General be instructed to circulate to Governments which had been invited to the United Nations Conference on Road and Motor Transport, held at Geneva in 1949, the draft International Customs Convention on Touring, prepared under the auspices of ECE, together with proposals submitted jointly by the World Touring and Automobile Organization (OTA) and the International Union of Official Travel Organizations (IUOTO) for the amendment of this draft Convention.

It recommended that the Secretary-General be asked to request the views of governments as to:

(1) the desirability of considering the conclusion, on a world-wide basis, of two conventions on customs formalities, one relating to the temporary importation of private vehicles and their equipment, and the other relating to tourists (i.e., the personal effects of tourists travelling by any means of transport); (2) the suitability of the ECE draft International Customs Convention on Touring, together with the proposals of OTA and IUOTO, as a basis of discussion for concluding such

⁷⁷ See Y.U.N., pp. 483-84.

Conventions; and (3) any modifications which governments might consider desirable in order to increase the suitability of the draft International Customs Convention on Touring and of the proposals of the OTA and the IUOTO as a basis for discussion.

Finally, it recommended that the Secretary-General be asked to report to the Commission at its sixth session.

The Economic Committee discussed these recommendations at its 118th and 119th meetings, on 2 and 3 August 1951. Discussion was concerned mainly with the question of whether world-wide action should be confined to private vehicles. Two amendments proposed by the United Kingdom to the draft resolution recommended by the Commission sought:

First (E/AC.6/L.48), that the United Kingdom's draft World-Wide Convention on Tourism be included among the documents which the Secretary-General would, in terms of the draft resolution, be instructed to circulate to governments; second (an oral amendment), that the draft resolution be amended to allow for the possibility of regulations concerning commercial vehicles being included in a world-wide convention.

The opinion that the question of customs formalities was the internal concern of each State was expressed in the Committee by the representative of the USSR. Opposition to the first amendment by the United Kingdom was expressed by a number of representatives, including those of Chile, France, Pakistan and the United States, either on grounds of procedure or because circulation of the United Kingdom's draft World-Wide Convention on Tourism might imply that this draft Convention had the Committee's preliminary approval. The second United Kingdom amendment was also opposed by several representatives.

After a number of oral compromise suggestions, the representative of the United Kingdom withdrew both amendments, and the Committee, at its 119th meeting on 3 August 1951, adopted, by 12 votes to 3, the draft resolution proposed by the Commission. This, in turn, was adopted by the Council at its 497th plenary meeting on 11 August 1951, by 15 votes to 3 (resolution 379 D (XIII)).

c. BARRIERS TO THE INTERNATIONAL TRANSPORT OF GOODS

At its fifth session, the Commission noted that the Secretary-General had brought to the notice of the Interim Commission for ITO Council resolution 298 D (XI),⁷⁸ adopted on the recommendation of the Commission in which the Council urged Members of the United Nations and other interested governments to continue consideration of national measures consistent with the principles

of the Charter of the proposed International Trade Organization for the simplification of customs and related formalities constituting barriers to the international transport of goods. The Commission agreed that, in the circumstances, no further action by it was needed at that time.

4. International Transport of Dangerous Goods

The Commission, at its fifth session, considered a report by the Secretary-General on the problem of the international transport of dangerous goods (E/CN.2/97 & Add.1). The report stated that the matter was clearly one requiring consideration on a world-wide basis and it suggested examination of two main questions:

(1) the adoption on a world-wide basis of uniform regulations applicable to all or several means of transport with respect to certain aspects of the problem, requiring as a first stage a preliminary survey of the aspects appropriate for uniform treatment, and, as a second stage, the preparation of uniform regulations relating to those aspects; and (2) the adoption subsequently of uniform regulations for each form of transport—of a world-wide nature in respect to shipping and aviation, but of a regional character in respect to inland transport.

The Commission adopted resolution 7 (E/1980), noting the great importance to the preservation of life and property of the adequate regulation of the international transport of dangerous goods. It considered that, as various means of transport in and between different parts of the world were frequently involved in international shipments of dangerous goods, the regulation of the transport of such goods and of the various operations related thereto should be as uniform as possible on a world-wide basis. The Commission noted that the problem of the international transport of dangerous goods in Europe by road and inland waterway, and the related operations of handling dangerous goods, were under study by the Inland Transport Committee of ECE and held that this work should be co-ordinated with any work undertaken by the United Nations on a world-wide basis. It recommended that the Council instruct the Secretary-General, in consultation with the competent international and national bodies, to examine the problem of the transport of dangerous goods with a view to determining which were appropriate for uniform regulation,

⁷⁸ See Y.U.N., 1950, pp. 484-85.

and to report to the Commission at its sixth session.

Consideration was given to this matter at the 118th meeting of the Economic Committee on 2 August and at the 497th plenary meeting of the Council on 11 August 1951.

Both in the Committee and in the Council, the representatives of Czechoslovakia, Poland and the USSR declared that the aim of the resolution was to facilitate the transport of war materials, which, with the rearmament by certain capitalist countries, had now become a matter of urgency.

The representatives of India, the United Kingdom, and the United States supported the Commission's recommendation, stating that its aim was technical and humanitarian, the protection of private citizens and particularly workers responsible for the transport of dangerous goods; such goods included acids, commercial gases, dynamite and similar materials.

The Committee, by 13 votes to 3, and the Council, by 14 votes to 3, at its 497th plenary meeting on 11 August, adopted the draft resolution proposed by the Commission as resolution 379 E (XIII).

5. Problems in the Field of Shipping

a. RATIFICATION OF THE CONVENTION ON THE INTER-GOVERNMENTAL MARITIME CONSULTATIVE ORGANIZATION

The Commission, at its fifth session, noted that six countries had ratified the Convention on the Inter-Governmental Maritime Consultative Organization (IMCO), that two members of the Commission had stated that their governments expected to ratify the Convention as soon as the necessary parliamentary action had been completed, and that, under its provisions, the Convention would come into force as soon as it had been ratified by the governments of 21 States, seven of which had to possess over a million tons of merchant shipping. The Commission adopted resolution 2(E/-1980), in which it took note with satisfaction of the information that the Secretary-General was on the point of sending to Member Governments which had not thus far ratified the Convention an enquiry concerning steps taken by them to do so. The Council, at its thirteenth session, was informed that two additional ratifications had brought the total to eight.⁷⁹

b. THE UNIFICATION OF MARITIME TONNAGE MEASUREMENT

The Commission adopted a resolution (E/-1980) at its fifth session stating that, in its opinion, the problem of intergovernmental action on the unification of tonnage measurement should be among the first to be considered by IMCO.⁸⁰

c. POLLUTION OF SEA WATER

At its fifth session, the Commission considered a report on the pollution of sea water (E/CN.2/100, Add.1 and Add.2) containing the replies of a large number of governments to an enquiry forwarded by the Secretary-General in accordance with Council resolution 298 C (XI).⁸¹ It came to the conclusion that, while there was wide interest in having this problem examined on an international basis, the suggestion for calling a meeting of experts immediately was somewhat premature.

The Economic Committee, at its 119th meeting on 3 August, by 11 votes to none, with 3 abstentions, and the Council, at its 497th plenary meeting on 11 August, by 14 votes to none, with 3 abstentions, adopted resolution 379 F (XIII), based on a recommendation of the Commission.

Having noted that, as requested in Council resolution 298 C (XI), some governments had already undertaken studies on the subject of the pollution of sea water, the Council requested other governments possessing the necessary technical facilities to undertake similar studies, and to communicate the results to the Secretary-General. The Secretary-General was instructed by the Council to transmit the results of these studies to the Inter-Governmental Maritime Consultative Organization when it began to function.

6. Co-ordination of Activities of the Specialized Agencies in the Field of Transport and Communications

At its fifth session, the Commission noted a report (E/CN.2/110, Corr.1, Add.1/Rev.1, and Add.2) on the co-ordination of activities in the field of transport and communications of the United Nations and its regional economic commissions with those of the International Labour

⁷⁹ For IMCO, see under Part Two: The Specialized Agencies.

⁸⁰ For previous recommendation on this subject, see Y.U.N., 1950, pp. 485-86.

⁸¹ See Y.U.N., 1950, p. 486.

Organisation (ILO), the Food and Agriculture Organization (FAO), the United Nations Educational, Scientific and Cultural Organization (UNESCO), the International Civil Aviation Organization (ICAO), the World Health Organization (WHO), the Universal Postal Union (UPU), the International Telecommunication Union (ITU), the World Meteorological Organization (WMO), the Interim Commission for the International Trade Organization (IC.ITO) and the Preparatory Committee of the Inter-Governmental Maritime Consultative Organization (PC.IMCO). Attention was drawn in particular to co-ordination of activities under the Expanded Programme of Technical Assistance for economic development of under-developed countries.

IMPLEMENTATION OF THE DECISIONS OF THE ATLANTIC CITY TELECOMMUNICATIONS CONFERENCE OF 1947

The Council, at its eleventh session, had adopted resolution 298 J (XI),⁸² based on a recommendation by the Commission at its fourth session (E/1665), on the subject of the implementation of the decisions of the Atlantic City Telecommunications Conference of 1947. The Commission, at its fifth session, noted that the Extraordinary Radio Conference called by the International Telecommunication Union for September 1950, to approve the international list of frequencies referred to in the Council's resolution, had been postponed but would meet at Geneva on 16 August 1951. The majority of the members of the Commission reiterated their support for the resolution recommended at the fourth session, stating that the Commission considered the establishment of the international frequency list to be an extremely urgent matter. Certain other members of the Commission, however, felt that this was a subject which should rather be discussed at the next Ordinary Administrative Radio Conference of the International Telecommunication Union, which was scheduled to be held in 1952.

7. Transport Statistics

The Commission, at its fifth session, adopted a recommendation, subsequently endorsed by the Statistical Commission at its sixth session, that the statistical series for tonnage of goods loaded and for net ton-kilometres performed by road motor vehicle transport be added to the list of statistical series the compilation and publication of which

were recommended by the Commission at its fourth session (E/1665).

ROAD TRAFFIC ACCIDENT STATISTICS

The Commission, at its fifth session, took account of a note by the Secretary-General (E/CN.2/113 and Add.1, and E/CN.3/118 and Add.1), informing the Commission of the efforts made on an international basis to improve road accident statistics, in particular by the League of Nations, WHO and ECE. The report also included a letter from the World Touring and Automobile Organization (OTA) urging the standardization of such statistics on a world-wide basis, and also drawing attention to the establishment by OTA of an international information centre relating to road safety.

The Economic Committee, at its 118th meeting on 2 August adopted, by 10 votes to 1, with 5 abstentions, a resolution based on the recommendations of the Commission, and this was adopted without discussion by the Council at its 497th plenary meeting on 11 August 1951, by 13 votes to none, with 5 abstentions (resolution 379 C (XIII)).

In terms of the resolution, which had been endorsed by the Statistical Commission at its sixth session (E/1994), the Council instructed the Secretary-General to co-ordinate the work of United Nations bodies on road traffic accident statistics.

8. Discrimination in Transport Insurance

The Commission, at its fifth session, took account of information supplied by the International Chamber of Commerce (E/CN.2/NGO/5 and E/CN.2/NGO/9) and by the Government of Sweden, regarding practices adopted by some governments in recent years and considered to have introduced discrimination with respect to transport insurance. The discrimination alleged was said to take the form of reserving to underwriters in particular countries or of certain currency controls which sometimes had a discriminatory effect. The Commission, in a resolution adopted at its fifth session (E/1980), requested the Secretary-General to conduct a further study to determine the extent to which these practices were being applied and their impact on international trade,

⁸² See Y.U.N., 1950, pp. 487-88.

with a view to determining what useful steps could be taken by the Commission.

The draft resolution proposed by the Commission was adopted by the Economic Committee at its 119th meeting on 3 August 1951, by 11 votes to 3, and by the Council, at its 497th plenary meeting on 11 August 1951, by 13 votes to 3, with 1 abstention (resolution 379 G (XIII)).

The Council also requested governments, in so far as possible, to adopt a policy of non-discrimination in transport insurance and to permit the placing of transport insurance on the most economical basis.

9. Applications of Non-Governmental Organizations for Consultative Status

The Commission, having at its fourth session postponed consideration of the application for consultative status of the Permanent International Bureau of Motor Manufacturers, called for in Council resolution 263 C (IX),⁸³ decided at its fifth session to recommend to the Council that such consideration be still further postponed,

pending the receipt of fuller information from the organization.

Furthermore, at the latter session, the Commission re-examined at the request of the Council in resolution 365(XII), the application for consultative status of the Inter-American Federation of Automobile Clubs — previously considered at its fourth session — and examined the application of the International Union of Marine Insurance. After considering the report by the Secretary-General containing information on those organizations (E/CN.2/101 and Add.1), the Commission, in resolution 11 (E/1980), recommended to the Council that consultative status in category B be granted to the Inter-American Federation of Automobile Clubs, and that this organization and the World Touring and Automobile Organization be requested to work out arrangements by which they might, in future, be consulted jointly by the Economic and Social Council; it further recommended that consultative status in category B be granted to the International Union of Marine Insurance. Both of these organizations were granted consultative status in category B by the Council at its thirteenth session.⁸⁴

G. FISCAL QUESTIONS

The Fiscal Commission, at its third session from 7-17 May 1951, discussed a series of substantive fiscal problems, on the basis either of proposals submitted by Member Governments or of documents prepared by the Secretariat. The work of the Commission was embodied in a report (E/1993) to the Economic and Social Council, which contained a request for studies to be undertaken by the Secretariat in a certain order of priority, as well as recommendations to Member Governments.

At its thirteenth session, the Council considered this report at the 116th and 117th meetings of its Economic Committee on 31 July and 1 August, and at its 496th plenary meeting on 10 August 1951. The Council took note of the report in resolution 378 A (XIII), adopted by the Committee by 15 votes to none, with 3 abstentions, and by the Council by 14 votes to none, with 3 abstentions. It then adopted, in a series of resolutions (resolutions 378 B-I (XIII)), substantially all the recommendations made by the Commission. An account of the principal studies proposed and recommendations made is given below.

In adopting the draft resolution proposed by the Fiscal Commission, the Council, in resolution 378 I (XIII), adopted by both the Committee and the Council by 15 votes to none, with 3 abstentions, recognized that first priority should be given to technical assistance to Member States. During 1951, the Secretariat had given such assistance in the fiscal field to the Governments of Afghanistan, Bolivia, Colombia, Ecuador, El Salvador, Haiti, Israel and Libya.⁸⁵ A conference on comparative fiscal administration was organized in Geneva from 16-25 July 1951 to evaluate the results of technical assistance rendered by the United Nations to Member Governments in the fiscal field, particularly with regard to the applicability of recommended techniques to a variety of countries at various stages of economic development. The report on this conference, prepared for publication in 1952, would marshal the fac-

⁸³ See Y.U.N., 1950, p. 488.

⁸⁴ See also pp. 597-98.

⁸⁵ See, in particular, Report of the United Nations Mission of Technical Assistance to Bolivia, U.N.P., Sales No.: 1951. II B. 5.

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tual information brought out at the conference and in past technical assistance reports, and be designed to serve future missions in the field. Within the general programme of training for economic development, the Secretariat also granted a series of scholarships and fellowships in the field of tax administration, tax policy and budgetary management.

In the field of international tax problems, the Fiscal Commission, at its third session, had before it a Secretariat study entitled *The Effects of Taxation on Foreign Trade and Investment*⁸⁶. The Commission commended this publication, and the Economic Committee and the Council, both by 15 votes to 3, adopted a draft resolution to this effect (resolution 378 B I (XIII)). The Committee, by 13 votes to 3, and the Council, by 14 votes to 3, with 1 abstention, adopted a further resolution on international tax problems.

Resolution 378 B II (XIII) stated that international double taxation normally operates as one of the impediments to the free flow of trade and investment; it recognized that in the relations between under-developed and industrialized countries, the country in which income arises has, as a general principle, an undoubted right to tax that income, and that the main burden of relief of double taxation should fall on the country where the income is also taxable as part of the income of a resident or national person or corporation. The resolution expressed the Council's belief that bilateral agreements on this basis can make their contribution to the general objectives of the United Nations for the encouragement of economic development in under-developed countries and recommended that the conclusion of bilateral agreements for the relief of double taxation should find a place in the fiscal policy of Member States.

By the same resolution, the Council also recommended that there is normally no need or justification for countries seeking to attract capital and enterprise from abroad to offer as an incentive specially favourable tax treatment compared with the treatment accorded to their own national enterprises. In this resolution, the Council also urged the Secretariat to enquire further into the effects of taxation on foreign trade and investment.

The Economic Commission for Latin America (ECLA), at its fourth session, had called for a study on the effects of tax measures in capital exporting and -importing countries on decisions to invest, and on the operation of enterprises, in the

countries of Latin America. As a result, a special study directed toward conditions in Latin America was initiated.

Among the special studies requested by the Council was a study on the taxation of corporations, which was undertaken by the Secretariat, in view of the importance of corporate activities in the economic development of under-developed countries. This report, which was presented in preliminary form (E/CN.8/55) to the Fiscal Commission, was expected to be completed for publication by mid-1952.

In resolution 378 C (XIII), adopted by the Economic Committee and the Council by 15 votes to none, with 3 abstentions, the Council recommended that governments which had not yet sent the Secretariat the information and documents requested in the questionnaire on the taxation of foreign nationals, assets and transactions (E/CN.8/W.19) should reply to that request and keep such information and documents up to date. The Secretariat has undertaken comparative analytical studies on the basis of the information received, the first of which is expected to be completed by the end of 1952.

In the field of budgetary classification and financial reporting, the Council discussed and commended the Secretariat's study *Budgetary Structure and Classification of Government Accounts*.⁸⁷ By resolution 378 D (XIII), adopted by the Committee and the Council by 15 votes to 3, the Council called for continuation of this work, and urged the development of basic principles for government budgeting, accounting, auditing and reporting, and the development of minimum requirements for a uniform system of reporting government financial information including an over-all picture of their operations for international use. The Secretariat was also requested to develop a refined and broadened system of fiscal data classification and presentation.

In pursuance of this recommendation, the Secretariat undertook the preparation of a Manual on the Classification of Government Accounts. The purpose of this manual is to make recommendations on the practical application of the basic principles devised in the Secretariat's study on budgetary structure and classification; it is intended to fill a basic need in technical assistance work.

⁸⁶ U.N.P., Sales No.: 1950.XVI.1. For a description of the contents, see Y.U.N., 1950, p. 497.

⁸⁷ U.N.P., Sales No.: 1951.XVI.3.

In its resolution outlining a comprehensive programme of work for the Secretariat (resolution 378 I (XIII)), which was adopted by the Economic Committee and the Council by 15 votes to none, with 3 abstentions, the Council showed that it continued to attach particular importance to the strengthening of the international fiscal information centre organized originally in pursuance of Council resolution 67 (V). The Council urged further publication of fiscal data in the United Nations Statistical Yearbook. It also urged publication of periodic public finance data, jointly established with the International Monetary Fund, in its bulletin *International Financial Statistics*. In 1951 the fiscal data published in the *Statistical Yearbook* appeared for the first time as a separate chapter, with more detailed information on the character of government spending and receipts. A separate study providing, in detailed form, an economically more meaningful classification of government expenditure, receipts and public debt was in course of preparation at the end of the year.

The Secretary-General, in pursuance of the recommendations of Council resolution 378 E (XIII), adopted by the Economic Committee by 10 votes to 4, with 4 abstentions, and by the Council by 13 votes to 3, with 2 abstentions, also initiated enquiries as to the feasibility of including statistics and other information on provincial and municipal finance in its public finance information service.

In the series *Public Finance Surveys and Public Finance Information Papers*, two new studies were published during the year. The *Public Finance Survey on India*⁸⁸ analyses the fiscal problems of a newly independent nation and how it adapted its existing administrative and fiscal structure to the constitutional complexities born of partition. The *Public Finance Information Paper on Peru*⁸⁹ places particular emphasis on the role of government in the inflationary process and the necessity of a co-ordinated monetary and fiscal policy as a basis for a development programme. The public finance chapter contributed to the 1951 survey of the Economic Commission for Asia and the Far East analyses more specifically the effect of fiscal policy in combating the inflationary pressures arising from the Korean conflict.

As a further means of strengthening the role of the Secretariat as an international fiscal information centre, the Council in resolution 378 G (XIII), adopted by the Economic Committee by 15 votes to none, with 3 abstentions, and by

the Council, by 15 votes to 3, requested the Secretary-General to envisage the publication of a world tax service, providing a continuous service of information on national tax laws and administration. In the opinion of the Council, such a service would greatly help Member countries to attain their objectives in the field of economic development, since the availability of comprehensive and authoritative information on the various tax systems was a prerequisite to the establishment of tax policies and tax systems more particularly designed to attract foreign trade and investment and to promote national development. In pursuance of this recommendation, the Secretary-General took steps to plan such a service and to give consideration to the possible co-operation of universities in this undertaking.

The Council also urged the continuation of the series *International Tax Agreements*, and the further analysis and evaluation of tax agreements and unilateral provisions for relief from double taxation. At its third session, the Fiscal Commission had before it Volume II, *International Tax Agreements*,⁹⁰ containing the text of some 100 new agreements signed since 1948, and Volume III, *World Guide to International Tax Agreements, 1843-1951*.⁹¹ The comprehensive tables contained in this volume codify for the first time information on the present status of the 400 tax agreements thus far concluded, indicating the nature of the agreements, their ratification and effective date, modifications and terminations, as well as the implementing laws and regulations. Volume IV, now in preparation, will contain the new agreements signed since 1950, as well as a supplement bringing up to date the tables published in Volume III.

In resolution 378 F (XIII), adopted by the Economic Committee and the Council by 15 votes to none, with 3 abstentions, the Council requested the Secretariat to prepare from time to time special reports on important fiscal developments in Member States, including important legislation, major administrative developments and similar matters.

In 1951 the Secretariat continued to co-operate with specialized agencies in studies on fiscal problems of particular importance to them. A joint study with the International Civil Aviation Organi-

⁸⁸ U.N.P., Sales No.: 1952.XVI.1.

⁸⁹ U.N.P., Sales No.: 1952.XVI.2.

⁹⁰ U.N.P., Sales No.: 1951.XVI.1.

⁹¹ U.N.P., Sales No.: 1951.XVI.5.

zation (ICAO) on the taxation of international civil aviation was completed and submitted for comment to the Fiscal Commission. The Commission discussed the problem at length and requested the Secretary-General to forward to ICAO a copy of its resolution on International Tax Problems (378 B II (XIII)), as well as the summary records of its meetings devoted to the subject. The Council endorsed this recommendation.

In pursuance of resolutions 401(V)⁹² and 524(VI)⁹³ of the General Assembly, dealing with land reform, the Council invited the Secretariat (378 I. 2(c) (XIII)) to initiate, jointly with the Food and Agriculture Organization (FAO), a study on the fiscal problems of agriculture. This study is to analyse the actual operation of taxes on land, land produce and income from land, as well as tax implications of the operations of government marketing boards and multiple exchange systems. It will also enquire into the

burdens resulting from taxes levied on the goods purchased by the agricultural population for consumption or cultivation. Field studies have been projected to seek, in specific countries, to investigate the actual operation of the tax administration and to analyse the economic effects of the taxes applicable to agriculture.

In calling for studies and reports by the Secretariat, the Council, in resolution 378 H (XIII), adopted by the Economic Committee by 13 votes to 3, with 2 abstentions, and by the Council by 15 votes to 3, also requested the Secretary-General to present to the Commission at the beginning of each future session a comprehensive statement: (1) showing the action undertaken by the Secretariat to carry out the programme previously recommended by the Fiscal Commission and approved by the Council, and (2) outlining in detail, project by project, on a priority basis, a proposed Secretariat programme of work in the fiscal field, on an annual basis.

H. STATISTICAL ACTIVITIES

The Economic and Social Council at its thirteenth session had before it the report of the sixth session of the Statistical Commission (E/1994), held from 7-18 May 1951.

The report included significant developments in the work of the Commission over the period 1950-1951 and broadly covered the following:

(1) international trade statistics; (2) transport statistics; (3) vital statistics; (4) population and social statistics; (5) price statistics; (6) basic industrial statistics; and (7) the fourth session of the sub-commission on statistical sampling and (8) the improvement of national statistics.

The Council considered the report (E/1994) at the 120th meeting of its Economic Committee on 17 August and at its 527th plenary meeting on 30 August 1951. During the general discussion, in which the representatives of Belgium, Canada, China, Czechoslovakia, France, Iran, Pakistan, the USSR, the United Kingdom and the United States took part, the following, among other points, were emphasized: the need for improving both the international comparability of statistics and national statistics, in particular statistics on the more essential aspects of economic and social activities.

The majority of the Council praised the work of the Commission. The representatives of Czechoslovakia and the USSR, however, were of the opinion that the Commission, instead of con-

centrating on the study of statistical methods, had concerned itself with questions coming within the domestic jurisdiction of States; they would therefore abstain on the draft resolution before the Council.

The Council, in resolution 380 A (XIII), noted the report of the Commission and adopted two resolutions suggested by the Commission concerning definitions of customs areas and criminal statistics (see below).

1. Improvement of National Statistics

The Commission at its sixth session (E/1994) had before it a comprehensive memorandum (E/CN.3/131) outlining the activities of the Commission and of the Secretary-General in the field of technical assistance. The Commission noted, in particular, the increasing scope of this programme for the improvement of national statistics.

Particular attention was drawn to the extent to which collaboration among the United Nations organizations was proving effective in the carrying out of technical assistance in the field of statistics in co-operation with the Technical Assistance Administration. The Commission urged that the

⁹² See Y.U.N., 1950, pp. 461-62.

⁹³ See pp. 410-11.

Secretary-General should encourage and assist specialized agencies in the further development of their programmes and at the same time recognize his own responsibility for co-ordination.

The Commission made a number of suggestions aimed at the improvement of the expert services being made available, and noted particularly the desirability of interchanging, among countries in a general region, those statistical methods which had been found practicable in some countries of the region. It was important, in the view of the Commission, that the Secretary-General should give increased emphasis to the adaptation of statistical standards and methods suitable for the less well-developed countries.

The Commission reiterated its view that one of the most important problems involved in improving national statistics was the training and education of national statistical personnel. The activities of the Secretary-General in the conduct of training centres and seminars and the granting of fellowships were especially important in this connexion. It was considered desirable that methods for the selection, placement and training of fellows be improved and that the total number of fellowships available be increased.

The Commission noted the progress that had been made by the International Statistical Institute, with the collaboration of the United Nations Educational, Scientific and Cultural Organization (UNESCO) and the Indian Statistical Institute, in the conduct of the International Statistical Training Centre at Calcutta. It reaffirmed its interest in this undertaking and expressed the view that, in activities of this kind, no attempt should be made to draw too sharp a line between the educational aspects and the training or operational aspects of statistics.

The Commission discussed the need for basic statistics in the planning, execution and appraisal of economic development programmes generally, and recommended that the Secretary-General encourage the use of statistical experts in connexion with these programmes.

In view of the fact that a large number of countries were now re-examining and improving their statistical systems and of the fact that international organizations were developing methods and standards for statistical work in various fields, the Commission requested that the Secretary-General provide it, at the beginning of each session, with a comprehensive summary of the status of national and international statistics.

To meet the need resulting from the insufficiency in numbers, education and training of national statistical personnel, United Nations fellowships have been awarded to national statisticians. The fellowships are to enable the statisticians to supplement their knowledge both on theoretical aspects as well as on practical operational aspects of statistics by training in statistically advanced countries and through short-term training and demonstration centres. During 1951 a total of 29 fellowships in the field of statistics was awarded under the expanded programme of technical assistance. Also, under this programme, training centres were held in Rio de Janeiro, Ceylon, Cairo and Calcutta, with a total of 106 participants. In collaboration with the specialized agencies concerned, a conference on external trade and balance of payments statistics was held in Rangoon, Burma, with 40 participants from 16 countries. A seminar on economic statistics was held in Helsinki, with 141 participants, and 46 participants from 20 countries took part in a conference on external trade and balance of payments statistics in Panama.

Under the same programme, expert assistance was given to a number of individual countries during 1951, either in carrying out specific statistical projects or in developing national statistical services. In 1951 statistical experts were assigned to Afghanistan, Burma, Colombia, Cuba, Ecuador, Haiti, Libya, Panama, the Philippines, Syria, Thailand and Yugoslavia.

Work was carried forward in 1951 in the preparation of handbooks in a number of specific fields for the guidance of under-developed countries in collecting and processing statistical data.

2. International Trade Statistics

a. STATUS AND USE OF THE STANDARD INTERNATIONAL TRADE CLASSIFICATION

The Commission had before it a memorandum prepared by the Secretariat (E/CN.3/120) which showed that, since the adoption of the Standard International Trade Classification (SITC) by the Economic and Social Council in July 1950 (resolution 299 B (XI)), a substantial number of countries, accounting for the major part of the world's trade, were either reporting their data according to the SITC, or had rearranged their data in accordance with the classification for the purpose of international comparisons.

The Commission, at its sixth session (E/1994) requested the Secretary-General to arrange for the publication of data classified according to the SITC, to assist countries to adopt or achieve convertability to the SITC in the presentation of their trade data, and to expedite the publication of indices showing the location of each commodity in the SITC.

During 1951 the publication of international trade data on the basis of the SITC was considerably expanded, assistance was given to individual countries and regions in adapting the reporting of their trade statistics to the SITC, and arrangements were being made to issue a manual for the guidance of countries on the use of the SITC, together with the publication of alphabetical indices.

b. DEFINITIONS FOR TRADE STATISTICS

The Commission considered a paper entitled "Definitions for international trade statistics" prepared by the Secretary-General (E/CN.3/126). This paper was intended as part of a technical manual to contain suggestions for the use of governments on the improvement of trade statistics. These suggestions differed from the provisions of the League of Nations International Convention relating to Economic Statistics by making specific recommendations on methods of valuation, determination of country of origin and destination, and coverage of trade data, all matters on which the International Convention provided alternatives.

The Commission examined the paper in detail and made a number of technical suggestions for use when the paper was revised. The Commission was of the opinion that an effort should be made, after consultation with governments, to formulate recommendations to extend and, where necessary, to replace, those contained in the International Convention. It therefore asked the Secretary-General to re-examine the main concepts, definitions and practices in use in the fields of trade statistics, having particular reference to the provisions of the International Convention on this matter and, taking into account the views and practices of Member countries, to report to the Commission at its next session.

c. DEFINITIONS OF CUSTOMS AREAS

The Commission considered that the list of countries annexed to the International Convention relating to Economic Statistics had become obsolete and requested the Economic and Social Coun-

cil to invite the Secretary-General to: (1) compile and issue a summary of the official definitions of the customs areas of Member countries to facilitate the compilation of trade-by-country statistics; and (2) keep the summary up to date by periodic revision.

The Council, at the 120th meetings of its Economic Committee on 17 August, unanimously adopted (E/2088) the Commission's proposal, following the acceptance of a United Kingdom clarifying amendment (E/AC.6/L.51). The Council adopted the amended resolution unanimously at its 527th plenary meeting on 30 August 1951 as resolution 380 B XIII.

3. Price Statistics

At its sixth session, the Statistical Commission considered a technical report presented by the Secretary-General on the subject of index numbers of wholesale prices (E/CN.3/125) in accordance with a request by the Commission at its fifth session.⁹⁴

The Commission considered that the proposals contained in this report should be circulated to governments and specialized agencies for their comments on the objectives, concepts and methods set out in it. The Secretary-General was asked to present the comments to the Statistical Commission so that it might make final recommendations for the development of standards and the improvement of comparability in this field. The Commission also requested the Secretary-General to study the problems involved in establishing indices which would permit the international comparison of price movements of sensitive commodities.

4. Industrial Statistics

A number of suggestions to governments concerning the coverage, classification and certain basic definitions applying to censuses of industrial production had been made at the fifth session of the Commission.⁹⁵ In addition, the Commission had requested (E/1696) the Secretary-General to elaborate the study previously made and to submit further recommendations aimed at improving current practices.

The Commission at its sixth session (E/1994) examined the recommendations (E/CN.3/124)

⁹⁴ See Y.U.N., 1950, p. 494.

⁹⁵ Ibid.

made by the Secretary-General and requested him to invite countries to obtain, by any means at their disposal, statistics or reliable estimates of certain items which had been selected as basic for an understanding of the volume and characteristics of industrial production.

In view of the great variety of methods used nationally in collecting basic industrial statistics, the Commission asked the Secretary-General, in consultation with governments, to continue the study of existing practices and methods used, and report to its next session. It asked that he draw the attention of governments to the value of collecting comprehensive statistics even on a limited basis.

As recommended by the Statistical Commission at its fifth session (E/1696), the Secretariat during 1951 published a manual entitled "Index Numbers of Industrial Production."

5. Other Economic Statistics

During its discussion of economic development of under-developed countries, the Economic and Social Council, at its 519th plenary meeting on 24 August 1951, considered the report on in Volume and Distribution of National Income in Under-Developed Countries (E/2041) submitted by the Secretary-General in response to General Assembly resolution 403(V), and requested the Secretary-General to continue to give attention to the development of adequate and reliable national income statistics.⁹⁶

The Statistical Commission at its sixth session (E/1994) meanwhile considered a preliminary memorandum (E/CN.3/129) submitted by the Secretary-General on the definition and measurement of capital formation. The Commission was of the opinion that the Secretary-General should continue the studies and consultations with Member Governments for the development of standard concepts, definitions and classifications and that he should ask Member Governments to review the possibilities of improving the comparability of estimates of capital formation with those of other countries. He was further asked to draw the attention of governments to the importance of preparing periodic estimates of the volume and structure of capital formation.

The Commission also considered a memorandum on censuses of distribution (E/CN.3/130) submitted by the Secretary-General, and a preliminary report on the subject submitted by the International Chamber of Commerce.

The need for developing statistics relating to distribution had previously been emphasized by the Commission and, within the over-all work programme, it requested (E/1994) that the Secretariat arrange for the recording of experience in the field of distribution statistics and the development of standards in consultation with the International Chamber of Commerce.

In the field of transport statistics,⁹⁷ the Commission examined a report on the progress being made with regard to the acceptance of the International Standard Definitions for Transport Statistics,⁹⁸ and recommended that no revision of the draft definitions be made until further comments from governments had been received. The Commission also recommended that the Secretary-General, within the over-all work programme, co-ordinate the work on road accident statistics being carried out by United Nations bodies. In so doing he was to bear in mind the mandatory provisions of the World Health Organization (WHO) for compiling and publishing statistics of death and injuries resulting from road traffic accidents. In establishing minimum world-wide requirements, he was also to bear in mind the varying extent to which countries in the different regions were likely to be able to provide detailed information.

6. Vital Statistics

The Statistical Commission at its fifth session⁹⁹ had recommended (E/1696) that the Secretariat prepare detailed draft recommendations for the improvement and standardization of vital statistics. This recommendation was endorsed by the Population Commission at its fifth session in May-June 1950, at which time it indicated its interest in improving the quality of vital statistics data (E/1711). In response to the Statistical Commission's recommendation, the Secretariat submitted a document, "Proposed Standards for Vital Records and Statistics" (E/CN.3/123-E/CN.9/65 and Corr.1), which the Commission considered at its sixth session (E/1994). In the discussion of this document, the Commission expressed its satisfaction with the work done in developing guiding principles for a vital statistics system applicable to countries which could adopt or modify the conventional system of vital registration.

⁹⁶ See p. 412.

⁹⁷ See also p. 442.

⁹⁸ Statistical Papers, Series M, No. 8.

⁹⁹ See Y.U.N., 1950, p. 495.

The Commission emphasized that the principles constituted advice and information to countries, which might be used as desired in the development of their vital statistics systems, and were not mandatory regulations nor a detailed programme to be followed.

In view of the advisability of providing governments with principles for use in appraising and developing their vital statistics systems, the Commission recommended that the Secretary-General revise the recommendations in the light of comments of the Population Commission, the Statistical Commission and other appropriate international agencies; circulate them to governments; and on the basis of these consultations submit revised standards for vital statistics to the Commission at a later session.

7. Population and Social Statistics

The Commission at its sixth session (E/1994) considered the memorandum by the Secretary-General (E/CN.9/66) and the comments of the Population Commission at its sixth session in April-May 1951 (E/1989) on the progress of work in connexion with the 1950-51 censuses of population. The memorandum dealt with the technical manual on the interrelationship of standard classifications of occupation, industry and status and with an expansion of standard terminology for statistics relating to the economically active population, particularly in respect to definitions in the official languages of the four classes of the status classifications. These concerned employers, workers on own account, employees, and unpaid family workers. The Commission noted the progress made in the preparation of the technical manual and in the elaboration of the definitions of the status classification.

The Commission also had before it a report by the International Labour Organisation (ILO) on recent activities in developing the international standard classification of occupations and a report by the Inter-American Statistical Institute in reference to the elaboration of sub-groups of the ILO classification for the 1950 census of the Americas (E/CN.3/119). The Commission considered this memorandum and suggested that in further work on this subject greater emphasis might be given to the application of the classification to statistics other than those arising from population censuses, and that occupation descriptions from sources other than national censuses be given greater consideration. It expressed inter-

est in being informed of developments in the elaboration and use of this classification.

The Commission noted the progress made towards the improvement of migration statistics and noted the decisions on this subject taken by the Population Commission.¹⁰⁰

Concerning criminal statistics, the Statistical Commission (E/1994) endorsed the resolution adopted by the Social Commission on the subject¹⁰¹ and expressed its willingness to assist that Commission in the discharge of its task.

The Economic and Social Council, at the 120th meeting of its Economic Committee (E/2088) on 17 August, and at its 527th plenary meeting on 30 August 1951, adopted, by 14 votes to 3, resolution 380 C (XIII), noting the Statistical Commission's action.

8. Statistical Sampling

The Commission at its sixth session considered the report of the fourth session of the Sub-Commission on Statistical Sampling (E/CN.3/114), and noted with appreciation the work accomplished. The Sub-Commission had dealt with several problems relating to the application of statistical sampling in different subject fields and had discussed methods which might be used to obtain early census results. It had also considered the use of sampling to measure goods traffic by road, the use of sampling methods for estimating distribution by size of individual or family incomes, and the possibilities of using sampling methods to obtain migration statistics.

With reference to the Council's planned review¹⁰² at its thirteenth session of the functional commissions and sub-commissions, the Statistical Commission at its sixth session stressed the importance it attached to continuing suitable provision for the critical review of sampling methods, with the help of experts.

At its fifth and last session held in December 1951 in Calcutta, the Sub-Commission (E/CN.3/140) considered the fourth report on sample surveys of current interest (E/CN.3/Sub.1/43) submitted by the Secretariat and made recommendations with regard to sampling techniques. The Sub-Commission also considered the use of sampling techniques in agriculture, population censuses, road traffic, and, among other things,

¹⁰⁰ See also p. 570.

¹⁰¹ See pp. 539-40.

¹⁰² See pp. 59ff.

reviewed the work of the Indian Statistical Institute and made suggestions of possible methods to be used in order to obtain statistics of small-scale and cottage industries in Indonesia.

9. Publications of the Statistical Office

The Statistical Office, as the United Nations central agency for the collection, compilation and dissemination of statistical data, for the improvement of national statistics and the achievement of greater international comparability, continued its activities in the various branches of statistics during 1951. During that year the Statistical Office continued to issue the following publications:

The Statistical Yearbook, 1951¹⁰³ and the Demographic Yearbook 1951¹⁰⁴ presenting important economic, social and demographic statistical series at present publicly

available in the world; the Yearbook of International Trade Statistics, 1950¹⁰⁵ presenting commodity and trade by country data for 42 countries; the Monthly Bulletin of Statistics, containing current statistical information on social and economic conditions for more than 70 countries; Commodity Trade Statistics, on a quarterly basis; Direction of International Trade, issued jointly by the Statistical Office, the International Monetary Fund and the International Bank for Reconstruction and Development, a monthly publication giving trade-by-country data; Population and Vital Statistics, a quarterly publication, supplementing the demographic data of the Demographic Yearbook.

Other publications issued in 1951 included: National Income Statistics of Various Countries 1938-1950; National Income and its Distribution in Under-Developed Countries;¹⁰⁶ revised edition of the Standard International Trade Classification; a study on Index Numbers of Industrial Production; several reports of training centres; and, in the field of statistical sampling, several reports on Sample Surveys of Current Interest.

I. ECONOMIC COMMISSION FOR EUROPE (ECE) ¹⁰⁷

The Economic Commission for Europe held its sixth session from 29 May-13 June 1951 at Geneva.

Before the Commission were the reports of the committees on their activities over the past year and a note by the Executive Secretary (E/ECE/127), the latter dealing principally with:

(1) the ad hoc meeting of European countries interested in increasing their trade in certain grains, (2) special studies, and (3) relations with specialized agencies, intergovernmental organizations and non-governmental organizations.

During a series of general statements preceding the consideration of the reports of the Commission's committees, representatives stressed the actual and potential usefulness of the Commission as a body for all-European economic co-operation. Varying appraisals of the work of the committees were advanced by representatives. In the view of some representatives the work of certain committees, such as those on coal, electric power, transport and timber, was especially useful, while other committees were not at present in a position to function effectively because of the prevailing political situation, and should not be reconvened unless the pre-requisites for a successful functioning of those bodies had been established. Other representatives, however, were anxious that a number of committees which had not convened during the period under review, such as the committees on agricultural problems and on the development of trade, to which these representatives attached particular importance, be

revived in order to perform the tasks assigned to them, existing difficulties notwithstanding.

After discussing separately the report of each committee on its past and planned activities, the reports were noted, as were items in the note of the Executive Secretary. The Commission also unanimously approved new terms of reference for the Coal Committee.

Following a discussion of the economic situation in Europe and the Economic Survey of Europe in 1950,¹⁰⁸ which had been prepared by the secretariat on its own responsibility, the Commission took note of the Survey.

The Commission adopted a resolution in which it (1) stated that constructive economic co-operation is essential to the maintenance of peace; (2) reaffirmed its faith in the possibility of such co-operation within the framework of the Commission; and (3) recommended that the Commission should continue its work in this direction. The Commission adopted, by 9 votes to 5, a resolution concerning constructive participation in its work.

¹⁰³ U.N.P., Sales No.: 1951.XVII.5.

¹⁰⁴ U.N.P., Sales No.: 1952.XIII.1.

¹⁰⁵ U.N.P., Sales No.: 1951.XVII.2.

¹⁰⁶ UNP, Sales No.: 1951.XVII.3.

¹⁰⁷ For the work of the Commission prior to 1 January 1951, see previous issues of the Yearbook. For the revised terms of reference of the Commission, adopted by the Council at its thirteenth session see pp. 49, 51.

¹⁰⁸ U.N.P., Sales No.: 1951.II.E.1.

By a unanimous decision, the Commission decided to refer to the Economic and Social Council the question of granting voting rights to European States not members of the United Nations which are invited to take part in the Commission's work in a consultative capacity.

1. Work of the Subsidiary Bodies of the Commission

a. COMMITTEE ON AGRICULTURAL PROBLEMS

The Committee on Agricultural Problems held no meetings during the year 1951 (E/ECE/127-A and E/ECE/142-A). The joint ECE/FAO secretariat servicing the Committee completed the studies decided upon at the Committee's second session:

(1) A study of measures for helping holders of small and medium-sized farms, by means of, among other things, granting credit, promoting modern farming techniques, establishing equitable conditions of tenancy; (2) a study on the relationship of prices of coarse grains and the main livestock products, and the relationship of prices of fertilizers and the principal vegetable products.

Work continued on the standardization of perishable foodstuffs, and documentation was prepared for the second session of the working party dealing with this problem, to be held early in 1952.

b. COAL COMMITTEE

The work of the Coal Committee during 1951 (see reports of the Coal Committee to the sixth and seventh sessions of ECE (E/ECE/127-B and E/ECE/142-B)) was in the main a continuation of its previous tasks concerning the European coal trade, coal production and consumption, the efficient utilization of solid fuels, coal classification and coal statistics.

Coal production in 1951 increased over that of the previous year by 3 per cent in the United Kingdom, by 4 per cent in Eastern Europe and by 6 per cent in continental Western Europe, whereas in 1950 French and Belgian production had been held back by lack of demand.

In Western Europe, demand during 1951 reflected both increased requirements for current use and the desire to replenish stocks which had been allowed to drop. Western Europe avoided serious consequences from a shortage in its main source of energy by resorting to imports at a rapidly rising rate from the United States.

The European deficit was a relatively small proportion of total European consumption but

it caused violent increases in Western European hard coal prices for countries dependent on coal imports. The scarcity of solid fuel also intensified the importance of coal in bilateral trade negotiations and made particularly difficult the position of countries whose bargaining power was relatively weak.

During each quarter, the Coal Committee continued its endeavour to ensure the fair distribution during the following quarter of available supplies of European coal and coke. The task was difficult because of the shortage in supplies.

The Committee's efforts met with varying success. It did not succeed in reaching unanimous agreement on distribution for the third quarter of 1951. This was the first time in the Committee's existence when agreement on a quarterly distribution could not be negotiated; but the setback was only temporary and there was a return to unanimous agreement on distribution for the final quarter of the year.

In addition, studies on the consumption of various kinds of solid fuel in certain European countries were continued, and further studies were planned. The Committee pursued its earlier practice of studying closely forecasts of production, consumption, export and import of coal and coke for the year ahead. This work was considered essential for a proper understanding of trends in coal consumption in Europe, and to guide governments and producers in their future plans.

Work on coal prices was carried forward by investigation of factors entering into those prices in different countries. There was an exchange of views on methods of fixing price ranges for different qualities of solid fuels.

The Committee reviewed the coal production programmes of the main European producing countries for five years ahead and, in co-operation with the ECE Timber Committee, paid special attention to the problem of pitwood supplies for coal mines.

As part of the Committee's work for the improvement of the efficiency of the operation of plant installations and appliances for burning solid fuels, a series of studies was made on the functioning of "fuel advisory services". These services provide plant operators with technical advice and assistance on their plant, methods of plant operation and the fuels they are burning.

Work proceeded on the development of an agreed international classification system for European coals, with tests being performed in vari-

ous countries on samples of coals from other countries; work on the correlation of two tests on the caking properties of coal was undertaken in a pilot laboratory selected by the Committee.

The issue of the Monthly Bulletin of Coal Statistics and the Monthly Statistical Coal Summary was continued. Towards the end of the year the latter was recast and enlarged by the addition of statistics of solid fuel imports from the main sources of supply.

c. COMMITTEE ON ELECTRIC POWER

The Committee on Electric Power held its eighth session from 1-3 October (E/ECE/142-C). At this session, the Committee decided, in order to simplify its structure and to enable the various problems coming before it to be studied more intensively and efficiently, to abolish its standing working parties on hydro power, thermal power, interconnexions and statistics. Instead, seven groups of experts were set up to deal with specific questions, to meet on an ad hoc basis between the plenary sessions of the Committee, to which they would report. Sixteen sessions of working parties and expert groups were held during the year (E/ECE/127-C and E/ECE/142-C).

The Committee also adopted resolutions based on studies which it had been carrying out for several sessions. It endorsed proposals for the simplification of national legislation concerning the supply and exchange of electric power between European countries, and for facilitating the hydro-electric development of rivers of interest to two or more countries.

The Committee expressed its satisfaction concerning a first meeting arranged by the secretariat between representatives of Austria and Yugoslavia, at which the legal and economic difficulties of exploiting the water power on the territory of those two countries were examined. Negotiations continued between the two countries. The Committee also adopted the text of a recommendation to all governments intended to facilitate hydro-electric development of contiguous rivers, forming the frontier between two or more States.¹⁰⁹ The Committee noted with satisfaction the establishment by Italy and Yugoslavia of joint commissions to promote immediate exchanges of electric power between these countries and to study possibilities for developing such exchanges in the future.

The Committee decided to undertake a study dealing with rural electrification, aimed primarily

at working out, in the light of experience acquired in countries that are extensively electrified, the best ways of carrying out the electrification of an agrarian region. To this end, the secretariat was requested to analyse national reports and to prepare a general study, with the possible co-operation of the Food and Agriculture Organization (FAO) and the Technical Assistance Board.

A study was also undertaken of transfers and exchanges of electric power across national frontiers with an analysis of the factors underlying their future development.

The main object of a further group of studies—such as those on daily pumping, to extend the useful output of certain hydro-electric stations; on the gross potential hydro-electric resources of Europe; and on the comparison of construction costs of hydro-electric plants—is to contribute to the development electric power production. Conclusions drawn from these partial or completed investigations have served as a basis for negotiations between a number of European countries.

Close co-operation was maintained with other international organizations, such as the Union internationale des producteurs et distributeurs d'énergie électrique, in order to avoid duplication of effort and to make the best use of available data.

d. INDUSTRY AND MATERIALS COMMITTEE

Events in 1951 showed that, owing to a slackening of demand in many fields, expected shortages in the supply of both engineering products and industrial materials were not so great as had been feared soon after the outbreak of the war in Korea. With certain exceptions, delivery periods for most types of engineering equipment appeared to be fairly normal in many European countries; in certain countries there existed unused capacity for some types of equipment, and output in some cases was disturbed by conversion to defence production.

The Industry and Materials Committee did not meet in 1951 (E/ECE/127-D and E/ECE/142-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/55).

The Ad, Hoc Working Party on Contract Practices in Engineering provisionally agreed on a number of standard clauses for optional use in

¹⁰⁹ A legal study on this subject (E/ECE/136), was completed and published at the beginning of 1952.

sales contracts for European engineering equipment; further work is to be done on these clauses.

Arrangements were made to prepare a "pilot" machine tool glossary designed, in the first instance, on a limited experimental basis, to test out the possibility of enumerating terms used in the machine tool industry and their equivalents in several languages.

At the request of the World Health Organization (WHO) the shortage of DDT¹¹⁰ was investigated and a preparatory meeting of producing countries was held.

Efforts to improve European engineering statistics and to make them more comparable were continued. The state of supplies of engineering products for export overseas, especially to Latin America and to Asia and the Far East, was also studied. A General Survey of the European Engineering Industry (E/ECE/125) and a study entitled European Tractor Industry in the Setting of the World Market (E/ECE/139) were prepared for issue early in 1952.

Housing Sub-Committee

The Housing Sub-Committee continued to develop work on housing and building in response to the wishes of the governments concerned (E/ECE/127-D and E/ECE/142-D). Its work was also aimed at implementing, on the European regional level, the programme on housing and town and country planning recommended by the Social Commission and approved by the Economic and Social Council.¹¹¹

There was little change in the level of house construction in Europe in 1951 compared with 1950 and 1949. Despite progress in the rate of house construction in all European countries since the war, most countries failed to keep pace with the current needs of the growing population or to meet the housing problems arising from the shift of population from rural to urban areas. No country was able, therefore, to make any significant contribution to satisfying the backlog of unfulfilled needs.

Shortages of certain building materials still persisted in 1951, although not to the extent to which it was feared late in 1950. In most countries there was no evidence of a significant increase in the productivity of the building industry, and the high level of real costs of building continued to be a cause of major concern.

The Housing Sub-Committee, which met in March, endorsed in principle the recommendations of the Conference on Building Research held in

November 1950 (E/ECE/122), approved the establishment of the Building Research Organizing Committee and, among other things, invited that Committee "to initiate collaboration through the exchange of information on current and planned research."

The Sub-Committee also reaffirmed its recommendation to governments to facilitate the establishment and functioning of national building documentation committees or centres and their co-operation in the International Council for Building Documentation in order to ensure the effectiveness of international collaboration in this field, as an important contribution to the development of the building industry.

The Sub-Committee also considered certain economic and technical studies prepared at its request by the secretariat and by rapporteurs in various countries, as well as progress reports on studies under way.

In the field of technical studies, for example, the rapporteur (France) and co-rapporteur (Italy) studying strength and stability factors in building were asked by the Sub-Committee to continue the study and to establish contact with interested non-governmental organizations with a view to developing the work.

The Housing Sub-Committee also considered what further steps it could take to reduce the cost of building and, in particular, to increase the productivity of the industry. Believing that there was much to be gained by the exchange of information and experience in this field, it asked the secretariat, among other things, to ascertain the most important measures being taken by various countries to reduce building costs and to report on them.

The Sub-Committee drew the attention of governments to the desirability, for social reasons and to increase productivity in industry, of maintaining and, wherever possible, expanding their current housing programmes.

At the end of the year the work of the Housing Sub-Committee was concerned with:

- (1) promotion of permanent international collaboration in building research and documentation;
- (2) technical studies;
- (3) studies of an economic and institutional character;
- (4) operational statistics;
- (5) efficiency of the building industry and its developments; and
- (6) social projects.

Among the reports issued for general circulation during 1951 the most important were:

¹¹⁰ See also pp. 429-30.

¹¹¹ See pp. 542-43.

A Comparative Study of the Utilisation of Space in Current Types of Dwellings in 14 European Countries (IM/HOU/25/Rev.1); Directory of Building Research and Development Organizations in Europe;¹¹² Methods and Techniques of Financing Housing in Europe (E/ECE/IM/HOU/38).

The Building Research Organizing Committee, one of the subsidiary organs of the Housing Subcommittee, in the course of meetings held during 1951, completed its task of formulating detailed recommendations for an organization for systematic international collaboration in building research.

e. MANPOWER COMMITTEE

No meetings of the Committee were held during 1951, its programme having been taken over, on the decision of the governments, by ILO in April 1948 (E/ECE/127-H and E/ECE/142-H).

f. STEEL COMMITTEE

During 1951 the main problems before the Steel Committee were caused by the heavy demand for steel and the ensuing shortages of steel-making raw materials. The Committee gave close attention to the supply position of raw materials, particularly iron ore and scrap; this became an acute problem owing to the high rate of production of steel, which totalled 67.6 million tons of crude steel in Europe (excluding USSR) in 1951. This was seven million tons more than in 1950 (E/ECE/127-F and E/ECE/142-F).

The Working Group of Experts on Iron Ore set up by the Committee concluded a comprehensive survey of the prospective European iron ore situation in 1953 and the following years, and made specific recommendations to individual countries on steps to be taken to ensure the adequacy of iron ore supplies.

The Committee's Panel on Scrap reviewed the scrap position in various European countries and made recommendations on measures to increase the flow of scrap, relating particularly to prices, scrap drives and control of stocks. A separate Working Party on Scrap considered the international aspect of the scrap market and made suggestions for producing healthier conditions in that market.

The Committee agreed upon revised forms for the collection of statistics on foreign trade in steel products, conforming to the Standard International Trade Classification. It adopted

schemes for the collection of statistics on deliveries of steel to consuming industries and on production in continuous wide-strip mills.

During the year, collaboration between the secretariats of the ECE and of the Economic Commission for Asia and the Far East (ECAFE) was intensified with a view to helping to meet the urgent requirements for steel in the ECAFE region.

The publication of the Quarterly Bulletin of Steel Statistics for Europe, begun in December 1950, was continued and the Bulletin was enlarged in content to serve not only the Committee but the industry as a whole.

The secretariat prepared and published a partial revision (E/ECE/123) of its study on European Steel Trends in the Setting of the World Market¹¹³, originally published in 1949.

g. TIMBER COMMITTEE

The Timber Committee at its eighth session, held in August 1951 (E/ECE/127-G and E/ECE/142-G), reviewed the timber market situation at that date. It found that the prospective import figure for 1951 appeared to correspond fairly closely with estimated export supplies; hence the European market for sawn softwood during the remainder of 1951 seemed to raise no special problems. The Committee also examined, on the basis of preliminary estimates, the market prospects for sawn softwood in 1952. While there did not seem to be any cause for alarm, the Committee believed that the situation needed to be kept under review.

The Committee found that the high world-wide demand for wood pulp had led to strong competition between pulpwood and pitprops, with prices rising. It decided to include a review of the European pulpwood situation in the agenda of its next session. The Committee drew attention to the danger of a pitprop shortage, with its consequences to Europe's coal production, and urged the early placing of orders. Because of improved production, an early purchasing campaign and the shipment of considerable quantities late in autumn, the danger was averted. Pitprop stocks improved and prices eased towards the end of the year. So far as pulpwood was concerned, high prices stimulated supplies and stocks improved.

¹¹² U.N.P., Sales No.: 1951.IV.5.

¹¹³ U.N.P., Sales No.: 1949.II.E.2.

Timber-consuming and -producing countries¹¹⁴ at the Timber Committee session in August, besides making their usual market survey, noted the progress made by the secretariat in implementing the Committee's recommendations concerning the more rational utilization of wood. The Committee particularly emphasized the need to encourage the better utilization of waste from forest industries, to reduce logging losses and to divert fuelwood to industrial use. Studies on these questions, covering various aspects of eliminating losses and utilizing waste, were being continued at the end of the year in collaboration with other international organizations and with national research institutes.

The Committee made further progress in the field of statistics during the year; questionnaires were amended to conform to the Standard International Trade Classification, and a start was made in the collection of price statistics.

The Committee considered there was a need for an international exchange of scientific, technical and industrial information about new techniques and appropriate methods for the production and utilization of wood in all its different forms. It therefore asked the Executive Secretary to continue, with the advice of qualified experts, to explore the desirability of creating an international timber documentation centre.

The Committee endorsed the suggestions made by ILO in its report on training of woodworking technicians, prepared at the Committee's request. It expressed itself in favour of a number of practical measures for the intensification of international co-operation in this field in order to increase the productivity in logging operations and forest industries.

The ECE secretariat, working jointly with the FAO secretariat, continued its study on trends in Europe's consumption, production and trade in timber.

The joint publication by ECE and FAO of quarterly bulletins of Timber Statistics including Market Reports was continued during 1951.

h. COMMITTEE ON THE DEVELOPMENT OF TRADE

The Committee on the Development of Trade, created at the third session of the Commission, did not meet during 1951 (E/ECE/I27-H and E/ECE/142-H). At the sixth ECE session, held in June 1951, however, most representatives expressed themselves in favour of convening, as

in November 1950¹¹⁵, an ad hoc meeting to facilitate trade, this second ad hoc meeting to concern itself not only with trade in cereals and forestry products but also with appropriate counterpart deliveries.

The Executive Secretary suggested that another ad hoc trade meeting should be convened only if it could be ascertained in advance that common ground existed on which practical negotiation could be started. For this purpose, the Executive Secretary further suggested that he be authorized to hold, as a first step, a preliminary consultation with trade experts from the major interested countries to:

- (1) make a first assessment, in broad terms, of requirements and export availabilities (a) for grains and perhaps forestry products and, (b) for counterpart deliveries;
- (2) plan the work of the ad hoc meeting and the organization of multilateral and subsequent bilateral discussions;
- (3) consider which countries should be asked to participate in the ad hoc meeting and the subsequent negotiations; and
- (4) fix the date of the ad hoc meeting.

After further correspondence and discussion, this approach was generally accepted and the consultation took place at the end of August 1951.

The group which had the primary responsibility for advising the Executive Secretary was composed of experts from Denmark, France, Hungary, Poland, the USSR and the United Kingdom. The Netherlands, Norway and Sweden also furnished certain information through experts delegated to the Consultation. Austria, Belgium, Bulgaria, Greece, Italy and Romania were represented by observers. Czechoslovakia, Turkey, the United States and Yugoslavia were represented by observers but did not participate in the discussion.

According to a report prepared by the Executive Secretary (E/ECE/142-H, Annex 1)¹¹⁶, all participating experts agreed that the Consultation provided a useful opportunity for a businesslike exchange of views. It initiated fifteen series of bilateral talks between experts of twelve European countries. During those talks, concrete problems relating to trade between pairs of countries were examined and further information on the possible volume and range of trade was exchanged; some countries supplied lists of commodities as a pos-

¹¹⁴ Canada and Egypt join European countries and the United States as regular participants in the work of the ECE Timber Committee.

¹¹⁵ See Y.U.N., 1950, p. 503.

¹¹⁶ The discussions were informal and no official record of the proceedings was issued.

sible basis for eventual trade negotiations. In this way, the Consultation was able, in the opinion of the Executive Secretary (E/ECE/146), to go somewhat further than during the earlier meeting on grains.

All participating experts, moreover, agreed that the Consultation had made clear the wish of all participating countries of Western and Eastern Europe to increase trade above the level of recent years with their respective trade partners. It was generally understood that the bilateral talks initiated during the Consultation should be pursued through normal channels.

On the other hand, the Consultation revealed that progress on the various points of the agenda was insufficient to justify the calling at that stage of another ad hoc meeting on trade. There was a general consensus, however, that the Executive Secretary, taking into account all the relevant facts, should decide, in consultation with governments, the form, the time and the scope of such a meeting.

The Executive Secretary kept himself informed about the progress of bilateral negotiations and the evolution of the views of governments on the question of a further ad hoc meeting; reports on these matters were sent, as confidential documents, to member governments.

i. INLAND TRANSPORT COMMITTEE

The Inland Transport Committee held one session of the Committee and 31 sessions of its subsidiary bodies during 1951 (E/ECE/127-E and E/ECE/142-E). The Committee, which first met towards the end of 1947, decided at its seventh session in July 1951 that the work so far accomplished, often on an ad hoc basis, and, in particular, the studies which it had initiated, had advanced far enough to define more precisely the broad aims it wished to attain; that is, the establishment of a general transport policy for Europe. The Committee considered that it was essential to concentrate all efforts on this objective which, if realized, would facilitate trade between countries and reduce the cost of goods carried.

Transport in Europe should be organized, the Committee agreed, to provide the services required as economically, efficiently and uniformly as possible. It was indispensable to this end to co-ordinate investments, especially in important projects the implementation of which would have repercussions on the European economy. Before

decisions in this field could be taken, however, it was necessary to carry out certain economic studies and to investigate thoroughly such questions as the cost of transport, and tariffs for road, rail and inland waterway transport. The Committee therefore set up appropriate working parties which, during the year, began studying these problems. It also called on the International Union of Railways, the International Road Transport Union and the International Chamber of Commerce to set forth their views, point by point, with regard to general transport policy, and decided that the Committee itself would hold special sessions from time to time for the purpose of co-ordinating the work to be carried on by these technical groups.

The Committee continued, at the same time, work on practical issues in all fields of inland transport, such as: problems related to the simplification of frontier formalities, the transport of perishable foodstuffs, statistics, the financing of international road traffic arteries, the transport of dangerous goods, as well as various legal problems such as the road transport contract. Questions arising out of the application of the various European agreements and the Customs Convention for commercial vehicles were also dealt with. The Carnet TIR system (customs document equivalent to the carnet de passage en douane for tourist vehicles) was applied between five countries.

Some of the principal achievements of the Committee in the year 1951 are mentioned below.

Two conventions, one to facilitate the crossing of frontiers for goods carried by rail and another to facilitate the crossing of frontiers for passengers and baggage carried by rail, were prepared. The signing of these conventions will enable the time-table conferences to reduce considerably the duration of certain international rail journeys in Europe.¹¹⁷

In the field of road transport, progress was made in laying down rules for the development and improvement of transport of passengers and goods by road in Europe, an indispensable step towards the solution of the problem of co-ordination of the various means of transport. One of the first instances of co-ordination between rail and road interests was the effort to establish a planned international network of tourist bus services including those operated by the railways and by private road transport undertakings.

¹¹⁷ They were signed by eight countries early in January 1952.

Austria adhered in 1951 to the United Nations Declaration on the Construction of Main International Traffic Arteries in Europe,¹¹⁸ as well as to the European agreements supplementing the 1949 Convention on Road Traffic and Protocol on Road Signs and Signals. A number of governments adhered to the European agreements on weights and dimensions of vehicles in international road traffic.

After lengthy negotiations, insurance organizations reached an agreement based on a recommendation of the Sub-Committee on Road Transport for introducing, as from 1953, a scheme for the insurance of foreign motorists against third-party risks.

The Committee, through its subsidiary bodies, adopted recommendations to governments aimed at facilitating travel by road and rail and fostering tourism in general.

Work on the preparation of a convention on containers used in transport was begun at the end of the year, and a revised text of the Draft Convention on the Transport of Dangerous Goods by Road was issued.

Several countries during the year agreed to implement the Committee's recommendations on standardized packaging of perishable foodstuffs which, it is hoped, may lead to a reduction in the transport cost of these goods.

The publication of the Quarterly Statistics Bulletin was continued, and the Annual Bulletin of Transport Statistics for 1950,¹¹⁹ which included data for fourteen European countries, was published.

2. Economic Survey of Europe in 1950

The Economic Survey of Europe in 1950,¹²⁰ published in May 1951, was the fourth annual survey prepared by the secretariat of the Commission.

The Survey, based on official statistics and statistical estimates made by the secretariat, reviewed the impressive increase in European production and trade during and immediately after 1950, as well as the significant improvement achieved in Europe's balance of payments. It underlined the fact that, in Europe and in the world, raw materials production continued to lag behind industrial output.

It also stressed that the foreign exchange earnings of overseas primary producing countries were likely to increase very much in 1951 over 1950 because of the great rise in raw material prices;

that defence and civilian requirements and the then generally inflationary development in the American economy tended to reduce United States exports and increase its imports.

The Survey stated that although defence production had not yet begun to claim the same share of output in most Western European countries as it did in the United States, the ability of European countries to supply greatly increased exports in response to the larger demand overseas would tend to be limited by much the same factors as those affecting United States exports, notably conversion to rearmament and shortages of raw materials.

The Survey warned that, for Europe, high import prices, shortages of raw materials and rising foreign and domestic demand in the face of limited output of civilian goods, threatened to bring growing inflation which might wipe out many economic gains and raise serious social problems. While prices of raw materials imported by Europe had increased far above prices of its manufactured goods, prices of manufacturers would catch up in time in response to both rising production costs and increased demand.

From many points of view, however, the Survey suggested, it appeared preferable to try to cut this process short by increasing the value of Western European currencies in relation to the dollar while holding domestic price levels as stable as possible, rather than by the vastly more disturbing process of letting internal inflation in Europe run its course. The impact of even a modest appreciation of Western European currencies, coupled with vigorous internal anti-inflationary measures, would, it was stated, help to break the spiral of increasing prices and incomes. Non-European countries would share the benefits of such a stemming of the rising tide of inflation in Europe, the Survey stated.

The Economic Bulletin for Europe, published three times during the year between the publication of the annual Surveys, included, besides quarterly reviews of the economic situation in Europe and European economic statistics, the following special articles: Europe's Trade with Latin America; Note on Recent Changes in Europe's Balance of Payments; Changes in the Structure of Taxation in Europe; Motive Power in European Industry; Note on British Long-Term Food Purchase Contracts; Long-Term Trends in European Agriculture; and Recent Developments in Trade between Eastern and Western Europe.

¹¹⁸ See Y.U.N., 1950, p. 501.

¹¹⁹ U.N.P., Sales No.: 1951. II. E. 2.

¹²⁰ U.N.P., Sales No.: 1951. II. E. 1.

3. Discussion by the Economic and Social Council of the Commission's Report

The Economic and Social Council, at its 551st to 553rd plenary meetings held on 14 and 15 September 1951, discussed the annual report of the Commission covering its activities from 16 June 1950-13 June 1951, which included decisions taken at its sixth session (E/2002). Reference was made in the report to the statement prepared by the Executive Secretary of the Commission for the ad hoc Committee on the Organization and Operation of the Council and its Commissions (E/AC.34/12 part II),¹²¹ which contained, inter alia, a brief historical survey of the Commission's structure and operation since its inception in 1947. At the 551st plenary meeting, the Executive Secretary of the Commission made a statement supplementing information given in the report.

The debate in the Council concentrated on the appraisal of the activities and achievements of the Commission, in connexion with the special review of the regional commissions undertaken by the Council as part of the over-all review of its organization and machinery.¹²²

The Council agreed unanimously that the Commission was a useful instrument for regional co-operation and should be continued indefinitely.

The representatives of Czechoslovakia, Poland and the USSR considered that the work of the Commission toward restoring economic relations among European countries to normal, particularly by expansion of trade relations between Eastern and Western European countries, had not been successful owing to pressure exerted by the United States and to the effects of rearmament. The representative of Poland also thought that the Commission's achievements in the field of reconstruction had been disappointing.

Other representatives, among them the representative of the United States, stated that the Western European countries had maintained their independence of action, and, while agreeing that their economic development had not proceeded with the rapidity that might be desired, pointed to the determination of those countries to build up their defences which would be rendered unnecessary only by a general change in the political situation. Further improvement in the economic situation in Europe, they thought, required a reduction in political tension in order to permit a decline in the burden of armaments, increased

co-operation and expansion of trade. Many members of the Council also noted with satisfaction that the secretariat of the Commission had made several efforts to promote trade between Eastern and Western Europe.

The growing co-operation between the secretariats of the regional commissions was viewed most favourably by many Council members and, together with other co-ordination measures, was considered as an assurance that the regional approach to various problems would take due account of broad or global aspects of many questions. In this connexion, the studies concerning trade between Europe and Latin America and between Europe and Asia and the Far East, undertaken jointly by the secretariats of the ECE and the other regional commissions, were regarded as important, useful and likely to contribute to an expansion of world trade.

The Council further discussed the work of the numerous subsidiary bodies of the Commission. Most members pointed to the importance of the activities of the Commission at the technical level and expressed the view that the technical committees should be continued and that their success depended on the greatest possible participation of the European countries concerned.

The Council likewise, when considering the annual report, discussed briefly the question referred to it by the Commission of extending voting rights to European countries participating in the Commission in a consultative capacity. During the discussion, it was pointed out by the representative of Czechoslovakia that the States in question took an active part in the work of the Commission and its subsidiary bodies, and that the importance of their contribution to the expansion of the European economy and to the development of trade warranted their being granted voting rights in the Commission. The majority of the Council, however, was of the opinion that, for the time being, no change should be made as regards voting rights in the Commission itself, but that the Commission's function, assigned to it by the Council, to determine the conditions in which these States may participate in its work, could include the question of voting rights in its subordinate bodies only. It was agreed that this question should be

¹²¹ See also Part I and Appendix III of the report to the fifth session of the Economic Commission for Europe, by the Executive Secretary, on the future work of the Commission (E/ECE/114/Rev.1).

¹²² See pp. 59ff.

considered when the Council examined the report of the Co-ordination Committee on regional commissions.¹²³

On the basis of a joint French-Swedish draft resolution (E/L.277) the Council, at its 553rd plenary meeting on 15 September in resolution 381(XIII), unanimously took note of the Commission's annual report (E/2002). It expressed the view that the programmes of the Commission and its subsidiary bodies continue to be of primary importance for the maintenance of sound economic relations among European nations and for their economic progress, and invited the General

Assembly, taking the over-all budgetary situation into account, to consider favourably the financial requirements for satisfactory implementation of the Commission's 1951-52 work programme.

The Council in resolution 414(XIII) decided to continue the Commission indefinitely.¹²⁴

The General Assembly considered the activities of the regional economic commissions during its debate on the world economic situation and subsequently adopted resolution 526(VI) in which it noted with satisfaction the valuable work which was being done by the regional economic commissions and the Council's decision to continue them.

J. ECONOMIC COMMISSION FOR ASIA AND THE FAR EAST (ECAFE)

The Economic Commission for Asia and the Far East held its seventh session (E/1981) at Lahore, Pakistan, from 28 February-7 March 1951. Its subsidiary bodies also held meetings during 1951;¹²⁵ the principal change in the structure of the Commission's subsidiary bodies was the creation of an Inland Transport Committee (see below).

The Commission's membership remained unchanged throughout the year.¹²⁶

The Economic and Social Council in resolution 414(XIII) decided to continue the Commission indefinitely and to strengthen its work in the field of economic development and technical assistance.¹²⁷ The General Assembly considered the activities of the regional economic commissions during its debate on the world economic situation and subsequently adopted resolution 526(VI) in which it noted with satisfaction the valuable work which was being done by the regional economic commissions and the Council's decision to continue them.

1. Activities of the Commission

In its initial stages, the Commission was mainly concerned with fact finding and analysis, but gradually a marked shift in emphasis had taken place towards more concrete action, including various forms of advice to governments in such fields as flood control, industrial and mineral resources development, trade and finance. One of the most important developments in ECAFE's work has been the growing co-operation with the United Nations Technical Assistance Administration

(TAA). Liaison is being facilitated by a newly appointed TAA regional representative, stationed at ECAFE's headquarters in Bangkok.

Considerable progress has also been made in the co-operation with specialized agencies and other regional commissions, especially ECE. A number of studies were undertaken during the year jointly with the Food and Agriculture Organization (FAO), the International Labour Organisation (ILO) and the United Nations Educational, Scientific and Cultural Organization (UNESCO). An instance of a combined attack on a regional problem was the setting up of a joint WHO/UNICEF/FAO and ECAFE working party on DDT and antibiotics. ECAFE and ECE have been engaged in a joint study on trade between Europe and the ECAFE region. ECAFE has also co-operated closely with ECE in seeking means to ensure that adequate supplies of capital goods and materials are made available for the development programmes of the countries in the region.

¹²³ The majority opinion was subsequently adopted.

¹²⁴ See p. 66.

¹²⁵ For list of meetings of the main subsidiary bodies, see p. 53.

¹²⁶ For members of the Commission, see p. 51. At its eighth session the Commission recommended that the Economic and Social Council amend the Commission's terms of reference so as to include Japan in its geographical scope, and that upon this change in its terms of reference, Japan be admitted as an associate member.

¹²⁷ For the Council's discussions and decision taken on the basis of the report of the Ad Hoc Committee on the Organization and Operation of the Council and its Commissions (E/AC.34/6), see pp. 66-67. For ECAFE's revised terms of reference (E/CN.11/29/Rev.3), see p. 51-52.

Among the activities of the Commission and its subsidiary bodies during 1951 were the following:

a. PROBLEMS OF INDUSTRY AND TRADE

(1) Industrial Development

At its third session in February, the Committee on Industry and Trade (E/CN.11/267) considered a report by the secretariat on Industrial Development and Planning (E/CN.11/I & T/29) which analysed country plans. Publication of the report in printed form was recommended by the Committee which commended to the attention of governments certain suggestions contained therein. In particular the Commission drew to the attention of governments the emphasis placed on the current need to base external aid to countries of the region on an over-all assessment of current requirements, rather than merely on specific projects, and on the fundamental need to maintain living standards during the implementation of development programmes.

The Committee recommended, inter alia, that the secretariat take steps, with the help of TAA, to organize a regional centre for training in the formulation of development programmes. It further recommended that the secretariat, with the help of TAA, undertake a comparative study of the structure of industrial organizations in the public sector evolved in the region and continue the examination of industrial development plans in the light of known mineral resources.

During the course of the year, TAA agreed on the organization of this centre.

Electric Power: The Committee also had before it a report on electric power resources and needs of ECAFE countries (E/CN.11/I & T/32). It submitted a recommendation (E/CN.11/267), which was adopted by ECAFE at its seventh session, for the establishment of a sub-committee on electric power. The sub-committee would consider problems of electric power development in countries of the region, with special reference to:

(a) power projects and the organizational problems involved; (b) development of power transmission systems over large areas; (c) co-ordination between industrial and power development; (d) methods of surveying load growth upon which to base power programmes; (e) the possibility of processing and burning low-grade fuels for generating power; (f) increased use of power; and (g) needs for and availability of machinery.

Iron and Steel: The Committee on Industry and Trade adopted (E/CN.11/267) the report of the third session of its sub-committee on Iron and

Steel (E/CN.11/I & T/34), held in February, which pointed out the urgent needs of the region for semi-finished and finished iron and steel materials. Supplying countries were recommended to take account of the importance of certain materials to the economies of the region and importing countries to collect adequate information to enable the secretariat to furnish to supplying countries sufficiently comprehensive statements of needs.

The Commission also decided to explore with governments of the region the possibility of increased production and export of raw materials to the industrial countries in Europe and to Japan. It was hoped that if more supplies of raw materials could be made available in this way, the producing countries would endeavour to supply an increasing quantity of semi-finished and finished products to the region.

A directory of geological and metallurgical laboratories, research and technical institutions in the ECAFE region and nearby countries was prepared, in collaboration with UNESCO (E/CN.11/I & S/29).

A study was prepared analysing the production of raw materials, the availabilities and requirements of iron and steel, and possibilities of increased production and trade (E/CN.11/I & S/31). ECAFE studied and investigated the possibility of introducing and using internationally comparable reporting methods for iron and steel (E/CN.11/I & S/32) and a report was prepared on the standard forms adopted in the United States, the United Kingdom, India and Japan for scrap collection (E/CN.11/I & S/33). A report was compiled on the re-rolling industries in India, with a view to providing to other countries in the region information likely to facilitate the establishment of rolling mills (E/CN.11/I & S/30). Technical information was provided on the manufacture of steel in small open-hearth furnaces (E/CN.11/I & S/34). It was also decided to organize a group visit to Japan that would give experts from the region an opportunity to study methods and techniques in the iron and steel industry. Advisory services were rendered by the ECAFE secretariat to countries in the region, especially to Burma and Ceylon.

Mineral Resources: In connexion with mineral resources development, the Committee on Industry and Trade at its third session considered four reports: on coal and iron ore studies (E/CN.11/I & T/35); on the availability of the services of geologists (E/CN.11/I & T/36); on the possi-

bility of joint research in treating low-grade coal and iron ores, including lignites and laterites (E/CN.11/I & T/37); and on coal classification for regional use (E/CN.11/I & T/38). With regard to the last-mentioned study it recommended that standardization, so far as possible, should be in line with that proposed for adoption in Europe and America.

Advisory services were given to Burma, during the year, in connexion with the development of the Kalewa coalfield and to the United Nations Korean Reconstruction Agency (UNKRA) for the reconstruction of several mines. An outline was prepared for a comprehensive study on the role of lignite in the fuel economy of the region (E/CN.11/I & T/54), a report on post-war development of mineral resources of Asia and the Far East was circulated (E/CN.11/I & T/L.12) and an information report on sink and float process was prepared (E/CN.11/I & T/54, Annex E).

A comprehensive study of the Coal and Iron Ore Resources of Asia and the Far East, the first of its kind, was completed;¹²⁸ this report assembled and appraised current knowledge of basic resources which might be expected to be available to meet the demands of the industrial development of the region.

In view of the critical shortage of sulphur throughout the world during the year and of the possibility of expanding sulphuric acid industry in the region, a study of the sulphur situation of the region was undertaken (E/CN.11/I & T/54 Annex D).

Cottage and Small-Scale Industries: A report by the secretariat on cottage and small-scale industries (E/CN.11/I & T/30) was also submitted at the Committee's third session. The Commission noted that this report was a working paper prepared for submission to a working party of experts.

This working party held its first session in April 1951. It recommended, *inter alia*:

(a) that a thorough study be made, if necessary by the employment of a consultant, of the ceramics industry, particularly with regard to pottery; (b) that, in view of the unanimous interest of countries of the region in improved methods and techniques of production, the secretariat should, on request, assist governments, in preparing requests for assistance from TAA in the fields of ceramics, textiles, hard fibres and hand-made paper, including the establishment of pilot plants; (c) that the secretariat should disseminate technical information on improved designs for hand-spinning and hand-weaving machines, jaggery-making, and model workshops on smithery and carpentry; and (d) that the secretariat, in co-operation with UNESCO and ILO, should under-

take a survey of research and technical training institutes serving cottage and small-scale industries.

To implement these recommendations, the secretariat engaged a ceramics consultant in November 1951, and communicated with TAA and governments of the region to ascertain their interest in the establishment of pilot plants in the fields of ceramics and hand-made paper. It also requested information from governments on existing and contemplated designs of hand-weaving, hand-spinning and other equipment, jaggery-making, proposed model workshops on smithery and carpentry, and the nature and scope of standards adopted for cottage and small-scale industries, and, in co-operation with UNESCO and ILO, undertook the proposed survey of research and technical training institutes.

Production of DDT: The ECAFE secretariat co-operated with the United Nations International Children's Emergency Fund (UNICEF), the World Health Organization (WHO), and the Food and Agriculture Organization (FAO) in an inter-secretariat working party on DDT and medical supplies which was established by the Committee on Industry and Trade at its third session.

Power Alcohol: On the recommendation of the Committee at that session, preparations were undertaken for an expert seminar on power alcohol to be held in India with the help of TAA.

Training of Personnel: On the recommendation of the Committee on Industry and Trade, the ECAFE secretariat also participated in an inter-secretariat working party with ILO and UNESCO, at which problems of technical training and shortages of trained personnel in the region were considered.

(2) Trade and Finance

One of the principal developments in ECAFE's work in trade and finance during the year was the holding of a conference on Trade Promotion in Singapore in October. This Conference, the first of its kind ever held in Asia and the Far East, was attended not only by relatively large delegations, including businessmen, from almost every member and associate member of the Commission, but also by observers from several countries which, although not members of the Commission, participated in the Conference by virtue of their trading relations with ECAFE countries. Representatives of specialized agencies and non-govern-

¹²⁸ U.N.P., Sales No.: 1952. II. F. 1.

mental organizations also attended (E/CN.11/I & T/59).

The Committee on Industry and Trade, at its third session in February, considered a report on trade promotion activities (E/CN.11/I & T/43). It noted the progress made on continuing projects and recommended that, in addition, the secretariat should undertake marketing and distribution surveys of the principal products of the region.

A comprehensive report on means of mobilizing domestic financial resources for industrial development in countries in the region (E/CN.11/I & T/40) was also considered by the Committee, which recommended (E/CN.11/267) that it be published promptly after taking into account such further comments as individual countries might offer. The report was later published under the title of Mobilization of Domestic Capital in Certain Countries of Asia and the Far East.¹²⁹ The Committee on Industry and Trade recommended that the secretariat be ready to assist countries in the analysis of specific problems in this field, and that it prepare, if possible with the co-operation of the International Bank and the International Monetary Fund, detailed plans for consideration by governments on:

(a) measures for mobilizing savings through postal facilities, co-operatives and other credit associations; (b) methods of promoting increased domestic savings through expanding the sales of government bonds; and (c) steps for improving the unorganized money and capital markets.

It recommended that the Executive Secretary, if possible in co-operation with the Fund, the Bank and other interested organizations, convene a working party to consider ways of increasing domestic resources for financing economic development.

The Working Party on Mobilization of Domestic Capital held its first session in Bangkok in November 1951 and made recommendations (E/CN.11/I & T/63) concerning:

(a) impact of inflation financing of economic development; (b) measures to be taken to increase Government bond sales; and (c) special measures for mobilizing savings, particularly in rural areas.

At its sixth session, ECAFE had considered that, while it wished to advocate the development of trade between the ECAFE countries and Japan, it was important to avoid suggesting measures which might have the effect of retarding the progress of national industrial development programmes of the ECAFE countries. The Committee on Industry and Trade, after considering a report on Trade

with Japan and Related Problems of International Finance (E/CN.11/I & T/42), recommended that further action be left to the countries which were interested in the matter.

The Committee commended a report (E/CN.11/I & T/45) on the Handicrafts Marketing Survey to the attention of governments in the region for study and implementation of its recommendations so far as local conditions permitted. It was hoped that the proposed working party on cottage and small-scale industries (see above) would give consideration to marketing aspects. The Committee recommended that governments be invited to study the possibility of establishing special means of financing the production and marketing of handicrafts; that the Executive Secretary, in consultation with TAA, explore the possibility of appointing two technical marketing experts on behalf of all countries of the region, one in North America and the other in Europe; and that one or two experts be appointed to the secretariat to follow up the recommendations made in the survey and to advise countries on the development of their handicrafts marketing.

Also at its third session, the Committee on Industry and Trade took note of a report on travel facilities (E/CN.11/I & T/44), and welcomed the decision of the International Union of Official Travel Organizations (IUOTO) to establish a Regional Travel Commission for Asia and the Far East. It agreed that the work being done by the secretariat should be continued until such time as this IUOTO Regional Travel Commission was fully organized and prepared to take up the work. The Committee recommended that the ECAFE secretariat establish close working relations with the IUOTO Regional Commission after its establishment.

The Commission, at its seventh session, adopted a resolution (E/CN.11/305) expressing its concern over the availabilities of capital goods for countries of the region. Following consultations with the governments, a report on the supply of capital goods (E/CN.11/315) was prepared for the Commission's consideration at its eighth session. A joint ECAFE/ECE/FAO study on trade between Europe and Asia and the Far East was undertaken and a study on Foreign Investment Laws and Regulations of the Countries of Asia and the Far East was published¹³⁰ in 1951. A paper was also completed on the working of trade agreements in the region (E/CN.11/I & T/61).

¹²⁹ U.N.P., Sales No.: 1951. F. 3.

¹³⁰ U.N.P., Sales No.: 1951. II. F. 1.

The secretariat rendered advisory services to Burma in connexion with the reform of currency and banking systems, published a preliminary study on the mobilization of domestic capital in Malaya (E/CN.11/I & T/40 Annex I), and continued to assist governments in the improvement of their trade promotion machineries and to act as a clearing house of trade information by issuing Trade Promotion News, Trade Promotion Series and Calendar of Conferences, Commercial Fairs and Overseas Exhibitions. A preliminary draft of a Glossary of Commercial Terms was issued.

In the field of travel, Travel Formalities, a compilation of laws and regulations controlling travel to countries of the region, was prepared (TRA/WG/1) and publication of Asian Travelways continued.

(3) Food and Agriculture

At its third session, the Committee on Industry and Trade asked the secretariat to consider the proposal for setting up a joint ECAFE/FAO working party on the production and utilization of fertilizers in the light of the results of the forthcoming meeting of the Fertilizer Working Party of the International Rice Commission (IRC). The secretariat accordingly sent an observer to the IRC Fertilizer Working Party, held in Indonesia in April 1951, and drew its attention to the proposal. The Working Party recognized the importance of the problem and endorsed the proposal for carrying out a study of the problems of manufacture and utilization of organic manures. FAO undertook to make this study. In the light of these developments, further consideration of the proposal for setting up a joint ECAFE/FAO working party on chemical fertilizers was deferred.

Close liaison was maintained between the Commission's secretariat and the regional office of FAO in Bangkok. Specialists from ECAFE and the FAO regional office visited several countries of the region in connexion with the joint ECAFE/FAO study of the economic use of firewood as locomotive fuel (E/CN.11/TRANS/5). Co-operation with FAO was also maintained on the following projects: cottage and small-scale industries; fields of economic development handicapped by lack of trained personnel; preparations for the seminar on power alcohol; examination of the problems of manufacture of DDT and other urgently needed medical requirements; preparatory work on marketing and distribution surveys; and study on trade between the ECAFE region and Europe. ECAFE's Bureau of Flood Control¹³¹ maintained standing

consultative arrangements with FAO's regional office.

For the Economic Survey of Asia and the Far East 1950,¹³² FAO prepared a chapter on food and agriculture, and also sections of the chapters on international trade and economic plans. FAO's regional office also prepared a special article for ECAFE's quarterly Bulletin. A member of the ECAFE secretariat attended the FAO Regional Conference on Land Utilization held in Ceylon in September 1951. FAO representatives also attended numerous ECAFE meetings.

Conversations took place between ECAFE and FAO concerning the possibility of increased operational co-operation between the two organizations by the creation of a jointly staffed agricultural unit under the ECAFE secretariat.

(4) Recommendations of the Commission

The Commission, at its seventh session in February-March 1951, approved (E/1981) the report and recommendations of the Committee on Industry and Trade (E/CN.11/267) with minor drafting changes.

The Commission noted that the programmes for industrial and agricultural development of the countries of the region required increased use of machinery, equipment and materials, and that Europe was an important source of supplies for such purposes. It therefore requested the Executive Secretary, in co-operation with the Executive Secretary of ECE, to undertake a joint study of ways and means to increase trade between the ECAFE region and Europe. The study (E/CN.11/I & T/62) was begun during the year.

b. INLAND TRANSPORT

On the basis of the recommendations of the Ad Hoc Committee of Experts on Inland Transport (E/CN.11/262),¹³³ the Commission, at its seventh session in February-March 1951, established an Inland Transport Committee. It recommended that the Committee, if necessary, should set up sub-committees on railways, roads and inland waterways to consider and examine problems essentially concerning those means of transport. Also, if necessary, the Committee and the sub-committees might convene working parties of its members, assisted by experts appointed by governments at their invitation. The Commission further

¹³¹ See also pp. 466-67.

¹³² U.N.P., Sales No.: 1951. II. F. 4.

¹³³ See Y.U.N., 1950, pp. 513-15.

recommended the establishment of a railway sub-committee to deal with such matters as the Inland Transport Committee might refer to it, or the governments or the railway administrations of the region might request. In this connexion, it was recommended that a proposal for a railway association for the Asian and Far Eastern region should be referred to the sub-committee for consideration.

The Inland Transport Committee held its first session in Bangkok in December 1951. Among other things, the Committee considered (E/CN.11/312) the report of the Railway Working Party (E/CN.11/TRANS/64/Rev.1), which had met in Bangkok immediately preceding the meeting of the Committee, and the interim report of the Expert Working Group on Inland Water Transport from Asia and the Far East (E/CN.11/TRANS/L.9—E/CN.11/TRANS/R.1). In view of the large number of technical problems requiring examination, the Committee set up three sub-committees—the Railway Sub-Committee, the Highway Sub-Committee and the Inland Waterway Sub-Committee, each to meet normally once a year.

Railways: During the year, a number of studies were undertaken, dealing with the improved operation of single line sections; the establishment of a training centre for railway operating officials; the creation of an Asian and Far Eastern Railway Association; improved productivity of labour in railway workshops (with ILO); the economic use of firewood (with FAO); oil and brown coal as fuel for railway motive power; and the most suitable types of diesel locomotives for the region.

A number of these studies were considered by the Railway Working Party, which submitted recommendations (E/CN.11/TRANS/64/Rev.1) to the Inland Transport Committee. That Committee, in endorsing the report of the Working Party, stressed that early arrangements should be made for the establishment of a training centre for railway operating and signalling officials, and for sending a team of senior officers to study at first hand modern methods of train operations and signalling equipment in various countries in Europe, in the United States and in Japan.

On the question of the Asian and Far Eastern Association, the Committee felt that the Railway Sub-Committee would, for the time being, fulfil to a large extent the objective of promoting co-operation between railway officials in the region. It therefore recommended that the creation of a rail-

way association be deferred. Meanwhile, it recommended that railways in the region might consider joining the existing railway associations, such as the Association of American Railroads (AAR) and the International Union of Railways (UIC), as associate members.

Inland Waterways and Ports: Priority was given early in 1951 to the organization, in conjunction with TAA, of a study tour to Europe and the United States by a group of inland water transport experts from countries of the region to examine technological advances in inland water transport. At the conclusion of the tour, the group's interim report (E/CN.11/TRANS/L.9—E/CN.11/TRANS/R.1) was published. The Committee after a cursory examination felt that the group's study made a practical approach to the inland water transport problems of the region and that the method of group travel and study had proved valuable. It was suggested, *inter alia*, that this method was generally preferable to that of obtaining experts from abroad who might not be familiar with local conditions in the region.

Roads and Road Transport: The Inland Transport Committee had before it a joint report by ECAFE and ILO (E/CN.11/TRANS/65 and Add.1), embodying a suggested scheme for improving vehicle maintenance standards and for training drivers and mechanics. The Committee approved the draft scheme; placing particular emphasis on:

- (a) the preparation of a simplified instruction manual for translation into the national and local languages of the countries of the region utilizing visual material to the maximum extent possible;
- (b) the provision of a team of expert instructors with fully equipped mobile demonstration vans for visual and oral instruction;
- (c) the urgent need for advanced training abroad in modern repair techniques for supervisors and instructors; and
- (d) the reclamation of worn automotive equipment.

The setting up of permanent training centres for mechanics in modern repair and maintenance techniques, and for the training abroad of selected technicians to act as supervisors and instructors was suggested to governments.

Steps were taken, in co-operation with ILO, for the early provision of suitably equipped mobile demonstration vans to countries of the region, and for the preparation of a simplified instruction manual for translation into the various national and local languages of the area. Employment of TAA technical experts to advise governments on the economic possibilities of setting up reclamation plants was also recommended.

The Committee took note of the secretariat's draft Highway Maintenance Register (E/CN.11/TRANS/66) and recommended that the register be finalized and circulated to governments for adoption with such modifications as might be necessary to suit local conditions. Further studies in the preparation of similar standard registers for bridges, cement concrete pavements and forms for highway project estimates were also recommended.

c. FLOOD CONTROL

In pursuance of the resolutions adopted by the Commission at its fifth and sixth sessions, the Regional Technical Conference on Flood Control was convened in New Delhi, from 7-10 January 1951. A total of 120 experts from fifteen member and associate member countries of the Commission, from the specialized agencies, and from international and other organizations, attended the meeting. Among the subjects discussed were methods of flood control, flood problems of international rivers, the silt problem, and the use of hydraulic model in flood control. Discussions were based on the background papers prepared by the Bureau and 30 conference papers prepared by the experts attending the conference.

The report and recommendations (E/CN.11/264), which were adopted unanimously by the Conference, contained concrete suggestions regarding methods of flood control, based on the extensive experience already gained within and outside the region as well as on the studies conducted by the Bureau.

The Conference strongly urged the importance of international co-operation in the field of flood control, and suggested that, in furthering such co-operation, the work of the Bureau should include: the study of flood control and multiple-purpose development on the regime of international rivers; standardization of technical terminology as well as methods and records of hydrological measurements; exchange of results of hydraulic laboratories; and clearing-house service relating to technical information on flood control and water resource development.

The Commission considered the report of the Conference at its seventh session, as well as the annual report of the Bureau of Flood Control (E/CN.11/263). The latter covered the period September 1949 to December 1950 and described the programme and the initial stages of work undertaken by the Bureau since its inception in April 1949. It also contained the proposed future

programme of work for 1951 and for subsequent years.

The Commission noted both reports with satisfaction and commended the high technical level of the Regional Technical Conference and the work of the Bureau. It endorsed the view expressed by the Conference that flood control is fundamentally a part of, and cannot be separated from, unified river basin development, and asked the Executive Secretary to bring to the notice of governments the recommendations of the Regional Technical Conference.

The Commission also approved the suggested programme of work of the Bureau, with modification in the order of priority. It further recommended that the publication of the Flood Control Series should be continued.

In conformity with the view that flood control could not be separated from unified river basin development, the work of the Bureau, during 1951, shifted to the investigation and promotion of multi-purpose unified river basin developments. Country surveys as well as studies on technical and economic problems relating to water resources of the region were made.

Another aspect of the Bureau's work was the promotion of co-operation in the field of flood control and water resource development of international rivers. In this connexion, a study was made of the lower Mekong river, in co-operation with the Governments of Thailand, Cambodia, Laos and Vietnam.

At the request of the governments concerned, the Bureau rendered technical advice and assistance on the following projects during 1951:

Advisory service on the reconnaissance and survey of the earthquake and flood-affected areas in North-East Assam, India; model tests for the Chinat project of the Menam Chao Phya in Thailand; design of a lock gate for the Pegu-Sittang canal in Burma; water conservancy projects in Taiwan (Formosa); measures for further flood control and irrigation of the Mahanadi Delta of Orissa, India; flood control scheme of Patiala, India. The Bureau also assisted several countries of the region to recruit technical personnel for flood control and allied works.

A \$13,000 grant from TAA enabled the Bureau to purchase collections of standard works bearing upon flood control and water resources development and to put them at the disposal of technical organizations in the region.

The studies, conducted by the Bureau experts during their tours of investigation of the existing works and of the technical projects made available to the Bureau, are to be published in the Flood

Control Series. The first number of the series, entitled *Flood Damage and Flood Control Activities in Asia and the Far East* was published in October 1950.¹³⁴ The second number, entitled "Methods of Flood Control in Asia and the Far East" was presented to the Technical Conference on Flood Control, for discussion and amendment before publication.¹³⁵

In addition, the Bureau has undertaken the study of many special problems allied to flood control which are of common importance to the region, such as the silt problem (E/CN.11/FLOOD/2) and river bank protection.

d. RESEARCH AND STATISTICS

(1) Economic Survey of Asia and the far East, 1950

The Economic Survey of Asia and the Far East, 1950,¹³⁶ was published in July 1951. Part I deals with the more general factors of development and includes chapters on resources, income and economic development problems and trends. Part II reviews current developments in the spheres of agricultural and industrial production, transport, international trade and payments, money and finance, including the problem of emerging new inflationary pressures in the region.

The survey reported that although there had been improvements in the economic situation of many countries of the region due to the increased export prices in relation to import prices, as well as to the favourable balance-of-payments position, they were based primarily on the impact of the Korean war and rearmament in other parts of the world. Therefore they offered no stable and long-range basis for prosperity of the region.

The opening months of 1950 had promised fulfilment of the hopes that 1949 had marked the end of the first phase of painful post-war recovery. Factors tending to justify these hopes included: the impetus given to post-war planning by the formulation of the Colombo Plan; the fact that the world had ceased to be a seller's market, and a larger flow of development goods could be expected; the position of Western European countries which had made substantial recovery and were, therefore, better able to meet the development needs of ECAFE countries; and the considerable improvement in production and transport in the ECAFE region. Political events in the middle of 1950, however, had halted progress and weakened the forces of reconstruction and development in Asia.

The slight improvement in the per capita food supply for 1949 continued in 1950 (in India toward the end of 1950, however, the food situation deteriorated and widespread famine conditions had developed). The region's general position in agricultural production, it was stated, nevertheless remained at a level below pre-war and, unless effective measures were taken, was liable to undergo further deterioration.

Industrial and mineral production continued to maintain the improvement noticeable in 1949. In fact, compared with 1949, production in 1950 generally showed an increase, with the significant exception of cotton and jute textiles in India. The increase in production of electric power in several countries of the region, the survey stated, was remarkable.

There was marked improvement in transport facilities in 1950 compared with previous years. Restoration and improvement of transport facilities figured prominently in post-war development plans, nearly one-half of the region's machinery imports in 1949 and 1950 consisting of transport equipment.

Inflationary pressures had been greatly increased since the middle of 1950 by the money incomes generated by export surpluses. In 1950, exports of the ECAFE region in terms of dollars rose by 21 while imports fell by 12 per cent. This caused an export surplus of \$487 million, as compared with an import surplus of \$800 million in 1949. The region's pre-war export surplus thus re-emerged for the first time since the war.

Upward revaluation of currencies was being considered in some countries as a possible method of combating inflation.

The report stressed the importance of external aid: intergovernmental loans, credits and grants. Although the total amount of such aid was small in relation to the needs of the region, it nevertheless served to stimulate developmental activities in the region. Without such aid, the report concluded, the position of several countries would have been worse, and it was hoped that in the future such aid would be a factor of much greater importance.

(2) Quarterly Economic Bulletin

Publication of the Economic Bulletin for Asia and the Far East continued. This Bulletin is intended to provide a quarterly review of the eco-

¹³⁴ U.N.P., Sales No.: 1951. II. F. 2.

¹³⁵ U.N.P., Sales No.: 1951. II. F.5. It was subsequently published in early 1952.

¹³⁶ U.N.P., Sales No.: 1951. II. F. 4.

conomic conditions of the area in the intervals between publication of the annual Economic Survey. Each issue of the Bulletin contains a general review of economic developments during the preceding three months and a compendium of Asian economic statistics on which the review is based.

(3) Statistical Conferences

Efforts to improve statistical organization in the region led to the first regional conference of statisticians held in Rangoon in January-February 1951; it was jointly conducted by ECAFE, the United Nations Statistical Office and the International Monetary Fund (E/CN.11/265). The main items on the agenda were foreign trade and balance-of-payments statistics. The Commission at its seventh session (E/1981) took note of the report of the Conference and recommended that a working party of experts be convened in 1951 to co-ordinate the work of governments in the region regarding the adoption of the standard International Trade Classification. It further recommended that a second regional conference of statisticians be convened in 1952.

(4) Special Statistical Projects

ECAFE is engaged in a series of continuing statistical projects. With the assistance of governments, through field trips and correspondence, and in collaboration with the United Nations Statistical Office and several specialized agencies, basic statistical series have been built up and maintained on items such as production, transport, trade, finance and prices. Another continuing project is the study of statistical organization in countries in the region, on which a report was issued (E/CN.11/322) at the end of 1951. Methods and comparability of basic statistical series were also studied and reports prepared in connexion with the regional conferences. A framework of economic reclassification of government accounts and budgets was constructed, on the basis of which the accounts and budgets of the Governments of Burma, Hong Kong, India and the Philippines were reclassified for illustration (E/CN.11/270). Reports were compiled assessing the methods employed in framing the national income estimates of Burma, Ceylon, India, the Philippines and Japan (E/CN.11/323).

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

The Council considered the annual report of the Economic Commission for Asia and the Far East (E/1981 and Add.1) at its 542nd, 543rd and 545th plenary meetings on 8, 10 and 11 September 1951.

The debate concentrated on a general appraisal of the achievements of the Commission and a review of its work programme, and on the economic problems of the region with reference to the Economic Survey of Asia and the Far East, 1950.

Most representatives commended the Commission and its secretariat on the work achieved, and felt that the Commission had been an increasingly effective and useful organ of the Council and a constructive force in the development of regional co-operation.

Several representatives, among them those of Pakistan, the Philippines and the United States, expressed the opinion that the Commission, while continuing its basic research and efforts at improvement in the field of statistics, had progressed to a stage of practical action which had been widely appreciated by its member States, as demonstrated in their active participation in the numerous subsidiary bodies. Others, inter alia, the representatives of Czechoslovakia, Poland and the USSR, agreed that the Commission, concerned with an extensive area, large populations and difficult problems, should be one of the most important organs of the Council, but felt that it had been handicapped by the absence of the Governments of the People's Republics of China, Korea and Vietminh. Furthermore, they maintained that the Commission had dealt largely with problems of secondary importance, paying insufficient attention to the key problems of economic development and industrialization.

Several members of the Council were of the opinion that, while the major tasks of the Commission were far from being fulfilled, the Commission had undertaken useful activities in the field of natural resources and flood control, and in analysing measures for the financing of economic development, especially for mobilizing domestic capital and channelling it into productive purposes, as well as in the field of trade. The representatives of India, the Philippines and the United

States stressed particularly the importance of the activities of the Bureau of Flood Control and stated that multi-purpose river basin development should be dealt with by the Commission.

Unanimous support was expressed for a decision of the Commission that a study on the expansion of trade between Europe and Asia and the Far East should be undertaken jointly by the secretariats of ECAFE and ECE. While the representative of Belgium, among others, also emphasized the usefulness of the Commission's study on trade with Japan, the representatives of Czechoslovakia and Poland felt that important problems concerned with the reconstruction of Japan were being neglected, and that Japan, instead of becoming a peaceful factor in Asia, was being rearmed, and thus was becoming a potential threat to peace in Asia and the Far East.

Members were in general agreement that land reform, as the key problem in the region, should be placed high on the priority list of the Commission's work programme.

On the question of financing economic development, the Indian, Philippine and United Kingdom representatives took the view that mobilization of domestic capital for that purpose was of paramount importance. Certain representatives, among them those of Pakistan and the United States, placed emphasis on the attracting of foreign capital and commended the Commission on its publication of a study on laws and regulations affecting foreign investment. Others however, including the representative of Poland, stressed the danger of continued exploitation of the countries in the region by foreign monopolies. The Council agreed on the need for preparation of over-all economic development plans and for adequate supplies of capital goods in spite of rearmament programmes in industrialized countries.

The Council endorsed the opinion of the Commission that the flow of technical assistance services under the United Nations programme of technical assistance to the countries in its region was slow and should be increased. The United Kingdom representative pointed out that the flow of services depended to a large extent on the initiative of governments, since technical assistance could be rendered only at their request. The majority were in agreement that governmental initiative should be actively assisted by the TAA

and that the secretariat of the Commission could also play an important role in this matter.

With regard to the conduct of business of the Commission at its sessions, the representatives of India and France regarded as a significant step forward the unanimous agreement reached at the seventh session of the Commission whereby countries outside the geographic scope of the Commission would abstain from voting against the majority of Asian countries on economic problems of the region. Some representatives, however, including the representatives of Czechoslovakia, Poland and the USSR, criticized the influence of non-Asian countries in the Commission.

As to the future, the Council was in unanimous agreement that the Commission should be continued indefinitely and should further develop its activities, especially in the field of economic development.¹³⁷

The Council had before it a draft resolution proposed by India, Pakistan and the Philippines (E/L.260). The sponsors of the draft accepted an oral amendment by Sweden which would have the Council invite the Assembly to consider favourably the Commission's financial requirements rather than recommend that they be made available. The amendment was also voted on, and was adopted by 17 votes to none, with 1 abstention, at the Council's 545th meeting on 8 September.

In part A of resolution 382 (XIII), the Council unanimously took note of the Commission's annual report. In part B, adopted by 14 votes to none, with 4 abstentions, it invited the General Assembly, taking into account the over-all budgetary situation, to consider favourably the financial requirements for the implementation of the 1951-52 work programme of the Commission. The Council, in section C of this resolution, adopted unanimously, requested the Secretary-General and the executive heads of the specialized agencies to ensure, when requested by governments:

(1) an increased supply of technical assistance to countries in the region with minimum delay, including the establishment of pilot and demonstration projects and assistance in the establishment of training and research institutions; and (2) the maximum provision of expert technicians and other personnel and training facilities at as low a cost as possible to the under-developed countries.

¹³⁷The question of continuation of the Commission and changes in its terms of reference were considered by the Council in connexion with other matters concerning the organization of the Council. See pp. 59ff.

K. ECONOMIC COMMISSION FOR LATIN AMERICA (ECLA)

The Economic Commission for Latin America, established by the Economic and Social Council at its sixth session in March 1948 (106 (VI)), had held three sessions up to 1 January 1951. At this time it was committed to a work programme which involved the preparation of the Economic Survey of Latin America 1950 (E/CN.12/217) as well as other studies, including studies on economic development, labour productivity, trade between Latin America and the United States and Europe, and foreign investments in certain Latin American countries.

The work of the secretariat of the Commission between the third session at Montevideo, in June 1950 and the fourth session at Mexico City, in May-June 1951, was described in two documents: (1) the statement prepared by the Executive Secretary of ECLA for the Ad Hoc Committee on the Organization and Operation of the Council and its Commissions (E/AC.34/6), which covered the activities of the Commission from June 1948 to March 1951; and (2) the third annual report (E/2021). The statement of the Executive Secretary to the Ad Hoc Committee contained a full account of the activities of the Commission, together with an extensive and analytical appraisal of its record. The third annual report showed that the Commission had made substantial progress in the systematic analysis of Latin American economies and had reached the stage where it could assume the practical role of making recommendations to member governments. It also showed that the progress made by the Commission had been achieved to a considerable degree by increasingly more effective co-operation between the Commission and other United Nations organs and agencies, particularly through co-operative arrangements with the Food and Agriculture Organization (FAO), the International Bank for Reconstruction and Development and the International Labour Organisation (ILO). The activities of ECLA were also co-ordinated with those of the Inter-American Economic and Social Council. Both the statement by the Executive Secretary to the Council's Ad Hoc Committee and the third annual report were adopted by the Commission at its fourth session.¹³⁸

The Economic and Social Council, in resolution 414(XIII), decided to continue the Commission indefinitely and to strengthen its work in the fields of economic development and technical assistance.¹³⁹

The General Assembly considered the activities of the regional economic commissions during its debate on the world economic situation and subsequently adopted resolution 526(VI), in which it noted with satisfaction the valuable work which was being done by the regional economic commissions and the Council's decision to continue them.

1. Studies and Reports

The secretariat of the Commission completed and presented to the Commission's fourth session in May-June 1951 a number of studies and reports.

Among these were the Economic Survey of Latin America 1950, (see below) primarily concerned with describing and analysing developments and trends in the economies of Latin American countries since the end of the Second World War.

A report entitled *Theoretical and Practical Problems of Economic Growth* (E/CN.12/221), analysed, *inter alia*, economic development in Latin America in its historical perspective. It pointed out that, up to the depression of the 1930's, external and international factors had largely determined the economic growth in Latin America, but that, since the Second World War, internal forces had played an increasingly important role due to the dislocation of world trade, the abrupt reduction of the flow of foreign investments and the consequent tendency towards economic self-sufficiency. Pointing out that technology in the advanced industrial countries develops under conditions of relative scarcity of labour and abundant capital resources, the report stated that these combinations of labour and capital could not be arbitrarily imposed on a less developed country where per capita capital density is much lower. Under these latter conditions it would therefore be preferable to put more emphasis on utilizing equipment for increasing production rather than on reducing labour utilized per unit of capital. The more advanced techniques of highly industrialized countries might therefore not be suitable to the optimum combination of production factors in Latin American countries;

¹³⁸ Details of resolutions adopted by the Commission at its fourth session are given in E/2021.

¹³⁹ For the Council's discussions and decision, taken on the basis of the Ad Hoc Committee's report, see pp. 66-67. For ECLA's revised terms of reference, see p. 51.

and technological unemployment might result in the use of equipment not adapted to Latin American conditions. The report contained a number of concrete suggestions for the establishment of goals and programmes through which the objectives of economic development in Latin American countries might be achieved.

A study of Labour Productivity of the Cotton Textile Industry in Five Latin American Countries (E/CN.12/219)¹⁴⁰ was based upon comprehensive data secured directly through surveys of individual mills in Brazil, Chile, Ecuador, Mexico, and Peru. The report summarized the results of the surveys and put forward suggestions for raising the productivity of the textile industry in the countries concerned. It also contained country studies which gave a detailed analysis of productivity in the various types of mills and of the reasons for the relatively low productivity found in the mills which were surveyed.

The study entitled Effects of United States Defence Programme on Trade with Latin America (E/CN.12/234) was undertaken, following the Korean crisis and the radical change in the world situation, in order to examine the effects of the rearmament programme, especially in the United States, on the availability of capital goods and other essential exports to Latin American countries. The report noted the substantial improvement in Latin America's trade with the United States during 1950 and early 1951, and the rise in Latin American exchange earnings. Moreover, it pointed out, serious inflationary dangers faced Latin American countries, both as a result of the increase in money incomes, and of the accumulation of foreign exchange attendant on likely shortages of imports of essential goods.

The report on United States Capacity to Absorb Latin American Products (E/CN.12/226) was divided into two parts, one dealing with the United States market for a number of Latin American exports, and the second with the commodity structure of Latin American exports to the United States. In considering the future growth of the United States market for Latin American products, the report indicated that the size of this market would depend to a major extent on United States demand for Latin American foodstuffs, in particular coffee and sugar; In the aggregate, United States demand for the traditional Latin American exports was not likely to show an appreciable expansion over the high levels reached in the recent past, but such demand would probably increase at a rate of not less than 1.5 per cent per year.

This rate of increase, it should be noted, was less than the rate of growth of Latin American populations.

The ECLA/ECE/FAO Report on Trade between Latin America and Europe (E/CN.12/225), jointly undertaken by the three bodies, dealt with the structure of Latin American-European trade and its prospects. The report noted that, despite a rapid increase in Latin America's population and the progress made toward economic development, the great depression and two world wars had reduced trade between Latin America and Europe to a level below that of 1913. Although the relatively low level of Latin American trade with Europe had persisted into the period following the Second World War, European demand for Latin American goods, the report suggested, might grow at a relatively faster rate in the future.

The report on the Economic and Legal Status of Foreign Investments in Selected Countries of Latin America (E/CN.12/166) was a continuation of the country studies on foreign investments undertaken by the secretariat in collaboration with the United Nations Department of Economic Affairs. Countries included in this study were Bolivia, Costa Rica, Haiti, Honduras, Paraguay and Peru.

2. Economic Survey of Latin America, 1950

The Economic Survey of Latin America, 1950, the third annual study of this kind prepared by the secretariat of the Commission, came before the fourth session of ECLA in May-June 1951.

The report was divided into three parts:

(1) A general section, dealing with the region as a whole, covered the outstanding economic developments since the war in the fields of agriculture, industry, mining, inflation, exchange policies, and balances of payments.

(2) Separate country-by-country studies showed recent developments and trends in eight countries: Argentina, Brazil, Chile, Cuba, El Salvador, Guatemala, Mexico and Venezuela. These studies gave detailed information on the various sectors of the economy in each country.

(3) A separate study of the Survey analysed recent developments and trends in the production of certain basic minerals (iron, copper, tin, lead and zinc) in relation to their principal markets.

The Survey pointed out that the recent shift in the balance-of-payments position of all Latin American countries had led to widespread concern regarding the accumulation of foreign ex-

¹⁴⁰ U.N.P., Sales No.: 1951. II. G. 2.

change and its use to purchase capital goods and other essential commodities. It also noted the inflationary pressures in Latin America arising from the increase in foreign exchange holdings and in the internal money supply, and suggested that if the future availability of exchange could be assured, the problem of absorbing excess liquid funds could be dealt with more easily.

The Survey emphasized the fact that the possible slowing of development programmes in Latin American countries, as shortages of capital imports became more pronounced, did not mean that the application of development measures should be suspended. Instead, the coming period might offer an opportunity to examine the economies of each Latin American country in broad perspective and to use recent experience for the better guidance of economic development.

3. Fourth Session of the Commission

The fourth session of the Commission was held in Mexico City from 28 May-16 June (E/2021), 1951.

a. FUTURE OF THE COMMISSION

The Commission's continuance was fully discussed in view of the fact that the Council was to review its regional economic commissions. It was agreed that ECLA was a useful and indispensable instrument for the solution of Latin American economic problems, and that it should not only be continued indefinitely, but also expanded and strengthened. The Commission adopted a resolution which embodied these concepts and also recommended two additions to the Commission's terms of reference in order to strengthen its work in the fields of economic development and technical assistance.

b. ECONOMIC DEVELOPMENT

The Commission discussed the various problems relating to economic development, and, at the same time, the relation between development and trade, which involved a number of short-term as well as long-term problems due to fundamental changes in the international situation. Reports and studies prepared by the secretariat, in particular the Theoretical and Practical Problems of Economic Growth and the Economic Survey of Latin America 1950, formed the basis for these debates, together with the report on the Effects of United States Defence Programme on Trade with Latin

America and the joint ECLA/ECE/FAO Report on Trade Between Latin America and Europe.

The Commission agreed that changes in world economic conditions following the Korean crisis had created a new series of problems for Latin America. It was felt that the rise in money income, due to the great expansion of export values and foreign exchange earnings, and the limitation of imports of capital goods and essential consumer goods due to shortages, could lead to serious inflation in Latin American countries. The short supply or unavailability of capital goods would, moreover, retard this economic development. A number of representatives felt, however, that this problem could be overcome in a relatively short period, providing United States production rose sufficiently to meet both defence needs and the requirements of under-developed countries for capital goods.

It was also agreed that, in order to ensure an intensive and systematic development of Latin American economies, national development programmes should be prepared according to some definite criteria.

The studies on specific industries in Latin America received special attention. It was agreed that the study of textile labour productivity was a fundamental contribution and should be expanded. In addition, other similar studies should also be carried out immediately on iron and steel, woodpulp and paper, and the chemical industries, as well as the food processing industries.

While recognizing that reliance must be placed mainly on internal resources and methods, the Commission considered means of increasing the inflow of investment funds from abroad, as well as the formation of domestic capital. It was estimated that, in spite of the very low level of per capita consumption in Latin American countries, it was advisable to examine the possibility of increasing, directly or indirectly, the savings derived from the higher-income groups, creating at the same time the capacity to save among the low-income groups, particularly as productivity and real incomes increased.

The Commission welcomed the offer of collaboration by the International Monetary Fund in studies of monetary and fiscal measures bearing on economic development. Some representatives urged that, in carrying out such studies, particular attention should be paid to the problem of inflation, recommending at the same time close co-operation with the International Bank for Reconstruction and Development.

The Commission repeatedly emphasized the important role of technical assistance in the economic development of the Latin American countries, and urged that these countries should utilize the facilities offered under the United Nations expanded programme of technical assistance. The Commission felt that the secretariat should play as full a role as practicable in formulating and carrying out requests for technical assistance in the field of economic development, and requested member governments to consult the Executive Secretary, wherever appropriate, with a view to presenting requests to the Secretary-General.

The Commission gave particular emphasis to the relative scarcity in Latin American countries of trained economists available for fundamental research and expert assistance in planning and executing development programmes. A number of representatives also felt that, inasmuch as the theoretical and practical problems of economic development in Latin America were different from those studied in the highly industrial centres, it was necessary to give Latin American economists an opportunity to receive systematic training and experience in dealing with these problems in the light of Latin American conditions. They accordingly urged the Executive Secretary to arrange for the establishment of an ECLA centre for economic development which, in addition to carrying out fundamental research, could be used to organize appropriate training courses and seminars for Latin American economists in the field of economic development.

The desire was expressed that schools of economics attached to Latin American universities should give wider recognition to courses on economic development, and the Executive Secretary was requested to co-ordinate the activities of the ECLA Centre with those of university faculties and schools, as well as those of other research and study centres. The Secretary-General was requested to utilize the ECLA Centre to place fellows and scholars under the United Nations fellowship and scholarship programme for economic development.

With regard to immigration problems, the Commission noted the progress report (E/CN.12/224) submitted by the Committee on Economic Development and Immigration, established by the Commission at its third session. It recommended that the Executive Secretary consult with the executive heads of other international organizations concerned with this problem, with a view to the establishment by the interested organizations of an inter-agency regional co-ordination commit-

tee on migration, in which ECLA would participate, which would meet, when necessary, to review progress and co-ordinate action in the field of migration in Latin America.

The Commission noted with satisfaction the declared objectives of the Central American governments with reference to the integration of their national economies, and requested the Executive Secretary to study the means or plans for the progressive attainment of those objectives. It invited the governments concerned, whenever they might consider it appropriate, to form a committee on economic co-operation, composed of Ministers of economic affairs or persons appointed by them, to act as a co-ordinating body for activities relating to the above-mentioned questions.

c. AGRICULTURE AND FORESTRY

Attention was drawn to the limited progress of agricultural production in Latin America and to the fact that the relatively slow advance of agriculture was due in part to greater emphasis on the development of other sectors of the economy. A number of representatives considered that, in order to maintain some balance between agriculture and industry, an attempt should be made to further the improvement of agriculture in Latin American countries. It was noted that the growing industrialization of Latin America would, in fact, lead to a long-term increase in urban population and demand, which would, in turn, necessitate an increase in the supply of agricultural products. Representatives accordingly suggested various measures aimed at improving agricultural practices and production.

While noting that the conditions of agricultural production varied widely from one country to another, the Commission advanced a number of concrete measures intended to meet the agricultural problems of most Latin American countries. These included: the training of agronomists; soil surveys; the expansion of agricultural extension services; proper soil practices in the use of fertilizers; irrigation; and assistance in stock raising. Consideration of the tenancy problem was also urged, and it was suggested that the Secretary-General of the United Nations and the Director-General of FAO should be requested to assist governments in this entire programme.

In considering the joint work programme of ECLA and FAO in the field of agriculture and forestry, a number of representatives noted the initiative taken by the two organizations on the

question of agricultural credit. It was suggested that the Executive Secretary and the Director-General of FAO call a meeting of experts on agricultural credit in one of the Central American countries, as agreed at the third session of the Commission in Montevideo.

The Commission took note of the establishment of a Latin American Agricultural Training Centre in Santiago de Chile, at the joint initiative of the Government of Chile, FAO, the United Nations and the International Bank, and urged that governments give special attention to the opportunities offered by the Training Centre.

The Commission also considered with interest a report (E/CN.12/235), prepared by the Forest Bureau of FAO in Rio de Janeiro, on the importance of forests and forest products to the economy of Latin America. The continuation of such studies was recommended and a series of measures relating to forest policy were suggested.

d. INTERNATIONAL TRADE

The question of international trade was considered on the basis of three studies prepared by the secretariat on Latin American trade with Europe, effects of the United States defence programme on trade with the Latin American countries, and the capacity of the United States to absorb Latin American products. The question of intra-regional trade was also considered, on the basis of a note prepared by the Executive Secretary.

Several representatives of the Latin American countries expressed concern regarding the problem of accumulation of inconvertible European currencies, the limited availability of capital goods required for economic development, and the possible decline in value of accumulated exchange balances. Concern was also expressed with respect to the future course of Latin America's terms of trade and the internal inflationary effects of the probable accumulation of exchange balances. Representatives of European members pointed out that the accumulation of inconvertible European currencies had not yet become a problem. In view of the emphasis given by the Latin American countries to their need for capital goods, they expressed the hope that Latin America would not place obstacles in the way of importing consumer goods of vital interest to Europe's export trade.

The Commission recommended that governments should give special consideration to the maintenance and expansion of Latin American purchasing power in European markets, to the

maintenance of the purchasing power of European currencies that might be accumulated by Latin American countries, and to the fair and orderly liquidation of balances so accumulated. The Executive Secretary was requested to assist interested governments in dealing with these problems, and to continue studies on Latin American European trade, paying particular attention to the problems of achieving greater transferability of accumulated foreign exchange. He was authorized to call together non-governmental experts, whenever he deemed it appropriate, to consider the problems presented by trade between Latin America and Europe.

The Executive Secretary was requested to prepare and circulate analyses of fundamental changes in the economic activity of the United States and the main European centres of supply, similar to that prepared by the secretariat on the effects of the United States defence programme on trade with Latin American countries.

The Commission recommended that the Latin American governments give careful consideration to the demand factors analysed in the long-term study of the capacity of the United States to absorb Latin American products, and that they inform the Executive Secretary of the results.

A number of representatives expressed the view that it was important to expand intra-regional trade in order to widen markets for developing Latin American industries, to avoid unnecessary duplication and thus to overcome deficiencies of supply during emergency periods. The Commission urged that the Executive Secretary:

- (1) present a report to its fifth session, on the basis of the studies then completed, as to the possibilities of expanding inter-Latin American trade; (2) consult the governments on the aspects of this trade of special interest to them; and (3) call a meeting of non-governmental experts, at his discretion, to discuss such aspects of this problem as he might consider appropriate. High priority was given to the studies on intra-regional trade.

e. SPECIAL PROBLEMS

- (1) At the Montevideo conference, ECLA had proposed measures for increasing the availability of supplies of educational, scientific and cultural materials. After examining the report presented by the Executive Secretary (E/CN.12/230), the Commission took special note of the fact that no country had, as yet, replied to the questionnaire on this subject, and once again emphasized the importance attached to the free international circulation of such materials.

- (2) On the question of traffic regulation on the Inter-American Highway, the Commission studied the notes submitted by the Executive Secretary and requested him to prepare a general study of the international aspects of the problem of road transport in Latin America.

(3) At the request of the Panamanian delegation, the Executive Secretary was asked to make a preliminary enquiry into, and advise the Government of Panama on the kind of studies necessary to bring about the maximum utilization of the facilities of the Free Zone of Colon, in the Republic of Panama.

(4) The admission of the South American Petroleum Institute to consultative status in Category B was recommended by the Commission to the Economic and Social Council.¹⁴¹

f. CO-ORDINATION WITH OTHER INTERNATIONAL AGENCIES

Measures of co-operation and co-ordination established between ECLA and the specialized agencies were considered in connexion with several studies and reports submitted by the secretariat. Representatives of the specialized agencies took part in the debate. The Commission commended the Executive Secretary for establishing close working relations with FAO, which had led to a new agreement between the two agencies.

The Commission revised the measures for co-operation and co-ordination of work with the Inter-American Economic and Social Council, as presented in the Executive Secretary's statement (E/AC.34/6) to the Ad Hoc Committee of the Economic and Social Council. As at previous sessions of the Commission, the official representative of the Inter-American Economic and Social Council and its Executive Secretary took an active part in the discussion. The Commission decided that existing co-ordination should be put on a more regular basis by establishing a permanent Co-ordination Committee. It was unanimously agreed to establish in the coming year special machinery to review problems of co-ordination at the government level and to make recommendations to the next annual meetings of both agencies in this respect.

g. ECLA OFFICE IN MEXICO

At the fourth session of the Commission, it was agreed to establish a branch office of ECLA in Mexico City, as a dependency of the Commission's headquarters in Santiago. This office was charged with studying the economic problems of Costa Rica, Cuba, the Dominican Republic, El Salvador, Guatemala, Haiti, Honduras, Mexico and Nicaragua, although, it was provided, the Executive Secretary might also extend the studies to other regions of the continent should he consider this desirable. The Government of Mexico granted all necessary facilities for establishing the office.

4. Consideration by the Economic and Social Council of the Commission's Reports

The annual report of the Commission (E/2021) was considered by the Economic and Social Council at its 532nd, 533rd, and 562nd plenary meetings on 3 and 21 September 1951.

The Council agreed that the Commission had achieved considerable progress in its work and commended the work programme formulated during its fourth session. It was considered that the Commission's record fully justified its indefinite continuation, since it had proved a valuable organ in promoting international co-operation on the regional level and in assisting the economic development of its members.

The emphasis on problems of economic development, revealed in the numerous studies and recommendations of the Commission, was considered fully justified since the Commission's region comprised mainly areas where the most urgent problems were those of accelerating the rate of economic growth.

On the one hand it was stated, for example by the representative of Chile, that the main problem was to evolve a balanced economic development and that improvements in agriculture had lagged behind the needs of an increasing population and the growth of industry. On the other hand it was pointed out, for example by the representative of India, that the importance of industrialization should not be overlooked even in preponderantly agricultural areas.

The Council was in general agreement regarding the value of the technical assistance programme in the region, and considered that the Commission and its secretariat, in co-operation with TAA, should assist the member countries in appraising their needs in this respect. Several speakers also expressed the opinion that the secretariat should be fully utilized in the implementation of the technical assistance programme. The Commission's proposal for the establishment of an ECLA centre for economic development received full support, especially in view of its potential value for the training of economists.

The Council also commended the activities of the Commission in the industrial field, in particular a first report on "Labour Productivity of the Cotton Textile Industry in Five Latin American Countries".

¹⁴¹ Seep. 598.

Some representatives, particularly those from the under-developed countries, also emphasized the value of the Commission's studies on the trade of Latin American countries with the United States and with Europe, as well as on intra-regional trade. A number of speakers stressed the usefulness of the study on expansion of trade between Latin America and Europe, prepared jointly by the secretariats of ECLA, ECE and FAO.

Several representatives, among them those of Pakistan, Peru and Uruguay, felt that the Commission had passed from the stage of studies and general research activities to the stage of formulating concrete policy recommendations and initiating practical activities, such as its recommendation that the economic integration of Central American countries would be promoted by the establishment of a committee on economic co-operation composed of Ministers of economic affairs of the countries concerned or persons appointed by them. The implementation of this recommendation, it was considered, was facilitated by the establishment of the Mexico Office of the Commission.

The Council also had before it a recommendation (E/L.301) by Chile for the adoption of

Portuguese as a working language, in connexion with the holding of a session of the Commission in Rio de Janeiro. In view of the fact that, in adopting the Calendar of Conferences, the Council had decided that no regular session of the Commission would be held in 1952 but that a Committee of the Whole should meet in Santiago, the Council at its 562nd meeting on 21 September decided to take no action on this proposal.

The Council at its 533rd plenary meeting on 3 September adopted the draft resolutions proposed by the Commission (E/2021) by 15 votes to none, with 3 abstentions, and by 10 votes to none, with 8 abstentions, respectively, as its resolution 383 (XIII).

In Part A of this resolution, the Council took note of the Commission's report. In Part B, it stated that ECLA's work programme, as developed at its fourth session, was of primary importance for the economic development of Latin America, and that ECLA which was the most recent regional economic commission, should be given the same opportunities for developing its work as other regional economic commissions. It recommended that the necessary funds should be made available to implement fully the Commission's work programme.

L. PROPOSED ECONOMIC COMMISSION FOR THE MIDDLE EAST

The question of the establishment of an economic commission for the Middle East (E/1360) was, in accordance with the decision of the Economic and Social Council at its tenth session, again on the agenda of the thirteenth session, having been postponed at previous sessions.¹⁴² The following non-members of the Council had submitted written communications either requesting a postponement of consideration of the question or its deletion from the Council's agenda: Iraq (E/L.180), Lebanon (E/C.3/L.12), Syria (E/L.178), and Yemen (E/2118).

The Council discussed the question in connexion with its consideration of the report of the Ad Hoc Committee on the factors bearing upon the establishment of an Economic Commission for the Middle East (E/218).

At its 550th plenary meeting on 13 September 1951, the Council unanimously agreed to requests from the Governments of Egypt, Israel and Syria, which were not members of the Council, that they should be allowed, under Article 69 of the Charter,¹⁴³ to take part in the debate on the question.

A formal proposal that the Council should postpone consideration of the matter was made at the same meeting by the representative of Iran. He emphasized that requests of that nature which had been made to the Council should not be taken to mean that those countries believed that an economic commission for the Middle East was undesirable. The majority of governments in the region, however, believed that full co-operation between all countries in the Middle East was not possible in the prevailing circumstances. The representative of Iran added that it was the wish of all Middle Eastern countries that the economic changes in the Middle East be fully discussed in the annual world economic reports prepared by the Secretary-General. He was assured by the President of the Council that the Secretary-General

¹⁴² For previous consideration of the question, see Y.U.N., 1948-49, p. 523.

¹⁴³ Article 69 of the Charter states that the Council shall invite any Member of the United Nations not a member of the Council to participate without vote in its discussions on matters of particular concern to that Member.

would doubtless continue to give careful consideration to the economic situation in the Middle East in these reports, particularly in that the Council had not yet established an economic commission in that region.

The representative of Egypt concurred with the views expressed by the representative of Iran. The representative of Israel, however, stressed the view that an economic commission for the Middle East should be established at once.

Several representatives, among them those of Chile, France, India, Pakistan, the United Kingdom and Uruguay, thought that the question should be postponed again, since, in the existing

circumstances, the majority of the prospective members of such a commission did not desire to see it established at that time.

At its 551st plenary meeting on 14 September, the Council unanimously adopted the Iranian proposal. By this decision, the Council agreed to postpone consideration of the establishment of an economic commission for the Middle East to a subsequent session. It was the Council's understanding that the Secretary-General would not place this item on the provisional agenda of the Council unless he deemed it appropriate in view of a change of circumstances, or unless a delegation specifically requested its inclusion.

M. HUMAN RIGHTS

1. Draft International Covenant on Human Rights and Measures of Implementation

a. CONSIDERATION BY THE ECONOMIC AND SOCIAL COUNCIL AT ITS TWELFTH SESSION

At its twelfth session, held from 20 February-21 March 1951, the Economic and Social Council had before it resolutions 421 (V) and 422 (V) of the General Assembly, embodying certain policy decisions by the Assembly, which were requested by the Council at its eleventh session.¹⁴⁴ These resolutions¹⁴⁵, inter alia, recommended that:

(1) the Commission on Human Rights continue to give priority to the completion of the draft Covenant and measures for its implementation; (2) the first eighteen articles should be amended and certain additional rights be considered; (3) a federal State article be considered; (4) an article on the territorial application of the Covenant be included; (5) economic, social and cultural articles also be included and other organs of the United Nations and specialized agencies co-operate in consideration of this matter; (6) consideration of provisions for examining petitions with respect to alleged violations of the Covenant be continued; (7) the Commission be asked to study ways and means to ensure the rights of peoples and nations to self-determination; (8) the Commission report on these matters to the Council at its thirteenth session; and (9) Member States be invited to comment on the draft Covenant as revised by the Commission at its sixth session.

The Council also had before it replies from the administrative heads of the specialized agencies (E/1880 & Add.1-7) to the Secretary-General's communication addressed to them, pursuant to Council resolution 303 D (XI),¹⁴⁶ inviting them to submit their views regarding possible methods of co-operation with regard to economic, social and cultural rights.

The Council discussed the draft Covenant and measures of implementation at its 438th to 442nd

plenary meetings, from 21-23 February. Certain representatives, including those of Czechoslovakia, Poland and the USSR, expressed the view that the recommendations of the General Assembly, in some respects, did not go far enough and that the Council should not confine its action to a mere transmittal of these resolutions to the Commission on Human Rights, but should consider the draft Covenant in substance and discuss actual amendments and proposed additions. Others, including the representatives of Belgium, Chile, France, India, the Philippines, the United Kingdom and the United States, felt that it would be impracticable to enter into a detailed discussion, which would be a repetition of the debates in the Assembly. It was thought by some representatives, among them those of China, Pakistan, the United Kingdom and the United States, that the Council should concentrate on how the specialized agencies might collaborate with the Commission in drafting articles on economic, social and cultural rights, in accordance with Assembly resolution 421 E (V). These representatives thought that the agreements between the agencies and the United Nations were flexible enough to allow for this co-operation, without special machinery. Others, however, including the representatives of France, India, Mexico and Uruguay, felt that some organ should be set up to facilitate consultation between the Commission and the specialized agencies.

The Council considered the following draft resolutions and amendments:

(1) A draft resolution by the USSR (E/L.137). It would have the Council instruct the Commission on

¹⁴⁴ See Y.U.N., 1950, p. 523.

¹⁴⁵ See Y.U.N., 1950, pp. 530-32.

¹⁴⁶ See Y.U.N., 1950, p. 523.

Human Rights to incorporate in the draft Covenant provisions relating to political, economic, social and cultural rights, details of which were included in the draft resolution. It provided that the Commission be instructed to take into account the principle that the Covenant should apply to all States, whether self-governing or non-self-governing, and to all territorial units constituting federal States. It also recommended the deletion from the draft Covenant of articles 19 to 41, providing for methods of supervising implementation, stating that these would constitute an attempt at interference in the domestic affairs of States.

The Council decided, at its 442nd meeting on 23 February, on the proposal of the representative of the United States and by 11 votes to 3, with 4 abstentions, not to vote on the USSR draft resolution, in view of certain alternative proposals (see below).

(2) A joint draft resolution by Pakistan and Uruguay (E/L.141). Draft resolutions by Uruguay (E/L.136) and Pakistan (E/L.138), dealing with the procedure for the consultations with the specialized agencies, were combined by their sponsors (E/L.139 & Rev.1). An amendment by Chile and India (E/L.140) and oral amendments by Prance and by the President were incorporated in the joint draft resolution (E/L.141).

This draft resolution was adopted by the Council, in a series of paragraph-by-paragraph votes ranging from a unanimous vote to 15 votes to 3, and, as a whole, by 14 votes to none, with 4 abstentions, at the 442nd plenary meeting on 23 February (resolution 349 (XII)).

By this resolution, the Council transmitted Assembly resolutions 421 (V) and 422 (V) to the Commission on Human Rights for action, inviting it to take into consideration the discussion at the Council's twelfth session, and the USSR amendments (E/L.137) to the draft Covenant presented at that session. It invited the specialized agencies directly concerned with economic, social and cultural rights to send representatives to the Commission to participate in its work relating to such rights; it asked the Commission to take steps to obtain the fullest co-operation of the agencies and to consider the setting up of one or more joint working groups, consisting of representatives of the Commission and the interested agencies. Finally, the Council requested the Commission to prepare and submit to it, at its thirteenth session, a revised draft Covenant on the lines indicated by the General Assembly.

b. CONSIDERATION BY THE COMMISSION ON HUMAN RIGHTS AT ITS SEVENTH SESSION

At its seventh session, held from 16 April-19 May, the Commission on Human Rights had before it, in addition to those resolutions and the amendments and proposals transmitted by the Council, the comments of certain governments¹⁴⁷

which the Secretary-General had requested in accordance with Assembly resolution 421 H (V). It also had before it decisions of the Committee on the Draft Convention on Freedom of Information relevant to the work on the draft Covenant (E/CN.4/532),¹⁴⁸ the text of the Convention for the Protection of Human Rights and Fundamental Freedoms signed at Rome on 4 November 1950 (E/CN.4/554), and several studies and analyses prepared by the Secretary-General on matters relating to the draft Covenant and the decisions of the General Assembly and the Council (E/1992).

The Commission completed only the drafting of articles on economic, social and cultural rights, including articles on measures of implementation and a revision of the articles on measures of implementation drawn up at its sixth session.

In drawing up the provisions on economic, social and cultural rights, the Commission was assisted by representatives of the International Labour Organisation (ILO) the United Nations Educational, Scientific and Cultural Organization (UNESCO) and the World Health Organization (WHO). The ILO delegation included representatives of governments, workers and employers, in addition to the Director-General and his representatives. Fourteen articles were adopted on these rights, including one which recognized the equal rights of men and women to the enjoyment of all such rights and particularly of those set forth in the draft Covenant, and a general article which provided that the States parties would undertake to take steps "to the maximum of their available resources with a view to achieving progressively the full realization of the rights recognized in this part of the present Covenant".

In order to implement these provisions, the Commission envisaged a system of reporting by States, the reports to be submitted in stages in accordance with a programme to be established by the Council after consultation with the States parties to the Covenant and the specialized agencies concerned. The Council would transmit these reports to the Commission for its study and recommendation and might, from time to time, submit to the General Assembly, with its own report,

¹⁴⁷ Australia, Burma, Canada, Chile, Czechoslovakia, Denmark, Egypt, France, India, Israel, Luxembourg, New Zealand, Philippines, Ukrainian SSR, Union of South Africa, the USSR, United Kingdom, and United States (E/CN.4/515 and Addenda 1-17, E/CN.4/515/Add.2/Corr.1, E/CN.4/515/Add.6/Corr.1 and E/CN.4/515/Add.15/Corr.1).

¹⁴⁸ See p. 509.

reports summarizing the information made available by the States parties and the specialized agencies.

In the course of the work on these articles dealing with implementation, the question was raised as to whether they should apply only to economic, social and cultural rights or to all the rights set forth in the Covenant. The Commission did not take a decision on this point, nor did it decide whether the measures of implementation providing for the establishment of a "Human Rights Committee" should apply to all the rights now defined in the Covenant.

The Commission, in a roll-call vote, rejected a proposal recommending reconsideration by the Assembly of its decision regarding the inclusion of economic, social and cultural rights in the first Covenant.

In reviewing the machinery of implementation proposed at its sixth session, the Commission retained the ideas as the basis of the proposed "Human Rights Committee", but amended certain articles and made some additions. It proposed to increase the membership of the Committee to nine and that the members be elected, not by States parties, but by the International Court of Justice, which would also appoint the secretary of the committee. It deleted the article providing that a State party concerned in a case might designate a person to participate in the deliberations if none of its nationals was on the committee. It also proposed to empower the committee, at the request of a State party, in cases where human life was in danger, to deal immediately with the case, without waiting for the possible settlement of the matter within six months between the States concerned, as previously provided. It provided that, if a friendly solution of a case were not reached, the committee would state its conclusions on the facts and attach thereto the statements made by the parties to the case.

Additional articles provided that the proposed human rights committee would not deal with a matter for which any competent organ or specialized agency of the United Nations had established a special procedure by which the States concerned were governed, or with which the International Court of Justice was seized; that the committee might recommend that the Council request the Court to give an advisory opinion on any legal question connected with a case before it; that the committee would submit an annual report of its activities to the General Assembly; and that the States parties to the Covenant would

agree not to submit to the Court, except by special agreement, any dispute arising out of the interpretation or application of the Covenant in a matter within the committee's competence.

The Commission discussed the question of petitions from non-governmental organizations and individuals only in connexion with a proposed article which would have allowed the contemplated human rights committee to initiate an enquiry on receipt of complaints from individuals, groups or non-governmental organizations. This proposal was rejected. A separate draft protocol on petitions emanating from individuals and organizations was before the Commission, together with several amendments to it, but it was not discussed.

The Commission recognized that, owing to lack of time, it had not completed its agenda or complied fully with the instructions of the General Assembly and the Council. It decided, however, to submit the draft Covenant as revised at its seventh session (E/1992) for the consideration of the Council, and it also asked the Secretary-General to transmit this draft to Member Governments and to the specialized agencies, so that they might make their observations for the thirteenth session of the Council.

The Commission also included, as annexes to its report:

written comments on the draft Covenant by members of the Commission; amendments submitted at both the sixth and seventh sessions to the first eighteen articles of the draft which had not been discussed; all proposals for additional articles other than those concerning economic, social and cultural rights; the draft protocol on petitions from individuals and non-governmental organizations and the amendments thereto; all proposals, amendments and comments on the federal State article and on the other articles in part VI of the draft Covenant; and a proposal for the establishment of an Office of a United Nations High Commissioner for Human Rights.

c. CONSIDERATION BY THE ECONOMIC AND SOCIAL COUNCIL AT ITS THIRTEENTH SESSION

At its thirteenth session, held from 30 July-21 September 1951, the Economic and Social Council considered the report of the Commission on Human Rights on its seventh session. The Council also had before it the observations of certain Governments (Australia, Denmark, France, Iraq, Norway, the Union of South Africa, the United Kingdom, the United States and Yugoslavia—(E/2059 & Add.1-8) and specialized agencies ILO, UNESCO, WHO, and the International Telecommunication Union (ITU)

(E/2057 & Add.1-5), as well as a Note from the United Nations High Commissioner for Refugees (E/2085). The Council discussed the draft Covenant and measures for its implementation at its 522nd to 525th plenary meetings, from 27-29 August. Members of the Council generally noted that the Commission, at its seventh session, had concentrated on drafting economic, social and cultural rights and had consequently not carried out all the instructions which it had received from the Council and the Assembly. It was generally recognized that the Covenant in its existing form was imperfect.

Discussion in the Council centred on two procedural proposals.

The first, submitted by Czechoslovakia (E/L.231), would have the Council send the draft back to the Commission to be completed and submitted to a later session of the Council. It was supported by the representatives of Poland and the USSR, among others, who felt that it was essential for the Commission to complete its work before the General Assembly could profitably discuss it. They emphasized that the first eighteen articles had not been revised by the Commission and that they did not include several important rights.

The Czechoslovak draft resolution was opposed on the ground that it was unprofitable to refer the draft Covenant to the Commission as differences of opinion, particularly on the implementation of the Covenant, still existed in the Commission, and that a full discussion in the General Assembly might be useful, as it would provide the opportunity for States which were members neither of the Council nor the Commission to express their views. This point of view, broadly speaking, was expressed by the sponsors of the second proposal, a joint draft resolution by Belgium, India the United Kingdom, the United States and Uruguay (E/L.233 & Add.1). The representatives of Belgium and France were among those who stated that although they did not disagree with the Czechoslovak draft resolution in principle, they nevertheless felt that the joint draft provided a more comprehensive and more practical means of dealing with the question.

The joint draft resolution contained three parts. It would:

(1) note that the Commission had been unable to complete its task at its earlier session and request it to proceed with those tasks assigned to it under Council resolution 349 (XII) and General Assembly resolutions 421 (V) and 422 (V), in particular the revision of the first eighteen articles and the examination of the federal clause.

(2) transmit to the General Assembly for its consideration the report of the Commission, the records of the discussion in the Council at its thirteenth session and the observations of specialized agencies and of governments, and

(3) invite the General Assembly to reconsider its decision to include in one covenant articles on economic, social and cultural rights together with civil and political rights.

Some representatives, including those of Chile, Iran and Mexico, favoured neither of the two proposals before the Council. Others, among them the representatives of China, France and Peru, supported the joint draft resolution but expressed certain reservations. Others again, among them the representatives of Chile, Mexico, Pakistan and the Philippines, felt that no advantage was to be gained from referring the incomplete draft Covenant to the Assembly to ask it to decide on a matter on which it had already expressed an opinion.

The representatives of Czechoslovakia, Poland and the USSR expressed their opposition to a procedure which invited a separation within what they regarded as a single covenant, of civil and political rights on the one hand and economic, social and cultural on the other. Opposed to this view were the representatives of Belgium, Canada, India, the United Kingdom, the United States and Uruguay. They felt, generally speaking, that civil and political rights were matters on which legislation could be drawn up, but that economic, social and cultural rights should be sought by States through progressive efforts in creating the conditions under which those rights could be ensured. The representative of India expressed the view that the difficulties encountered by the Commission in attempting to decide on machinery for implementation provided an argument against having both groups of rights included in a single covenant.

An oral amendment introduced by the representative of Mexico would delete from the joint draft resolution the invitation to the Assembly to reconsider its decision to include in one covenant articles concerning both groups of rights and invite the Assembly instead to consider the desirability of formulating new directives to the Commission concerning economic, social and cultural rights and especially their implementation. This amendment was rejected by 10 votes to 5, with 3 abstentions. The Council then rejected the Czechoslovak draft resolution (E/L.231), by 9 votes to 6, with 3 abstentions. On the request of the USSR representative, it voted separately by paragraphs and adopted in votes, ranging from 17 to none, with 1 abstention, to 11 votes to 7, part of the joint draft resolution. It then

adopted as a whole, by 15 votes to 3, the second part of the resolution. Part three was adopted on a roll-call vote by 11 votes to 7.

The voting was as follows: In favour: Belgium, Canada, China, France, India, Iran, Peru, Sweden, United Kingdom, United States, Uruguay.

Against: Chile, Czechoslovakia, Mexico, Pakistan, Philippines, Poland, USSR.

The resolution as a whole was adopted by 11 votes to 5, with 2 abstentions.

The resolution (384(XIII)) read:

"The Economic and Social Council

"1. Takes note of the report of the Commission on Human Rights (seventh session);

"2. Expresses its appreciation to the Commission for its efforts to formulate basic economic, social and cultural rights and measures relating to their implementation;

"3. Notes that lack of time prevented the Commission from undertaking certain of the tasks assigned it under Council resolution 349 (XII) in pursuance of General Assembly resolutions 421 (V) and 422 (V);

"4. Requests the Commission on Human Rights, at its next session, to proceed with these tasks, in particular the revision of the first eighteen articles of the draft Covenant and the preparation of recommendations aimed at securing the maximum extension of the Covenant to the constituent units of federal States and at meeting the constitutional problems of those States;

B

"Considering the progress made in pursuance of General Assembly resolution 421 (V),

"Considering that, though more work will be required before a Covenant on Human Rights is ready for adoption, a stage has been reached where it would be desirable for governments not represented on the Commission on Human Rights or on the Council to be given an opportunity to express their views upon the work done by the Commission, and in particular its proposals relating to implementation; to this end

"Transmits to the General Assembly for its consideration the report of the Commission on Human Rights (seventh session), the records of the discussions thereon in the Council at its thirteenth session and the observations of specialized agencies and of governments;

"Having noted General Assembly resolution 421 (V) calling upon the Council to request the Commission on Human Rights to include in the draft Covenant on Human Rights a clear expression of economic, social and cultural rights in a manner which relates them to the civic and political freedoms proclaimed by the previous draft of the Covenant,

"Noting that the revised draft Covenant, prepared by the Commission on Human Rights at its seventh session in response to this request, contains provisions relating, inter alia, to such rights,

"Considering that these provisions provide for two different methods of implementation, without indicating which method or methods are to apply:

"(a) To political and civic rights,

"(b) To economic, social and cultural rights,

"Conscious of the difficulties which may flow from embodying in one covenant two different kinds of rights and obligations,

"Aware of the importance of formulating, in the spirit of the Charter, the Universal Declaration of Human Rights and General Assembly resolution 421 (V), economic, social and cultural rights in the manner most likely to assure their effective implementation,

"Invites the General Assembly to reconsider its decision in resolution 421 E (V) to include in one covenant articles on economic, social and cultural rights, together with articles on civic and political rights."

d. CONSIDERATION BY THE GENERAL ASSEMBLY AT ITS SIXTH SESSION

At its sixth session, the General Assembly devoted 40 meetings of its Third Committee to the question of the draft International Covenant on Human Rights and measures of implementation (its 358th to 372nd meetings, from 30 November-21 December, and its 387th to 411th, from 14-30 January 1952). It discussed the question further at its 374th and 375th plenary meetings, on 4 and 5 February 1952.

The Third Committee had before it a memorandum by Uruguay (A/C.3/564) on the "bases of the proposal to establish a United Nations Attorney-General for Human Rights", setting out the reasons for the establishment of such an office as well as its contemplated functions, powers and organization. A further memorandum, by Israel (A/C.3/565), was before the Committee; it elaborated the suggestion made in the general debate by the representative of Israel for a division of human rights into those capable of becoming re-organized through immediate legislative or administrative action and those which could not. Also before the Committee was an historical analysis of the question of the Covenant, prepared by the Secretary-General (A/C.3/559), as well as a list of rights proclaimed in the Universal Declaration of Human Rights and not embodied in the draft Covenant (A/C.3/566).

During the general debate in the Committee, the representative of UNESCO, at the 367th meeting on 12 December 1951, stated that his organization, at its General Conference during June-July 1950, had expressed general approval of the proposals of the Commission on Human Rights. UNESCO, he said, was keenly interested in the question of cultural rights and when the draft Covenant had been discussed by UNESCO, the hope was expressed that the final text of Part V of the draft Covenant, dealing with the reporting system, would eventually be made less ambiguous.

UNESCO, further, was still in consultation with governments with a view to obtaining from them their observations on the draft Covenant. The Executive Board of UNESCO was, pending the receipt of further information, in favour of the adoption of a single covenant.

The general debate in the Third Committee took place during the 358th to 372nd meetings, held between 30 November and 21 December 1951.

The main questions considered were:

(1) whether the decision that there should be a single covenant, taken by the General Assembly at its fifth session, should be reconsidered; (2) the articles of the draft Covenant concerning economic, social and cultural rights; (3) the right of peoples to self-determination; (4) the question of reservations; (5) measures of implementation; (6) the Spanish term for the expression "human rights"; (7) the question of holding a special session of the Economic and Social Council to take action in accordance with the Assembly's decisions.

An account of the Assembly's discussion of these matters and action taken by it is given below.

(1) Reconsideration of the **Decision Regarding a Single Covenant**

The Third Committee devoted considerable attention to the Council's suggestion for reconsideration of the decision contained in Assembly resolution 421 E (V) to include in one covenant articles both on economic, social and cultural rights on the one hand, and civil and political rights on the other.

A number of representatives, among them those of the Byelorussian SSR, Cuba, Pakistan, Syria, the USSR and Yugoslavia, questioned the propriety of the Council's proposal, and felt that a decision of the General Assembly should not be questioned. The representative of Yugoslavia considered that a reversal of the previous decision would only be justified if the decision had been legally unsound or if conditions had changed, which, he said, was not so in this case. The representatives of the Byelorussian SSR and the USSR said that the Council's action had led to a further year's delay. The representative of El Salvador, while disagreeing with the merits of the Council's proposal to reconsider the Assembly's earlier decision, defended the right of the Council to request reconsideration of a General Assembly resolution if it thought fit. Other representatives, including those of Lebanon and New Zealand, stated that the Council had a full right to inform the higher organ that it had met with serious difficulties, that there were adequate grounds for reversing the Assembly's decision, and that due consideration should be given to the Council's request. Those

who spoke in favour of reaffirming the Assembly's decision included the representatives of: Afghanistan, Argentina, the Byelorussian SSR, Chile, Cuba, Czechoslovakia, the Dominican Republic, Ecuador, El Salvador, Ethiopia, Guatemala, Haiti, Iraq, Israel, Mexico, Poland, Syria, the Ukrainian SSR, the USSR, Uruguay and Yugoslavia.

The representatives of the USSR and Yugoslavia stated that division of rights into these two groups was artificial. It was the view of these representatives and of those of the Byelorussian SSR, Czechoslovakia and Poland that economic, social and cultural rights formed the basis of other rights, and the the exercise of civil and political rights might become purely nominal, under economic conditions which were conducive to economic instability and unemployment.

It was claimed by the representatives of Guatemala and the USSR that economic, social and cultural rights were capable of precise definition and that it was possible to include in one instrument the various categories of rights and the measures of implementation pertaining to them, without robbing the covenant of the necessary clarity and precision. The representatives of Chile and Mexico stated that the measures of implementation could be mapped out for both types of rights and that, even if this were not so, the covenant could contain provisions on different measures of implementation applying to different rights.

Other representatives, however, including those of Australia, Belgium, Brazil, Canada, China, Denmark, Greece, India, Liberia, the Netherlands, New Zealand, the United States and Venezuela, spoke in favour of not inserting in one instrument provisions both on political and civil rights and on economic, social and cultural rights. These members, stated that, while civil and political rights could be protected by appropriate legislative or administrative measures, the realization of economic, social and cultural rights could only be achieved progressively, because their protection depended on economic and social conditions.

The measures which could be drafted to apply to the two different groups of rights were thus necessarily different; the safeguarding of civil and political rights would require non-intervention by the State, while the guarantee of economic, social and cultural rights would require positive action, these representatives held.

The representatives of Australia, Belgium, Canada, New Zealand and the United Kingdom felt that the separation of rights into the two groups

would ensure against the danger of discussions on one group holding up the adoption of provisions regarding the other, and would therefore achieve the greatest and quickest possible progress in the field of human rights.

Some representatives, among them those of India and the Lebanon, considered that the two groups of rights were not of equal importance, the full enjoyment of economic, social and cultural rights being, in their opinion, dependent on the assurance of civil and political rights.

Several representatives, including those of France, Haiti, Israel, Syria and the United Kingdom, maintained, broadly speaking, that the main task was to make progress in defending, guaranteeing and protecting fundamental human rights, while the question as to whether one or two covenants should be drawn up was of secondary importance. They felt that the difference between civil and political rights on the one hand, and economic, social and cultural rights on the other, should not be exaggerated: among the latter there were many rights susceptible of implementation; the only valid criterion, it was claimed by the representative of France, was whether and on what conditions any economic right could be implemented. Even if the General Assembly decided to draw up two covenants, these covenants and the contemplated measures of implementation should retain as many common features as possible.

At the end of the general debate, the Committee had before it a joint draft resolution on this question, submitted by Chile, Egypt, Pakistan and Yugoslavia (A/C.3/L.182), in accordance with which the General Assembly would reaffirm its decision that the International Covenant on Human Rights should include economic, social and cultural rights. A number of amendments and sub-amendments to this joint draft resolution were submitted:

(1) Joint amendments by Belgium, India, Lebanon and the United States (A/C.3/L.185/Rev.1). The first joint amendment, which proposed to insert in the preamble a paragraph stating that the Assembly had reconsidered its decision, was adopted by 29 votes to 22, with 4 abstentions.

The second joint amendment sought to request the Council to ask the Commission to draft two covenants on human rights, to be submitted to the Assembly at its seventh session, one containing civil and political rights and the other containing economic, social and cultural rights, so that the General Assembly could approve them simultaneously and open them at the same time for signature. This second joint amendment was adopted by the Committee, on roll-call vote, by 30 votes to 24, with 4 abstentions, after the Committee had considered two sub-amendments.

(a) A sub-amendment by Syria (A/C.3/L.219), would add that if the Commission considered the preparation and ratification of the covenant on economic, social and cultural rights might delay needlessly the ratification of the covenant on civil and political rights, then both groups should be incorporated in a single covenant. The representative of Syria later withdrew this sub-amendment.

(b) A sub-amendment by France (A/C.3/L.192/Rev.2), was voted in two parts. The first, which stated that the two covenants should contain as many similar provisions as possible, was adopted on a roll-call vote, by 28 votes to 22, with 7 abstentions. The second, which would provide that this applied particularly to reports to be submitted by States on the implementation of the rights, was adopted by roll-call vote by 26 votes to 24, with 8 abstentions. The French sub-amendment as a whole was then adopted, also by roll-call vote, by 26 votes to 24, with 8 abstentions.

The joint amendments by Belgium, India, Lebanon and the United States (A/C.3/L.185/Rev.1), as amended by France, were adopted by 28 votes to 23, with 7 abstentions.

(2) An amendment by the United Kingdom (A/C.3/L.188) to the joint draft resolution by Chile, Egypt, Pakistan and Yugoslavia (A/C.3/L.182) would have the Assembly, in addition, ask Member States and appropriate specialized agencies to submit their views on the proposed covenant on economic, social and cultural rights.

This amendment was adopted by 26 votes to 13, with 4 abstentions.

The Third Committee then adopted by roll-call vote the joint draft resolution by Chile, Egypt, Pakistan and Yugoslavia, as amended, by 29 votes to 21, with 6 abstentions.

At the 389th meeting of the Third Committee a number of representatives, including those of Chile, Egypt, Pakistan and Yugoslavia, the sponsors of the joint draft resolution (A/C.3/L.182), objected to the joint amendments of Belgium, India, Lebanon and the United States (A/C.3/L.185/Rev.1) on the ground that they did not modify part of the joint draft resolution but tended to nullify the whole; that they constituted a new proposal, which should be put to the vote after the vote on the joint draft resolution. The Chairman, however, ruled that the joint amendments were genuine amendments. At the 395th meeting it was again proposed that the joint draft resolution should be voted on first, but the Chairman again ruled against this proposal.

At the 374th plenary meeting of the General Assembly on 4 February 1952, however, an amendment to the draft resolution recommended by the Third Committee (A/2112) was submitted by Chile (A/2115). The Chilean amendment sought to delete that part of the resolution which would recommend the drafting of two covenants and to replace it with a para-

graph in which the General Assembly would reaffirm its directive in resolution 421 E (V), to the effect that it "decides to include in the Covenant on Human Rights economic, social and cultural rights".

Arguments adduced in the Third Committee were again put forward in the plenary meetings. The Chilean amendment was supported by the representatives of Afghanistan, Mexico, Saudi Arabia, the USSR and Yugoslavia and opposed by the representatives of Belgium, Denmark, France, India and the United States. At the 375th plenary meeting on 5 February, the amendment was rejected by a roll-call vote of 29 votes to 25, with 4 abstentions, as follows:

In favour: Afghanistan, Argentina, Burma, Byelorussian SSR, Chile, Colombia, Cuba, Czechoslovakia, Ecuador, Egypt, Ethiopia, Guatemala, Haiti, Indonesia, Iran, Iraq, Israel, Mexico, Pakistan, Poland, Saudi Arabia, Ukrainian SSR, USSR, Yemen, Yugoslavia.

Against: Australia, Belgium, Bolivia, Brazil, Canada, China, Costa Rica, Denmark, France, Greece, Honduras, Iceland, India, Lebanon, Liberia, Luxembourg, Netherlands, New Zealand, Nicaragua, Norway, Paraguay, Peru, Sweden, Thailand, Turkey, United Kingdom, United States, Uruguay, Venezuela.

Abstaining: Dominican Republic, Panama, Philippines, Syria.

The Assembly adopted the draft resolution recommended by the Committee (A/2112), by 27 votes to 20, with 3 abstentions, as resolution 543(VI). It read:

"Whereas the Economic and Social Council, by resolution 303 I (XI) of 9 August 1950, requested the General Assembly to make a policy decision concerning the inclusion of economic, social and cultural rights in the Covenant on Human Rights,

"Whereas the General Assembly affirmed, in its resolution 421 E (V) of 4 December 1950, that "the enjoyment of civic and political freedoms and of economic, social and cultural rights are interconnected and interdependent" and that "when deprived of economic, social and cultural rights, man does not represent the human person whom the Universal Declaration regards as the ideal of the free man",

"Whereas the General Assembly, after a thorough and all-round discussion, confirmed in the aforementioned resolution the principle that economic, social and cultural rights should be included in the Covenant on Human Rights,

"Whereas the General Assembly, at the request of the Economic and Social Council in resolution 384 (XIII) of 29 August 1951, reconsidered this matter at its sixth session,

"The General Assembly

"1. Requests the Economic and Social Council to ask the Commission on Human Rights to draft two Covenants on Human Rights, to be submitted simultaneously for the consideration of the General Assembly at its seventh session, one to contain civil and political rights

and the other to contain economic, social and cultural rights, in order that the General Assembly may approve the two Covenants simultaneously and open them at the same time for signature, the two Covenants to contain, in order to emphasize the unity of the aim in view and to ensure respect for and observance of human rights, as many similar provisions as possible, particularly in so far as the reports to be submitted by States on the implementation of those rights are concerned;

"2. Requests the Secretary-General to ask Member States and appropriate specialized agencies to submit drafts or memoranda containing their views on the form and contents of the proposed Covenant on economic, social and cultural rights, together with their observations thereon, to reach the Secretary-General before 1 March 1952, for the information and guidance of the Commission on Human Rights at its forthcoming session."

(2) Articles **Concerning Economic, Social and Cultural Rights**

While the Third Committee did not undertake an article-by-article examination of the substance of the provisions concerning economic, social and cultural rights drafted by the Commission, several speakers commented on these during the general debate.

The need for revising the form and contents of these articles was stressed by a number of representatives, including those of Chile, China, the Dominican Republic, Guatemala, Iraq, Liberia, Peru, Syria, the USSR and the United Kingdom. The representatives of Syria and the United Kingdom felt it was necessary to have more specific definition of the obligations to be undertaken by States parties to the Covenant. The representatives of Chile, the Dominican Republic, Liberia and Syria felt that some provisions were not sufficiently imperative; that the draft set forth some of the rights in very general terms and others in great detail; and that some aspects of the right to an adequate standard of living were specified and others were not. The representatives of Guatemala and Iraq described article 19 of the draft (the first of the articles dealing with economic and social rights and outlining the general scope of these articles) as a second preamble in the body of the draft itself, and the representative of the USSR criticized its insertion as a manoeuvre manifesting the intention to split the Covenant in two.

At its 396th meeting, the Committee considered a resolution by Ecuador and Guatemala (A/C.3/L189, see below). It was adopted by the Committee by 44 votes to none, with 8 abstentions (A/2112), and by the Assembly, at its 375th plenary meeting on 5 February 1952, by 52 votes to none, with 1 abstention, as resolution 544(VI). It read:

"The General Assembly,

"Considering that the Commission on Human Rights has, by virtue of General Assembly resolution 421 E (V) of 4 December 1950, prepared various articles on economic, social and cultural rights,

"Considering that the wording of those articles, which have been examined during the present session of the General Assembly, should be improved in order to protect more effectively the rights to which they refer,

"Calls upon the Economic and Social Council to request the Commission on Human Rights to take into consideration, when revising the relevant articles of the draft Covenant, the views expressed during the discussion of the draft Covenant, and also such views as the governments of Member States, the specialized agencies and non-governmental organizations may think fit to advance."

(3) The Rights of Peoples to Self-Determination

A number of representatives expressed regret that the Commission on Human Rights at its 1951 session had not been able to comply with the Assembly's directive to study ways and means to ensure the right of peoples to self-determination and to prepare recommendations for consideration by the Assembly at its sixth session. Among these representatives were those of Afghanistan, Burma, Egypt, India, Indonesia, Iran, Iraq, Lebanon, Pakistan, the Philippines, Saudi Arabia, Syria and Yemen. They proposed that the General Assembly should, at the current session, insert in the draft Covenant an article on the right of peoples to self-determination.

These representatives emphasized that this right was set forth in the Charter as a principle, that the Universal Declaration of Human Rights had proclaimed it, and that world public opinion would not understand its omission from the Covenant. Its inclusion would give moral and legal support to peoples aspiring to political and social independence and would be a valuable contribution to international peace and security. No basic human rights could be ensured unless this right were ensured, they considered.

Though no representatives in the Third Committee opposed the principle of self-determination set forth in the United Nations Charter, a number of technical, methodological and legal considerations were advanced against the proposal that such an article should be inserted in the Covenant. Those who raised considerations of this nature included the representatives of Australia, Belgium, Canada, France, Greece, Liberia, the Netherlands, New Zealand, Sweden and Turkey. Broadly speaking, they pointed out that there was no need for such action as the principle was already enshrined in the Charter, and that a great number of technical problems had to be solved before such a clause could be inserted.

It would also be necessary, these representatives stated, to establish machinery to decide on the granting of such a right. The right had many political and judicial connotations and it was doubtful whether the Third Committee of the General Assembly and the Commission were competent to deal with this aspect of the problem. In any case, the Covenant was not the document in which this right should be stated; the proper place would be the Declaration of Rights and Duties of States. From the methodological point of view, they observed that it was not indispensable to have all the rights embodied in a single covenant. They also pointed to the difficulties in drafting measures of implementation for the Covenant, as a whole, if it contained this right.

Some representatives, including those of Afghanistan, Ecuador, the Philippines, Syria and the USSR, stated that the right of peoples to self-determination was both a political and a social right and, when the Third Committee decided to recommend that two covenants be drafted (see above), they proposed that the article on the right of self-determination should be inserted in both covenants. The representative of the United States expressed the view that the decision whether the article should be included in one or both covenants should be left to the Commission on Human Rights.

The Third Committee had before it a joint draft resolution by Afghanistan, Burma, Egypt, India, Indonesia, Iran, Iraq, Lebanon, Pakistan, the Philippines, Saudi Arabia, Syria and Yemen (A/C.3/L.186 & Add.1), which proposed that the General Assembly would decide to include in the Covenant the following article: "All peoples shall have the right to self-determination." A total of ten amendments and sub-amendments to the joint draft resolution were submitted: by Afghanistan (A/C.3/L.209/Rev.1); by Greece (A/C.3/L.205/Rev.1); by Iraq (A/C.3/L.217/Rev.1); by Syria (A/C.3/L.221); by the USSR (A/C.3/L.206 & A/C.3/L.216); by the United States (A/C.3/L.222, A/C.3/L.204/Rev.1 & A/C.3/L.224); and jointly by the Byelorussian SSR and the USSR (A/C.3/L.225). The Committee subjected these proposals¹⁴⁹ to a series of sixteen

¹⁴⁹ No vote was taken on the amendment by the USSR (A/C.3/L.206) and the United States amendment (A/C.3/L.222), as these were superseded by the Committee's adoption of the United States sub-amendment (A/C.3/L.224) and the joint Byelorussian and USSR sub-amendment (A/C.3/L.225). For the substance of the remaining amendments, all of which were adopted by the Committee, see below.

separate votes, six of which were by roll call, before adopting as a whole, in a roll-call vote, the joint draft resolution, as amended, by 33 votes to 9, with 10 abstentions.

The resolution as adopted by the Committee (A/2112) would state in its first operative paragraph that the General Assembly had decided to include in the international Covenant¹⁵⁰ or Covenants an article on the right¹⁵¹ of all¹⁵² peoples and nations to self-determination in¹⁵¹ reaffirmation of the principle enunciated in the Charter of the United Nations¹⁵⁰ and drafted in the following terms¹⁵³: "All peoples shall have the right of self-determination".

The resolution would also have the General Assembly declare that the article should stipulate that all States¹⁵², including those¹⁵⁴ having responsibility for the administration of Non-Self-Governing and Trust Territories, should promote the realization of this right, in conformity with the purposes and principles of United Nations¹⁵², and that States having responsibility for the administration of Non-Self-Governing Territories should promote the realization of that right in relation to the peoples of such Territories.¹⁵⁵

In its second operative paragraph, it would request the Commission to prepare recommendations concerning international respect for the self-determination of peoples and to submit these to the General Assembly at its seventh session.¹⁵⁶ Such recommendations, the draft resolution went on to state, should include an invitation to States Members, responsible under the United Nations Charter and the Universal Declaration of Human Rights for the safeguarding of this principle, to avoid recourse to manoeuvres calculated to frustrate the principle of the right of peoples to self-determination.¹⁵⁷

When the Committee's report (A/2112) came before the Assembly in plenary session at the 374th plenary meeting, the representatives of France and the United States said that this draft resolution gave no latitude to the Commission on Human Rights in drafting provisions on self-determination, but provided the exact text of an article and, in effect, instructed the Commission to insert that text in one or both Covenants.

The first operative paragraph was voted on in parts in the plenary meeting. The clause containing the terms in which the article should be drafted was adopted by a roll-call vote of 36 to 11, with 12 abstentions, as follows:

In favour: Afghanistan, Bolivia, Burma, Byelorussian SSR, Chile, Cuba, Czechoslovakia, Dominican Republic,

Ecuador, Egypt, El Salvador, Ethiopia, Greece, Guatemala, Haiti, India, Indonesia, Iran, Iraq, Lebanon, Liberia, Mexico, Nicaragua, Pakistan, Panama, Paraguay, Peru, Philippines, Poland, Saudi Arabia, Syria, Thailand, Ukrainian SSR, USSR, Yemen, Yugoslavia.

Against: Australia, Belgium, Brazil, Canada, Denmark, France, Luxembourg, Netherlands, New Zealand, United Kingdom, United States.

Abstaining: Argentina, China, Colombia, Costa Rica, Honduras, Iceland, Israel, Norway, Sweden, Turkey, Uruguay, Venezuela.

The clause "to stipulate that all States, including those having responsibility for the administration of Non-Self-Governing Territories, should promote the realization of that right, in conformity with the purposes and principles of the United Nations" was adopted by 37 votes to 6, with 7 abstentions. The remainder of the paragraph, referring to States responsible for administering Non-Self-Governing Territories, was adopted by 33 votes to 10, with 12 abstentions.

The request to the Commission to prepare recommendations concerning international respect for the self-determination of peoples and to submit them to the General Assembly at its seventh session, contained in the second operative paragraph of the resolution adopted by the Committee, was adopted by the Assembly by 37 votes to 5, with 7 abstentions. The Assembly, however, rejected, by 21 votes to 19, with 9 abstentions, the latter part of this paragraph, which stipulated details which the recommendations should include. A series of 12 separate votes in all, ranging from 44 to none, with 4 abstentions, to 33 to 10, with 12 abstentions, were taken on individual paragraphs.

The draft resolution, as amended, was adopted as a whole by the General Assembly, at its 375th plenary meeting on 5 February 1952, by 42 votes to 7, with 5 abstentions, as resolution 545(VI). It read:

"Whereas the General Assembly at its fifth session recognized the right of peoples and nations to self-determination as a fundamental human right (resolution 421 D (V) of 4 December 1950),

"Whereas the Economic and Social Council and the Commission on Human Rights, owing to lack of time, were unable to carry out the request of the General

¹⁵⁰ United States amendment (A/C.3/L.204/Rev.1).

¹⁵¹ Afghanistan amendment (A/C.3/L.209/Rev.1).

¹⁵² USSR amendment (A/C.3/L.216).

¹⁵³ Iraqi amendment (A/C.3/L.217/Rev.1).

¹⁵⁴ United States amendment (A/C.3/L.224).

¹⁵⁵ Byelorussian and USSR amendment (A/C.3/L.225).

¹⁵⁶ Greek amendment (A/C.3/L.205/Rev.1).

¹⁵⁷ Syrian amendment (A/C.3/L.221).

Assembly to study ways and means which would ensure the above-mentioned right to peoples and nations,

"Whereas the violation of this right has resulted in bloodshed and war in the past and is considered a continuous threat to peace,

"The General Assembly

"(i) To save the present and succeeding generations from the scourge of war,

"(ii) To reaffirm faith in fundamental human rights, and

"(iii) To take due account of the political aspirations of all peoples and thus to further international peace and security, and to develop friendly relations among nations based on respect for the principle of equal rights and self-determination of peoples,

"1. Decides to include in the International Covenant or Covenants on Human Rights an article on the right of all peoples and nations to self-determination in re-affirmation of the principle enunciated in the Charter of the United Nations. This article shall be drafted in the following terms: "All peoples shall have the right of self-determination", and shall stipulate that all States, including those having responsibility for the administration of Non-Self-Governing Territories, should promote the realization of that right, in conformity with the Purposes and Principles of the United Nations, and that States having responsibility for the administration of Non-Self-Governing Territories should promote the realization of that right in relation to the peoples of such Territories;

"2. Requests the Commission on Human Rights to prepare recommendations concerning international respect for the self-determination of peoples and to submit these recommendations to the General Assembly at its seventh

(4) The Question of Reservations

In conformity with the work of the International Law Commission in this field and following a general recommendation made by the Assembly in resolution 598(VI) of 12 January 1952¹⁵⁸—that organs of the United Nations, specialized agencies and States should, in the course of preparing multilateral conventions, consider the insertion of clauses relating to the admissibility of reservations—observations were made in the Third Committee on the question of reservations.

The representatives of Czechoslovakia and the USSR, among others, questioned the competence of the Third Committee and the Economic and Social Council to deal with this matter, which, they held, fell within the jurisdiction of each State. The representative of Czechoslovakia said that it would be the duty of every State signatory to the Covenant to give effect to the fundamental human rights and that no reservations it formulated could be permitted to relieve it of that duty. On the other hand, the principle of the national sovereignty of the State conferred the right on

every State to formulate reservations to any international covenant. Therefore, it was not the function of an international body to rule on the admissibility of reservations.

The representative of Canada felt that the draft Covenant should embody a provision admitting reservations. The representatives of Mexico and Syria considered that reservations if permissible at all should be admissible only as regards measures of implementation. The representative of Mexico stated further that such measures should be embodied in a separate instrument. The representative of Syria thought that if reservations were to be permitted as regards rights and freedoms, they should be based on three conditions: (1) the provisional nature of reservations should be stressed; (2) all reservations should be justified; and (3) reservations should in no case apply to civil and political rights.

Opposition to permitting reservations was expressed by the representatives of Ethiopia and Mexico, on the ground that it was not compatible with the object of the Covenant. The representative of Chile considered that the draft Covenant could not be compared with other multilateral conventions, such as a commercial treaty, to which reservations would be appropriate. The representative of Iraq considered that to accept reservations to an International Covenant on Human Rights would be tantamount to a compromise of the international conscience.

The Committee had before it a revised draft resolution by Guatemala (A/C.3/L.190/Rev.1), the operative paragraph of which would have the Assembly recommend to the Council that it instruct the Commission to prepare for inclusion in the two Covenants on human rights clauses relating to the admissibility or non-admissibility of reservations. An oral drafting amendment by the Netherlands was accepted by Guatemala and incorporated (A/C.3/L.190/Rev.1). The Committee adopted the revised draft resolution by a roll-call vote of 28 to 5, with 13 abstentions.

The draft resolution recommended by the Committee (A/2112) was adopted by the General Assembly at its 375th plenary meeting on 5 February 1952, by 32 votes to 5, with 11 abstentions, as resolution 546(VI). It read:

"The General Assembly,

"Considering that it is desirable that the two International Covenants on Human Rights should include provisions relating to the admissibility or non-admissibility of reservations and to the effect to be attributed

¹⁵⁸ See under Reservations to Multilateral Conventions.

to them, in particular with regard to the validity of the Covenants between the reserving State and other States ratifying the Covenant,

"Considering that the General Assembly in its resolution 598 (VI) of 12 January 1952 has recommended that organs of the United Nations, specialized agencies and States should, in the course of preparing multilateral conventions, consider the insertion therein of provisions relating to the admissibility or non-admissibility of reservations and to the effect to be attributed to them,

"Decides to recommend to the Economic and Social Council that it should instruct the Commission on Human Rights to prepare, for inclusion in the two draft International Covenants on Human Rights, one or more clauses relating to the admissibility or non-admissibility of reservations and to the effect to be attributed to them."

(5) Measures of Implementation

The General Assembly at its fifth session had confirmed that the Covenant should provide measures of implementation and many representatives at the sixth session stressed the importance of a system of international implementation for the effective protection of human rights. Some representatives, however, among them those of the Byelorussian SSR, Czechoslovakia, Poland and the USSR, repeated that the only method of implementing the Covenant was by national legislation and that the methods proposed by the Commission, in particular the establishment of a human rights committee, would amount to intervention in the domestic affairs of States.

A number of representatives commented on the organization of the proposed human rights committee. The representative of Guatemala felt that its members should not, as proposed by the Commission at its seventh session, be appointed by the International Court of Justice, but be elected by the States parties to the Covenant, as it had proposed at its sixth session. The representative of Iraq wondered whether a committee of nine members was sufficiently large. The representative of Haiti advocated the deletion of article 59 of the draft Covenant, by which States parties would agree not to submit to the International Court of Justice any disputes arising out of the interpretation or implementation of the Covenant which came within the competence of the human rights committee.

Criticism of one feature of the draft Covenant—that States only should have the right to approach the human rights committee—was made by many representatives, including those of Belgium, Chile, Cuba, Ecuador, Egypt, El Salvador, Guatemala, Haiti, Iraq, Israel and Uruguay: a system of State-to-State complaints, it was observed, held dangers to international peace and

understanding. The representatives of Cuba, Ecuador, Greece and Venezuela pointed out, further, that such a system would make it difficult for citizens to secure the assistance of a foreign government for the submission of a petition against their own government.

To avoid all these deficiencies and dangers, some representatives recommended the enlarging of the right of access to the human rights committee and several ways of so doing were proposed. The representatives of Brazil, Egypt, El Salvador, Guatemala, Haiti and Syria expressed themselves unconditionally for the recognition of the right of individuals, groups and non-governmental organizations to petition the international organ. Others, among them the representatives of Australia, Chile, Cuba, France, Iraq, Israel, Mexico and New Zealand, advocating a more careful approach, made the following alternative suggestions: (1) that consideration of the right of petition should be postponed; (2) that it should not be granted to individuals but only to non-governmental organizations; (3) that provision for the right of petition might be made in separate protocols; and (4) that the right of petition, in any case, should be admissible only after the exhaustion of the domestic remedies and under guarantees of absolute impartiality of the organ to deal with petitions. Those representatives who had maintained that international measures of implementation, as distinct from implementation through national legislation, were contrary to the Charter, also opposed the establishment of a system of petitions. Among these representatives were those of the Byelorussian SSR, Czechoslovakia, Poland, the Ukrainian SSR and the USSR.

A second solution for the problem raised through the restriction to States of the right of access to the human rights committee found the support of the representatives of Belgium, Cuba, France, Guatemala, Syria and Uruguay. This was a proposal for the establishment of an office of a United Nations Attorney-General, whose duties would be to receive charges from any source, to enquire into their merit, to approach the States involved with a view to a friendly settlement, and, if necessary, to institute proceedings before the human rights committee.

Those who opposed this solution, including the representatives of France, Iraq, Mexico and the United States, held that it was not appropriate to vest so great an authority in one person and that it would be preferable to give authority for initiating consideration of complaints to a group of

persons representative of different areas and different judicial systems throughout the world.

A third solution proposed by some representatives, among them those of Belgium, France, Guatemala, Haiti and Uruguay, was that the human rights committee itself should have the right to initiate proceedings when any case where violation of human rights serious enough to require international action came to its attention. Others, including the representatives of Mexico and New Zealand, accepted this idea in principle, but wished to restrict its application to cases in which States had recognized this competence of the committee by ratification of the respective covenant or protocol.

The representative of Syria suggested the possibility of including measures for international investigations in the field, adequate guarantees being provided of good faith and impartiality. This proposal was supported by the representatives of Belgium and Greece; the representatives of Ecuador and France felt that it was worthy of thorough consideration; the representative of Israel spoke of the need for clarification of its terms, because some Member States would sign the Covenant and others would not, thus making it difficult for the United Nations, as an organization composed of signatories and non-signatories of the Covenant, to appoint the suggested missions of enquiry. The Representatives of the Byelorussian SSR, Czechoslovakia, the Ukrainian SSR and the USSR said that if this proposal were extended to fields other than Trusteeship all sovereign States would find themselves in the position of Non-Self-Governing Territories or Trust Territories. Other representatives, among them those of Australia, Ecuador, France and New Zealand, while not opposed to the principle of enquiries and investigations, insisted that they should be carried out, if at all, in all States.

Several representatives discussed the question whether the two systems of implementation contemplated respectively in Part IV and Part V of the draft Covenant (namely, the establishment of a human rights committee and the institution of a reporting system), should be applied to the whole or to part only of the Covenant. The representatives of Belgium, Guatemala, Uruguay and Venezuela spoke of the need for distinguishing between the measures to be formulated for the implementation of civil and political rights and those for the implementation of economic, social and cultural rights. The representatives of Haiti, Poland, the USSR and Yugoslavia suggested that

the procedure of the human rights committee should apply to both groups of rights. Most speakers, however, were in favour of restricting the jurisdiction of the human rights committee to civil and political rights; among them were the representatives of Australia, Canada, Denmark, France, Greece, Guatemala, Honduras, Israel, New Zealand, the Philippines, Syria, the United Kingdom and the United States. In this connexion, the representatives of Liberia and Saudi Arabia emphasized the need to avoid encroachment on the domestic jurisdiction of States and considered that the Commission should examine this question with care.

As far as the reporting system was concerned, it was felt by some representatives, including those of Australia, Canada, Denmark, Greece, Honduras, New Zealand, the Philippines, Syria and the United Kingdom, that the system should apply to economic, social and cultural rights only. Other representatives, among them those of Ethiopia, France, Haiti, Iraq, Israel, the United States and Yugoslavia, suggested that the reporting system should apply equally to both, regardless of whether one or two covenants would be drafted.

At its 406th, 407th and 408th meetings on 26 and 28 January 1952, the Committee had before it the following draft resolutions and revisions concerning proposed measures for implementation:

(1) A draft resolution by Syria (A/C.3/L.191/Rev.2), requesting consideration of the possibility of international enquiries and investigations in the field as measures of implementation; and a revised draft resolution by Syria (A/C.3/L.191/Rev.3), requesting consideration of the possibility of international enquiries and sending of missions of investigation to the Non-Self-Governing and Trust Territories as measures of implementation.

(2) A draft resolution by Israel (A/C.3/L.193), proposing that the international procedure of implementation be different for rights capable of effectively becoming a reality through legislative or administrative action and rights which cannot effectively come into existence until after the execution of economic and social programmes; that States signatories decide how the rights are, in effect, to be allocated as between these two categories in their countries; and that the Commission on Human Rights be requested to undertake a new study of the text with regard to the definition of the various human rights and their implementation according to these principles.

(3) A draft resolution by Guatemala, Haiti and Uruguay (A/C.3/L.195), recommending the revision of article 52 of the draft Covenant, dealing with procedure for complaints, so that it should recognize: (a) the right of States parties to the Covenant, of groups and of individuals to apply to the appropriate organ; and (b) the right of the organ to institute proceedings when

informed of serious violations of human rights; and a revised draft resolution by Guatemala, Haiti and Uruguay (A/C.3/L.195/Rev.2), recommending the revision of article 52 of the draft Covenant so that the provisions of the Covenant relating to political and civil rights should recognize the competence of such organ as may be established to receive communications from States, non-governmental organizations, groups and individuals relating to the non-fulfilment by a State party to the Covenant of such provisions, provided that such States have recognized the competence by ratification of the respective covenant or protocol, and that proceedings should be instituted in the case of serious charges supported by evidence.

(4) A draft resolution by Guatemala and Uruguay (A/C.3/L.196), recommending the inclusion in the Covenant of provisions for the establishment of an impartial and politically independent body to receive charges, verify their seriousness, attempt to reach a solution by friendly means, and, if necessary, refer the matter to the United Nations organ responsible for the investigation of violations; and a revised draft resolution by Guatemala and Uruguay (A/C.3/L.196/Rev.2), recommending the inclusion in the Covenant on Civil and Political Rights of provisions for the establishment of an impartial, politically independent and highly responsible body to: (a) receive charges; (b) pronounce on their merit and substance; (c) request the State involved to submit the necessary information; (d) verify the facts; (e) lend its good offices for a friendly settlement based on respect for human rights; and (f) if necessary, take other appropriate measures.

After a brief discussion on some of these draft resolutions, the Committee had before it a draft procedural resolution and two amendments:

Denmark, New Zealand, Norway and Sweden submitted a draft procedural resolution (A/C.3/L.229) whereby the Syrian draft resolution (A/C.3/L.191/Rev.2), both joint draft resolutions of Guatemala, Haiti and Uruguay (A/C.3/L.195 and Rev.2) and the revised draft resolution of Guatemala and Uruguay (A/C.3/L.196/Rev.2) would be forwarded to the Commission on Human Rights as additional basic working papers, and the Commission would also be asked to take into consideration the discussions of the General Assembly on these draft resolutions and submit recommendations thereon. The words "as additional basic working papers" were added at the suggestion of the representative of Afghanistan and the reference to the original draft resolution of Guatemala, Haiti and Uruguay at the suggestion of the representative of Lebanon.

A USSR amendment (A/C.3/L.230) to this joint draft procedural resolution proposed that the consideration of the various draft resolutions on measures of implementation should be deferred until a complete text of the draft Covenant had been submitted to the Assembly.

This part of the USSR amendment was rejected by a roll-call vote of 33 to 5, with 11 abstentions.

The second part of the USSR amendment proposed that the Israel draft resolution (A/C.3/L.193) should be added to the list of draft resolutions, the consideration of which it proposed to defer. At the request of the representative of Israel, the sponsors of the joint draft procedural resolution amended it to include a reference to the Israel draft.

A Chilean amendment (A/C.3/L.231) proposed to delete from the joint draft procedural resolution a reference to the two draft resolutions proposed by Guatemala, Haiti and Uruguay (A/C.3/L.195 and Rev.2), so that they might be discussed by the Committee at once.

This was rejected by a roll-call vote of 24 to 12, with 13 abstentions.

Before voting began, the representative of Syria announced that, in view of the criticisms of his draft resolution (A/C.3/L.191/Rev.2) he would replace it by a revised text (A/C.3/L.191/Rev.3). The sponsors of the joint draft procedural resolution agreed that the withdrawn draft resolution should go forward as a document and not as a Syrian draft resolution. On the other hand, they did not agree to the addition of the latest revised text of the Syrian draft resolution (A/C.3/L.191/Rev.3) to the list contained in their proposal. The representative of the USSR then proposed orally that a reference to this revised draft be added to the list. This was adopted by 17 votes to 13, with 18 abstentions.

The Committee also adopted, by 29 votes to none, with 17 abstentions, a Uruguayan oral proposal that the original Uruguayan-Guatemalan draft resolution also be added to the list.

By varying votes, the Committee decided to include references to the other draft resolutions mentioned in the joint draft procedural resolution, and after adopting this resolution as amended in parts, it adopted it as a whole by 28 votes to none, with 22 abstentions.

The text of this resolution was later amended, when the Committee, by 30 votes to 7, with 7 abstentions, decided to include a reference to a Lebanese draft (A/C.3/L.198/Rev.2) recommending:

(a) the inclusion in the Covenant on civil and political rights, *inter alia*, of provisions relating to the rights at present appearing in the third part of the draft international Covenant on human rights and capable of implementation by immediate legislative or administrative action, independent of the social or economic conditions of the country; and (b) the strengthening and rendering more explicit, in the draft Covenant on economic, social and cultural rights, of the obligation to achieve the full realization of the rights recognized therein.

This joint draft procedural resolution as amended and as adopted by the Committee (A/2112) was adopted in turn by the General Assembly at its 375th plenary meeting on 5 February 1952, by 36 votes to 5, with 9 abstentions, as resolution 547(VI). It read:

"The General Assembly

"Decides to request the Economic and Social Council to forward the following documents on measures for the implementation of the International Covenants on

Human Rights: A/C.3/L.191/Rev.3 (Syria), A/C.3/L.193 (Israel), A/C.3/L.195 and A/C.3/L.195/Rev.2 (Guatemala, Haiti and Uruguay), A/C.3/L.196 and A/C.3/L.196/Rev.2 (Guatemala and Uruguay), A/C.3/L.198/Rev.2 (Lebanon) and document A/C.3/L.191/Rev.2, to the Commission on Human Rights as additional basic working papers on the subjects with which they deal, for its consideration in connexion with the drafting of provisions on implementation in the Covenants on Human Rights. The said Commission should also take into consideration the discussion of the General Assembly concerning these documents and submit its recommendations to the General Assembly at its seventh session."

(6) Spanish Term for "Human Rights"

At its 409th meeting on 29 January 1952, the Committee discussed a draft resolution by Mexico (A/C.3/L.194) concerning the adoption in Spanish of the terms "derechos humanos" instead of "derechos del hombre". The representative of Mexico stated that the title of the draft Covenant in Spanish, "Derechos del hombre", was not in conformity with the operative provisions of the Charter of the United Nations, which used the words "derechos humanos".

General support for the Mexican draft resolution was expressed in the Committee by the representatives of Afghanistan, Argentina, Brazil, Chile, the Dominican Republic, Ecuador, Indonesia, Iran, Lebanon, Mexico, Saudi Arabia and the USSR, though some modifications of the terms of the resolution were suggested during the course of the discussion. Broadly speaking, those representatives supporting the Mexican draft resolution stated that while the words "derechos del hombre" reflected somewhat obsolete individualistic ideas, the words "derechos humanos" were more in conformity with the spirit and meaning of the Universal Declaration of Human Rights which, according to this theory, was based on the concept of solidarity and collective responsibility and the equality in rights of women and children and old people. The representative of France, however, felt that the expression "derechos del hombre" exactly because of its individualistic meaning, expressed better the principles of the Universal Declaration.

The representative of Mexico accepted two oral drafting changes by Lebanon and the USSR, and the Committee adopted the Mexican draft resolution as a whole, as amended, by a roll-call vote of 36 to none, with 9 abstentions.

The resolution recommended by the Committee (A/2112) was adopted by the Assembly at its 375th plenary meeting by 45 votes to none, with 10 abstentions, as resolution 548(VI). It read:

"Whereas in the Spanish text of the United Nations Charter, Articles 1, 13, 55, 62, 68 and 76 refer to "derechos humanos" and not to "derechos del hombre",

Whereas the content and purpose of the Universal Declaration of Human Rights and of the draft Covenant have a wide significance which is not covered in Spanish by the term "derechos del hombre",

"Taking into account the fact that, in the general discussion on this matter in the Third Committee during the sixth session of the General Assembly, prominent representatives of Spanish-American countries expressed their preference for the term employed in the Charter,

"The General Assembly

"Decides that, in future, in all United Nations working documents and publications in Spanish, and in the Universal Declaration and draft Covenant, the words "derechos humanos" shall be used instead of the words "derechos del hombre", used at present."

(7) **The Question of a Special Session of the Economic and Social Council**

At its 410th meeting on 29 January 1952, the Third Committee discussed a proposal by Chile which, in its revised form (A/C.3/L.218/Rev.2), would request the Council to hold a special session before the eighth session of the Commission on Human Rights, in order to take action necessary to enable the Commission to complete work on the Covenants before the end of the Council's fourteenth session, and so that the Council might submit the drafts together with its recommendations to the seventh regular session of the General Assembly. The representative of Afghanistan moved an amendment (A/C.3/L.223) requesting that the Commission give priority to the question of the right of peoples to self-determination.

The representatives of Chile, Cuba and the Philippines stressed the need for a special session because the Council had decided to hold in 1952 only one session, beginning 13 May 1952, which would be after the opening of the scheduled eighth session of the Commission. They pointed out that the Committee was about to adopt and approve draft resolutions concerning the draft Covenants on which action by the Council was necessary. Others, including the representatives of France and the USSR, doubted whether a special session of the Council was necessary or opportune, and stated that the Secretary-General could be requested to bring the decisions of the Assembly to the Commission's attention.

The Committee adopted the Afghanistan amendment as the first operative paragraph of the draft resolution, by 26 votes to 7, with 4 abstentions. The operative paragraph proposed by Chile was adopted by 20 votes to 6, with 5 abstentions. The revised draft as a whole, as amended, was adopted

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by 23 votes to 1, with 18 abstentions, by the Committee.

It was adopted by the General Assembly, on the Committee's recommendation (A/2112), at the 375th plenary meeting on 5 February 1952, by 37 votes to 1, with 16 abstentions, as resolution 549(VI). It read:

"The General Assembly,

"Bearing in mind the resolutions adopted at its present session which relate to the draft International Covenants on Human Rights and measures of implementation,

"1. Requests the Economic and Social Council to instruct the Commission on Human Rights to give priority to the question of the right of peoples to self-determination which the Commission was forced to defer at its seventh session owing to lack of time;

"2. Requests the Council, in accordance with its rules of procedure, to hold a special session, to precede the eighth session of the Commission on Human Rights, at which it shall take the necessary action to enable the Commission to complete the work entrusted to it in connexion with the said draft International Covenants on Human Rights and measures of implementation before the end of the Council's fourteenth session, so that the Council may submit the drafts to the General Assembly at its seventh regular session together with its recommendations."

(8) Other Matters Considered by the General Assembly

During its discussion of the draft Covenant and measures of implementation, the General Assembly also discussed two other questions, arising out of draft resolutions submitted under this agenda item. One, submitted jointly by Chile, China and Colombia (A/C.3/L.197), concerned the observance of human rights; the other, submitted by Poland (A/C.3/L.203/Rev.1), the arraignment of persons in connexion with a strike in Barcelona.

(a) JOINT DRAFT RESOLUTION BY CHILE, CHINA AND COLOMBIA

A joint draft resolution by Chile, China and Colombia (A/C.3/L.197), proposed during the discussion by the Third Committee of the draft Covenant, recommended that Members of the United Nations should redouble their efforts to end infringements of human rights. The joint draft resolution would also state that the recommendation was made because of the frequent denials of certain human rights, especially the right to life, which had occurred since the promulgation of the Declaration of Human Rights, and that it was the responsibility of States Members, individually and collectively, to see that those rights and freedoms were observed.

The Third Committee decided, however, to consider this question under another agenda item, and the joint draft resolution was accordingly discussed by the Committee at its 410th to 412th meetings, on 29 and 30 January 1952, while reviewing the report of the Economic and Social Council. The Committee's recommendations in this respect were discussed at the 373rd and 374th plenary meetings of the General Assembly, on 4 February 1952.

Submitting the joint draft resolution, its sponsors stated that it was not directed against any particular State, but constituted an affirmation of a universally accepted moral principle. They added that it was the Assembly's duty to take a stand on the observance of human rights, by drawing the attention of public opinion to the alarming fact, indicated by the President of the Economic and Social Council in his introduction to the Council's annual report, that the world had made no appreciable progress in recent years in respect of fundamental human rights. The duty of each Member of the United Nations to see that such rights were observed derived directly from the Charter, they stated, and should be reaffirmed without awaiting the final drafting of the Covenant on Human Rights.

Support for the principle underlying the joint draft resolution was expressed by a number of representatives, among them those of Afghanistan, Bolivia, Brazil, Cuba, Denmark, France, India, Iraq, Lebanon, New Zealand, the Philippines, Saudi Arabia, Syria and Venezuela. Some representatives, however, criticized the language of the draft. The representatives of Mexico, Poland and the USSR, among others, considered it too vague. The USSR representative felt that it would not lead to the enhanced protection of human rights and that its ambiguity would offer an excuse for interference in the domestic affairs of States. The representatives of Afghanistan, Saudi Arabia and Venezuela considered the language over-elaborate. The representatives of France, Venezuela and Yugoslavia maintained that express reference to the report of the Economic and Social Council was necessary in order to stress the Committee's competence to discuss the draft resolution.

Oral amendments were submitted by Afghanistan and France, and formal amendments by Saudi Arabia (A/C.3/L.235) and New Zealand (A/C.3/L.236). The proposals of Afghanistan, France and New Zealand, together with part of the Saudi Arabian amendments, were incorporated in two revisions of the joint draft (A/C.3/L.234), of which

France then became co-sponsor (A/C.3/L.234-Rev.1). This revised draft referred to the report of the Economic and Social Council and to the other United Nations documents which indicated that human rights had been too often violated and added, to the operative part, a reference to the spirit of the Universal Declaration of Human Rights.

Those parts of the Saudi Arabian amendment which were not incorporated in the revised draft resolution proposed: (1) the deletion of allegations of denials of human rights; and (2) the recommendation that Member States intensify their efforts for the observance of human rights and freedoms. The first was rejected, in a roll-call vote, by 22 votes to 22, with 8 abstentions, and the second adopted, also by roll-call vote, by 33 votes to 12, with 7 abstentions.

An amendment by the USSR to the Saudi Arabian amendment (A/C.3/L.235) proposed an extension of the recommendation. It would urge States Members to intensify their efforts "in their own territories as well as in Non-Self-Governing or Trust Territories". This amendment was ruled out of order by the Chairman, on the ground that it had been submitted after closure of the debate. An appeal against this ruling was rejected by 20 votes to 6, with 23 abstentions. The USSR representative formally protested against the ruling. He also asked for separate votes on two parts of the revised joint draft resolution, which would state that the Assembly considered it the responsibility of Members of the United Nations (1) "individually and collectively" to see that human rights and freedoms should be enhanced (2) "throughout the world". One country, he stated, could not possibly assume the responsibility for the denial of human rights in another, nor could there be intervention in the domestic affairs of States on the pretext of implementing this recommendation. In separate votes, the Committee adopted the two phrases by 25 votes to 9, with 14 abstentions, and by 29 votes to 6, with 15 abstentions, respectively. A series of 9 separate votes in all, ranging from 37 to 5, with 9 abstentions, to 18 to 13, with 19 abstentions, were taken on individual paragraphs. The Committee adopted the joint draft resolution as a whole, as amended, by 38 votes to 5, with 9 abstentions.

The arguments advanced in the Committee were repeated by the USSR representative when the resolution adopted by the Committee (A/2111) came before the General Assembly at its 373rd and 374th plenary meetings on 4 February 1952.

He submitted an amendment (A/2116) to delete from the draft resolution the phrases "individually and collectively" and "throughout the world". This was rejected by 29 votes to 11, with 9 abstentions. The second part of the USSR amendment, however, which would recommend to Members to intensify their efforts "in their own territories and in the Non-Self-Governing and Trust Territories", was adopted at the 374th plenary meeting on 4 February 1952, by 21 votes to 18, with 8 abstentions.

The Assembly had before it a further amendment by Ecuador and Mexico (A/2118), which would state that the Assembly considered that, notwithstanding the proclamation of the Universal Declaration of Human Rights, violations of human rights had continued to occur. This amendment was supported in plenary meeting by the representatives of China and India, and was adopted by 44 votes to none, with 10 abstentions.

The Assembly adopted the draft resolution as a whole, as amended, at its 374th plenary meeting, by 41 votes to none, with 12 abstentions, as resolution 540(VI). It read:

"The General Assembly,

"Considering that, notwithstanding the proclamation of the Universal Declaration of Human Rights, violations of human rights have continued to occur,

"Considering that it is the responsibility of the Members of the United Nations, individually and collectively, to see that human rights and freedoms shall be enhanced throughout the world,

"Recommends that Members of the United Nations intensify their efforts for the observance of human rights and freedoms in their own territories and in the Non-Self-Governing and Trust Territories."

(b) DRAFT RESOLUTION BY POLAND

On a proposal by the representative of Mexico, the Third Committee decided, at its 387th meeting on 14 January 1952, by roll-call vote of 30 votes to 12, with 11 abstentions, to postpone consideration of a Polish draft resolution (A/C.3/L.203-Rev.1) for 48 hours to enable the Committee to obtain factual information. The draft resolution would have the Committee:

(1) state its concern over violation of human rights in Spain; (2) note that 24 inhabitants of Barcelona, among them Gregorio Lopez Raimundo, had been arraigned before a military court for participation in a strike in Barcelona and that they were under threat of the death penalty; and (3) request the President of the General Assembly to take steps to secure their immediate release.

When the Committee resumed discussion of the draft resolution at its 391st meeting on 17 January, it had before it an eleven-Power procedural motion

by Brazil, Colombia, Costa Rica, Honduras, the Netherlands, New Zealand, Nicaragua, Peru, the United Kingdom, the United States and Venezuela (A/C.3/L.220). In terms of this draft resolution, the rapporteur would include in the report a statement that the Committee, without considering the substance of the Polish draft resolution, decided that the matter was not within the scope of the item under discussion (draft International Covenant of Human Rights and measures of implementation) and that the Committee was not authorized, on its own initiative, to introduce the draft resolution as a new item. The Committee would also note that the subject matter of the draft resolution had not been placed on its agenda. At the same meeting, the Committee decided that the vote on this motion should be taken immediately.

To this eleven-Power procedural motion, a procedural amendment was moved by the representative of the USSR, at the 392nd meeting on 17 January. This amendment would delete reference to the application of the Committee's rules, and would transmit the Polish draft resolution and the records of the Committee's discussion to the President of the General Assembly to decide under which item of the agenda the question should be discussed.

As the Committee had decided to vote immediately on the eleven-Power procedural motion, the Chairman ruled the USSR amendment out of order. The Committee, accordingly, voted on the eleven-Power procedural motion, and adopted it as a whole, in a roll-call vote, by 28 votes to 13, with 13 abstentions.

2. Communications Concerning Human Rights¹⁵⁹

At its seventh session, held from 16 April to 19 May 1951, the Commission on Human Rights received in private meeting the confidential list of communications prepared by the Secretary-General in accordance with resolution 75 (V) of the Economic and Social Council, as amended by resolution 275 B (X).¹⁶⁰

Nine replies from governments to communications brought to their attention under paragraph (e) of resolution 75 (V), as amended, were also distributed in accordance with resolution 192 A (VIII) of the Council. Under this amended provision, the Secretary-General was to furnish each Member State concerned, without divulging the

identity of the author, with a copy of any communication concerning human rights which referred explicitly to such State or to territory under its jurisdiction.

A non-confidential list (E/CN.4/CR.20), containing summaries of communications dealing with the principles involved in the promotion of universal respect for and observance of human rights, was also circulated as an unrestricted document.

The Commission took note of the two lists (E/1992) and called the attention of the Council, in its consideration of the question of petitions, to the fact that it had been receiving communications concerning human rights since its establishment.

No action regarding this resolution of the Commission was taken by the Council at its thirteenth session, other than taking note of the Commission's report as a whole in resolution 384 A (XIII), adopted at the 525th plenary meeting of the Council on 29 August 1951.

At its fourth session in October 1951, the Sub-Commission on the Prevention of Discrimination and Protection of Minorities adopted a resolution (E/CN.4/358)¹⁶¹ in which it observed with deep concern that no adequate procedure had yet been adopted by the United Nations for dealing with complaints of current violations of human rights, in spite of the fact that a considerable number of communications had been received since the establishment of the United Nations. The Sub-Commission had, at its second session, adopted a draft resolution concerning the handling of petitions, but the Commission on Human Rights, at its sixth session, stated that it considered this draft resolution premature.¹⁶²

The General Assembly considered the question of communications concerning human rights at the 417th meeting of its Third Committee on 2 February, and at its 374th plenary meeting on 4 February 1952.

The Committee had before it an Egyptian draft resolution (A/C.3/L.240), which would have the General Assembly note that the Council had taken no action with respect to the resolutions of the Commission on Human Rights on communications, and invite the Council to give the Com-

¹⁵⁹ For communications concerning the status of women see pp. 519-20.

¹⁶⁰ See Y.U.N. 1950, p. 534.

¹⁶¹ See pp. 496-97.

¹⁶² See Y.U.N., 1950, p. 534.

mission, for its ninth session, instructions with regard to such communications requesting it to formulate its recommendations on them.

The representative of Egypt stated that the purpose of this draft resolution was to put an end to the current situation, whereby the mass of communications addressed to the Commission on Human Rights were being left to accumulate. The draft resolution suggested the ninth session of the Commission in order to give the Council time to draw up instructions for the Commission and enable the General Assembly to examine those instructions at its seventh session.

The representative of the USSR proposed orally that the Egyptian draft resolution be referred to the Commission, in the same way as draft resolutions on the implementation of the Covenant on Human Rights. This proposal, however, was not accepted by the representative of Egypt.

The representative of the United Kingdom asked that that part of the draft which would request the Commission to formulate its recommendations on these instructions be put to the vote separately, on the ground that the Council should be invited to give instructions to the Commission but not be told what instructions to give. The Committee adopted this part of the resolution by 18 votes to 12, with 13 abstentions. The draft resolution as a whole was adopted by the Committee by 20 votes to 6, with 17 abstentions.

It was adopted by the General Assembly, at its 347th plenary meeting on 4 February 1952, without discussion, by 35 votes to 5, with 12 abstentions, as resolution 542(VI). It read:

"The General Assembly,

"Noting that the Economic and Social Council has taken no action with respect to the resolution of the Commission on Human Rights on communications concerning human rights,

"Decides to invite the Economic and Social Council to give the Commission on Human Rights instructions for its ninth session with regard to such communications and to request the Commission to formulate its recommendations on them."

3. Yearbook on Human Rights

At its seventh session, the Commission on Human Rights had before it the plan for the Yearbook on Human Rights prepared by the Secretary-General (E/CN.4/522), as requested by the Council in resolution 303 H (XI).¹⁶³

In this plan, the Secretary-General indicated, for the years 1951 to 1955, which right or group of rights set forth in the Universal Declaration of Human Rights might, in his opinion, be treated in the Yearbook. In making his selection, the Secretary-General gave priority to rights, or groups of rights, with the implementation or examination of which one or more organs of the United Nations were concerned. He prepared two lists: one enumerating personal and political rights; the other, economic, social and cultural rights. He suggested that the Commission might wish to assign priority to one or other list, or possibly combine the two so as to indicate a scheme of work for ten-year period 1951-1960. The Commission, however, did not have time to consider this question at its seventh session.

The Yearbook on Human Rights for 1949, published in 1951, introduced a new part on "Basic Law on Human Rights in Trust and Non-Self-Governing Territories," in response to resolution 275 C (X) of the Economic and Social Council.¹⁶⁴

Part I contains all new constitutional provisions on human rights promulgated throughout the world and legislative texts enacted during 1949, with explanatory notes. A total of 64 States (among them 48 Member States) are represented among 254 texts (or summaries of texts) on personal and political as well as economic, social and cultural rights. Part II includes basic laws and notes referring to human rights in Trust and Non-Self-Governing Territories and corresponding texts with respect to the former Italian colonies. Part III contains agreements concluded under the auspices of specialized agencies or intergovernmental organizations, regional and other multilateral treaties and agreements, including the Geneva Conventions of 1949, and bilateral treaties. Part IV records the programme of the United Nations in a wide range of human rights activities: the Universal Declaration of Human Rights, the Covenant on Human Rights and measures of implementation, as well as, *inter alia*, freedom of information, the status of women, trade union rights, forced labour, refugees and stateless persons, and questions of human rights in Trust and Non-Self-Governing Territories as well as in certain other territories which were the subject of discussion and action by United Nations bodies.

¹⁶³ See Y.U.N., 1950, p. 533.

¹⁶⁴ See Y.U.N., 1950, p. 532.

4. Prevention of Discrimination and Protection of Minorities

The Sub-Commission on Prevention of Discrimination and Protection of Minorities held its fourth session in New York from 1-16 October 1951 (E/CN.4/461). In reviewing the organization and operation of the Council and its commissions, the Economic and Social Council had decided (414 B.I(XIII)) to discontinue the Sub-Commission until 31 December 1954 and that its work should be carried on in the future by the Commission on Human Rights, the Secretary-General or ad hoc bodies as appropriate. The Assembly subsequently invited (532 B(VI)) the Council to authorize the Sub-Commission to continue its work of making a thorough study of the problem of minorities, and especially to convene a session in 1952.¹⁶⁵

The Sub-Commission at its fourth session was mainly concerned with outlining the future tasks in its field.

Proposed Action on Behalf of Minorities—In reviewing the confidential list of communications received by the United Nations, the Sub-Commission observed with "deep concern" that no adequate procedure had yet been adopted for dealing with complaints of current violations of human rights. To protect minorities which, at present, cannot put their case before the United Nations except through a foreign government, the Sub-Commission recommended the establishment of international machinery directly accessible to minorities, as part of the general implementation of the proposed International Covenant on Human Rights.

It defined the term "minority", from the standpoint of measures of protection which the United Nations might wish to take, as including only those non-dominant groups in a population which possess and wish to preserve stable ethnic, religious or linguistic traditions or characteristics markedly different from those of the rest of the population.

Such minorities, it considered, should properly include a number of persons sufficient by themselves to preserve such traditions or characteristics and they must be loyal to the State of which they are nationals.

The Sub-Commission thought consideration would have to be given to certain complex situations affecting minorities, such as the undesirability of imposing unwarranted distinction on groups not wishing it, of interfering with spontaneous rapid racial, social, cultural or language evolutions

caused by a new environment, or of protecting practices inconsistent with proclaimed human rights. Also to be taken into account was the risk of taking measures which might be used by those interested in fomenting disloyalty among minority groups, and the difficulties raised by claims to minority status of groups so small that special treatment would disproportionately burden the State's resources. The Sub-Commission pointed out that it must be remembered that there were among minority groups those which did not require protection.

As an interim measure, the Sub-Commission proposed that the General Assembly recommend to Member Governments that they should provide adequate facilities for the use of the languages of minority groups in judicial procedures where a minority group does not speak or understand the language ordinarily used, and in the teaching in state-supported schools when that group requests it. It was also suggested that the Council arrange for the preparation of an international convention for the protection of minorities.

Proposed Additions to Draft Covenant on Human Rights—The Sub-Commission suggested that the Covenant should prohibit: (a) discrimination against persons born out of wedlock; (b) "any advocacy of national, racial or religious hostility that constitutes an incitement to violence . . ."; and (c) discrimination in regard to economic, social and cultural rights.

The Sub-Commission also recommended that, as part of the general implementation of the Covenant, an appropriate body for securing prevention of discrimination and protection of minorities should be established.

Proposed Action for Governments—The Sub-Commission proposed that the Council recommend that Member Governments review their national legislation and administrative practices with a view to abolishing all discriminatory measures and providing protective ones. It also suggested that governments should be encouraged to establish national and local committees, composed of highly qualified persons, to: (a) study and survey the extent to which measures of discrimination on grounds of race, nationality, religion or language exist in law or in fact within territories under their jurisdiction and (b) recommend legal, educational and other appropriate means to their governments whereby they might eliminate such discrimination and prevent it occurring in the future.

¹⁶⁵ See pp. 62-63.

Studies—The Sub-Commission recommended that the Commission on Human Rights undertake a study of the problem of injuries suffered by groups through total or partial destruction of their media of culture and their historical monuments and a study of a definition of protection of political groups.

It recommended that the Secretary-General study the possibility of formulating standard provisions on non-discrimination which might be used when constitutional provisions are to be elaborated, particularly in the case of new States, by the United Nations or under its auspices.

Genocide Convention—Through the intermediary of the Commission on Human Rights and the Council, the Sub-Commission recommended that the General Assembly reiterate its appeal to governments to accelerate their ratifications of and adherence to the Convention on Genocide. It also asked the Assembly to assure the widest possible diffusion of information concerning the nature, contents and purposes of the Convention, and, in particular, to make known the list of States which had voted for, signed, ratified or adhered to the Convention.

In this connexion, the Sub-Commission recommended that the Assembly, when it examined the report of the Committee on International Criminal Jurisdiction at its 1952 session, give effect to this Committee's wish to draw up, together with the instrument establishing the international penal tribunal, a protocol empowering that tribunal to deal with the crime of genocide.

5. Trade Union Rights

a. CONSIDERATION BY THE ECONOMIC AND SOCIAL COUNCIL AT ITS TWELFTH SESSION

At its twelfth session, in February-March 1951, the Economic and Social Council had before it several communications (E/1882, Add.1 & 2, E/1922 and Add.1) alleging that trade union rights were being infringed in various countries (see below). They were circulated in accordance with resolution 277 (X)¹⁶⁶ of the Council, by which the Secretary-General was requested to bring any such allegations by governments or trade union or employers' organizations to its attention and by which it decided to accept, on behalf of the United Nations, the services of the International Labour Office and the Fact-Finding and Conciliation Commission on Freedom of Association established by that organization.

The Council decided by 11 votes to 3, with 3 abstentions, at its 441st plenary meeting on 22 February 1951, to consider these allegations in the following groups:

(1) those concerning States which were members of both the United Nations and the International Labour Organisation (ILO); (2) those concerning States members of ILO only; (3) those concerning States Members of the United Nations only; and (4) those concerning States which belonged to neither the United Nations nor to ILO.

The Secretary-General then prepared and circulated a classified table of the allegations (E/L.142), which formed the basis of the Council's further examination of this question at its 442nd to 448th plenary meetings, from 23-28 February 1951.

During its general debate, the Council heard statements from the representatives of the International Confederation of Free Trade Unions (ICFTU) and the World Federation of Trade Unions (WFTU). The representative of ICFTU discussed the communications from that organization to the Council and stated that ICFTU supported the proposal that impartial investigation should be conducted in all countries where trade union rights were not respected. The representative of WFTU also discussed the communications from his organization and added to the information supplied concerning alleged violations of trade union rights.

A communication from WFTU (E/1992 and Add.1) which protested against the closing of the headquarters of that organization and other communications (E/1882/Add.2), from the Confederación de Trabajadores de Cuba (Havana), the All Union Central Council of Trade Unions (VCSPS) (Moscow), and L'Union internationale des Syndicats des transports terrestres et aériens (Bucharest), relating to the same question, came before the Council, but in resolution 351 (XII) the Council took no action on the closing of WFTU headquarters.

Much of the debate concerned individual allegations, and a number of charges and counter-charges were made by representatives during the general debate. Discussion, however, centred in the procedure which should be adopted by the Council in examining the allegations brought before it.

The representatives of Czechoslovakia, Poland and the USSR wanted the Council itself to examine the cases involving individual allegations and to pass judgment on them. Other representatives,

¹⁶⁶ See Y.U.N., 1950, pp. 539-40.

among them those of Belgium, Sweden, the United Kingdom and the United States, were in favour of sending them for examination to another body, such as the ILO Fact-Finding and Conciliation Commission on Freedom of Association (see above).

The Council had before it two draft resolutions:

(1) By Czechoslovakia (E/L.143 & Corr.1 & Corr.2), which would have the Council: (a) note that in a number of countries, particularly Argentina, Bolivia, Brazil, Cuba, France, Greece, Japan, the United States and the United Kingdom, trade union rights were continuously infringed; (b) recommend to these countries that they should repeal measures taken against trade unions; and (c) declare that it considered States Members should ensure the effective application of a number of rights, which the resolution enumerated.

The Council did not vote on this draft resolution as it was considered to concern certain allegations which the Council had decided to discuss at its next session.

(2) By Belgium and Sweden (E/L.144). This joint draft resolution contained five main proposals concerning the procedure to be adopted by the Council in dealing with the allegations, to which a number of amendments were proposed. The proposals and suggested amendments are given below.

(a) The joint draft resolution would first take note of the allegations regarding the infringements of trade union rights (E/1882, and Add. 1&2).

This part of the resolution was adopted by the Council by 14 votes to 3, with 1 abstention.

(b) It would then refer to allegations concerning States which were members of both the United Nations and ILO. It proposed that the Council forward to the Governing Body of ILO, for referral to the Fact-Finding and Conciliation Commission on Freedom of Association, those communications received from: (i) De Metaal, concerning the Netherlands (E/1882,11); (ii) from the Pancyprian Federation of Labour, concerning Israel (E/1882,VIII); (iii) from the International Confederation of Free Trade Unions, concerning Czechoslovakia (E/1882/Add.1); (iv) from the International Confederation of Free Trade Unions, concerning Hungary (E/1882/Add.1); (v) from the Union internationale des Syndicats des transports terrestres et aériens of Bucharest, concerning Argentina (E/1882/Add.2, III).

An oral amendment by Poland, which would delete from this list the communications from the International Confederation of Free Trade Unions concerning Czechoslovakia and concerning Hungary, was rejected by the Council at its 448th meeting by 14 votes to 3, with 1 abstention.

An amendment by the Philippines which would ask the Governing Body of ILO to consider these documents first with a view to referral (E/L.146) was accepted by the sponsors.

An amendment by Pakistan (E/L.147), which would request ILO to report what action it had taken in this connexion to the thirteenth session of the Economic and Social Council, was withdrawn.

This part of the resolution, as amended, was adopted by 14 votes to 3, with 1 abstention.

(c) With regard to allegations concerning violations of trade union rights in the Soviet Union, which is not a member of the ILO, the joint draft resolution would have the Council request the Government of the USSR to reply, not later than the next session of the Council, to the request addressed to it by the Secretary-General with reference to the communication from ICFTU.

An oral proposal by Poland would delete this part of the draft resolution, but this proposal was rejected by the Council at its 448th meeting, by 14 votes to 3, with 1 abstention.

A Pakistan amendment (E/L.147), which would add to the joint draft resolution a request to the Secretary-General to report, to the thirteenth session of the Council, the reply received from the Government of the USSR, was adopted at the 488th meeting of the Council by 14 votes to 3, with 1 abstention.

The Council then adopted this part of the resolution, as amended, by the same vote.

(d) The joint draft resolution then dealt with proposals in respect of allegations concerning violations of trade union rights in the territory of States which were members neither of the United Nations nor the International Labour Organisation. Such allegations had been received from: (i) the Unión General de Trabajadores de España en el exilio (E/1882,1) with respect to Spain; (ii) from the Confédération générale du travail (E/1882,VI), with respect to Japan; and (iii) from the International Confederation of Free Trade Unions (E/1882/Add.1), with respect to Romania.

The draft resolution would have the Council request the Secretary-General to bring these allegations to the attention of the Government of Spain, the competent authorities in Japan and the Government of Romania. It would also request the Secretary-General to bring to their attention the provisions of resolution 277(X)—under which allegations regarding the infringements of trade union rights may be referred for examination to the Fact-Finding and Conciliation Commission on Freedom of Association—and to invite the replies of those Governments and authorities. It would further invite the Secretary-General to report to the Council on the circumstances in which the procedure laid down in resolution 277(X) would be applicable to the above-mentioned communications, having regard to the replies of the Governments of Spain and Romania and the competent authorities of Japan.

An oral proposal by Poland would have this part of the joint draft resolution amended by the deletion of the communication in respect of Romania from the list, but this was rejected by the Council at its 448th plenary meeting, by 13 votes to 3, with 2 abstentions.

An amendment by Peru (E/L.148), which proposed a re-wording of the joint draft resolution in respect of these three States was adopted by the Council at its 448th meeting, by 8 votes to 3, with 7 abstentions, and the proposals in respect of the three States were adopted by 13 votes to 4, with 1 abstention, respectively.

This part of the resolution was adopted, as amended, by 12 votes to 4, with 2 abstentions.

(e) The joint draft resolution would then have the Council note that the communication from the Union des Syndicats confederes du Cameroun concerning allegations of violation of trade union rights in the Cameroons under French Administration (E/1882) was already

before the Trusteeship Council and that the appropriate procedure was therefore being followed in respect of that communication.

A Philippine amendment (E/L.146) to this part of the joint draft resolution, which would delete the acknowledgment by the Council that the appropriate procedure was being followed and which would replace it with a request to the Secretary General to report to the Economic and Social Council the action taken by the Trusteeship Council with respect to the specific allegation of infringement, was adopted by the Council at its 448th meeting, by 7 votes to 2, with 9 abstentions.

This part of the resolution, as amended, was adopted by 12 votes to none, with 6 abstentions.

The joint draft resolution then requested the Secretary-General in future to transmit to the Council only such communications from non-governmental organizations in category A regarding infringements of trade union rights as reached him not less than seven weeks before the date of the first meeting of the session.

An amendment by the United States (E/L.145), which would replace the reference to non-governmental organizations in category A with one to "Governments, or trade unions or employers' organizations", was accepted by the sponsors.

An amendment by the Philippines (E/L.146), which would add to the list of communications referred to the words "except in urgent and important cases", was withdrawn.

This part of the resolution, as amended, was adopted by 12 votes to 5, with 1 abstention.

The draft resolution, as a whole, as amended, was adopted by the Council at its 448th plenary meeting on 28 February 1951, by 14 votes to 3, with 1 abstention, as resolution 351 (XII). It read:

"The Economic and Social Council.

"Having taken note of the allegations regarding infringements of trade-union rights transmitted by the Secretary-General and contained in documents E/1882, E/1882/Add.1, E/1882/Add.2,III, and

Pursuant to Council resolution 277 (X) on trade-union rights (freedom of association),

"1. Decides to forward to the Governing Body of the International Labour Office, for its consideration as to referral to the Fact-Finding and Conciliation Commission on Freedom of Association:

"(a) The communication received from De Metaal concerning the Netherlands (E/1882,II);

"(b) The communication from the Pancyprian Federation of Labour concerning Israel (E/1882.VIII);

"(c) The communication from the International Confederation of Free Trade Unions concerning Czechoslovakia (E/1882/Add.1, page 3);

"(d) The communication from the International Confederation of Free Trade Unions concerning Hungary (E/1882/Add.1, page 5);

"(e) The communication from the Union internationale des Syndicats des transports terrestres et aériens of Bucharest concerning Argentina (E/1882/Add.2,III);

"2. Requests the Government of the Union of Soviet Socialist Republics to reply, not later than the next session of the Council, to the request addressed to it

by the Secretary-General under the terms of resolution 277 (X) (sub-paragraph (c) of the second operative paragraph) with reference to the communication from the International Confederation of Free Trade Unions (E/1882,IV); and

"3. Invites the Secretary-General to report to the thirteenth session of the Council concerning the reply received from the Union of Soviet Socialist Republics;

"4. Requests the Secretary-General, in consequence of the communication from the Union general de trabajadores de España en el exilio (1/1882,I), to bring to the attention of the Government of Spain the allegations regarding infringement of trade-union freedom in Spain, as well as the provisions of resolution 277(X) under which allegations regarding infringements of trade-union rights may be referred for examination to the Fact-Finding and Conciliation Commission on Freedom of Association, and to invite that Government to submit its observations on the matter; and

"5. Invites the Secretary-General to report to the Council on the conditions under which the procedure laid down in resolution 277(X) is applicable to that communication, having regard to the reply received from the Government of Spain;

"6. Requests the Secretary-General, in consequence of the communications from the World Federation of Trade Unions (E/1882,III), the Confédération générale du travail (E/1882,V) and the Eenheidsvakcentrale (E/1882,VI), to bring to the attention of the competent authorities of Japan the allegations regarding infringement of trade-union freedom in Japan, as well as the provisions of resolution 277(X) under which allegations regarding infringements of trade-union rights may be referred for examination to the Fact-Finding and Conciliation Commission on Freedom of Association, and to invite those authorities to submit their observations on the matter; and

"7. Invites the Secretary-General to report to the Council on the conditions under which the procedure laid down in resolution 277(X) is applicable to the above communications, having regard to the reply received from the competent authorities of Japan;

"8. Requests the Secretary-General, in consequence of the communication from the International Confederation of Free Trade Unions (E/1882/Add.1, paragraph 1), to bring to the attention of the Government of Romania the allegations regarding infringements of trade-union freedom in Romania, as well as the provisions of resolution 277(X) under which allegations regarding infringements of trade-union rights may be referred for examination to the Fact-Finding and Conciliation Commission on Freedom of Association, and to invite that Government to submit its observations on the matter; and

"9. Invites the Secretary-General to report to the Council on the conditions under which the procedure laid down in resolution 277(X) is applicable to that communication, having regard to the reply of the Government of Romania;

"10. Notes that the communication from the Union des Syndicats confédérés du Cameroun concerning France (E/1882,VII) is already before the Trusteeship Council and therefore requests the Secretary-General to report

to the Economic and Social Council the action taken thereon by the Trusteeship Council with respect to the specific allegation regarding the infringement of trade-union rights in the Trust Territory of the Cameroons under French administration; and

"11. Requests the Secretary-General in future to transmit to the Council only such communications from governments or trade-union or employers' organizations regarding infringements of trade-union rights as reach him not less than seven weeks before the date of the first meeting of the session."

b. CONSIDERATION BY THE ECONOMIC AND SOCIAL COUNCIL AT ITS THIRTEENTH SESSION

At its thirteenth session, in July-September 1951, the Economic and Social Council again considered the question of allegations concerning trade union rights.

At its 482nd plenary meeting, on 30 July 1951, the Council had before it a note by the Secretary-General (E/2025 and Add.1) on the various matters on which he had been requested to report in resolution 351(XII). The Secretary-General stated that, as yet, he had received no replies to the communications sent to the Governments of the USSR, Spain and Romania and the competent authorities of Japan.

With regard to the allegation that trade union rights had been violated in the Cameroons under French Administration, the Secretary-General reported that, on 26 July 1951, the Trusteeship Council had drawn the attention of the petitioners to the statement of the special representative of the Administering Authority that the article of the draft Labour Code for Overseas France, against which they had complained, had already been amended by the French National Assembly and that the allegations they had made were not justified, "since none of the cases cited could be regarded as obstructing trade union rights". The Trusteeship Council decided that, in those circumstances, it was not called upon to take any further action on this question.¹⁶⁷

The Economic and Social Council also had before it a number of new communications alleging infringements of trade union rights in various countries (E/1990 and Add.1 to 22), in addition to several which had not been considered at its previous session (E/1882/Add.3, 4, and 5, and E/1964). The matter came before the Council when it considered the report of its Agenda Committee on the provisional agenda and an oral proposal was made by the representative of the United States, that the item should be referred,

without preliminary discussion by the Council, to ILO. Some representatives, among them those of Chile, Czechoslovakia, Poland and the USSR, opposed this proposal on the ground that infringement of trade union rights was a most serious issue falling within the province of the Council itself. Others, however, including the representatives of China, Pakistan, Peru and the United States, argued that it would be more expedient to refer the matter to ILO and pointed out that the Council itself would take cognizance of any action taken by ILO in considering the latter's report to the Council. By 13 votes to 4, with 1 abstention, the Council adopted, at its 482nd plenary meeting on 30 July 1951, the United States proposal, by which it decided to refer the item directly to ILO.

The question of trade union rights and the ILO Fact-Finding and Conciliation Commission on Freedom of Association was raised again during the thirteenth session of the Council when the annual report of ILO (E/2050) was considered.¹⁶⁸ The Council discussed the report at its 510th and 512th plenary meetings on 20 and 21 August.

When presenting the report to the Council the Director-General of ILO pointed out that before a case involving an allegation concerning the infringement of trade union rights could go before the Fact-Finding and Conciliation Commission it was necessary to secure the consent of the government concerned. All cases had, accordingly, been referred to the governments concerned but no government had yet given its consent. He added, however, that some progress had been made toward settling certain cases by agreement without reference to the Commission.

The Governing Body of ILO, he said, was aware that the procedure adopted for the preliminary investigation of allegations could be improved and strengthened in the light of experience, and had consequently instructed him to submit appropriate proposals to it at its next session. ILO would welcome any action by members of the Council which would ensure that the Commission was given an opportunity of examining impartially allegations concerning their countries. He coupled this appeal to governments with an appeal to those which submitted allegations: if such allegations included a full and fair statement of the facts on which they were based, governments would be far more likely to agree that they be referred to the Commission.

¹⁶⁷ See also pp. 728-29.

¹⁶⁸ See pp. 589-90.

During the general debate on the report, the representatives of Czechoslovakia, Poland and the USSR alleged that the policy of ILO and the Commission was not aimed at protecting the interests of the workers. These representatives, broadly speaking, maintained that ILO was ignoring innumerable cases of the violation of workers' rights, that Conventions it had adopted had failed to provide the workers with any assurance that their basic rights would be respected and that it was serving the interests of employers rather than employees.

Other representatives, among them those of Chile, the United States and Uruguay, regretted that the action taken by ILO on the allegations of infringements of trade union rights had so far been slow. They expressed their appreciation, however, of the difficulty pointed out by the Director-General and welcomed his statement that the possibility of improving the procedure relating to the treatment of such allegations was being investigated. The representatives of Mexico and the United Kingdom complimented the Commission on having achieved excellent results, the latter commending ILO on its responsible approach to the question. The Council took no action in this respect, except to take note of the report of ILO at its 512th plenary meeting on 21 August 1951 (resolution 404(XIII)).

6. Forced Labour

At its twelfth session, in February-March 1951, the Economic and Social Council resumed its debate on the question of forced labour, which had been adjourned at its eleventh session so that its members could consider further a joint draft resolution by the United Kingdom and the United States (E/L.104), containing a proposal for the establishment of an ad hoc committee of not more than five members on forced labour.¹⁶⁹

Two communications from the Director-General of the International Labour Office (E/1671 and E/1884) outlining the discussions of the Governing Body of the International Labour Office held on the question of forced labour at its 111th and 113th sessions were again¹⁶⁹ before the Council. The Council also had before it a report by the Secretary-General outlining the history of the action taken by the United Nations on this problem and analysing the replies of governments, pursuant to Council resolutions 195 (VIII) and 237(IX) regarding their willingness

to co-operate in an impartial enquiry into the extent of forced labour in their countries.

The Council discussed the question at its 469th-476th plenary meetings, from 14-19 March 1951. Charges and counter-charges of the existence of forced labour in various countries, made at previous sessions, were repeated during the Council's twelfth session.

The representative of the USSR, supported by the representatives of Czechoslovakia and Poland, submitted a proposal (E/L.165) for the creation of a large international commission, composed of representatives of manual and intellectual workers united in all existing trade unions. This commission would:

- (1) pay particular attention to the study of the situation of unemployed and semi-employed persons;
- (2) investigate the actual working conditions of men and women workers and their children in colonies and dependent territories;
- (3) collect as complete and objective information as possible on these questions; and
- (4) draw up a report and recommendations for submission to the Council.

A number of representatives, including those of Belgium, Canada, Chile, China, France, Mexico, Pakistan, Peru, the Philippines, the United Kingdom, the United States and Uruguay, opposed the USSR draft resolution on the ground that the larger commission suggested in this proposal was too cumbersome to be effective and that the resolution did not refer in precise terms to forced labour.

The representative of France submitted an amendment (E/L.167) to the joint draft resolution by the United Kingdom and the United States (E/L.104) which would:

- (1) have the Council state that it was deeply moved by evidence of the existence of systems of forced labour under which a large proportion of the populations of certain States were subjected to a penitentiary regime;
- (2) stipulate that members of the small committee, proposed in the joint draft resolution, should be independent, competent and impartial, and (3) amend the terms of reference so that the committee would (a) study the legislative provisions of all States with a view to determining whether they permitted forced labour and (b) to take, if the committee thought fit, additional evidence into consideration.

The points made in this amendment were accepted by the sponsors of the joint draft resolution and the draft was revised accordingly (E/L.172/Rev.2).

During the discussion, the Council also heard statements from representatives of the International Confederation of Free Trade Unions,

¹⁶⁹ See Y.U.N., 1950, pp. 540-41.

(ICFTU) and the World Federation of Trade Unions (WFTU). The former submitted additional information to show the existence of forced labour and welcomed a proposal to have an impartial investigation carried out in all countries where forced labour was allegedly practised. The latter spoke in support of the proposal which had been made by his organization for a committee of enquiry to study forced labour and alleged discriminatory practices in colonial and dependent territories.

At its 476th plenary meeting on 19 March, the Council, at the request of the representative of Uruguay, voted first on that part of the joint draft resolution which stated that the Council was deeply moved by evidence of systems of forced labour. It was adopted by 13 votes to 3, with 2 abstentions. The remainder of the draft resolution was adopted, by 15 votes to 3, and the draft resolution as a whole by the same vote (resolution 350(XII)). The Council rejected, by 15 votes to 3, the USSR draft resolution.

Resolution 350(XII) read:

"The Economic and Social Council,

"Recalling its previous resolutions on the subject of forced labour and measures for its abolition,

"Considering the replies furnished by Member States to the communications addressed to them by the Secretary-General in accordance with resolutions 195(VIII) and 237(IX),

"Taking note of the communications from the International Labour Organisation setting forth the discussions on the question of forced labour at the 111th and 113th sessions of the Governing Body,

"Considering the rules and principles laid down in International Labour Convention 29,

"Recalling the principles of the Charter relating to respect for human rights and fundamental freedoms, and the principles of the Universal Declaration of Human Rights,

"Deeply moved by the documents and evidence brought to its knowledge and revealing in law and in fact the existence in the world of systems of forced labour under which a large proportion of the populations of certain States are subjected to a penitentiary régime,

"1. Decides to invite the International Labour Organisation to co-operate with the Council in the earliest possible establishment of an ad hoc committee on forced labour of not more than five independent members, qualified by their competence and impartiality, to be appointed jointly by the Secretary-General of the United Nations and the Director-General of the International Labour Office with the following terms of reference:

"(a) To study the nature and extent of the problem raised by the existence in the world of systems of forced or "corrective" labour, which are employed as a means of political coercion or punishment for holding or expressing political views, and which are on such a scale as to constitute an important element in the economy of a given country, by examining the texts of laws and

regulations and their application in the light of the principles referred to above, and, if the Committee thinks fit, by taking additional evidence into consideration;

"(b) To report the results of its studies and progress thereon to the Council and to the Governing Body of the International Labour Office; and

"2. Requests the Secretary-General and the Director-General to supply the professional and clerical assistance necessary to ensure the earliest initiation and effective discharge of the ad hoc committee's work."

The Ad Hoc Committee appointed in accordance with this resolution met at Geneva from 8-27 October 1951 and on 30 October made its first progress report (E/2153). The Committee, which decided at its first meeting that it would meet in closed session, presented a single draft resolution to the Economic and Social Council, which would have the Council formally take note of its progress report. It decided to invite non-governmental organizations to submit statements or documentary evidence on forced labour for the Committee's consideration. It also decided to submit a questionnaire to governments, which would ask, *inter alia*, for laws and regulations relating to forced labour, together with information regarding their application.

7. The Problem of Slavery

The Ad Hoc Committee on Slavery was appointed by the Secretary-General in accordance with Council resolution 238(IX) and held its first session in February-March 1950.¹⁷⁰ The tasks which the Council had given the Committee were to survey the field of slavery and other institutions or customs resembling slavery; to assess the nature and extent of these problems at the present time; to suggest methods of attacking them; and to suggest an appropriate division of responsibility among the various competent bodies within the framework of the United Nations.

The Committee had before it at its second session, held from 2-27 April 1951, the replies of 64 Governments¹⁷¹ to the questionnaire on slavery and servitude circulated under Council resolution 276(X).¹⁷² It also had before it various statements and reports submitted by non-governmental organizations, research institutions, missionary and church organizations and private individuals, on

¹⁷⁰ See Y.U.N., 1948-49, pp. 547-48.

¹⁷¹ Additional replies from seven Governments (E/AC.33/10/Add.64-72) were received too late to be considered by the Committee at that session. For replies considered, see E/AC.33/10 and Add.1-63.

¹⁷² See Y.U.N., 1950, pp. 542-43.

their own initiative or in response to requests from the Committee.

In the light of this information, the Committee first attempted to define slavery and other similar institutions or customs, excluding, however, forced labour, in view of the action taken by the Council on this question, particularly in resolution 350 (XII).¹⁷³ It decided that the definition contained in article I¹⁷⁴ of the International Slavery Convention of 1926 adequately covered slavery and the slave trade in terms of present-day conditions. It observed, however, that this definition did not embrace all types of servile status, which it believed the United Nations should strive to abolish. In attempting to define other forms of servitude, the Committee found that confusion resulted from the fact that different names were applied to the same practices in different countries. It decided, therefore, not to define these forms of servitude in precise terms, but to describe their special characteristics. It turned its attention particularly to practices such as debt bondage, bride-price, sham adoption of children and serfdom.

When it tried to evaluate the nature and extent of these practices at the present time, the Committee found that, in some cases, the information furnished by governments conflicted with that received from unofficial sources. As the information from such sources could not be verified, the Committee felt that it could not put it forward as its own. It decided, therefore, that it could go no further with the survey than to submit to the Council the replies from governments to the questionnaire, together with its comments thereon. In this connexion, it made the following suggestions: that the Council request the few Member Governments which had not already done so to reply to the questionnaire; that it ask governments which had replied only on the legal position regarding slavery in their territories to furnish information on the application of laws enacted and on actual practices; that it ask governments which had not done so to submit information concerning their Metropolitan as well as Non-Self-Governing Territories; that it ask governments which had submitted information in ambiguous terms to give more detailed informative replies; and that it ask non-governmental organizations with consultative status, especially those interested in labour conditions, to reply to the questionnaire as soon as possible.

Although the Committee did not make a survey of slavery, it adopted what it considered to be the most effective and useful method of dealing

with the data available within the prescribed time limit. Each of its members prepared a report summarizing his conclusions regarding the existence of slavery or other forms of servitude in a particular region of the world which was well known to him. The Committee itself did not consider these reports (E/AC.33/SR.11-14) in detail, but decided to draw the attention of the Council to them without assuming any collective responsibility for their contents.

As a result of its work, the Committee reached the unanimous conclusion that slavery, even in its crudest form, is still present in the world and should continue to be a concern of the international community. It recognized that existing forms of servitude cannot be abolished by legislation alone, but that positive measures of international assistance in eliminating the underlying economic and social causes of such practices are necessary. It put forward, for the consideration of the Council, various recommendations which its members adopted unanimously and which, they believed, represented a sound basis for future international action for the abolition of slavery and other forms of servitude.

The first of these proposed that the definition contained in article I of the 1926 Convention should continue to be accepted as an accurate and adequate international definition of slavery and the slave trade. The Committee prepared a draft protocol to the 1926 Convention under which the United Nations would assume the functions and powers formerly exercised by the League of Nations under that Convention and recommended that States be invited to adhere to the Protocol or to the Convention as amended thereby. The Committee further recommended that the Council set up a drafting committee to prepare a new supplementary convention on slavery and other forms of servitude embodying certain principles which

¹⁷³ See pp. 501-2.

¹⁷⁴ Article 1 of the Convention states:

"For the purpose of the present Convention, the following definitions are agreed upon:

"(1) Slavery is the status or condition of a person over whom any or all of the powers attaching to the right of ownership are exercised.

"(2) The slave trade includes all acts involved in the capture, acquisition or disposal of a person with intent to reduce him to slavery; all acts involved in the acquisition of a slave with a view to selling or exchanging him; all acts of disposal by sale or exchange of a slave acquired with a view to being sold or exchanged, and, in general, every act of trade or transport in slaves." (League of Nations Treaty Series, 1927, Vol. LX, p. 263.)

it described in some detail. It drafted recommendations which might be made to governments regarding legislative and administrative measures for the abolition of slavery and similar customs. It 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. It further recommended that the Secretary-General and the governments concerned, with the assistance of local and foreign experts, organize, within the framework of the United Nations, regional conferences and seminars, among people of common cultural background living in areas where slavery or other forms of servitude are reported to exist, to discuss and review their various problems. Finally, the Committee recommended that the International Labour Organisation be invited to study the implications of contracts of service coming within the category of "hard bargains" with particular reference to the creation or continuance of servile status.

At its thirteenth session, the Economic and Social Council discussed the report of the Ad Hoc Committee on Slavery (E/1988) at the 205th and 208th meetings of the Social Committee, on 30 and 31 August, and at the 544th plenary meeting of the Council on 10 September 1951.

Representatives were unanimous in deploring the existence of slavery in the twentieth century. All recognized, however, that the problem was a difficult one to solve. There was a diversity of opinion, however, on the report of the Ad Hoc Committee and the course the Council should take in seeking a solution to the problem.

Some representatives, including those of Czechoslovakia, Poland and the USSR, criticized the recommendations of the Ad Hoc Committee as being too timid. The representatives of Chile, Iran, Peru and Sweden pointed out the magnitude of the task entrusted to the Ad Hoc Committee and emphasized the time obstacle the Committee had faced in preparing its report. Other representatives, including those of Chile, Mexico, Pakistan and the Philippines, felt that the report had made a praiseworthy contribution to the study of the problem; but the representatives of the United Kingdom and the United States made reservations in their praise of the Committee's work. These two representatives, as well as the representatives of China, France, Iran, Peru, Poland and Sweden, among others, felt that the available material was not at present in such a form as to allow the Council to act

The need for immediate action by the Council was emphasized by the representatives of Canada, Chile, Czechoslovakia, Poland and the USSR, among others, and three methods of procedure were suggested.

(1) That a committee of governmental representatives should be set up to study the report of the Ad Hoc Committee and the reports of both the General Assembly and the Council on the subject and prepare for the Council recommendations designed to achieve the early abolition of the slave trade and slavery in every form.

A draft resolution to this effect was submitted in the Social Committee by Poland (E/AC.7/L.108), supported by the representatives of Czechoslovakia and the USSR. The Committee rejected this proposal at its 208th meeting on 31 August by 10 votes to 4, with 4 abstentions. When a similar proposal was introduced by Poland (E/L.263) at the 544th plenary meeting of the Council on 10 September 1951, it was rejected by 9 votes to 3, with 6 abstentions.

(2) That a special rapporteur be appointed to submit a report based on the documentation made available by the Ad Hoc Committee, with proposals for action by the United Nations toward the elimination of slavery.

This proposal was submitted to the Social Committee as a joint draft resolution by Belgium, Chile, France and the United States (E/AC.7/L.107), and was supported by the representatives of Canada, China, Peru and the United Kingdom. The representatives of both France and China were among those who felt that the appointment of a rapporteur would serve to strengthen and assist the Secretariat in performing a difficult task which might have political implications.

(3) That the Secretary-General should obtain the necessary supplementary information and prepare a report of this nature.

This proposal was made by the representative of Sweden (E/AC.7/L.110) and presented to the Social Committee as an amendment to the joint draft resolution by Belgium, Chile, France and the United States. The representatives of Canada and Iran expressed support for this amendment, stating that the Secretariat was the most appropriate organ to co-ordinate the available material and collect additional data. The representative of Pakistan, however, felt that this proposal, as well as the proposal to appoint a rapporteur, would result only in a reproduction of the material already available and would not lead to concrete and speedy action. The amendment was adopted by the Committee by 8 votes to 6, with 4 abstentions.

A number of drafting changes proposed by the representative of the United Kingdom (E/AC.7/L.111) were adopted by the Committee and the joint draft resolution, as amended, was adopted as a whole by 10 votes to 1, with 1 abstention, at the 208th meeting of the Social Committee.

When the joint draft resolution came before the Council at the 544th plenary meeting on 10 September 1951, two further amendments were introduced: one by Poland (E/L.263—see above), the other by the United Kingdom (E/L.264). The

United Kingdom amendment would, *inter alia*, have the Council decide to appoint a special rapporteur to examine the possibility of separate treatment of the several problems studied by the Ad Hoc Committee and to present, to the fourteenth session of the Council, proposals for a systematic programme of action. The representative of the United Kingdom said that the purpose of the amendment was to provide the Council with the possibility of speedy action in dealing with the question of the abolition of slavery. The Council rejected the amendment by 12 votes to 6, and endorsed the resolution adopted by the Social Committee, with some drafting changes proposed by the United Kingdom.

The joint draft resolution, as amended, was adopted by 12 votes to none, with 6 abstentions, as resolution 388(XIII).

In this resolution, the Council asked the Secretary-General:

to obtain such information, including information from governments, as was necessary in order to supplement the material presented by the Committee; to examine the Committee's report and recommendations in the light of that information, of the documentation already assembled by the Committee, and of the Council's discussions at its thirteenth session; and to report thereon as soon as practicable, indicating what action the United Nations and specialized agencies could most appropriately take in order to achieve the elimination of slavery, the slave trade, and forms of servitude resembling slavery in their effects.

8. Plight of Survivors of Concentration Camps

At its twelfth session, in February-March 1951, the Economic and Social Council had before it a preliminary report prepared by the Secretary-General (E/1915), in accordance with resolution 305 (XI),¹⁷⁵ by which he was requested to consider as soon as possible, with the competent authorities and institutions, means for alleviating the plight of victims of so-called scientific experiments in concentration camps under the Nazi regime.

The report was concerned with the number and whereabouts of these victims, their position under German legislation, the availability of international funds or services to assist them, and tentative suggestions for action by the Council. The report suggested that the Council might invite the appropriate German authorities to consider the possibility of enacting new legislation which would provide adequate compensation for the victims; that it might request the International Re-

fugee Organization (IRO) and any authority which might succeed it in the administration of the Reparation Fund, and voluntary agencies distributing these funds, to assist in the alleviation of the plight of the refugees; and that it might ask the World Health Organization (WHO) to assist in the health aspects of the problem. Mention was also made of the possibility of funds being obtained either through voluntary contributions by governments or private organizations and individuals, or through both, and of securing the support of charitable institutions.

The Council discussed the question at the 178th and 181st meetings of its Social Committee, on 1 and 15 March, and at its 476th plenary meeting on 19 March 1951.

In the course of the debate, certain representatives, among them those of Czechoslovakia, Poland and the USSR, said that the unfortunate victims of medical experiments should be cared for by the governments of the States where they were now living. Others, however, felt that the United Nations should continue to interest itself in the matter and emphasized the need for prompt action. Among those who expressed this view were the representatives of Belgium, France, India, Iran, Pakistan, Peru, Sweden, the United Kingdom, the United States and Uruguay.

At the 178th meeting of the Social Committee on 1 March, the representative of France submitted a proposal (E/AC.7/L.184), which suggested a number of measures designed to meet the problem. This proposal was adopted by the Social Committee at its 181st meeting on 15 March, in a roll-call vote, by 14 votes to none, with 3 abstentions. The draft resolution was, in turn, adopted by the Council by 15 votes to none, with 3 abstentions, at its 476th plenary meeting on 19 March as resolution 353(XII).

By this resolution, the Council appealed to the competent German authorities to consider making the fullest possible reparations for the injuries suffered under the Nazi regime by persons subjected to so-called scientific experiments in concentration camps. It adopted the Secretary-General's suggestions regarding the role of IRO and WHO and requested him to study the possibility of securing such voluntary support and contributions as might appear necessary to supplement the reparations measures proposed, if they proved inadequate. It also asked him to keep himself informed of all the measures which might be

¹⁷⁵ See Y.U.N., 1950, p. 564.

taken, to seek to ensure that they provided full reparation, and to report to the thirteenth session of the Council on the results of the action taken under the resolution.

At the 181st meeting of the Social Committee on 15 March, the representative of WHO made a statement, declaring that should governments which had responsibilities toward the survivors of concentration camps wish to request the assistance of WHO concerning health problems relating to their care, such requests would be considered by the organization within the framework of its approved programmes.

The Commission on the Status of Women, which had initiated the study of this question by the Council, also considered the Secretary-General's report at its fifth session, held from 30 April-14 May 1951. Several of its members paid tribute to the progress which had been made, though others regretted that nothing more positive had yet been accomplished for the victims. The Commission took note of the report and the majority of its members expressed appreciation of the initiative taken by the Council.

At its thirteenth session, the Council had before it a second report by the Secretary-General (E/2087) indicating the progress made in implementing resolution 353(XII). It described the consultations with the competent German authorities, with IRO and with WHO, and the steps which the Secretary-General had taken to locate survivors and ascertain their condition and means. He reported that, with the assistance of WHO, the World Medical Association and the International Tracing Service, the Secretariat now possessed the names and, in most cases, the addresses of 237 persons believed to be the survivors of so-called scientific experiments.

The Government of the Federal Republic of Germany, in a letter dated 30 July 1951 (E/2087, Annex H) communicated the text of a decision which it had adopted to the effect that it was prepared, in special cases of need, to afford practical assistance to such surviving victims persecuted on grounds of race, religion, opinions or political convictions as were ineligible for reparation under the compensation laws in force, whether because they lacked residential qualifications or because the time-limit for submission of applications had expired. That Government also stated that victims of experiments who were ineligible for reparation on other grounds should not be denied assistance if their health had been permanently impaired through gross disregard of

human rights. The Government of the Federal Republic of Germany was prepared, on humanitarian grounds, to provide assistance in all cases in which it was required and appeared justified.

In this report, the Secretary-General also made suggestions on the action which the Council might take:

(1) an appeal to the Government of the Federal Republic of Germany to render assistance on the most generous scale possible; (2) an invitation to all governments to assist in investigating individual cases, in particular when the victims resided in their territory; (3) an invitation to the occupying authorities and the German authorities concerned to facilitate the transfer of funds to victims now residing outside Germany; (4) a request to IRO and WHO to continue to assist in their appropriate capacities and (5) a request to the Secretary-General (a) to make available to the Government of the Federal Republic of Germany the information collected concerning the number and nature of the various cases, (b) to co-operate in the investigation of individual cases in order to establish the nature of the damage inflicted and the kind of help to which victims might be entitled and might need, and, (c) without prejudice to these reparation measures, to seek voluntary support and contributions to supplement these measures.

The report was discussed at the 212th and 213th meetings of the Social Committee on 8 and 10 September, and at the 553rd plenary meeting on 15 September 1951.

Also before the Council were: (1) a short report by the Secretary-General on the situation as of 16 July 1951 (E/2051), and (2) a draft resolution by France and the United States (E/L.262).

Discussion in both the Social Committee and the Council centred in this draft resolution. The following were among the points of view expressed:

(1) The urgency of the need for bringing help to the victims was stressed by the representatives of France and the United States, among others, who also felt that although acceptance of responsibility by the Government of the Federal Republic of Germany represented an important step forward, compensation should be paid promptly and on as generous a scale as possible.

(2) The representatives of Belgium and the United Kingdom were among those who emphasized that the victims might not necessarily be only those who had been persecuted on grounds of race, religion, opinions or political convictions, and that it would therefore be a mistake to select particular categories of victims at the expense of others.

(3) The representative of China, supported by the representatives of Belgium, Canada and the

United Kingdom, proposed an oral amendment to the joint draft resolution, to have the Secretary-General invite the Government of the Federal Republic of Germany to inform him of the action taken on the various aspects of the problem. This amendment was accepted by the sponsors of the draft resolution and incorporated.

(4) Though responsibility rested primarily with the Federal Government, the United Nations nevertheless had a moral responsibility to ensure that active measures were taken for the solution of this humanitarian problem. This point of view was expressed by a number of representatives, among them those of Canada, France, Iran and the United States.

(5) Governments in whose territories the victims actually resided should themselves assist those persons; compensation for injuries sustained was a matter to be dealt with in a peace treaty with Germany, according to the representatives of Czechoslovakia, Poland and the USSR.

The French-United States draft resolution (E/L.262) was adopted by the Social Committee, by 12 votes to none, with 3 abstentions, at its 213th meeting on 10 September.

It was adopted by the Council, by 14 votes to none, with 3 abstentions, at its 553rd plenary meeting on 15 September 1951 as resolution 386 (XIII). It read:

"The Economic and Social Council

"1. Notes the report of the Secretary-General concerning the plight of survivors of concentration camps who were the victims of so-called scientific experiments under the Nazi regime;

"2. Welcomes the decision taken by the Government of the Federal Republic of Germany in assuming responsibility for this problem and appeals to that Government to render on the most generous scale possible the assistance which it is undertaking;

"3. Requests the Soviet Control Commission for Germany to reply to the communication from the Secretary-General concerning this problem;

"4. Invites the governments of States Members and non-members of the United Nations, the specialized agencies concerned and voluntary agencies to assist the Government of the Federal Republic of Germany in investigating individual cases of victims of so-called scientific experiments not residing within its territory;

"5. Invites the occupying authorities, through the Allied High Commission for Germany and the German authorities concerned, to give sympathetic consideration to applications for the remittance of funds to victims who are now residents outside Germany;

"6. Requests those agencies responsible for the administration and distribution of reparations funds to continue their efforts to alleviate the plight of victims;

"7. Asks the World Health Organization to continue its valuable assistance in meeting this problem;

"8. Requests the Secretary-General:

"(a) To make available to the Government of the Federal Republic of Germany, as requested in its communication of 30 July 1951, the information collected to date by the Secretary-General concerning the number and nature of the various cases, and to keep that Government supplied with new information as it is received;

"(b) To inform the Government of the Federal Republic of Germany that, in the view of the Council, the investigation and certification of individual claims against that Government is a matter of primary responsibility for that Government;

"(c) To invite the Government of the Federal Republic of Germany to inform him of the action taken with regard to the various aspects of this problem; and

"9. Reminds the Secretary-General and the various governments, agencies and organizations concerned of the need for prompt action and positive measures in meeting this problem."

9. Prisoners of War

The General Assembly at its fifth session (resolution 427(V)) established an Ad Hoc Commission on Prisoners of War to seek a settlement of the question of prisoners taken in the Second World War and not yet repatriated or accounted for.

In accordance with this resolution, the Secretary-General addressed a note, dated 23 February 1951, to governments, requesting information from those still having control over prisoners of war. He called on them to act in conformity with the recognized standards of international conduct and with international agreements and conventions requiring that upon the cessation of active hostilities all prisoners be given, with the least possible delay, unrestricted opportunity of repatriation. To that end, he requested governments to publish and transmit the names of prisoners still held by them, the reasons for and places of detention, as well as the names of prisoners who had died, together with details of their death and burial.

Also in terms of the resolution, the Secretary-General on 4 January 1951 addressed letters to the President of the International Committee of the Red Cross and the Secretary-General of the League of Red Cross Societies, requesting those organizations to proceed jointly in choosing the three members of the Ad Hoc Commission on Prisoners of War. In a reply dated 12 January 1951, the President of the International Committee of the Red Cross stated that while the Committee had done and was doing all in its power to assist in the repatriation of the prisoners of war,

it had at all times to maintain its strictly neutral and impartial position and act only with the full agreement of all of the States concerned. As a number of Member States had opposed the resolution to establish the Commission, the Committee was unable to participate in choosing its members. The Secretary-General, therefore, under the alternative terms of the resolution, named as members of the Commission: Countess Bernadotte, widow of the late United Nations Mediator in Palestine; Mr. J. G. Guerrero, Vice-President of the International Court of Justice; and Mr. Aung Khine, Judge of the High Court of Burma. The Commission held its first session in New York from 30 July-15 August 1951. In view of the special character of the work entrusted to it, it decided to hold its sessions in private (A/AC.46/5).

At its first session, the Commission conducted a preliminary examination of the replies of 48 governments (A/AC.46/1Add.1-7)¹⁷⁶ to the Secretary-General's request for information and decided to request him to ask certain governments for supplementary information. The Governments of Germany and Japan invited the Commission to visit those countries for additional information, but the Commission decided it was preferable to postpone consideration of the invitations until after its second session and after the receipt of further information.

The Commission decided that its essential task was to examine the question of prisoners of war from a purely humanitarian point of view and in close collaboration with the governments directly interested. The Chairman was instructed by the Commission to acquaint all Members and non-members of the United Nations with its conception of the basic character of its task and to invite all governments to co-operate fully with the Commission. The Chairman's letter of 8 August 1951¹⁷⁷ contained suggestions concerning the form of collaboration which might be developed between governments and the Commission. These suggestions included: (a) transmission of any information requested by the Commission from the governments concerned, to help the Commission accomplish its task; (b) transmission to the Commission of any suggestion within the framework of its mission; and (c) the establishment of direct contact with the governments concerned.

The Commission further decided to invite the governments concerned to establish contact with the Ad Hoc Commission with a view to studying jointly what solutions might be adopted and to inform them of the importance it attached to their representation at the second part of its session. The Commission adopted its report, (A/AC.46/5) on 15 August. Its second session was fixed for 21 January 1952.

N. FREEDOM OF INFORMATION

1. Draft Convention on Freedom of Information

At its fifth session, the General Assembly, in resolution 426(V),¹⁷⁸ appointed a committee of fifteen members¹⁷⁹ to prepare a draft Convention on Freedom of Information, taking into consideration the various existing texts and the observations contained in the summary records of the meetings of the Third Committee which had dealt with this question. The texts referred to the Committee on the Draft Convention on Freedom of Information were: the draft Convention on Freedom of Information approved by the United Nations Conference on Freedom of Information¹⁸⁰; the text of the draft Convention on the International Transmission of News and the Right of Correction adopted during the second part of the third session of the General Assembly¹⁸¹ and article 14 of the provisional text of the draft first International Covenant on Human Rights (E/-1371).

The Committee was asked to report to the Council at its thirteenth session and to submit recommendations, in particular with regard to the advisability of convening a conference of plenipotentiaries with a view to the framing and signature of a Convention on Freedom of Information. The Secretary-General was requested to submit to governments for their consideration the report of the Committee and the draft Convention prepared by it. The General Assembly also recommended that the Economic and Social Council consider the Committee's recommendations and the observations of governments at its thirteenth session and, if it thought fit, that it convene a con-

¹⁷⁶ For subsequent replies received during 1951, see A/AC.46/1/Add.8-28.

¹⁷⁷ For text and replies received as of 14 December 1951, see A/AC.46/7.

¹⁷⁸ See Y.U.N. 1950, pp. 546-47.

¹⁷⁹ For Members, see pp. 36-37.

¹⁸⁰ For text, see Y.U.N., 1947-48, pp. 593-95.

¹⁸¹ See Y.U.N., 1948-49, pp. 564-67.

ference of plenipotentiaries to complete and sign the convention.

a. CONSIDERATION BY THE COMMITTEE ON THE DRAFT CONVENTION

The Committee met from 15 January-7 February 1951, and adopted a preamble and nineteen articles of a draft Convention on Freedom of Information (A/AC.42/7), which was transmitted by the Secretary-General to governments for their comments, and, in particular, for their views regarding the convening of a conference of plenipotentiaries. The Committee recommended to the Council that if, as it was to be hoped, the comments of governments allowed of it, a conference should be convened with a view to the framing and opening for signature of a Convention on Freedom of Information.

In the course of its work, the Committee found particular difficulty in reaching an agreed text for article 2 of the draft Convention (containing a list of permissible limitations). It considered, *inter alia*, two amendments (A/AC.42/L.18/Rev.1 & A/AC.42/L.22) which it believed raised serious problems deserving thorough study in the interests of good international relations. It realized, nevertheless, that the manner in which the amendments had been drafted made it impossible to insert them in the draft Convention without opening the door to possible abuse. It therefore requested the Secretary-General to prepare a report on the legal problems raised by the two amendments, with a view to suggesting wording consistent with the form and spirit of the draft Convention. It asked him to transmit this report to the Council at its thirteenth session and to the conference of plenipotentiaries.

While considering the draft Convention, the Committee also adopted a resolution relating to an international code of ethics for information personnel. It considered that those engaged in the profession of information should design such a code aimed at establishing standards of professional conduct for all engaged in the gathering, transmission and dissemination of information and opinions. It further considered that the discussion had made it evident that such a code of ethics would promote the implementation of both the Convention on Freedom of Information and the Convention on the International Transmission of News and the Right of Correction. In view of the fact that, in accordance with Council resolution 306 E (XI),¹⁸² a draft code had been communicated to information enterprises and national

and professional associations for comment and suggestions, and that many of them had indicated their interest in it, the Committee strongly urged the Council to request the Sub-Commission on Freedom of Information and of the Press to complete its work on the draft international code of ethics at the earliest possible date, with a view to its being submitted to an international professional conference for final formulation and acceptance.

b. CONSIDERATION BY THE ECONOMIC AND SOCIAL COUNCIL AT ITS THIRTEENTH SESSION

The report of the Committee on the Draft Convention (A/AC.42/7) was considered by the Council at its thirteenth session, at the 199th to 204th meetings of its Social Committee, from 13—16 August, and at the Council's 531st plenary meeting on 1 September 1951. Observations by eighteen Governments (E/2031 and Add.1-10)¹⁸³ were before the Council, in addition to the legal study concerning the amendments to article 2 of the draft Convention (E/2046 and Add.1), which the Committee on the Draft Convention had requested the Secretary-General to prepare (see above).

The Council did not examine the draft Convention article by article, but discussed at some length the question of convening a conference of plenipotentiaries to revise and open for signature the draft Convention prepared by the Committee.

Some representatives, among them those of Canada, China, Peru and the United Kingdom, expressed the view that the time for a convention on freedom of information had not yet come and that the conference should be called only if its success could be assured. Others, including the representatives of Chile, France, India, Mexico and the Philippines, argued that a large measure of agreement existed; it was also urged by these representatives, as well as by those of Iran and Uruguay, that failure to adopt the Convention would jeopardize the coming into force of the Convention on the International Transmission of News and the Right of Correction, that the adoption of a convention would have great moral force

¹⁸² See Y.U.N. 1950, p. 554.

¹⁸³ Australia, Bolivia, Bulgaria, Burma, Ceylon, Denmark, Hashemite Kingdom of the Jordan, India, Indonesia, Liechtenstein, Monaco, Netherlands, New Zealand, Sweden, USSR, United Kingdom, United States, Yugoslavia.

and that it could serve as a weapon for those who were struggling in defence of freedom of information. On the other hand, it was argued by the representatives of Belgium, Canada, Peru, the United Kingdom and the United States, among others, that the Convention, as drafted by the Committee, was unsatisfactory and tended to restrict rather than promote freedom of information. Special objections were raised by several representatives, including those of Belgium, Canada, Chile, Pakistan, the United States and Uruguay, regarding article 2, which contained a list of permissible limitations, on the ground that it might lead to abuse and restrictions. Another criticism, raised by the representatives of Czechoslovakia, Poland and the USSR, was that the Convention did not contain provisions designed to promote the maintenance and strengthening of international peace and security or for counteracting Nazi and fascist propaganda or combating the spread of false and distorted reports. It was also argued by the representative of Belgium, among others, that the Convention proclaimed principles of freedom of information which were inferior to actual conditions prevailing in several countries. The representative of Canada suggested that agreement should first be reached on the basic principles, which should be incorporated in the appropriate article of the Covenant on Human Rights.

Two possible programmes of action in the field of information which the, United Nations and the specialized agencies, and the United Nations Educational, Scientific and Cultural Organization (UNESCO) in particular, might take, were put forward: one, by the representative of the United States at the 200th meeting of the Social Committee, on 14 August, the other by the representative of France at the 203rd meeting of the Committee on 15 August (E/AC.7/L.104). These, however, were not examined in detail. Further, because the Social Committee had decided not to discuss the Convention article by article, two proposals which sought to amend the draft Convention, by Pakistan (E/AC.7/L.102) and by Uruguay (E/AC.7/L.106), were not acted upon by the Committee.

The Social Committee, however, took action on three other proposals:

The first, a draft resolution by the United States (E/AC.7/L.103), would have the Council appeal to governments to safeguard the rights of foreign correspondents to gather and transmit news.

During the debate on the draft Convention, representatives made charges and counter-charges

that certain countries were violating the principle of freedom of information. The proposal contained in the United States draft resolution was criticized by some representatives, including those of Czechoslovakia, Poland and the USSR, on the grounds that it would serve no useful purpose, as governments would not expel or punish correspondents who carried out their duties properly. Other representatives, including those of Belgium, Canada, Chile, France, India, Iran, Mexico, Peru, the Philippines, Sweden, the United Kingdom and Uruguay, supported the draft resolution on the ground that it was desirable to reaffirm the principle of freedom of information. The draft resolution, with some drafting changes, was adopted, by the Social Committee, by a roll-call vote of 13 to 3. It was adopted by the Council at its 531st plenary meeting on 1 September 1951, by 14 votes to 3, with 1 abstention, as resolution 387 B (XIII) It read:

"The Economic and Social Council,

"Recognizing freedom of information as one of the fundamental freedoms referred to in the Charter, and the high importance accorded in the Universal Declaration of Human Rights to the right to seek, receive and impart information and ideas through any medium, regardless of frontiers,

"Desiring to implement the right of all peoples to be fully informed,

"Conscious of the need of continually stressing the vital importance of safeguarding and developing this essential freedom in order that all peoples may, by freely exchanging information and ideas, come to understand one another, develop friendly relations among themselves and achieve true international co-operation in solving problems of vital concern to all nations,

"1. Views with extreme concern all governmental action aimed at the systematic exclusion of bona fide correspondents, the imposition of arbitrary personal restraints and the infliction of punishments upon such correspondents solely because of their attempts faithfully to perform their duties in gathering and transmitting news;

"2. Urges strongly that personal restraints be removed and sentences imposing arbitrary punishments be revoked; and

"3. Appeals to governments to do all within their power to safeguard the right of correspondents freely and faithfully to gather and transmit news."

The second proposal on which the Council took action, a joint draft resolution by Canada, Peru and the United Kingdom (E/AC.7/L.105), would have the Council decide not to convene a conference of plenipotentiaries, as recommended by the Committee on the Draft Convention, and would inform the General Assembly of this decision.

The joint draft resolution would state, in the preamble, that this action was being taken because the existence of a wide divergence of views concerning the

restrictions and limitations which might legitimately be imposed on freedom of information rendered impossible, for the time being, the conclusion of a generally acceptable convention based on the draft prepared by the Committee on the Draft Convention and on the observations of governments.

The Social Committee rejected, by roll-call vote of 9 votes to 7, with 1 abstention, a French oral amendment, which would add that the decision by the Council not to convene a plenipotentiary conference was being conveyed to the General Assembly "for such action as the General Assembly may deem necessary". A similar proposal was introduced at the 531st plenary meeting of the Council on 1 September 1951, as a joint amendment by Chile, France, India and Mexico (E/L.220), but this was later withdrawn by the sponsors.

The joint draft resolution by Canada, Peru and the United Kingdom was adopted by the Committee after some oral drafting changes by 11 votes to none, with 6 abstentions.

It was adopted by the Council, at its 531st plenary meeting on 1 September 1951, by 10 votes to 1, with 7 abstentions, as resolution 387 A (XIII). It read:

"The Economic and Social Council,

"Having studied the report of the ad hoc Committee appointed by the General Assembly at its fifth session to prepare a draft convention on freedom of information, and the observations of governments thereon,

"Considering the existence of a wide divergence of views on this subject,

"Having decided not to convene a plenipotentiary conference,

"Transmits this decision to the General Assembly together with the records of the discussion which took place at the thirteenth session of the Council on the report of the Committee on the Draft Convention on Freedom of Information."

The third proposal, a joint draft resolution by France, India and Mexico (E/AC.7/L.101), would request the Secretary-General, in pursuance of the recommendation of the Committee on the Draft Convention on Freedom of Information, to convene a conference of plenipotentiaries with a view to framing and opening for signature of a Convention on Freedom of Information. The joint draft resolution was rejected by the Social Committee, on a roll-call vote, by 10 votes to 7.

c. CONSIDERATION BY THE GENERAL ASSEMBLY AT ITS SIXTH SESSION

At its sixth session, the General Assembly considered the question during its discussion of Chapter V (Human Rights) of the report of the Economic and Social Council (A/1884), at the 412th to 417th meetings of its Third Committee, from

30 January-2 February, and at its 373rd and 374th plenary meetings on 4 February 1952. The Assembly considered the Council's decision regarding the future of the Sub-Commission on Freedom of Information and of the Press (see below) as well as the question of the draft Convention.

The Third Committee had before it a joint draft resolution submitted by Chile, Egypt, France, India, Lebanon, Mexico, the Philippines and Yugoslavia (A/C.3/L.227/Rev.1) suggesting that the General Assembly, after expressing regret at having been unable at the sixth session to arrange for a detailed discussion of the problems of freedom of information and especially for a study of the draft Convention, should decide to place the consideration of those problems on the agenda for its seventh session, and to give it priority.

The draft resolution was introduced by the representative of France, who stressed the urgency of questions connected with freedom of information and suggested that a small group of eminent international authorities should be asked to study the situation with regard to the application of freedom of information throughout the world.

The representatives of Afghanistan, Brazil, Canada, Denmark, Ecuador, the Netherlands, Norway, Saudi Arabia, the United Kingdom and the United States indicated their support of the draft resolution, while expressing regret that the Third Committee had been unable, for lack of time, to have an exhaustive discussion at the sixth session of the General Assembly. It was stated by the representative of the Philippines that, if the General Assembly did not take appropriate action at its seventh session, there would be no hope of achieving a convention.

The representatives of Afghanistan, Australia, India, Iraq and Peru, among others, warned against excessive optimism as to the effects of a convention, which, alone, could not provide a solution for the problem of freedom of information. They also pointed to the need for limitations on the exercise of that right. Some representatives, including those of the Byelorussian SSR, Czechoslovakia, Poland, Syria, the Ukrainian SSR, the USSR and Uruguay considered that the draft resolution was unacceptable and that the Committee should request the Council to convene the conference of plenipotentiaries and so carry through the task which had been assigned to it.

Several representatives, including those of Brazil, Ecuador, Saudi Arabia, the United States and Yugoslavia, referred to Council resolution 387 B (XIII), concerning the status of foreign corres-

pendents and strongly supported its recommendation and appeal. Cases of violation of the freedom of the Press were mentioned in that connexion.

The representatives of Australia, Belgium, Canada, China, the Netherlands, the United Kingdom and United States were among those who cited as an example, among others, the case of the American journalist, William Oatis, who, after being accused of espionage, had been imprisoned and sentenced by the Czechoslovak authorities. They maintained that William Oatis had merely been engaged in the normal exercise of his profession of journalist and that his case constituted a flagrant violation of the right of freedom of the Press.

The representative of Czechoslovakia, supported by the representative of the Byelorussian SSR, Poland, the Ukrainian SSR and the USSR, stated that, in the Oatis case, the laws in force in Czechoslovakia had been applied in the regular way; that sentence had been pronounced in strict application of those laws; that the crime of espionage had been amply proved; and that, furthermore, the charges brought against his country constituted gross interference in the domestic affairs of a State Member of the United Nations.

At the end of the general discussion in the Third Committee, the Committee had before it the following amendments to the joint draft resolution (A/C.3/L.227/Rev.1):

(1) An amendment by Ecuador and Uruguay (A/C.3/L.239), to insert a reaffirmation of the Assembly's wish that the exercise of the right of freedom of opinion and expression of thought should be strengthened in all countries.

(2) An amendment by Afghanistan (A/C.3/L.242/Rev.1) to the amendment of Ecuador and Uruguay, to add a reference to the encouragement and observance of the principle of the right of reply and correction.

(3) An amendment by the USSR (A/C.3/L.243) to the amendment of Ecuador and Uruguay, for the addition of a proviso that freedom of speech and of the Press should not be exploited for war propaganda, for the incitement of hatred among the peoples, for racial discrimination and for the dissemination of slanderous rumours.

(4) A joint amendment by Afghanistan, Indonesia, Iraq, Pakistan, Saudi Arabia, Syria and Yemen (A/C.3/L.244) to the amendment of Ecuador and Uruguay, to add at the end of the text a reference to Non-Self-Governing and Trust Territories.

The Committee also had before it:

A joint draft procedural resolution by the Dominican Republic, Egypt, India, Mexico, the Philippines, the United States and Venezuela (A/C.3/L.245), to postpone until the seventh session of the Assembly consideration of the points raised in the amendment by Afghanistan (A/C.3/L.242/Rev.1) and in the amendment by

the USSR (A/C.3/L.243), both of which had been proposed as amendments to the amendment by Ecuador and Uruguay (A/C.3/L.239).

The representative of Afghanistan pointed out that, in the form in which it had been presented, the joint draft procedural resolution did not contain a statement of reasons. A revised text (A/C.3/L.245/Rev.1) was submitted, containing a preamble to the effect that, owing to lack of time, the amendments by Afghanistan and by the USSR could not be given the consideration that they deserved at the sixth session of the Assembly.

The representative of the USSR questioned why two of the amendments submitted to the Committee were mentioned in this text while others were not. The representatives of the Dominican Republic, Egypt, India, Mexico, the Philippines, the United States and Venezuela, however, felt that the joint amendments of Ecuador and Uruguay (A/C.3/L.239) and of Afghanistan, Indonesia, Iraq, Pakistan, Saudi Arabia, Syria and Yemen (A/C.3/L.244) contained only statements of generally accepted principles, and could therefore be adopted by the Committee without any need for a long debate. They considered that only the amendments by Afghanistan and by the USSR should be mentioned in the joint draft procedural resolution (A/C.3/L.245/Rev.1).

The representative of Mexico, however, one of the co-sponsors of the joint draft procedural resolution (A/C.3/L.245/Rev.1), supported by the representative of Egypt, proposed that reference should be made in it to all amendments which had been submitted to the original draft resolution (A/C.3/L.227/Rev.1). A vote was taken by roll-call on the mention of each amendment in the joint draft procedural resolution. Voting was as follows:

(1) Inclusion of a reference to the amendment by Ecuador and Uruguay (A/C.3/L.239) — adopted by 29 votes to 12, with 9 abstentions.

(2) Inclusion of a reference to the joint amendment by Afghanistan, Indonesia, Iraq, Pakistan, Saudi Arabia, Syria and Yemen (A/C.3/L.244)—adopted by 35 votes to 1, with 14 abstentions.

(3) Inclusion of a reference to the amendment by Afghanistan (A/C.3/L.242/Rev.1) to the amendment of Ecuador and Uruguay—adopted by 38 votes to none, with 2 abstentions.

(4) Inclusion of a reference to the amendment by the USSR (A/C.3/L.243) to the amendment by Ecuador and Uruguay—adopted by 36 votes to none, with 14 abstentions.

The joint draft procedural resolution, thus amended (A/C.3/L.245/Rev.1), was approved by the Committee by 37 votes to 1, with 13 abstentions.

By the adoption of this resolution, the Committee decided to refer to the seventh session of the General Assembly the various amendments to the joint draft resolution by Chile, Egypt, France, India, Lebanon, Mexico, the Philippines and Yugoslavia (A/C.3/L.227/Rev.1).

The Committee then adopted, after a series of votes on parts ranging from 45 to none, with 5 abstentions, to 26 to 11, with 12 abstentions, the joint draft resolution as a whole by 38 votes to 5, with 5 abstentions.

At the 373rd plenary meeting of the General Assembly on 4 February, the representatives of Ecuador, Syria and Uruguay opposed postponing consideration of questions of freedom of information as recommended by the Committee.

At its 374th plenary meeting on 4 February 1952, the General Assembly, by 38 votes to 2, with 12 abstentions, and by 44 votes to none, with 9 abstentions, respectively, adopted, as resolution 541 A and B (VI), the two resolutions recommended by the Committee (A/2111 and Corr.1). They read:

A

"The General Assembly,

"Recognizing that the consideration that they deserve cannot be given at the sixth regular session to the contents of documents A/C.3/L.239, A/C.3/L.244, A/C.3/L.242/Rev.1 and A/C.3/L.243,

"Decides to postpone until its seventh regular session consideration of the points raised in those documents relating to questions of freedom of information.

B

"The General Assembly,

"Regretting that the progress of the proceedings at its sixth regular session does not allow it to devote a detailed discussion to the problems of freedom of information, and especially to the study of the draft convention on freedom of information,

"Decides to place consideration of all these problems on the provisional agenda of its seventh regular session for early discussion."

2. Sub-Commission on Freedom of Information and of the Press

The Council also considered the future of the Sub-Commission on Freedom of Information and of the Press. At its twelfth session, at the 466th plenary meeting on 13 March 1951, it decided to defer until its thirteenth session the question of holding a session of the Sub-Commission in 1951.

At its thirteenth session, in reviewing the organization and operation of the Council and its Commissions, the Council, at its 557th plenary meeting on 18 September, decided, *inter alia*, (resolution 414 B I (XIII)) to continue the Sub-Commission on Freedom of Information and of the Press in order to enable it, at a final session convened for this purpose when the Secretary-General was in possession of all the necessary documentation, to complete its work on the draft international code of ethics for journalists.

The Third Committee of the General Assembly also considered this question but made no specific recommendation in this connexion to the Assembly.¹⁸⁴

O. STATUS OF WOMEN

The Commission on the Status of Women, at its fifth session, held from 30 April-14 May 1951, discussed, among other things, the political rights of women; the nationality of married women; the status of women in public law; the status of women in private law; educational opportunities for women; equal pay for equal work for men and women workers; the status of nurses; the problem, of Greek mothers whose children have not been repatriated; the report of the Secretary-General on the plight of survivors of Nazi concentration camps; the participation of women in the work of the United Nations; the report of the Inter-American Commission of Women on its

achievements during the year (E/CN.6/171); communications concerning the status of women; and the programme of future work of the Commission.

The report of the Commission (E/1997 & Corr.1) was discussed by the Economic and Social Council at its thirteenth session, at the 192nd to 197th meetings of its Social Committee, from 6-8 August, and at the 522nd plenary meeting on 27 August 1951. The action of the Commission and the Council on the above items is given below.

¹⁸⁴ See pp. 63-64.

1. Political Rights of Women

The Commission discussed the question of the political rights of women under five headings:

(1) the report of the Secretary-General relating to the political rights of women (A/1342); (2) consideration of a draft convention on the political rights of women; (3) study of information on programmes of political education for women; (4) advisory services for the improvement of the status of women; and (5) information concerning the status of women in Trust Territories.

The Commission had before it the Secretary-General's annual report on constitutions, electoral laws and other legal instruments relating to the franchise of women and their eligibility to public offices and functions (A/1342). The Commission was also informed that since its fourth session the women of Greece had participated in large numbers in the recent municipal elections; and that the new Constitution of Haiti recognized the principle of full political rights for women and provided for the exercise of such rights by women within three years after the next general municipal elections. The Commission expressed appreciation of further progress made in the field of political rights for women but made no recommendation on this point.

The Commission also had before it a draft Convention on the political rights of women (E/CN.6/160), prepared by the Secretary-General as requested by the Commission at its fourth session.¹⁸⁵ Several members of the Commission thought that a convention on political rights for women drawn up under the auspices of the United Nations would constitute the most effective method of promoting those rights in countries which still do not extend full political rights to women. They noted the opinions expressed by members of the Council during its eleventh session,¹⁸⁶ but felt that the Commission should maintain its previous decision on the need for a convention. They emphasized that to obtain satisfactory results it was necessary to utilize all means to promote equality in the enjoyment of political rights.

The Commission proposed that the Council adopt a resolution recommending that a convention on the political rights of women be opened for signature and ratification by Member States and such other States as would be invited by the General Assembly, and proposed a draft Convention to that effect (E/1997). It contained three articles providing that:

(1) women shall be entitled to vote in all elections on the same conditions as men; (2) women shall be

eligible for election to all publicly elected bodies established by national law, on the same conditions as men; (3) women shall be entitled to hold public office and to exercise all public functions established by national law, on the same conditions as men.

The Council discussed this recommendation at the 192nd to 194th meetings of its Social Committee on 6 and 7 August and at its 522nd plenary meeting on 27 August 1951. Most representatives were in favour of the principle of a convention. During the discussion, however, an amendment was introduced by the United States (E/AC.7/L.92 & Rev.1) which sought to have the text of the Convention, as drafted by the Commission, referred first to Member States to allow them an opportunity of expressing their views. Broadly speaking, the United States amendment was supported by the representatives of Belgium, Canada, China, France, India, Peru, Sweden, the United Kingdom and Uruguay. The representatives of Chile, Pakistan and the Philippines, however, felt that, in order to expedite the matter, the draft Convention should be presented directly to the General Assembly at its sixth session. The representatives of Czechoslovakia, Poland and the USSR opposed both suggestions and felt that the draft Convention was neither adequate nor served a useful purpose.

A further amendment by Pakistan (E/AC.7/L.97 & Rev.1) sought to redraft the United States amendment and the representative of the United States withdrew his text in favour of that of Pakistan. This text was adopted by the Social Committee (E/2072), at its 194th meeting on 7 August, and by the Council, at its 522nd plenary meeting on 27 August, by 11 votes to 1, with 5 abstentions.

This resolution, 385 B (XIII), after noting the recommendation of the Commission that a convention on the political rights of women be opened for signature by interested States, and desiring to expedite by every appropriate means, in accordance with General Assembly resolution 56 (I),¹⁸⁷ the extension to women in all countries of equal political rights with men, requested the Secretary-General to circulate to Member Governments the text of the draft Convention for comments and suggestions as to the best manner of giving effect to the principles underlying it. The resolution further requested that such comments and suggestions be sent to the Secretary-General by 1 January 1952, to be made available to the

¹⁸⁵ See Y.U.N., 1950, p. 557.

¹⁸⁶ See Y.U.N., 1950, p. 558.

¹⁸⁷ See Y.U.N., 1946-47, p. 179.

Commission on the Status of Women for consideration at its sixth session.

The Commission also had before it a draft pamphlet on the political education of women (E/CN.6/168) prepared by the Secretary-General in pursuance of Council resolution 304 C (XI).¹⁸⁸ Several members of the Commission commended the draft pamphlet, while others doubted whether, as drafted, it fulfilled the purpose the Commission had envisaged. A draft resolution proposed by the Commission (E/1997), with the addition of a French oral amendment, was adopted by the Council's Social Committee (E/2072) by 13 votes to none with 4 abstentions. The amendment, which was adopted by the Committee by 13 votes to none, with 4 abstentions, provided that the Secretary-General should consult with UNESCO in amending the draft. The amended resolution was adopted by the Council at its 522nd plenary meeting on 27 August, without discussion, by 14 votes to none, with 3 abstentions.

In its resolution (385 C (XIII)), the Council invited the Secretary-General to amend the draft in consultation with UNESCO, taking into account observations made by members of the Commission, to circulate the revised draft to those members, and, having received their comments, to prepare a final text for dissemination on a wide basis. The resolution also suggested to UNESCO that it take this pamphlet into account in preparation of further publications to serve as educational and cultural instruments in preparing women for the proper exercise of their political rights. The pamphlet, as revised, was published in 1951 (ST/SOA/6).¹⁸⁹

In discussing the question of advisory services, members of the Commission emphasized that activities designed to improve the status of women should be included in the United Nations advisory services and training programmes, so that governments might take advantage of experience gained in other countries in the planning of their own campaigns to eliminate discrimination against women. The Commission's recommendation to this effect was adopted unanimously and without discussion by both the Council's Social Committee, at its 193rd meeting on 6 August, and by the Council, at its 522nd plenary meeting on 27 August, (resolution 385 D (XIII)).

It noted that advisory services rendered by the United Nations to governments, on request, might include assistance in the field of human rights without distinction as to race, sex, language or religion,

and that the Secretary-General, in his memorandum (E/1900), had suggested that advisory services in this field might be made available to assist in improving the status of women. It also drew the attention of governments to the provisions for the advisory services programmes so that they might avail themselves of these services for the above purpose.

In considering the status of women in Trust Territories, the Commission had before it a report prepared by the Secretary-General (E/CN.6/163) on the basis of the annual reports submitted by the Administering Authorities. It was agreed by the Commission that the status of women in Trust Territories was generally lower than that of men, and that it might promote the improvement of this situation if women were appointed as members of the Visiting Missions to such Territories. The Commission therefore requested the Council to adopt a resolution inviting Member States to nominate, and the Trusteeship Council to appoint, women to serve as members of Visiting Missions (E/1997).

The Social Committee, at its 193rd meeting on 6 August, by 16 votes to none with 1 abstention, and the Council, at its 522nd plenary meeting on 27 August, unanimously adopted this resolution as resolution 385 E (XIII) with a drafting amendment by the Philippines to provide that the Trusteeship Council be invited to "consider appointing" women to such missions.

2. Nationality of Married Women

The Commission, at its fourth session, had recommended that an international convention on the nationality of married women, embodying certain principles which it had outlined, be drafted as soon as possible. It also recalled that the Council, at its eleventh session, had endorsed this recommendation in resolution 304 D (XI)¹⁹⁰ and had proposed to the International Law Commission that it undertake as soon as possible the drafting of a convention embodying these principles. The International Law Commission had stated that it would undertake this work as soon as possible in connexion with the subject of nationality including statelessness (E/1786).

At its fifth session, the Commission on the Status of Women noted that the drafting of the

¹⁸⁸See Y.U.N., 1950, p. 558.

¹⁸⁹Political Education of Women: U.N.P., Sales No.: 1951.IV.8.

¹⁹⁰See Y.U.N., 1950, p. 559.

proposed convention had not been included in the provisional agenda of the 1951 session of the International Law Commission. In view of the hardships which conflicting nationality laws created for married women, members felt that an early solution of this problem was desirable and it recommended that the Council ask the International Law Commission to undertake to draft this convention in 1952.

The Commission's draft resolution to this effect was considered by the Social Committee at its 193rd and 194th meetings on 6 and 7 August. During the discussion, the Committee was informed that the International Law Commission had decided to put the question of nationality on its 1952 agenda and that a special rapporteur had been appointed to present a report, including the question of the nationality of married women, at the next session of the Commission, to be held in May 1952.

Following consideration of the form of the draft resolution and drafting amendments, the Committee adopted, at its 194th meeting by 14 votes to none, with 3 abstentions, a resolution which was, in turn, adopted by the Council, without discussion, by 14 votes to none, with 3 abstentions, at its 522nd plenary meeting on 27 August.

This resolution (385 F (XIII)) noted with appreciation the fact that the International Law Commission had decided to put the question on its agenda for 1952, and expressed the hope that it would endeavour to complete the drafting of the convention as soon as practicable.

3. Status of Women in Public Law

The Secretary-General submitted to the Commission reports on women in public services and functions (including civil service, jury, military and labour service) in independent countries and in Non-Self-Governing Territories; reports on civil liberties for women; and reports on fiscal laws as they affect women (E/CN.6/156-159).

Discussion in the Commission centred mainly on the subject of women in public services and functions. It was noted that legislation in many countries still discriminated against women—married women in particular—with respect to their employment in the civil service, often debarring them from such employment, or permitting it on a temporary basis only. Some members stated that certain information on which the reports were based was now out of date owing to new laws passed since governments had submitted their

replies to the Questionnaire on the Legal Status and Treatment of Women. A draft resolution recommended by the Commission (see below) would, among other things, have the Council express the hope that those Member States which discriminated against married women with respect to employment in the public services would take steps to remove such discrimination.

The question was discussed by the Council at the 194th meeting of the Social Committee on 7 August and at the 522nd plenary meeting of the Council on 27 August 1951.

In the Social Committee, the representative of India, expressing his support for the draft resolution, proposed an oral amendment. He said that, since it was possible to visualize a situation in which practical difficulties would make it impossible to remove all discrimination in connexion with the employment of married women in public services, the Council should express the hope that Member States would take steps "as far as possible" to remove discrimination. The Indian amendment was adopted without further discussion by 6 votes to 2, with 8 abstentions, but, at the request of the representative of Chile, a separate vote was taken on the paragraph as amended. The paragraph as amended was adopted by 13 votes to 1, with 3 abstentions, by the Committee, which then adopted the amended draft resolution as a whole by 13 votes to none, with 3 abstentions. At its 522nd plenary meeting on 27 August, the Council adopted the resolution by 16 votes to none, with 1 abstention, as its resolution 385 G (XIII).

In this resolution the Council invited Member States to forward to the Secretary-General additional information with respect to women in public services and functions, and to civil liberties for women. It also requested the Secretary-General to prepare a supplementary report for the sixth session of the Commission. The resolution also expressed the hope that the obstacles to the appointment of women to public services and functions which still exist in some countries would be eliminated as soon as possible; and that those Member States which discriminated against married women with respect to employment in the public services would, as far as possible, take steps to remove such discrimination.

4. Status of Women in Private Law

When it considered the status of women in private law, the Commission had before it pre-

liminary reports submitted by the Secretary-General on family law and on property rights and a report on the status of women in Non-Self-Governing Territories (E/CN.6/159, 165 & 166).

Members of the Commission expressed the opinion that these reports showed that discrimination against women continued to exist in the field of private law. They felt, however, that further studies based on replies of Member Governments to parts III and II of the Questionnaire (due by 31 December 1951 and 30 June 1952 respectively) were necessary. The opinion was also expressed that non-governmental organizations should be consulted. Accordingly, the Commission asked the Secretary-General (E/1997) to circulate to non-governmental organizations a list of questions concerning family law and property rights, requesting their advice as to the changes which they considered desirable in existing legislation in order to eliminate discrimination against women. He was asked to circulate the replies to members of the Commission at least two months before the sixth session; to prepare for that session a report, based on the replies of Governments to part III (Family law) of the Questionnaire on the Legal Status and Treatment of Women and supplementary information from other sources; and to prepare a comparative analysis of the information obtained with respect to the matters covered under section I (Personal Relation of Spouses) and section II (Relations between Parents and Children) of Chapter III of the preliminary report of the Secretary-General on the Status of Women in Family Law (E/CN.6/165).

5. Educational Opportunities for Women

The Commission had before it a report prepared by UNESCO (E/CN.6/170), which outlined UNESCO's activities and plans with regard to the education of women, and contained statistical data supplementing that presented to the Commission at its fourth session (E/CN.6/146 & 155). The Commission also heard a statement by the representative of UNESCO, on the programme of work prepared for the UNESCO General Conference in connexion with this subject, including plans for a conference on public education dealing mainly with educational opportunities for women, and a seminar on advancing human rights through education. A statement was also made by the representative of the International Labour Organisation on vocational training for women.

The Commission adopted a resolution expressing its appreciation to UNESCO for its continued assistance in the study of educational opportunities for women and girls. It also noted that UNESCO would include, in its long-term programme on behalf of free and compulsory education, a special study of educational opportunities for women; and that, in its programme of fundamental education, it was making use of techniques designed to overcome the obstacles and prejudices which retard women's education. The Commission then requested the Secretary-General to continue collaboration with the Director-General of UNESCO on those questions and to report to the next session of the Commission on the progress of the UNESCO programmes in so far as they are related to the work of the Commission (E/1997).

6. Equal Pay for Equal Work for Men and Women Workers

The Commission had before it a report prepared by the Secretary-General (E/CN.6/169) summarizing the proceedings of and the action taken by the International Labour Conference at its 33rd session on the question of equal pay for equal work. It also heard the representative of the International Labour Organisation (ILO), who described the action already taken and outlined the further action planned by ILO in this field.

The Commission adopted a resolution regretting that women workers in the majority of countries still suffered discrimination in regard to equal pay for equal work; it noted the valuable work that ILO had already accomplished and its plan to take final action at its 1951 Conference on proposals to implement the principle of equal pay for equal work; and expressed the hope that all elements in the delegations of member States to the International Labour Conference would co-operate so as to give effect to the principle of equal pay for equal work.

The Commission recommended that the Council adopt a resolution which, after recalling the principle of equal rights for men and women embodied in the Charter of the United Nations and in the Universal Declaration of Human Rights, and the terms of Council resolution 121 (VI),¹⁹¹ noted that States members of ILO had undertaken to act promptly on the decisions of the ILO Conference, and urged Member States which are not members of ILO also to take such measures as

¹⁹¹ See Y.U.N., 1947-48, p. 606.

might be required to give effect to the principle of equal pay for equal work.

The Council considered this question at the 194th to 196th meetings of its Social Committee on 7 and 8 August and at its 522nd plenary meeting on 27 August 1951. It was informed by the representative of ILO of the adoption by the International Labour Conference, at its 34th session in June 1951, of a Convention calling in general terms for the implementation of the principle of equal remuneration for men and women workers engaged on work of equal value, and of a supplementary recommendation covering methods of application.

During the discussion, the majority of representatives expressed support for the recommendation of the Commission although they also made certain reservations. The representatives of Poland and the USSR, among others, while expressing their support of the Commission's recommendation, felt that the resolution did not go far enough and that there was a need to prosecute with far greater vigour the introduction of measures for the universal realization of the principle of equal pay for equal work. Representatives discussed at length the terminology used in the Commission's recommendation and a number of drafting amendments were suggested.

The Social Committee voted on only one of these amendments, an amendment by Belgium (E/AC.7/L.99), which would have the Council note the action taken by ILO and especially its adoption of a convention on equal pay for equal work, and would urge Member States to take or "to promote such legislative or other measures" as were necessary to give effect to this principle. In submitting this amendment, which was supported by the representative of Chile, the representative of Belgium expressed the view that governments could not, by legislative measures, make the principle of equal pay obligatory, but that they could be asked to promote such a principle. This amendment was opposed by the representatives of Czechoslovakia, Poland and the USSR, among others, on the ground that the principle should be unequivocally stated and that the proposed change of terminology weakened the draft resolution. The Committee, however, adopted the amendment by 14 votes to none, with 3 abstentions, and the amended draft resolution as a whole by 12 votes to none, with 5 abstentions, at its 196th meeting on 8 August. It was adopted in turn by the Council, at its 522nd plenary meeting on 27

August 1951, by 12 votes to none, with 5 abstentions as resolution 385 H (XIII).

By this resolution, the Council recalled that the principle of equal rights for men and women is embodied in the Charter and the Universal Declaration of Human Rights; that the principle of equal pay for equal work is laid down in the Universal Declaration of Human Rights; that the Council adopted resolution 121 (VI) of 10 March 1948 approving "the principle of equal remuneration for work of equal value for men and women workers".

In the resolution the Council also noted the action taken by ILO, especially the adoption, at its 34th session, of a Convention to give effect to the principle of equal pay for equal work, and noted also that the States members of ILO had undertaken to act promptly on decisions of the International Labour Conference.

The Council urged Member States which are not members of ILO to take or promote such legislative or other measures as may be required to give effect to the principle of equal pay for equal work.

7. Status of Nurses

This item was placed on the agenda of the fifth session of the Commission on the Status of Women at the request of the World Health Organization (WHO), in accordance with article 3 of the Agreement between the United Nations and WHO. The Commission had before it the report of the first session of WHO's Expert Committee on Nursing (E/CN.6/162). The representative of WHO emphasized the importance of raising the status of the nursing profession as a means of improving the status of women generally and stated that WHO was now working on problems in connexion with the recruitment and training of nurses.

The Commission adopted a resolution expressing its thanks to WHO and to its Expert Committee on Nursing for transmitting the report of nurses which it hoped would be given the widest possible publicity. The resolution recorded the belief of the Commission that measures to improve the status of nurses would improve the status of women generally, and it requested the Secretary-General to draw the attention of Member States to the importance of ensuring wider recognition of the professional status of nurses and legal protection for this status. It also recommended to non-

governmental organizations that they give their co-operation to governments and professional associations of nurses for these purposes.

The Council noted the requests and recommendation of the Commission (E/2072) at the 195th meeting of the Social Committee on 7 August 1951 and adopted a United Kingdom proposal that it be placed on record that the Council had no objection to the action proposed in the Commission's resolution.

8. Participation of Women in the Work of the United Nations

The Commission had before it a report by the Secretary-General on the nature and proportion of positions occupied by women and the conditions of employment of women in the United Nations Secretariat (E/CN.6/167).

In the course of the discussion it was observed that the Commission had dealt with the question at previous sessions and that account had been generally taken of the recommendations of the Commission. Discrimination in allowances to women members of the Secretariat, as compared with allowances to men, had been eliminated as a result of new staff rules adopted since the fourth session of the Commission. It was felt, however, that the number of women in policy-making positions in the Secretariat was still too low.

The Commission unanimously adopted a resolution urging the Secretary-General to continue to appoint women to senior positions in the Secretariat of the United Nations as envisaged in Article 8¹⁹² of the Charter and to bring his report up to date for the next session of the Commission. It also requested the Secretary-General to invite the specialized agencies to co-operate by supplying information on the number and proportion of women employed in their secretariats and on qualifications required for professional positions, this information to be presented to the Commission at its next session.

This resolution of the Commission was discussed by the Social Committee of the Economic and Social Council at its 195th meeting on 7 August 1951. Several representatives, among them those of Canada, Sweden and the United States, expressed concern as to the wording of the resolution which they felt might be construed as interference with the discretion of the Secretary-General who, as the chief executive officer of the United Nations, should be free to appoint the best persons avail-

able. This view was not shared by the representative of Chile, who felt that it was the duty of the Council to meet the problem of the participation of women in the Secretariat. The representative of Sweden, who was supported by the representatives of Belgium and France, submitted an oral proposal that the Committee take no action on the draft resolution and this proposal was adopted by the Committee by 9 votes to 5, with 4 abstentions.

9. Problem of Greek Mothers Whose Children Have Not Been Repatriated

A resolution adopted by the Commission at its fourth session on the problem of Greek mothers whose children have not been repatriated was transmitted to the General Assembly by Council resolution 304 H (XI).¹⁹³ The question was not placed on the provisional agenda for the fifth session of the Commission, but was included in the agenda as adopted because members of the Commission wished to be informed of the current position in order to take further action if they thought fit.

The steps which the Secretary-General had taken in implementation of the Commission's resolution, including consultation with the International Red Cross on ways of settling the problem, were outlined.

The Commission adopted a resolution in which it expressed its grave concern for the continuance of the situation and its deep sympathy with the Greek mothers who had been deprived of their children more than three years ago. It affirmed its confidence that the Secretary-General and the Standing Committee established by General Assembly resolution 382 C (V)¹⁹⁴ would submit to the General Assembly the urgent necessity for finding more effective ways for the early return of the Greek children (E/1997).

10. Communications Concerning the Status of Women

In accordance with Council resolution 76 (V) as amended by resolution 304 I (XI)¹⁹⁵ to bring the procedure for dealing with communications

¹⁹² Article 8 provides that "the United Nations shall place no restrictions on the eligibility of men and women to participate in any capacity and under conditions of equality in its principal and subsidiary organs."

¹⁹³ See Y.U.N., 1950, p. 562.

¹⁹⁴ See Y.U.N., 1950, p. 381.

¹⁹⁵ See Y.U.N., 1950, pp. 562-3.

concerning the status of women into line with that governing communications concerning human rights, two lists of such communications, a non-confidential (E/CN.4/CR.4) and a confidential list, were prepared by the Secretary-General. The Commission took note of both lists.

11. Other Matters Considered by the Economic and Social Council

The Council also had before it a draft resolution by the USSR (E/AC.7/L.196) that the Commission should consider, at its next session, the proposal made at the Commission's fifth session by the Women's International Democratic Federation, with a view to preparing recommendations on the action to be taken by the bodies of the United Nations to facilitate the active participation of women in the struggle for peace.

Support for the USSR draft resolution was expressed by the representatives of Czechoslovakia and Poland. Other representatives, including those of Belgium, Chile, China, France, Pakistan, the Philippines, the United Kingdom and the United States, opposed the resolution, and charges and counter-charges were made during the discussion. At the 197th meeting on 8 August, a proposal by

the United States that the Council take no action in respect of the matter was adopted by 14 votes to 3. At the 522nd plenary meeting of the Council on 27 August, however, the representative of the USSR again introduced the draft resolution (E/L.209), when representatives repeated the stand they had taken in the Social Committee. The Council adopted, by roll-call vote of 15 to 3, a proposal by the United Kingdom that no action be taken in the matter. The voting was as follows:

In favour: Belgium, Canada, Chile, China, France, India, Iran, Mexico, Pakistan, Peru, Philippines, Sweden, United Kingdom, United States, Uruguay.

Against: Czechoslovakia, Poland, USSR.

At the same meeting the Council also unanimously adopted resolution 385 A (XIII), in which it formally took note of the report of the Commission.

The Council, by resolution 414 B.I.(g) (XIII) decided that sessions of the Commission should be held once every two years, unless special circumstances should lead the Secretary-General to make other proposals in this respect, providing these proposals were approved by the Council. The General Assembly, however, in resolution 532 (VI) requested the Council to reconsider this resolution with a view to continuing to convene the Commission for one session every year.¹⁹⁶

P. REFUGEES AND STATELESS PERSONS

1. Status of Refugees and Stateless Persons

a. CONVENTION RELATING TO THE STATUS OF REFUGEES

In accordance with General Assembly resolution 429(V) of 14 December 1950, a Conference of Plenipotentiaries met in Geneva from 2-25 July 1951 to consider the draft Convention relating to the Status of Refugees and the draft Protocol relating to the Status of Stateless Persons. The Conference was attended by representatives of the following 26 States: Australia, Austria, Belgium, Brazil, Canada, Colombia, Denmark, Egypt, France, the Federal Republic of Germany, Greece, the Holy See, Iraq, Israel, Italy, Luxembourg, Monaco, the Netherlands, Norway, Sweden, Switzerland (the Swiss delegation also represented Liechtenstein), Turkey, the United Kingdom, the United States, Venezuela and Yugoslavia. Cuba and Iran were represented by observers.

The Conference used as the basis of its discussions the draft Convention relating to the Status of Refugees and the draft Protocol relating to the Status of Stateless Persons prepared by the Ad Hoc Committee on Refugees and Stateless Persons at its second session in August 1950, with the exception of the preamble and article 1 of the draft Convention. The text of the preamble before the Conference was that which was adopted by the Economic and Social Council on 11 August 1950 (319 B II(XI)). The text of article 1, which defines the term "refugee", was that recommended by the General Assembly on 14 December and annexed to resolution 429(V).¹⁹⁷

The final text of the Convention (A/CONF.2/-108),¹⁹⁸ adopted by 24 votes to none, with no abstentions, on 25 July 1951, follows the text of the draft Convention, although certain amendments were introduced.

¹⁹⁶ See p. 65.

¹⁹⁷ For these texts, see Y.U.N. 1950, pp. 369 ff.

¹⁹⁸ U.N.P., Sales No.: 1951.IV.4.

New articles introduced included one providing that refugees will enjoy a treatment at least as favourable as nationals in regard to freedom to practise their religion; another regarding the special position of refugee seamen; and a clause concerning the application of the Convention in federal States. Certain other articles were amended in order to give governments greater freedom in the application of the Convention to cases where considerations of public order and security are involved. Article 1, dealing with the definition of the term "refugee", was also amended, and, in order to facilitate States becoming parties to the Convention, it was provided that reservations should be allowed with certain specified exceptions.

Article 1, on which the Convention is based, reads as follows:

ARTICLE 1

Definition of the Term "Refugee"

A. For the purposes of the present Convention, the term "refugee" shall apply to any person who:

(1) Has been considered a refugee under the Arrangements of 12 May 1926 and 30 June 1928 or under the Conventions of 28 October 1933 and 10 February 1938, the Protocol of 14 September 1939 or the Constitution of the International Refugee Organization;

Decisions of non-eligibility taken by the International Refugee Organization during the period of its activities shall not prevent the status of refugee being accorded to persons who fulfil the conditions of paragraph 2 of this section;

(2) As a result of events occurring before 1 January 1951 and owing to well-founded fear of being persecuted for reasons of race, religion, nationality, membership of a particular social group or political opinion, is outside the country of his nationality and is unable or, owing to such fear, is unwilling to avail himself of the protection of that country; or who, not having a nationality and being outside the country of his former habitual residence as a result of such events, is unable or, owing to such fear, is unwilling to return to it.

In the case of a person who has more than one nationality, the term "the country of his nationality" shall mean each of the countries of which he is a national, and a person shall not be deemed to be lacking the protection of the country of his nationality if, without any valid reason based on well-founded fear, he has not availed himself of the protection of one of the countries of which he is a national.

B. (1) For the purposes of this Convention, the words "events occurring before 1 January 1951" in article 1, section A, shall be understood to mean either

(a) "events occurring in Europe before 1 January 1951"; or

(b) "events occurring in Europe or elsewhere before 1 January 1951";

and each Contracting State shall make a declaration at the time of signature, ratification or accession, specifying

which of these meanings it applies for the purpose of its obligations under this Convention.

(2) Any Contracting State which has adopted alternative (a) may at any time extend its obligations by adopting alternative (b) by means of a notification addressed to the Secretary-General of the United Nations.

C. This Convention shall cease to apply to any person falling under the terms of section A if:

(1) He has voluntarily re-availed himself of the protection of the country of his nationality; or

(2) Having lost his nationality, he voluntarily reacquired it; or

(3) He has acquired a new nationality, and enjoys the protection of the country of his new nationality; or

(4) He has voluntarily re-established himself in the country which he left or outside which he remained owing to fear of persecution; or

(5) He can no longer, because the circumstances in connexion with which he has been recognized as a refugee have ceased to exist, continue to refuse to avail himself of the protection of the country of his nationality;

Provided that this paragraph shall not apply to a refugee falling under section A(1) of this article who is able to invoke compelling reasons arising out of previous persecution for refusing to avail himself of the protection of the country of nationality;

(6) Being a person who has no nationality he is, because the circumstances in connexion with which he has been recognized as a refugee have ceased to exist, able to return to the country of his former habitual residence;

Provided that this paragraph shall not apply to a refugee falling under section A(1) of this article who is able to invoke compelling reasons arising out of previous persecution for refusing to return to the country of his former habitual residence.

D. This Convention shall not apply to persons who are at present receiving from organs or agencies of the United Nations other than the United Nations High Commissioner for Refugees protection or assistance.

When such protection or assistance has ceased for any reason, without the position of such persons being definitively settled in accordance with the relevant resolutions adopted by the General Assembly of the United Nations, these persons shall ipso facto be entitled to the benefits of this Convention.

E. This Convention shall not apply to a person who is recognized by the competent authorities of the country in which he has taken residence as having the rights and obligations which are attached to the possession of the nationality of that country.

F. The provisions of this Convention shall not apply to any person with respect to whom there are serious reasons for considering that:

(a) he has committed a crime against peace, a war crime, or a crime against humanity, as defined in the international instruments drawn up to make provision in respect of such crimes;

(b) he has committed a serious non-political crime outside the country of refuge prior to his admission to that country as a refugee;

(c) he has been guilty of acts contrary to the purposes and principles of the United Nations.

In addition to article 1, chapter I (articles 1-11) deals with general provisions and provides for:

non-discrimination as to race, religion or country of origin; religious freedom, at least to the extent granted to nationals; safeguarding of rights apart from the Convention; equal treatment with aliens unless the Convention contains more favourable provisions, and exemption from legislative reciprocity after three years residence; exemption from exceptional measures which might be taken against the person, property or interests of nationals of a foreign State solely on account of such nationality; recognition of continuity of residence; and sympathetic consideration of the position of refugee seamen. It is further provided that nothing in the Convention shall prevent a contracting State in time of war or other grave and exceptional circumstances from taking provisional measures, in the case of a particular person, essential to the interests of national security. Every refugee, the Convention states, has duties to the country in which he finds himself, which require in particular that he conform to its laws and regulations as well as to measures taken for the maintenance of public order.

Chapter II (articles 12 to 16) pertains to the juridical status of the refugee. It provides, *inter alia*:

that personal status shall be governed by the law of the country of domicile or, if he has no domicile, of the country of residence and that rights previously acquired and dependent on personal status, more particularly rights attaching to marriage, shall be respected; that treatment, as regards the acquisition of movable and immovable property and other rights pertaining thereto and of leases and other contracts relating to such property, shall be at least as favourable as that accorded to aliens generally in the same circumstances; that with respect to artistic rights and industrial property the refugee shall be accorded, in the country in which he has his habitual residence, the same protection as nationals and that other contracting States shall accord him the same protection as the nationals of the country; that the most favourable treatment accorded to nationals of a foreign country, in the same circumstances, shall be accorded to the refugee as regards non-political and non-profitmaking associations and trade unions; and that he shall have free access to the courts of law in the territory of all contracting States. In the State of his habitual residence, he shall further enjoy the same treatment, in this respect, as nationals.

Chapter III (articles 17 to 19) concerns the rights to gainful employment. It provides for:

most favourable treatment with respect to rights given to nationals of a foreign country regarding wage-earning employment and the lifting of any restrictive measures imposed on aliens for the protection of the national labour market if the refugee has completed three years' residence in the country, has a spouse or one or more children possessing the nationality of the country; at least equal treatment with aliens generally with regard to the right to engage on his own account in agriculture, industry, handicrafts and commerce and to establish commercial and industrial companies; and at least equal treatment with aliens generally in practising a liberal profession.

Chapter IV (articles 20 to 24) concerns the welfare of the refugee and provides for:

equal treatment with nationals with respect to rationing systems; public elementary education; public relief and under certain conditions, with respect to labour legislation and social security; at least equal treatment with aliens generally with respect to housing and public education, other than elementary, and particularly as regards access to studies, the recognition of foreign school certificates, diplomas and degrees, the remission of fees and charges and the award of scholarships.

Chapter V (articles 25 to 34) deals with administrative measures.

In addition to articles concerning administrative assistance, freedom of movement, identity papers, fiscal charges, transfer of assets and naturalization, article 28 provides for the issuance of travel documents; article 31 makes provision for freedom from penalties on account of illegal entry or presence, when coming directly from a country where the refugee's life or freedom was threatened, provided the authorities are informed immediately; article 32 sets up safeguards against expulsion or deportation save on the grounds of national security or public order and only pursuant to a decision reached in accordance with due process of law; and article 33 prohibits expulsion or forceable return to the frontiers of territories where the refugee's life or freedom would be threatened.

Chapter VI (articles 35-37) concerns executory and transitory provisions.

Article 35 in this Chapter provides for co-operation of the national authorities of the contracting States with the United Nations, including co-operation in the supervision of the application of the provisions of the Convention by the Office of the High Commissioner for Refugees or any other United Nations agency which might succeed it. Chapter VI also deals with information on national legislation; and the relation of the Convention to previous conventions.

Chapter VII (articles 38 to 46) contains the final clauses.

They concern settlement of disputes; signature, ratification and accession; territorial application clause; federal clause; reservations; entry into force; denunciation; revision; and notifications by the Secretary-General of the United Nations.

The Convention was opened for signature on 28 July 1951. It will come into force on the 90th day following the day of deposit of the sixth instrument of ratification or accession. At the end of 1951 the Convention had been signed by: Austria, Belgium, Colombia, Denmark, the Federal Republic of Germany, Israel, Liechtenstein, Luxembourg, the Netherlands, Norway, Sweden, Switzerland, Turkey, the United Kingdom and Yugoslavia. No instruments of ratification or accession had, at that time, been deposited.

The Conference unanimously adopted a series of recommendations to governments. These concerned:

the issuance and recognition of travel documents; measures for the protection of the refugee's family, especially with a view to maintaining it as a unit and to protecting minors; encouragement and assistance of properly qualified organizations aiding refugees; and continued admittance of refugees still in need of asylum or or resettlement.

The Conference expressed the hope that the Convention would serve as an example and that all nations would use it, as far as possible, as a guide in their treatment of refugees who did not fall within its scope. As regards the draft Protocol relating to the Status of Stateless Persons, the Conference, considering that the subject still required further study, decided not to take a decision on the subject and referred it back to the appropriate United Nations organs for further study.

b. STATELESSNESS AND RELATED PROBLEMS

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

In accordance with the Council's resolution 319 B III (XI), the Secretary-General asked for information from States concerning the Council's recommendations that States should:

(1) include in the arrangements for changes of territorial sovereignty provisions for the avoidance of statelessness; and (2) examine sympathetically applications for naturalization from stateless persons habitually resident in their territory and, if necessary, re-examine their nationality laws with a view to reducing as far as possible the number of cases of statelessness.

Information received from the following was placed before the Council at its twelfth session: Canada, Chile, Ceylon, the Supreme Commander for the Allied Powers in Japan, New Zealand, Ecuador, Greece, Belgium, India, Sweden, Switzerland, Israel, the United States, Pakistan and the United Kingdom (E/1869 and Add.1-14). Replies were later received from: the Union of South Africa, the Hashemite Kingdom of the Jordan, Ireland, Denmark and Argentina (E/1869/Add.15-19). The Secretary-General stated (E/1901) that a full report would be submitted to a later session when adequate information had been received.

The Council discussed the question briefly at the 177th and 178th meetings of its Social Committee on 1 March and at its 467th plenary meeting on 13 March 1951. Since only a limited number of governments had replied the Council decided not to enter into a full discussion of the problem.

On the basis of a United States proposal (E/AC.7/L.82), the Social Committee, at its 178th meeting by 14 votes to 3, with no abstentions,

adopted a resolution (E/1953) which was subsequently adopted by the Council at its 467th plenary meeting by 15 votes to 3, with no abstentions.

By this resolution (352(XII)), the Council deferred further discussion of this subject to its fourteenth session in 1952. It requested the Secretary-General to address another communication to governments, inviting them to submit their observations by 1 November 1951. They were asked to include in their replies not only an analysis of the legal and administrative texts and regulations, but also an analysis of the practical application of these laws and regulations. The Secretary-General was further asked to transmit a consolidated report on the basis of these replies to the Council and to the International Law Commission, which had decided to initiate work on the subject of "nationality, including statelessness".¹⁹⁹

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

The General Assembly, at the 417th meeting of its Third Committee on 2 February 1952, had before it a memorandum by the Secretary-General (A/1913) transmitting a resolution adopted by the United Nations Conference of Plenipotentiaries on the Status of Refugees and Stateless Persons. By this resolution, the Conference had referred the draft Protocol Relating to the Status of Stateless Persons back to the appropriate organs of the United Nations for further study.

The United Kingdom representative, introducing a joint draft resolution (A/C.3/L.241) by Brazil, Pakistan, the United Kingdom and the United States, pointed out that the question involved was complex. Although the Convention relating to the Status of Refugees had been adopted, it would be difficult for some countries to extend the provisions of the Convention to stateless persons who were not covered by the definition of the term "refugee" contained therein. He therefore hoped that the governments of the States concerned would meet and draft practical proposals for submission to the Assembly.

The Third Committee, at its 417th meeting on 2 February 1952, adopted (A/2110) the proposed joint draft resolution by 39 votes to none, with 6 abstentions.

The Assembly at its 373rd meeting on 4 February, by 50 votes to none, with 6 abstentions, adopted the proposal (resolution 539(VI)). It read:

¹⁹⁹ See under International Law Commission.

"The General Assembly,

"Considering that the progress of proceedings at its sixth regular session does not allow it time to devote adequate attention to item 58 of its agenda, entitled "Draft Protocol relating to the Status of Stateless Persons,

"Decides to defer consideration of this item until its seventh regular session."

2. Problems of Assistance to Refugees

a. CONSIDERATION BY THE ECONOMIC AND SOCIAL COUNCIL AT ITS THIRTEENTH SESSION

(1) Report of the International Refugee Organization

The Council considered the Third Annual Report of IRO (E/2005) and heard an oral statement from the Director-General at its 526th plenary meeting on 29 August 1951. In view of the impending termination of the activities of IRO,²⁰⁰ the Council gave particular attention to its report and reviewed the work of the organization throughout the whole period of its operations.

Certain major factors were emphasized in the report and in the statement made by the Director-General. From 1 July 1947 to 31 December 1950, IRO had given assistance of one kind or another to 1,525,643 refugees. It had repatriated 71,695 to their countries of origin, resettled 879,403 to new homes in many parts of the world, and had made rapid progress toward the satisfactory local settlement of a large number of others in countries of asylum.

During 1950, a total of 191,119 persons had been resettled, and the Director-General estimated that another 142,000 refugees would be resettled during 1951. The relaxation of immigration restrictions affecting refugees and the liberalization of selection criteria in Western countries were the major factors in the attainment of the latter two figures.

The year 1950 had been marked by the first major success in resolving the most difficult problem facing IRO—that of finding resettlement opportunities and making suitable permanent arrangements for handicapped, sick and aged refugees in need of institutional care. By the end of 1950, arrangements had been made for more than two thirds of the entire institutional group of some 35,000 persons, and it was anticipated that the remainder of the problem would be solved by the end of the operations of IRO. Some of these refugees had been established in countries of resettlement, while for others suitable per-

manent arrangements had been made in the countries of their residence.

Only 2,917 refugees had chosen to return home in 1950, and 607 of these were overseas Chinese. Repatriation was reported to be a decreasing factor in the organization's work, since most persons desiring to do so had returned to their own countries before IRO had come into existence.

As the work of IRO developed, it had become apparent that, for a certain number of refugees who had valid objections against repatriation and for whom no resettlement opportunities could be found within the lifetime of IRO, the only solution would be local settlement in countries of asylum, under the best possible conditions obtainable. On 1 July 1950, responsibility for the care and maintenance of more than 111,000 refugees in countries of Western Europe, in the Federal Republic of Germany and in Austria had been transferred to local authorities. Most of those who were in the countries of Western Europe had desired to remain where they were, whereas those in the Federal Republic of Germany and Austria had desired resettlement. Efforts toward that end had been continued concurrently with attempts to achieve the most satisfactory conditions of local settlement.

During 1950, IRO had continued to render various other services to the refugees within its mandate. Legal and political protection had been continued both on the general plane and in respect of individual refugees. Care and maintenance had been provided to all refugees in process of resettlement, to those in the institutional "hard core" group, and to unaccompanied children. Health services had been extended to those in IRO camps and on board ships carrying them to countries of resettlement. Throughout the year, the International Tracing Service had continued its endeavours to establish the fate of millions of persons, mostly non-German nationals, who had disappeared during the Second World War.

Throughout 1950, IRO had continued to receive active support from voluntary organizations working on behalf of refugees, as well as from the governments of resettlement countries and countries of residence, both members and non-members of the organization.

At the end of the year, only a small balance of contributions due from member governments had

²⁰⁰ IRO officially terminated its activities on 31 January 1952. For its activities from 1 January 1951-31 January 1952, see under Part Two, The Specialized Agencies.

been outstanding. The General Council had authorized the Director-General to continue the approved operational programmes so long as existing resources permitted and any refugees who required assistance in resettlement and for whom resettlement opportunities could be found were left within the mandate of the organization.

In view of the unique experience acquired by the organization in the processing for resettlement and transportation of refugees, the General Council of IRO, at its sixth session in October 1950, had instructed the Director-General to prepare a comprehensive memorandum describing this experience for use by governments when considering the establishment of machinery to deal with the problem of migration. Member governments of the organization had also used the machinery of IRO, on a reimbursable basis, for the processing and transportation of migrants not eligible for IRO assistance.

The majority of members of the Council expressed appreciation of the work done by IRO in accomplishing the substantial completion of the task. It was suggested by the representatives of Belgium and Mexico that the experience of the specialized staff and the transportation facilities of IRO might profitably be put at the disposal of whatever body would deal with migration of workers from Europe. Some representatives, among them those of Chile and France, paid special tribute to the success of the organization in making suitable arrangements for the permanent care of refugees in the institutional "hard core" group.

On the other hand, the representatives of Czechoslovakia, Poland and the USSR felt that IRO had not carried out its assigned task of repatriating displaced persons to their countries of origin. They complained that IRO itself and the Occupation Authorities of the Western Zones of Germany and Austria had prevented repatriation and had conducted a campaign of recruitment of refugees and displaced persons for cheap labour and armed services in Western capitalist countries. They criticized conditions in camps as well as the treatment accorded by IRO to refugees in the so-called "hard core" category and to unaccompanied children.

The representative of the USSR introduced a draft resolution (E/L.237) to recommend that Members of the United Nations, and in particular the Governments of the United States, the United Kingdom and France, should remove all obstacles to the repatriation of refugees and displaced per-

sons, and should complete such repatriation in 1952. It would further recommend that governments having refugees and displaced persons on their territories, or under their control, should provide the Secretary-General of the United Nations by 1 January 1952 with full information concerning such persons. Finally, it would instruct the Secretary-General to report to the Council at its fourteenth session on the implementation of the "resolution by Members of the United Nations.

The Council rejected this draft resolution by 15 votes to 3 and adopted a draft resolution (E/L.235), proposed by the United States.

Resolution 411 (XIII), adopted by 15 votes to 3, at the Council's 526th plenary meeting on 29 August, recognized the great contribution made by IRO to the alleviation of human suffering, commended IRO upon the substantial completion of its task, and expressed appreciation of the manner in which it had carried out its assigned duties.

(2) Report of the United Nations High Commissioner for Refugees

The Council at its thirteenth session also had before it the report of the United Nations High Commissioner for Refugees to the General Assembly (E/2036 and Corr.1 and Add.1) and comments by the High Commissioner (E/2040) on the question of the establishment of an advisory committee on refugees (see below). It also heard a supplementary statement by the High Commissioner at the 209th meeting of its Social Committee on 3 September.

The Council considered the High Commissioner's report at the 209th to 211th meetings of its Social Committee on 3-5 September and at its 544th plenary meeting on 10 September 1951.

The report by the High Commissioner contained an account of the activities undertaken by the High Commissioner's Office during the first five months, an appraisal of the task to be done, and a note on the Convention relating to the Status of Refugees. It drew attention to the fact that although IRO had settled over a million persons, the problem was by no means solved.

For example, in Western Germany, apart from the nine million expelled persons who were outside the mandate of the High Commissioner, there was a residual group of at least 100,000 displaced persons and refugees together with a further one and a half million refugees from the Eastern Zone of Germany. In Austria, in addition to the 25,000 displaced persons and refugees, there were within the mandate of the High Commissioner another

300,000 expelled persons, about 50,000 of whom were living in camps. In France, asylum had been given to 300,000 refugees and in other European countries there were residual groups amounting to between 20,000 and 80,000 persons. Furthermore, the assimilation of tens of thousands of refugees who had been transported to other countries had not yet reached its final stage.

The situation was further complicated, it was stated, by the fact that new refugees were constantly appearing in the countries of first asylum and that the residual groups from IRO, for the most part, fell into the category of difficult cases and failed to meet the criteria of immigration countries. They therefore needed more care and had to be treated on a more-or-less individual basis.

The High Commissioner stated in his report that, although he had no direct mandate to engage in repatriation and resettlement without the Assembly's approval, he considered it his duty to look for any possibilities of voluntary repatriation or resettlement which would provide a solution for refugees within this mandate. Should this fail, his chief task then must be to assist, where feasible, the local settlement of those refugees within the competence of his Office for whom there were no chances for resettlement, and to promote the complete assimilation of all the refugees who had been resettled.

He estimated that the essential machinery for carrying out the task entrusted to him would consist of a headquarters office at Geneva and eleven field offices situated in the countries where important numbers of refugees were resident. During the period under review, he reported that no funds, public or private, had been given or offered to the High Commissioner's Office. He noted, however, the grant of \$100,000 given by the Rockefeller Foundation to carry out an independent analytical survey of the problems and conditions of refugees under his mandate.

The High Commissioner also referred to the Convention relating to the Status of Refugees adopted by the Conference of Plenipotentiaries held in Geneva in July 1951. Under the Statute of his Office, the High Commissioner was entrusted with the duty of supervising the application of international conventions for the protection of refugees within his mandate. He noted that article 35 of the Convention confirmed this function in respect of the Convention.

In the course of the Council's debate, as well as in his report, the High Commissioner drew attention to the connexion between the problem of

the residual groups of IRO refugees and, in particular, the German refugee problem.

Large numbers of refugees outside the mandate of his Office still existed in countries in Central Europe, he pointed out. As a result, in these countries the prospects of final assimilation of the refugees transferred by IRO were unfavourable.

He referred specifically to the situation in Germany and Austria and to the complications arising out of the problem of the Volksdeutsche refugees. In Austria these refugees were within his mandate and within the scope of the Convention. In Germany, on the other hand, they were not, because they were regarded by the competent authorities as having the rights and obligations attaching to the possession of nationality.

Western Germany, which, before the Second World War, had had a population of 39 million, had now, due to the influx of expelled persons and of refugees from the Eastern Zone of Germany, a population of 47.5 million.

In this connexion, the High Commissioner referred to the report of the United States-German Technical Assistance Commission on the Integration of Refugees in the Federal Republic of Germany, which, he stated, showed that economic assimilation of non-German refugees was not feasible unless the problem of assimilating German refugees was tackled at the same time. The problem, he felt, was so serious that the United Nations could not afford to ignore it. It was not merely a refugee problem; it was the problem of the social and economic stability of Central Europe, and, if not settled soon, could develop into a threat to international peace and security.

Most members of the Council expressed appreciation for the report and the oral supplementary statement. They felt that the points raised by the High Commissioner were of great interest and importance but required further study. Therefore, full discussion of them at this time would not serve any purpose. Some representatives, among them those of Poland and the USSR, stated their intention of voting against the report, as they considered the refugee problem had been artificially created.

On the basis of a proposal by the United States, the Social Committee (E/2114), at its 209th meeting on 3 September, by 12 votes to 3, with 1 abstention, and the Council, at its 544th plenary meeting on 10 September 1951, by the same vote, adopted a resolution (393 A (XIII)) taking note of the report and commending the High Commissioner on the progress made in organizing his Office.

(3) Establishment of an Advisory Committee on Refugees

In discussing the question of the establishment of an advisory committee, at the 209th to 211th meetings of its Social Committee from 3-5 September and at its 544th plenary meeting on 10 September, the Council considered the comments by the High Commissioner (E/2040), drawing attention to the relevant articles of the Statute of his Office. He referred to the statements made during the debate in the Third Committee at the fifth session of the General Assembly, and stated that his experience confirmed the reasons then advanced in favour of the establishment of an advisory committee. He therefore recommended that the Council appoint a committee to advise the High Commissioner, consisting of representatives of States, both Members and non-members of the United Nations, within whose territories considerable numbers of refugees under his mandate were resident, and which had shown particular devotion to the cause of refugees. He further recommended that the committee should be empowered: (1) to co-opt as a member with equal status a representative of any State which had signed or acceded to the Convention and had expressed a desire to collaborate; and (2) to invite to its meetings the representative of any other State if matters particularly affecting its interests were discussed.

The Social Committee at its 209th to 211th meetings on 3-5 September had before it, in addition, a statement by the Secretary-General (E/2040/Add.1) on the financial implications of the proposal. Should the Council establish the committee, the Secretary-General stated, no costs other than those for printing the Committee's report would be incurred by the United Nations and these would be covered in the consolidated appropriation voted by the Assembly for all the official records of the United Nations.

The discussion was primarily concerned with details of the size and composition of the committee. A number of representatives, among them those of Canada and the United States, disagreed with the High Commissioner's request for powers to co-opt additional members, since they felt that the right to invite countries to be represented on the committee should remain with the Council. The Canadian representative also stressed the advisory character of the committee. The representative of France thought that the establishment of the committee should be postponed, but withdrew a proposal to that effect, when it became evident that the majority did not agree. The repre-

sentatives of the USSR and Czechoslovakia opposed any proposal to establish the committee, on the basis that all activities of the High Commissioner's Office were contrary to earlier decisions of the Assembly and were detrimental to both the refugees and their countries of origin.

A Belgian proposal (E/L.245/Rev.1), calling for the immediate establishment of the committee, was subsequently withdrawn in favour of one submitted jointly by the United States and Canada (E/AC7/L.112), which differed only in that it aimed at simplifying the definition of the advisory committee's terms of reference.

The Committee, at its 211th meeting on 5 September, adopted (E/2113) the United States-Canadian text by 8 votes to 3, with 3 abstentions.

The Council, at its 544th plenary meeting on 10 September 1951, adopted it by 11 votes to 3, with 3 abstentions, as resolution 393 B (XIII). By this resolution the Council established the United Nations High Commissioner's Advisory Committee on Refugees to advise the High Commissioner at his request in the exercise of his functions. It further decided that the Committee should be made up of fifteen States, Members and non-members of the United Nations.

At its 562nd plenary meeting on 21 September 1951 the Council designated the following as members of the Committee; Australia, Austria, Belgium, Brazil, Denmark, the Federal Republic of Germany, France, the Holy See, Israel, Italy, Switzerland, Turkey, the United Kingdom, the United States and Venezuela.²⁰¹

b. CONSIDERATION BY THE GENERAL ASSEMBLY AT ITS SIXTH SESSION

The General Assembly considered the question of refugees and assistance to them at the 373rd to 386th meetings of its Third Committee from 2-14 January, and at its 371st plenary meeting on 2 February 1952.

The Assembly had before it the report of the High Commissioner for Refugees (A/2011, also issued previously as E/2036 and Corr.1 and Add.1) which, in addition, included further observations on problems of assistance (E/2036/Add.2 and Corr.1 and 2); a report (A/1948) from the International Refugee Organization (IRO); and a note by the Secretary-General (A/C.3/563) concerning

²⁰¹To the list of representatives appearing on p. 36, the names of the following representatives who served on the Committee should be added: United Kingdom—J. G. S. Beith, United States—Donald Blaisdell (Rapporteur) and Venezuela—Otmario Silva.

a resolution adopted on 6 December 1951 by the United Nations High Commissioner's Advisory Committee on Refugees. This resolution, in general, expressed the Committee's agreement with the High Commissioner's proposals for action (see below).

(1) Report of the United Nations High Commissioner for Refugees

The High Commissioner, in his observations on problems of assistance (A/2011)²⁰² emphasized that unless countries of immigration approached the problems of refugees in a new manner, there was very little chance that a continuation of international machinery for resettlement or migration could solve the difficulties of the residual groups of IRO refugees. Two distinct problems existed: an emergency relief problem affecting refugees in areas where political or economic conditions made it impossible for them to rely on public relief funds or to engage in any economic activity which would permit them to support themselves; and a long-term problem connected with the assimilation of refugees in certain areas.

The emergency relief problem, he stated, was most serious in the Far East where the situation of refugees in Shanghai and in Samar (Philippines) appeared to be hopeless, unless some government was willing to accept full responsibility for them or unless a fund was made available to help them until a permanent solution could be found.

With regard to the long-term assimilation problem, which was particularly difficult in the main areas in Central Europe, a definite programme would have to be initiated if the refugees within the mandate of IRO were to be absorbed into the local economies. The transfer in Central Europe in July 1950 of care and maintenance from IRO to the governments concerned was in the nature of an administrative transfer and provided no firm basis for the integration of refugees into the economic life of the countries.

In conclusion, the High Commissioner, in his report, recommended three lines of action with respect to assisting the refugees:

(a) A limited relief fund should be established which would provide for the basic needs of certain refugee groups, such as those in the Far and Middle East, whose conditions would be desperate after the cessation of IRO emergency relief. The High Commissioner's Office should be able to administer the fund which should also provide for assistance in temporary emergency situations which might arise from the influx of refugees in countries of first asylum.

(b) Long-term plans should be made and methods evolved for financing and implementing economic re-

construction measures calculated to afford to residual groups in some areas possibilities of a normal livelihood. Accordingly, governments and appropriate specialized agencies should be urged to work out in close collaboration with his Office all suitable plans toward that end.

(c) Those States willing to make a further international effort to promote migration should consider the possibility of taking the necessary measures to ensure that refugees within the mandate of his Office would receive a fair share in any opportunities for migration provided.

(2) Report of the International Refugee Organization

In its report to the Assembly (A/1948), IRO stated that at the eighth session of its General Council (October 1951) it had determined that it had sufficient funds available to continue operations until 1 January 1952 and that, if additional assets were realized out of its operations, it might prove possible to assist and to re-establish several thousand more refugees in January and February 1952. The communication stated that the organization had already repatriated and resettled more than a million refugees, and, by the end of 1951, would have made reasonably satisfactory provision for approximately 47,000 refugees and their dependents who, because of age or infirmity, required permanent institutional or other forms of care. However, there would remain a limited number in various areas for whom the problem would not have been satisfactorily resolved: Germany—80,000; Austria—24,000; Italy—24,000; Trieste—7,000, of whom 900 were seriously ill; Greece—4,500; Turkey—300; Spain—500; Portugal—100; Middle East—250; China—5,000 of European Origin; and the Philippines—150.

IRO pointed out that the prospects for these refugees were doubtful either because of the level of economic activity in the countries of their asylum, or because local measures for their relief or care were unavailable or inadequate, or because the refugees were unwelcome on political grounds but were unable to depart.

IRO further estimated that between 1,000 and 1,500 refugees were each month entering Germany, Austria, Turkey, Greece, Trieste and Italy from Eastern European countries, and that the impact of this influx was felt also in nearly every country in Western Europe, where political asylum was an established tradition. This continuous influx, in the opinion of IRO, emphasized the permanent character of the refugee problem. Moreover, the report concluded, the situation of refu-

²⁰² For summary of other aspects covered in the report, see pp. 525-26.

gees coming within the mandate of IRO was rendered precarious by the large numbers of refugees or other persons entering these areas, who, while outside the scope of the competence of IRO, at the same time reduced considerably the opportunities of housing and employment available to refugees under the protection of the organization.

(3) Consideration by the Third Committee

During the general debate at the Committee's 373rd to 380th meetings from 2-9 January 1952, the majority expressed approval of the work already done by the High Commissioner and felt he should be given every assistance. The representatives of the Byelorussian SSR, Czechoslovakia, Poland, the Ukrainian SSR and the USSR, however, opposed in principle the functions and activities vested in the High Commissioner's Office, which they alleged, was averse to the execution of repatriation programmes. This was in conflict with the spirit of earlier Assembly resolutions which had stated that the main task concerning displaced persons was to encourage and assist in every possible way their early return to their countries of origin and that no obstacles were to be placed in the way of the early fulfilment of this task. They again stressed repatriation as the only solution of the refugee problem. The representative of Yugoslavia, while not in complete agreement with this point of view, felt that more attention should have been paid to repatriation and suggested that the High Commissioner should consult with the governments of the refugees' countries of origin with a view to studying the circumstances in which the refugees would be able to return to their countries. He stressed that he was not advocating enforced repatriation.

Concerning the establishment of field offices, which the High Commissioner had visualized as part of the necessary machinery of his Office,²⁰³ the majority agreed that they were necessary to enable him to maintain direct contact with the governments of the refugees' countries of residence, and that it should be left to him to determine the number and size of such offices within the limits of his budget. While recognizing that any discussion of the budget was a matter for the Fifth Committee, the representatives of Canada, Lebanon, Sweden and the United Kingdom, among others, urged that the number and size of the field offices should be kept as low as possible. The representatives of Denmark and the United Kingdom observed that the principle of the establish-

ment of such offices did not require the Third Committee's approval, inasmuch as it arose from the High Commissioner's Statute.

The majority of the Committee also endorsed the High Commissioner's request for authorization to launch an appeal for voluntary contributions for a fund to cope with temporary emergency situations. They stressed, however, that this endorsement did not necessarily constitute a commitment from their governments. The representatives of France and Canada expressed regret that the High Commissioner had not prepared a concrete programme in this respect. The Canadian representative also stated that he could not support the principle of an international programme, in this connexion, without the assurance that national assistance programmes did not and would not suffice. The representative of Yugoslavia stressed that the High Commissioner should accept only voluntary contributions to which no conditions were attached.

The Committee agreed that the refugee problem could not be solved by assistance alone, and that it was necessary also for the United Nations to draw up long-term programmes for the integration of refugees in the economic life of the countries where they reside and to collaborate with States in assuring refugees a place in overseas migration and resettlement plans. The representatives of Australia, Israel and the Netherlands emphasized that it should be remembered that migration alone would not solve the problem either. The Australian representative, in this connexion, pointed out that where the admission of refugees to the receiving countries was concerned, due regard must be paid both to the domestic legislation of such countries and to their economic development. The representative of France, on the other hand, cautioned against concluding that local assimilation was the only solution and thought that migration must be an important consideration. Any attempt to link asylum with naturalization would only create barriers to further immigration in States which had given asylum to large numbers of refugees.

General support was expressed for the Convention relating to the Status of Refugees as representing a decisive step towards the legal protection of refugees.

At the end of the general debate, the Third Committee at its 381st meeting on 9 January had before it three draft resolutions: (1) by Colombia, the Netherlands, the United Kingdom, Uruguay

²⁰³ See p. 526.

and Yugoslavia (A/C.3/L.199); (2) by Colombia, Denmark, Lebanon, the Netherlands, New Zealand, the United Kingdom and Uruguay (A/C.3/L.200); and (3) by the Byelorussian SSR (A/C.3/L.201).

It was decided by a vote of 14 to 10, with 17 abstentions, that the Byelorussian proposal should be discussed and voted on first.

(1) The Byelorussian SSR draft resolution (A/C.3/L.201) would: (a) note the failure of the Governments of the United States, France, the United Kingdom and other countries to implement General Assembly resolution 8(I) of 12 February 1946²⁰⁴ which sought to encourage and assist repatriation; (b) condemn the policy of IRO and the High Commissioner, as designed to substitute for repatriation the forced resettlement of displaced persons in other countries; (c) condemn as incompatible with the principles of the Charter and the accepted practice of international law the alleged attempts by certain Member States, and primarily the United States, to recruit displaced persons for subversive and diversionary activities; (d) recommend the governments of those countries and the governments of the refugees' countries of residence to take steps to implement General Assembly resolution 8(I), so as to complete the repatriation of the refugees during 1952; and (e) propose to Member Governments in whose territories there are refugees and displaced persons to submit to the United Nations Secretariat full information regarding the refugees and displaced persons.

The views embodied in the draft resolution were also expressed by the representatives of Czechoslovakia, Poland, the Ukrainian SSR and the USSR, who supported the Byelorussian SSR draft resolution.

A Syrian amendment to the draft resolution (A/C.3/L.202) proposed to: (a) delete the references to particular governments; (b) add a paragraph noting that the governments of some of the refugees' countries of origin opposed their repatriation or failed to provide them with all the desirable guarantees for their safety; (c) delete the reference to attempts to recruit refugees for subversive activities; (d) replace the reference to 1952 as the time limit for repatriation by the words "within a short time"; and (e) insert an additional paragraph before the final paragraph of the resolution, calling upon the governments of the refugees' countries of origin to facilitate the repatriation of persons who express the desire therefor.

The representative of the Byelorussian SSR said that he could not accept the Syrian amendments, because they weakened the text and represented an attempt to conceal the names of the delinquent States; the amendments were subsequently withdrawn. A number of representatives, among them those of Norway and Sweden, stated that such a resolution was not likely to contribute to a solution of the problem. They and the representatives of the Philippines, Yugoslavia and the United States, among others, felt that the draft resolution

contained expressions of unwarranted censure of IRO and the High Commissioner, and of the States referred to by name, and was designed primarily for propaganda purposes. The representatives of the States alluded to affirmed that their Governments had strictly conformed with the Assembly resolution. The representative of Sweden pointed out that Assembly resolution 8(I) had specifically provided that there should be no enforced repatriation; he stated that it would be inhuman for the governments of countries of residence to supply full information regarding refugees, since it would deeply frighten those who thought such information could hurt their relatives still living in the countries from which they had come.

In paragraph-by-paragraph votes ranging from 38 to 5, with 4 abstentions, to 25 to 8, with 11 abstentions, the draft resolution was rejected at the Committee's 381st meeting on 9 January.

(2) The joint draft resolution by Colombia, the Netherlands, the United Kingdom, Uruguay and Yugoslavia (A/C.3/L.199) would (a) note the High Commissioner's report; (b) express satisfaction at the conclusion of the Convention relating to the Status of Refugees; (c) invite States to become parties to the Convention as soon as possible; and (d) call upon governments to co-operate with the High Commissioner.

During the discussion which followed, the majority expressed their confidence in the High Commissioner and their intention to co-operate with him in carrying out his work. Several representatives, among them the representatives of Denmark and Belgium, stated that their governments had signed or were about to sign the Convention and were taking the necessary steps to secure its ratification. Others, among them the representatives of Australia, Canada, India, the Philippines and Syria, said that they could not invite other States to become parties to the Convention since their own governments had not as yet signed it. The representatives of Czechoslovakia, Poland and the USSR stated their intention of voting against the draft resolution since it endorsed the policy followed by the High Commissioner, which they were not prepared to do.

Following a paragraph-by-paragraph vote, ranging from 35 votes to 5, with 6 abstentions, to 18 votes to 5, with 22 abstentions, the draft resolution was adopted, as a whole, by the Third Committee (A/2084(A)) at its 382nd meeting on 10 January by 25 votes to 5, with 15 abstentions (see below).

²⁰⁴ For text of resolution 8(I), see Y.U.N., 1946-47, pp. 74-5.

(3) The draft resolution by Colombia, Denmark, Lebanon, the Netherlands, New Zealand, the United Kingdom and Uruguay (A/C.3/L.200) would: (a) authorize the High Commissioner to issue an appeal for funds to enable emergency aid to be given to the neediest refugees; (b) recommend that the States, specialized agencies and other intergovernmental agencies concerned pay special attention to the refugee problem when drawing up and executing programmes of economic reconstruction and development and request the High Commissioner to promote activities in that field; and (c) appeal to States interested in migration to give refugees within the High Commissioner's mandate every possible opportunity to participate in and benefit from projects to promote migration.

The majority of the Committee supported the draft resolution as a whole. They also stated their complete agreement with the High Commissioner's wish for authority to issue an appeal for voluntary contributions. The representative of France, in this connexion, warned against any undue optimism as to the results of such an appeal and suggested that it would be useful to have more detailed information on the ultimate use of any funds collected. Those supporting the appeal again stressed that they were doing so on the express understanding that they were in no way committing their governments to contribute to the fund.

The representatives of Canada, the Philippines and the United States were opposed to the appeal on the grounds that there had been already too many appeals to Members for worthy causes and governments would not be able to contribute.

Amendments by Syria (A/C.3/L.207/Rev.3) which would safeguard the principle of repatriation as one of the solutions were accepted by the sponsors. In a separate vote on the specific paragraph, thus amended, a French oral proposal to urge repatriation rather than to place it on equal footing with other solutions was rejected by 21 votes to 17, with 12 abstentions.

Following a paragraph-by-paragraph vote, ranging from 46 to none, with 4 abstentions, to 21 to 17, with 12 abstentions, the draft resolution, incorporating the Syrian amendments, was adopted, as a whole, by 39 votes to 5, with 6 abstentions, at the Committee's 383rd meeting on 10 January 1952 (A/2084(B)) (see below).

(4) Resolution Adopted by the General Assembly

The General Assembly at its 371st plenary meeting on 2 February rejected by 34 votes to 5, with 15 abstentions, the Byelorussian SSR draft resolution which was resubmitted (A/2101) in plenary session. It adopted resolutions A and B as proposed by the Committee (A/2084 and Corr.1) by 28 votes to 5, with 21 abstentions, and by 38 votes to 5, with 2 abstentions, respectively, as resolution 538 (VI). It read:

"The General Assembly

"1. Takes note of part I and part II of the annual report of the United Nations High Commissioner for Refugees submitted through the Economic and Social Council to the General Assembly in accordance with paragraph 11 of the Statute of his office;

"2. Expresses its satisfaction at the conclusion of the Convention relating to the Status of Refugees;

"3. Invites Member States and non-member States which have demonstrated their interest in the solution of the refugee problem to become parties to that Convention as soon as possible;

"4. Reiterates its call upon governments to co-operate with the High Commissioner as recommended in its resolution 428(V) of 14 December 1950.

B

"The General Assembly,

"Taking note of the communication of the General Council of the International Refugee Organization on residual refugee problems and the observations of the United Nations High Commissioner for Refugees contained in his report on the problem of assistance submitted in accordance with resolution 430(V) of 14 December 1950,

"Having noted the serious unsolved problems which in certain areas will face refugees who will not have been repatriated or resettled by the end of the operations of the International Refugee Organization,

"Bearing in mind the urgency of finding solutions for the refugee problem, including the repatriation to their countries of origin of refugees who express the desire to return there,

"1. Authorizes the High Commissioner, under paragraph 10 of the Statute of his Office, to issue an appeal for funds for the purpose of enabling emergency aid to be given to the most needy groups among refugees within his mandate;

"2. Recommends all States directly affected by the refugee problem, as well as the appropriate specialized agencies and other inter-governmental agencies concerned, to pay special attention to this problem when drawing up and executing programmes of economic reconstruction and development; and requests the High Commissioner to contribute to the promotion of activities in this field, paying due regard to the desirability of repatriating to their countries of origin refugees who express the desire to return there;

"3. Appeals to States interested in migration to give to refugees within the mandate of the High Commissioner every possible opportunity to participate in and benefit from projects to promote migration."

(5) Question of "The Refugee in the Post-War World"

The Third Committee, at its 378th to 380th, and 383rd to 386th meetings from 7-9, and 10-14 January 1952, discussed the book *The Refugee in the Post-War World* (A/AC.36/6), which had been compiled by a private group of researchers financed by the Rockefeller Foundation and pub-

lished by the United Nations under an official document symbol.

Several members of the Committee were of the opinion that the book was inaccurate. The representatives of Belgium, Czechoslovakia, Egypt, Iraq, Poland, Syria, and the USSR, among others, felt it was biased. The USSR representative, moreover, thought that it was of a fascist nature and should be condemned. He, as well as the representative of Poland, held that it contained allusions incompatible with the Charter.

The representatives of Czechoslovakia and the USSR, among others, considered that the High Commissioner was responsible for the publication and that, by permitting it to be published under a United Nations symbol, his Office had sanctioned it. Moreover, the representative of the USSR stated, the High Commissioner had exceeded his terms of reference by arranging for and approving the book. The representative of Denmark thought that the problem was one of misunderstanding and that the good faith of the High Commissioner should not be questioned. The representatives of China and Saudi Arabia thought that the United Nations Secretariat, not the High Commissioner, was chiefly responsible for the error.

It was pointed out during the discussion by the Secretary of the Committee that a United Nations symbol did not necessarily imply that the United Nations was responsible for the contents. The purpose of a symbol was merely to ensure distribution through official channels. The present volume had been issued to the members of the Committee for information purposes only.

That steps had to be taken to stop the publication was stressed by the representatives of Czechoslovakia, Egypt, Haiti, Lebanon, Saudi Arabia, Turkey and the USSR. The representatives of Syria and Saudi Arabia also considered that the harm done should be repaired and enquiry made to establish responsibility for it.

The representative of Sweden stated that, in his opinion, the book was a valuable contribution to the study of the subject.

The representatives of Australia and Israel stressed that any action taken should concern only the book's apparent connexion with the United Nations, resulting from the form in which it had been published and the circumstances in which it had been circulated by the United Nations.

The Committee had before it three draft resolutions introduced by: (1) Egypt (A/C.3/L.210); (2) Saudi Arabia (A/C.3/L.212) and (3) Czechoslovakia (A/C.3/L.213).

(1) The Egyptian draft resolution (A/C.3/L.210) proposed that the Third Committee should: (a) note the Secretariat's statement that the work did not constitute a United Nations document; (b) invite the Secretariat to embody its statement in a Press release to which it should give the widest possible dissemination, and to cease all circulation of the work through the United Nations; and (c) consider the incident closed so far as the Third Committee was concerned.

An amendment by Pakistan (A/C.3/L.211) to the Egyptian draft resolution proposed to add a paragraph requesting the Secretariat to insert prominently, in such publications for which the United Nations accepted no responsibility, a notice to that effect. During the debate that amendment was withdrawn by its sponsor, but was taken up again by the representative of Afghanistan.

(2) The Saudi Arabian draft resolution (A/C.3/L.212) proposed that the Third Committee, considering that the book entitled *The Refugee in the Post-War World* and bearing the imprint and a symbol of the United Nations was published without the authorization of the General Assembly or any Member of the United Nations, and contained serious inaccuracies and misrepresentations to which many Members of the United Nations had strongly objected, should decide: (a) that the book should be withdrawn from circulation at once by the Secretariat and the Office of the High Commissioner; (b) that the cover, the flyleaf, the introduction by the High Commissioner and the preface by Mr. Jacques Vernant should be removed from any copies still in the possession of the Secretariat or the High Commissioner for Refugees; (c) that the number of the remaining copies of the book should be accurately counted and disclosed to the Third Committee and that such copies should be impounded after the provisions of sub-paragraph (b) had been carried out; and (d) that a full enquiry should be held and the report thereof be given to the Third Committee as to how the Secretariat came to authorize the publication of the book under the imprint and symbol of the United Nations without the authorization of the General Assembly or of a Member of the United Nations.

(3) The Czechoslovak draft resolution (A/C.3/L.213) proposed that whereas, in accordance with article 2 of the Statute of the office of the High Commissioner, the work of the High Commissioner was to be of an exclusively humanitarian and social character and the High Commissioner was to follow recommendations and instructions given him by the General Assembly or the Economic and Social Council, the Third Committee, having noted the report entitled *The Refugee in the Post-War World*, prepared at the request of the United Nations High Commissioner for Refugees and published in book form at Geneva in December 1951 on behalf of the United Nations under the symbol A/AC.36/6, should: (a) note that many delegations had criticized the contents of the book and the statements contained therein, which did not reflect the views of the General Assembly or the Economic and Social Council; (b) draw the attention of the President of the General Assembly to the book and to the activities of the High Commissioner; and (c) request the President of the General Assembly to take the necessary steps for the immediate withdrawal of the book from circulation.

The High Commissioner made a statement to the effect that the book was the work of an inde-

pendent survey group formed at his request by Mr. Jacques Vernant, Secretary-General of the Centre d'études de politique étrangère in Paris, that it was merely a preliminary report, and that it was clear both from his own introduction to the book and from Mr. Vernant's preface, that Mr. Vernant and his colleagues accepted sole responsibility for the book's contents. He had never asked that it be given a United Nations symbol but he understood that for distribution purposes any document had to be so numbered. He further stressed that all distribution and printing costs had been borne by the Rockefeller Foundation.

The High Commissioner added that he was prepared to issue a Press release stating that the book did not constitute a United Nations document and that neither he nor the Secretary-General was responsible for its contents; that a notice to that effect would be inserted in the copies of the book still available to the Secretariat and the High Commissioner; that, moreover, he would see to it that the final version of the report would be published and distributed independently of the United Nations; and, lastly, that, when preparing the final version, the survey group would be happy to receive and take into consideration any comments or corrections submitted by governments.

Referring to the High Commissioner's statement, the Executive Assistant to the Secretary-General confirmed that the book, for the contents of which neither the High Commissioner nor the Secretariat assumed any responsibility whatever, was not an official document. It had been published as the result of a survey carried out at the High Commissioner's request by independent experts who were alone responsible for it and it was designed to assist governments by clarifying a vast and very complex problem. He added that a Press release to that effect would be issued. He regretted that the work contained passages which had been criticized by certain governments as lacking in objectivity, and said that circulation of the work through the Secretariat would cease immediately.

After these explanatory statements, several representatives expressed the view that it would not be expedient to put the draft resolutions before the Committee to the vote and that it would be better to settle the incident amicably by accepting the assurances given to the Committee that there would be no further connexion between the work and the United Nations.

After a further exchange of views, Haiti and Lebanon submitted a procedural motion (A/C.3/L.214) inviting the Rapporteur:

(a) to include in the Third Committee's report dealing with the refugee question, the undertaking assumed by the High Commissioner and the Secretary-General to take the following action: (1) issue of a Press release stating categorically that the book *The Refugee in the Post-War World* did not constitute a United Nations document and that neither the Secretariat nor the High Commissioner was in any way responsible for its contents; (2) removal of the United Nations seal and symbol from all copies still in the hands of the United Nations; (3) immediate cessation of all circulation of the work through the Secretariat or the High Commissioner; (4) insertion of a notice in the copies of the work still available to the effect that the authors thereof were alone responsible for the ideas and opinions expressed therein; and

(b) to indicate that the Committee expressed itself satisfied with the assurances given by the High Commissioner and the Secretary-General and considered the incident closed so far as the Committee was concerned.

In submitting this proposal, the Lebanese representative pointed out that the undertaking assumed by the representative of the Secretary-General to cease circulation of the book through the United Nations implied the removal of the United Nations seal (the words "Published by the United Nations") and symbol from the remaining copies. He also made it clear that the Press release was to be issued by the Secretary-General of the United Nations, while the High Commissioner would see to the insertion of the notice in the book.

The procedural motion was adopted at the 386th meeting of the Third Committee on 14 January by 22 votes to 10, with 12 abstentions. By a vote of 20 to 13, with 22 abstentions, the Committee decided that, in consequence, it would not vote on the draft resolutions.

The General Assembly, in plenary session, took no further action on this section of the Committee's report.

(6) Budgeting Provisions for the High Commissioner's Office

The Fifth Committee discussed the question of the budget estimates for the Office of the High Commissioner for Refugees at its 311th, 318th, 328th and 329th meetings on 13 and 18 December 1951 and 17 January 1952.

At its 311th meeting on 13 December 1951, the Fifth Committee undertook a provisional examination of the budget estimates for the Office of the High Commissioner for Refugees. The Secretary-General had included in his original estimates (A/1812 and Corr.1) a sum of \$727,100 to cover

the costs of the headquarters of the High Commissioner in Geneva and the branch offices it was proposed to open during the course of 1951 and 1952.

The Advisory Committee had recommended a reduction of \$227,100 in this figure. (For total estimates, including common staff and services and contractual printing costs, see below). In its second report of 1951 (A/1853), it had pointed out the need for a clear definition of the term "administrative expenses" which, under the Statute of the Office of the High Commissioner, were to be borne on the budget of the United Nations, as well as the need to ensure that the activities of branch offices did not extend beyond what was permitted in the Statute and thus become dissimilar in nature from those performed at the headquarters office in Geneva.

Following a general discussion, a provisional estimate of \$500,000 was recommended for approval (A/2022), on the understanding that the estimates would be discussed in detail at a later stage, in the light of any observations on the activities of the High Commissioner's Office which the Third Committee might wish to make.

At its 328th and 329th meetings on 17 January 1952, the Fifth Committee re-examined the budget estimates for the Office of the High Commissioner for Refugees, on the basis of the views expressed in the report (A/2084 and Corr.1) of the Third Committee to the General Assembly (see above).

The High Commissioner emphasized that since 1952 would be the first full year of operation of the Office, it would seem unreasonable to expect the stabilization of the budget on the 1951 figure of \$254,000. The estimates for 1951 had not been based on a full year's operation and, furthermore, took account in some measure of the existence of the International Refugee Organization. He concluded his statement by declaring that, in a spirit of compromise, he would reduce his estimate from a total figure of \$803,000 (including common staff costs, common services and contractual printing at the Office's headquarters—A/C.5/L.125) to \$751,000. The Advisory Committee had recommended a total reduction of \$247,100, \$20,000 of this relating to common staff costs, common services and contractual printing.

During the discussion on the estimates, the need for a definition of administrative and operational expenses in the field of assistance to refugees was emphasized in view of the attitude of some governments that activities of an operational nature should be financed solely on the basis of voluntary

contributions, and also bearing in mind the text of paragraph 20 of the Statute of the Office of the High Commissioner.²⁰⁵

This problem of definition had already arisen in connexion with the preliminary discussion of the estimates, and it was agreed that, in accordance with the request already included in the Fifth Committee's first report to the General Assembly on the 1952 budget estimates (A/2022), the Advisory Committee on Administrative and Budgetary Questions would report on a possible definition at a subsequent session of the General Assembly.

The representatives of Australia and Canada questioned the number and staffing pattern of branch offices, particularly in view of the existence of agencies already dealing with the problem in various countries supported by appropriate national legislation. The High Commissioner explained to the Committee that the justification for branch offices lay primarily in the need for daily contact with various judicial, local, social and other authorities. Branch offices would be engaged in assisting governments, and not in any activities at variance with the policy of those governments.

The opinion that the Office of the High Commissioner for Refugees should be discontinued was shared by the representatives of Poland and the USSR, who stated the opposition of their delegations to any appropriation of funds.

The representative of Canada proposed that the appropriation for the Office of the High Commissioner for Refugees should be established, for the financial year 1952, at \$639,100. The economies, he felt, could be made by reductions in the number of staff in branch offices and in common staff costs, hospitality, temporary assistance and overtime. This proposal, he stated, presupposed an increase in common staff costs (Geneva Office) of \$20,000 as recommended by the Advisory Committee. The High Commissioner, while expressing the view that the figure proposed would involve further sacrifices, accepted it in the hope that his agreement might be followed by a vote of encouragement, demonstrating the desire of the United Nations to support the refugees who placed their hopes in the Organization.

²⁰⁵ The Statute provides that, "The Office of the High Commissioner shall be financed under the budget of the United Nations. Unless the General Assembly subsequently decides otherwise, no expenditure, other than administrative expenditures relating to the functioning of the Office of the High Commissioner, shall be borne on the budget of the United Nations, and all other expenditures relating to the activities of the High Commissioner shall be financed by voluntary contributions".

The Fifth Committee at its 329th meeting on 17 January 1952 approved, by 35 votes to 5, with 5 abstentions, an appropriation of \$639,100 for the Office of the High Commissioner for Refugees and an increase by \$20,000 to a total of \$57,500 in respect of common staff costs for the Office under the section on the United Nations Geneva Office.

The General Assembly at its 357th plenary meeting on 21 December 1951, in approving the United Nations budget for 1952 (resolution 583-

(VI) on the basis of the first report of the Fifth Committee (A/2022), appropriated an amount of \$500,000 for the Office of the High Commissioner for Refugees. It considered the supplementary report of the Fifth Committee (A/2022/Add.1) at its 373rd plenary meeting on 4 February. In approving supplementary amounts for the 1952 budget of the United Nations (resolution 592(VI)), it approved an additional amount of \$139,100 for the High Commissioner's Office and an additional \$20,000 for the United Nations Geneva Office.

Q. SOCIAL ACTIVITIES

1. Planning, Organization and Administration for Social Welfare

a. TRAINING OF SOCIAL WELFARE PERSONNEL

The Economic and Social Council, in resolution 43 (IV), had requested the Secretary-General to study how a long-term welfare training programme of assistance to governments might be developed, and to submit a report to the Social Commission and the Council.

At its seventh session from 19 March-13 April 1951 the Social Commission, therefore, had before it the Secretary-General's report entitled *Training for Social Work: An International Survey (E/CN.5/196/Rev.1)*,²⁰⁶ which provided a detailed description and analysis of the methods of formal training evolved by 46 countries for the professional education of social workers. The Commission also considered the suggestions of governments regarding future national and international action in this field (E/CN.5/227, Corr.1 and Add.1 and 2) and the recommendations of the Secretary-General (E/CN.5/228/Rev.1 and Rev.1/Corr.1) thereon.

The Commission emphasized the need for providing adequate facilities for training personnel for social work, since, without qualified personnel, programmes could not be effectively implemented. It was generally agreed by members of the Commission that, in principle, those engaged in social work should have formal professional training, though it was pointed out that this was not practical in all types of social welfare activity. The importance of the training being of a general character was also emphasized.

The Commission recommended (E/1982) the following principles:

(1) that social work should be a professional function performed by men and women who have been adequately prepared through professional training in social work, both theory and practice, in an appropriate educational institution; (2) that such training, should be of the highest possible quality and should be sufficiently comprehensive to do justice to both the variety and the unity of social work; and (3) that, in order to augment the supply of trained social workers, public authorities should encourage professional training in social work by creating or helping to create permanent educational facilities; by making grants to schools of social work and other appropriate institutions; by promoting scholarships, paid educational leave and opportunities for study and observation; and by creating positions for social workers within the public services.

The Commission also recommended that public authorities and voluntary organizations, in filling vacancies, should give social workers with recognized qualifications preference over other candidates, remuneration commensurate with their responsibilities, and an official status indicative of the value of their work.

As regards international action, the Commission noted that the various types of technical assistance recommended in the Secretary-General's report were already available to governments, but recommended that the Secretary-General should be asked to undertake certain additional projects (see below).

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

The Commission's recommendations were considered by the Council at the 184th meeting of its Social Committee on 31 July and at its 494th plenary meeting on 9 August 1951. During the discussion the majority supported these recommendations, though the representatives of India

²⁰⁶ U.N.P., Sales No.: 1950, IV. 11.

and Pakistan thought that more emphasis should have been placed on the social work required in rural areas. The representative of Canada explained that he would have to abstain from voting on the Commission's draft resolution, since, under the Canadian Constitution, the question fell within the exclusive competence of the Provinces. The United Kingdom representative called attention to the fact that, while the growth of the concept of a proper professional status for social workers was gratifying, there also existed, as in his own country, a strong tradition of unpaid community welfare service.

The draft resolution proposed by the Social Commission was adopted by the Social Committee (E/2065) by 16 votes to none, with 1 abstention, and by the Council by 17 votes to none, with 1 abstention.

In this resolution (390 B (XIII)), the Council recommended that Members give due attention to the principles adopted by the Social Commission and asked the Secretary-General:

"(a) To formulate, in co-operation with the inter-governmental organizations concerned, and in consultation with the competent non-governmental organizations, minimum standards for the training of social workers, and to report thereon to the Social Commission;

"(b) To compile a glossary of social welfare terms and produce an international bibliography on social welfare training, in consultation with the inter-governmental organizations and the non-governmental organizations concerned; and

"(c) To submit to the Social Commission every four years a report indicating significant developments in social work training and a revised directory of schools of social work."

During the General Assembly's discussion in its Third Committee of Chapter IV (Social Questions) of the Council's report (A/1884), the representative of Czechoslovakia stressed that training for social work must be placed on a sound economic basis. Generally speaking, he stated, unless a country's social policy was an integral part of its general economic policy, it ran the risk of merely being a charity run by the State. The representatives of Belgium and France stressed the need of establishing an official title more precise than "Social Worker" and of according that title legal protection.

By the end of 1951, a study of in-service training of social welfare personnel had been prepared for the Commission's consideration at its next session; a study of training of social welfare personnel for under-developed areas was being prepared; and plans for the formulation of standards for the training of social workers were under way.

b. METHODS OF SOCIAL WELFARE ADMINISTRATION

The Council, in resolution 43 (IV), had also requested a study of methods of social welfare administration in the various countries, the aim of which was to provide governments and United Nations experts and fellows with useful documentation on the subject.

The Commission had before it the Secretary-General's report on this subject (E/CN.5/224)²⁰⁷ which contained monographs on the administrative organization of social welfare in 30 countries and general conclusions emerging from these monographs. The Secretary-General also submitted recommendations (E/CN.5/229) as to which questions, in his opinion, required action by the Commission.

The Commission considered that the Secretary-General, when conducting technical studies and when furnishing experts to countries, should place special emphasis on adequate administrative organization, since such organization was essential to the implementation of social policy. The United Nations, it stated, should also aim to promote the continued training of social welfare administrators and civil servants.

The draft resolution proposed by the Social Commission (E/1982) was unanimously adopted without change by the Council at the 184th meeting of its Social Committee (E/2065) on 31 July and at its 494th plenary meeting on 9 August 1951.

Resolution 390 C (XIII) requested the Secretary-General:

(1) to submit to the Commission every four years a periodic summary of developments in planning, organization and administration of social services; (2) to give due attention to questions of organization, financing and staffing when conducting studies of a technical nature; and (3) to instruct consultants to consider the administrative and organizational structure of the country to which assistance is rendered.

c. COMMUNITY WELFARE CENTRES

The Commission, at its seventh session, had before it two papers, submitted by the United States (E/CN.5/L.118) and by the Secretariat (E/CN.5/244), on the use of community welfare centres as effective instruments in the promotion of economic and social progress.

There was some difference of opinion in the Commission as to whether enough information

²⁰⁷ U.N.P., Sales No.: 1950. IV. 10.

was currently available on which to base general principles and prepare a plan of action to assist in the development of community welfare centres. It was agreed, however, that the experience gained in various countries showed that it would be useful to have full information on such centres.

The draft resolution proposed by the Commission (E/1982) was unanimously adopted, with minor drafting changes, by the Council at the 184th meeting of its Social Committee (E/2056) on 31 July and at its 494th plenary meeting on 9 August 1951.

By resolution 390 D (XIII), the Council recognized that the experience gained in several countries indicated the value of both urban and rural community welfare centres and that it would be an advantage to have full information on this experience assembled and made available to Member States asking for it. It asked the Secretary-General, in co-operation with the specialized agencies and non-governmental organizations, and with the assistance of governments on whose territories such experience has been gained, to compile full documentation on the varying objectives and scope of such centres, the methods used in establishing and operating them and the success achieved and difficulties encountered. This documentation was to be put at the disposal of governments requesting it.

The Secretary-General was also asked to indicate to governments the various kinds of technical assistance open to them through such sources as the Technical Assistance Board, the projects of the specialized agencies, and the provisions of General Assembly resolution 418(V)²⁰⁸. He was asked to submit a full report to the Social Commission so that it might determine some general principles underlying successful techniques, and to ask the Technical Assistance Board, meanwhile, to consider sympathetically applications from governments in this field.

Finally, the Council recommended that the specialized agencies co-operate with the United Nations and other organizations concerned in the development of such centres.

The Secretary-General, in a letter to Member Governments on 8 November 1951, outlined the kind of material needed for the preparation of his report and invited them to submit the information before 31 March 1952. Similar letters were sent to twenty non-member States, twelve intergovernmental organizations and 55 international non-governmental organizations.

An informal meeting was held with the representatives of some of the specialized agencies in Geneva on 14 August 1951 to achieve closer co-operation. Further individual consultations were held with the agencies during the last quarter of 1951.

The first field survey to examine welfare centres was planned for the summer of 1952 in the Caribbean region and Mexico. Similar field investigations were planned for a selected number of countries in the Near East in 1953 and later in South-East Asia.

An inter-departmental Working Party on Community Organization and Development was established in the Secretariat in the summer of 1951, to evaluate requests for technical assistance in this field; prepare programmes, seminars and training courses; select experts and fellows; and review the progress of the project.

The Secretariat has prepared a "Sample list of Community Welfare Centres and Community Development Projects". This provides a brief description of the work of 79 centres in 41 countries or territories.

Preparations were also being made to hold a series of seminars and training courses in 1952 and 1953.

2. Social Defence

a. PREVENTION OF CRIME AND TREATMENT OF OFFENDERS

(1) Probation and Related Measures

The Commission, at its seventh session in March-April 1951, had before it the comprehensive survey, Probation and Related Measures (E/CN.5/230)²⁰⁹ requested in Council resolution 155 B (VII); the report of the second session of the International Group of Experts on the Prevention of Crime and the Treatment of Offenders (E/CN.5/231 and Corr.1), convened by the Secretary-General in December 1950 in accordance with Council resolution 243 F (IX); and the recommendations of the Secretary-General with regard to the future action of the United Nations in this field (E/CN.5/232).

The scope of the survey on Probation and Related Measures was confined to:

(1) an attempt to define the characteristic and essential features of the probation system and measures

²⁰⁸This resolution provided for advisory social welfare services to governments requesting them.

²⁰⁹U.N.P., Sales No.: 1951. IV. 2.

related to it; (2) an analysis of the historical origins, development, and geographical diffusion of probation and related measures; (3) an exposition of probation legislation and practice in six selected countries; and (4) a comparative and critical analysis of probation legislation and practice.

The Group of Experts, at its second session, considered three studies prepared by the Secretariat on probation and related measures (E/CN.5/AC.4/L.2), on criminal statistics (E/CN.5/AC.4/L.3)²¹⁰ and on detention of adults prior to sentence (E/CN.5/AC.4/L.11), and submitted recommendations for United Nations action on these matters.

With respect to probation and related measures, the Experts considered (E/CN.5/231):

(1) that the United Nations should promote and encourage the adoption and development of probation as a humane and effective method for the treatment of offenders and as a method by which the prevalent abuse of prison sentences, in particular short-term imprisonment, can be effectively avoided; (2) that it was not expedient to propose standard minimum rules with respect to probation and therefore certain principles, which the Experts recommended might be adhered to; (3) that technical assistance with respect to probation (seminars, technical consultants, fellowships) was highly desirable; (4) that the comprehensive study, Probation and Related Measures, and an abridged version of it should be published, as well as a short pamphlet for general information and propaganda purposes; and (5) that complementary studies might be undertaken on experimental projects in the field of probation, on the methods and practical results of probation, and on the financial aspects of the organization of the system.

With respect to the detention of adults prior to sentence, the Group of Experts recommended (E/CN.5/231) that modifications should be made in the relevant articles of the draft International Convention on Human Rights,²¹¹ *inter alia*:

(1) to emphasize more clearly the necessity of prohibiting the use of inhuman methods of examination during criminal proceedings; (2) to make arrest impossible unless by order of a judicial authority; (3) to ensure that the accused shall not remain in police custody before trial and that anyone held for trial shall be presumed innocent until proved guilty according to law; (4) to ensure that the accused may challenge all charges and examine all evidence; and (5) to ensure the separation of persons held for trial from convicted persons.

The Experts recommended, moreover, that the United Nations, in collaboration with the International Penal and Penitentiary Commission (IPPC)²¹² should further elaborate the draft rules being prepared by the IPPC concerning the treatment of adult offenders accused or held for trial. It should also undertake, with the assistance of international and national organizations, a general and objective study of the concrete problems

raised by the practical application of the present system for the detention of adults prior to sentence"

During the Commission's discussions, the importance and advantages of probation as a method for the prevention of crime and the treatment of offenders were stressed. Some representatives felt that the success achieved in this field justified a recommendation to governments to study the probation system with a view to its adoption and urged the need for furnishing governments with precise information on methods of procedure and results obtained in various countries. This information, they considered, was particularly desirable since probation was often considered as a sign of weakness. Several members of the Commission felt that the success of the probation system largely depended on the type of officers applying it. The attention of governments, they considered, should be drawn to the various types of technical assistance available from the United Nations, with a view to developing the probation system.

The representative of the International Association of Criminal Law and the International Bureau for the Unification of Criminal Law stated that criminologists recommended probation as a method of treatment of offenders and that the organizations he represented were ready to collaborate in studying the system and ways and means of applying it.

The majority of the Commission endorsed the view expressed by the representative of the United States that the abridged version of the comprehensive survey and the short pamphlet suggested by the Experts should be combined in one publication.

At the request of the representative of the USSR, who maintained that probation was solely within the competence of the State concerned, the draft resolution proposed by the Secretary-General (E/CN.5/232) was formally put to vote. It was adopted by 16 votes to 2.

By this resolution the Commission (E/1982) called upon the Secretary-General:

(1) to proceed with the formulation of recommendations of principle in the field of probation, giving due regard to the recommendations of principle formu-

²¹⁰ For recommendations on criminal statistics, see below.

²¹¹ Articles 4, 6, 7 and 10.

²¹² By resolution 415(V), the General Assembly approved the integration of the IPPC within the framework of the United Nations. See Y.U.N., 1950, pp. 654-56. See also p. 540.

lated by the Experts; (2) to give special attention to the wide dissemination of authoritative information with respect to probation and related measures; (3) to take the necessary steps to ensure the most extensive and most effective utilization of the United Nations technical assistance programme towards the development of national probation and related services; and (4) to proceed with study and research on the subject.

The Chairman noted that, since the recommendations of the Experts relating to the detention of adults prior to sentence were addressed to the Secretary-General, the Social Commission was not called upon to deal with them at its seventh session.

The Commission also submitted to the Council a draft resolution (E/1982) which was adopted at the Council's thirteenth session by 13 votes to none, with 4 abstentions, at the 184th meeting of its Social Committee (E/2065) on 31 July, and by 14 votes to none, with 4 abstentions, at its 494th plenary meeting on 9 August 1951.

By this resolution (390 E (XIII)), the Council expressed its belief that probation was a humane and effective method for the treatment of offenders, as well as a method by means of which terms of imprisonment, and in particular, short-term imprisonment, could be effectively avoided. It urged all governments to give favourable consideration to the adoption and development of probation as a major instrument of policy, and, calling the attention of governments to the wide range of existing United Nations facilities for technical assistance, urged their maximum utilization.

(2) Criminal Statistics²¹³

The Commission had before it at its seventh session three documents on the subject of criminal statistics: a "Statistical Report on the State of Crime" covering 37 countries, for the period 1937-1946 (E/CN.5/204), prepared by the Secretary-General in accordance with Council resolution 155B (VII) on the Social Commission's work programme; the report of the International Group of Experts (E/CN.5/231); and a further report by the Secretary-General on this question (E/CN.5/233).

The Group of Experts recommended (E/CN.5/231) that the United Nations should:

(1) collect and publish criminal statistics; (2) prepare a standard classification of offences; and (3) undertake a survey of national criminal statistics and the preparation of a manual or handbook which would suggest minimum standards for the collection, analysis and presentation of criminal statistics at various stages.

The Secretary-General in his report (E/CN.5/233) summarized the work accomplished. The

compilation of the statistical report on the state of crime had shown the need to develop improved procedures for compiling and publishing criminal statistics, with a view both to attaining international comparability and to assisting Member countries in evaluating their programmes and policy for dealing with crime. The topic, he considered, had changed from a social study employing statistical procedures to a question of establishing improved statistical standards and services in this field. Accordingly, he suggested that the Statistical Commission be asked to assume primary responsibility for further action on this subject, with the assistance of the Social Commission in regard to any technical criminological questions.

Various members of the Commission felt that the Social Commission, rather than the Statistical Commission, as proposed by the Secretary-General, should retain the main responsibility for work in this field.

The Commission adopted a resolution in which it concurred in the analysis made by the Experts that there were three major aspects of the problem, for example, survey of national criminal statistics and preparation of a manual; standard classification of offences; and criminal statistics to be published by the United Nations. It agreed that the formulation of a standard classification of offences and the standardization of criminal statistics was a task for experts and that such a task would inevitably occupy considerable time. The Commission also recommended a draft resolution,²¹⁴ which was adopted by the Council by 14 votes to 3 at the 184th meeting of its Social Committee (E/2065) on 31 July, and by 15 votes to 3 at its 494th plenary meeting on 9 August.

In this resolution (390 F (XIII)), the Council asked the Secretary-General, with the assistance of available expert advice, to undertake the following study and to report periodically to the Statistical and Social Commissions on this study:

"(a) As a first step, to undertake a survey and analysis of national statistics on crime with a view to the preparation of a manual which would suggest minimum standards for the collection, analysis and presentation of criminal statistics, to assist governments in the improvement of their national statistics. Such a survey should concentrate on three kinds of data:

"(i) Statistics which can be used to measure the incidence and the trend of criminality in a given jurisdiction,

²¹³ See also p. 450.

²¹⁴ The Statistical Commission at its sixth session (E/1994) approved this resolution and stated its willingness to co-operate with the Social Commission in this work.

"(ii) Statistics which would give the number and types of offenders dealt with by the judicial authorities, and

"(iii) Statistics on the types of treatment or punishments employed by different countries;

"(b) To explore the possibility of achieving an agreed definition of the three following offences, in order to determine the practicability of an ultimate compilation of comparable international criminal statistics:

"(i) Criminal homicide,

"(ii) Aggravated assault,

"(iii) Robbery and burglary."

(3) Transfer to the **United Nations** of the **Functions of the International Penal and Penitentiary Commission**

Following the General Assembly's resolution 415(V)²¹⁵ providing for the transfer to the United Nations of the functions of the IPPC, the Economic and Social Council at its twelfth session (resolution 357(XII)) invited Members of the United Nations and States not Members of the United Nations but members of the IPPC to appoint expert representatives to exercise the functions provided in the plan of transfer.

The Council's resolution was adopted at the 178th meeting of its Social Committee (E/1934) by 14 votes to 3, and at its 467th plenary meeting on 13 March 1951 by 15 votes to 3. The Secretary-General transmitted the invitation to governments on 31 May 1951.

During 1951, the Secretary-General, in consultation with the Secretary-General of the IPPC, made arrangements for the transfer of the functions of the IPPC and of its library and archives. This was carried out in stages during the year and was completed by 31 December 1951. The United Nations Library in Geneva recorded and classified the works received from Berne and the archives were deposited at United Nations Headquarters in New York. In order to avoid any break in continuity between the work of the IPPC and of the United Nations, a member of the Secretariat attended part of the last session of the IPPC in July 1951 and arrangements were made to ensure that unfinished IPPC studies should be continued by the United Nations.

(4) Activities Undertaken **during** 1951

A comprehensive study on the practical results of probation and the financial aspects of its organization was begun in 1951, and plans were made to hold a seminar in London in 1952, to examine these matters.

Work was begun on a preliminary survey of national statistics on crime. All the statistics available to the Secretariat were examined and 20

countries selected for a more detailed study of their national statistics.

In July 1951, at its last meeting, the IPPC adopted draft standard minimum rules for the treatment of prisoners. The draft was submitted for comments to governments, competent organizations and the various United Nations services concerned.

Work was begun on studies concerning (1) detention of adults prior to sentence; (2) parole and after care; and (3) the indeterminate sentence and other measures designed for adapting the duration of treatment in correctional or penal institutions to the needs of the individual offender and to the protection of society. Studies begun by the IPPC on open penal and correctional institutions and on habitual delinquents and recidivists were, as a result of the transfer, taken over by the United Nations. Detailed monographs on the treatment of juvenile delinquents in specific countries were completed. Based on these monographs and on replies of governments to a questionnaire on juvenile delinquency, regional studies were begun to compare the systems and methods currently in use in the principal regions of the world.

On the invitation of the Government of Belgium, and in collaboration with the World Health Organization, a European seminar was held in Brussels from 3-15 December 1951 to discuss the medical, psychiatric and social examination of offenders. Some 83 representatives from 18 countries took part. Reports from each of the participating governments on the methods employed in the respective countries for dealing with the scientific examination of offenders were circulated. During the seminar, five visits were made to penal institutions and particularly to anthropological prison services.

The first issue of the *International Review on the Prevention of Crime and the Treatment of Offenders* was prepared for publication in 1952. It was concerned primarily with international activities relating to the prevention of crime and treatment of offenders and contained a bibliography of periodical literature.

b. **TRAFFIC IN PERSONS**

(1) Invitations to Non-Member States to Become Parties to the Convention for the Suppression of the Traffic in Persons and of the Exploitation of the Prostitution of Others

This Convention, designed to supersede the earlier instruments concluded in this field, was

²¹⁵ See Y.U.N.. 1950, pp. 655-56.

approved by the General Assembly on 2 December 1949 in resolution 317(IV)²¹⁶ and entered into force on 25 July 1951.

Article 23 of the Convention provides that it shall be open for signature or accession on behalf of any Member of the United Nations and also on behalf of any other State to which an invitation has been addressed by the Economic and Social Council.

The Council, at its thirteenth session at its 513th plenary meeting on 22 August 1951, had before it a draft resolution by the Secretary-General (E/2009) on the question of invitations to non-member States to become parties to this Convention. The Council unanimously adopted this draft resolution, with a slight amendment, as resolution 392(XIII).

By it, the Council requested the Secretary-General to despatch invitations to each non-member State which is, or hereafter becomes, a member of 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.

(2) Questionnaire Relating to the Suppression of the Traffic in Persons and of the Exploitation of the Prostitution of Others

The Social Commission, at its seventh session in March-April 1951, gave detailed consideration to a draft questionnaire (E/CN.5/234) prepared by the Secretary-General with the help of interested governments, specialized agencies and non-governmental organizations. The draft was a revised version of the questionnaire, which had been adopted by the League of Nations in 1938. Its revision was considered necessary in the light of post-war developments in social and economic conditions and in order that it should conform more closely with the terms of the Convention for the Suppression of the Traffic in Persons and of the Exploitation of the Prostitution of Others.

Various comments and suggestions were made on the draft questionnaire by members of the Commission and a revised draft (E/CN.5/L.150) was prepared by a sub-committee, composed of the representatives of Bolivia, France, Israel and the United Kingdom. It was adopted by the Commission with minor drafting amendments (E/1982/Annex II).

The representatives of the Byelorussian SSR and the USSR explained that they had abstained because no traffic in persons or prostitution existed in their countries.

The questionnaire contained questions relating to increases or decreases in the traffic in persons and prostitution during the period under review and the reasons for such changes, as well as the social origin and background of victims; licensed or recognized brothels; registration; unlicensed and unrecognized prostitution; abolition of licensed recognized or registered prostitution; measures relating to venereal diseases; the extent to which women police and public services are engaged in the prevention of prostitution and in assisting its victims; collaboration between public authorities and private organizations; convictions; cases of international traffic; exclusion, repatriation, extradition, expulsion or deportation; communications between central authorities; new measures; and observations and suggestions on special problems and on the contents of the questionnaire.

By the end of 1951 the revised questionnaire had been transmitted to all Member States and to non-member States parties to the Convention in force. A preliminary study of the existing situation with regard to traffic in persons and to the exploitation of others was begun, with a view to drawing up a programme of action.

3. Housing and Town and Country Planning

a. MINIMUM HOUSING STANDARDS ENFORCEABLE UNDER PENALTY

The Social Commission had before it at its seventh session in March-April 1951 a report, which had been requested at its third session in 1948, on minimum housing standards enforceable under penalty. The report (E/CN.5/207 and Add.1, 2 & 3) contained information supplied by governments on legislation and related to 29 countries and territories. The Commission also had before it a note by the Secretary-General (E/CN.5/207/Add.4) regarding the final form of the report and its publication.

The Commission concluded (E/1982) that the data obtained should be published, as soon as possible, in the form of a synthesis bringing out the essential principles governing legislation and stressing the relationship of these provisions to actual conditions in the countries concerned. It was considered that the report, conceived as a practical guide, would be very useful in establishing standards, especially for under-developed areas and in particular for urban districts in those areas.

²¹⁶ See Y.U.N., 1948-49, pp. 613-16.

h. REPORT OF THE MISSION EXPERTS ON TROPICAL HOUSING

Following earlier decisions of the Social Commission and the Economic and Social Council, this Mission, composed of four experts, visited India, Pakistan, Thailand, Indonesia, Malaya and Singapore between 21 November 1950 and 22 January 1951. The Mission's terms of reference were to collect information relevant to the problems of housing; to examine problems of low-cost rural housing in the humid tropical areas; to advise the host Governments; and to prepare a report setting out its findings and recommendations.

The Mission's principal recommendations, as set forth in the Secretary-General's report (E/CN.5/251) to the seventh session of the Commission, included the suggestion that a programme of international co-operation in the field of housing and town and country planning should be developed by the United Nations, in consultation with interested governments in the ECAFE region,²¹⁷ specialized agencies and professional international organizations. Specifically, the Mission recommended that this work programme should include:

(1) arrangements in the Asian region for the stimulation of research and experimentation and for the dissemination of the results; (2) greater emphasis on the special studies which are most needed in the Asian region, particularly financing, methods of formulating national policies and programmes for housing and community development, and urban land policies; (3) preparation and publication of a complete authoritative survey on tropical housing; and (4) arrangements to assist in technical education and training of technicians and workers for housing and community development.

The Secretary-General, on the basis of the Mission's report, submitted a number of suggestions (E/CN.5/251) which were approved by the Commission (E/1982). He emphasized, among other things, that housing and community development must be planned as part of an over-all national policy of social and economic development. He considered it desirable that the world-wide studies in the general work programme should be more effectively related to the needs of particular countries and regions and be of assistance to the operational activities in these regions. He stressed the need for co-ordination on the action level of the work in this field undertaken by the United Nations and its various organs and specialized agencies, and for the co-ordination of research.

The Secretary-General also suggested:

(1) that priority be given to studies on the financing of housing, on methods for preparing housing programmes, and on urban land policies; (2) that the

Survey of Problems of Low Cost Rural Housing in Tropical Areas be completed and published in the form of a handbook on tropical housing; (3) that the 1952 work programme include the urgent problem of education of planners; (4) that problems of housing and urban and regional physical development be included in technical assistance programmes; (5) that one or more training projects or centres in South and South-East Asia be established under the technical assistance programme; (6) that courses in simple building techniques for the improvement of housing be included as part of the programmes for fundamental education and community development inaugurated by the United Nations and the specialized agencies; and (7) that regional activity be initiated in the fields of housing and town and country planning. The Secretary-General stated that he proposed to consult ECAFE on the desirability of holding a conference on low-cost housing in an appropriate tropical area.

c. GENERAL PROGRAMME OF WORK

(1) Consideration by the Social Commission at its Seventh Session

The Social Commission (E/1982) considered that priority should be given to the problem of housing in under-developed and tropical areas, with particular emphasis on practical methods in keeping with the economic potential of such areas and a more extensive use of local materials and labour available.

The Commission emphasized the need to promote training of specialized personnel for planning, production and administration in the sphere of building, housing and town and country planning, particularly under the technical assistance programme.

The Commission likewise noted that: (1) under the auspices of the Economic Commission for Europe foundations had been laid for co-operation in the exchange of technical information and in research on housing and building; and (2) centres for such research and experimental stations, sometimes associated with training centres, were already in operation or being set up in various parts of the world.

The Commission recommended (E/1982) that:

(a) governments create, where this was not already so, a housing and town and country planning unit in the national government, having as objective the development of adequate housing and community facilities;

(b) activities in building, housing and town and country planning—carried out by the United Nations, the specialized agencies and international organizations—be so conducted as to be more effectively related to needs of particular countries and regions as well as to technical assistance provided to governments;

(c) technical assistance programmes of the United Nations and the specialized agencies include activities

²¹⁷ For countries in the ECAFE union, see p. 51.

pertaining to building, housing and town and country planning, and also include corresponding training of personnel for various phases of planning, production and administration in these fields.

It requested the Secretary-General to:

(1) assist in co-ordinating the work concerning building, housing and town and country planning undertaken by the United Nations, the regional economic commissions, the Technical Assistance Board and the specialized agencies;

(2) initiate and develop regional activities where appropriate;

(3) facilitate active participation of non-governmental organizations in such work; and

(4) keep the Social Commission informed of the progress made.

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

During the discussions in the Third Committee of Chapter IV (Social Questions) of the Council's report (A/1884), the question of housing and town and country planning was considered at the 356th and 357th meetings on 28 and 29 November, as well as during the Committee's general debate at its 348th to 352nd meetings from 19-22 November 1951.

The representatives of Greece, Pakistan and Peru, among others, considered that priority should be given to the study of housing problems. The representative of Greece, in introducing a draft resolution on the subject (A/C.3/L.161/Rev.2), stated that housing was the key to the solution of the refugee, immigration and population movement problems and even to that of increased productivity, since meeting workers' housing needs was an important factor in productivity.

Under the Greek draft resolution, the General Assembly would request the Economic and Social Council to give urgent attention to practical measures to assist governments in increasing available housing facilities for people in the lowest income groups, including, *inter alia*:

(1) intensification of activities to provide information to governments on the techniques of the building industry;

(2) advice to governments on the development of housing programmes;

(3) assistance to governments in developing practical methods of financing housing programmes, with particular reference to: domestic measures such as tax adjustments, subsidies, and the provision of incentives to private investors, co-operative arrangements, and community development plans; and to external sources such as the International Bank for Reconstruction and Development and other institutions;

(4) utilization of the machinery of the Social Commission, the Technical Assistance Board, the regional economic commissions, the specialized agencies and

appropriate non-governmental organizations in the accomplishment of these tasks.

The Committee was in general agreement with the principles on which the draft resolution was based, but there was a divergence of views regarding the approach to the problem.

The representative of Greece accepted a Chilean amendment (A/C.3/L.174/Rev.1) to substitute for the paragraph listing the organs to be used to accomplish the aims of the draft resolution a provision to enable the Council itself to determine those organs.

Other representatives objected to a paragraph of the draft resolution which listed some of the methods, domestic or external, for financing housing programmes. They preferred a more general recommendation, and amendments to that effect were proposed by Chile (A/C.3/L.174/Rev.1), Syria (A/C.3/L.176/Rev.1, paragraph 3), Saudi Arabia (A/C.3/L.177) and Australia (A/C.3/L.179). The representatives of these countries subsequently agreed on a joint text, to replace their amendments, worded as follows: "Assistance to governments in developing practical methods of financing housing programmes from domestic and external sources . . ." The Committee adopted the text by 19 votes to 9, with 16 abstentions.

Certain of the amendments (A/C.3/L.176/Rev.1) proposed by Syria also referred to specific measures to increase productivity and to reduce costs in the building industry. The Committee adopted these amendments by votes varying from 42 to none, with 8 abstentions, to 18 to 17, with 15 abstentions.

The Committee, at its 357th meeting on 29 November, approved (A/2009/Rev.1.) the Greek draft resolution, as amended, by 37 votes to none, with 11 abstentions.

The General Assembly at its 371st plenary meeting on 2 February 1952 adopted it, without change, by 45 votes to none, with 6 abstentions, as resolution 537(VI). It read:

The General Assembly,

Considering that lack of adequate housing constitutes one of the most serious deficiencies in the standard of living of large sections of the population of the world,

Considering that serious social problems originate in or are aggravated by the shortage of housing,

Requests the Economic and Social Council, enlisting for the purpose the services of the appropriate subsidiary bodies, including where suitable regional bodies, and in collaboration with the competent specialized agencies and the non-governmental organizations concerned, to give urgent attention to practical measures to assist governments in increasing available housing

facilities for people in the lowest income groups, including, *inter alia*:

(a) Intensification of activities to provide information to governments on techniques of production and building to increase the productivity of the building industry, to utilize local construction materials more economically and to reduce the cost of housing by lowering the cost of materials and equipment through standardization and prefabrication;

(b) Advice to governments on the development of housing programmes and their relation to over-all plans for economic development and to developments in particular areas, both urban and rural;

(c) Grants, within the framework of the technical assistance programme, and in accord with the specialized agencies and the services of the United Nations, of fellowships for study and training to experts from countries affected by the housing shortage, particularly countries where the building industry is still at the purely artisan stage;

(d) Invitations to the governments countries supplying building materials to give some priority to orders connected with the construction of economical housing for low-income groups;

(e) Assistance to governments in developing practical methods of financing housing programmes from domestic or external sources.

d. ACTIVITIES UNDERTAKEN DURING 1951

Work to co-ordinate research in housing and town and country planning, in general, and building research, in particular, was undertaken in co-operation with the Technical Assistance Administration, the regional economic commissions and interested international professional organizations. The ECE's Building Research Organizing Committee (BROC), which was established following recommendations of the Building Research Conference held in Geneva (November 1950), finalized, in 1951, arrangements concerning collaboration among existing national and international organizations on a number of specific research projects with a view to expanding such co-operation to include also non-European regions.

A list of 200 technical publications in the fields of housing, town and country planning and building was compiled for distribution under the United Nations technical assistance programme. A total of 114 requests for these publications were made by 31 countries by the end of 1951. Technical pamphlets on various subjects were prepared in connexion with work on tropical housing.

A demonstration and training project in stabilized earth construction was established in collaboration with the Government of Israel. Other group training projects were under consideration.

During 1951 outlines and preliminary consultant reports were completed and work was in progress on studies dealing with:

(1) available housing and present and future housing needs; (2) methods of preparing programmes of housing and public construction; (3) financing of housing; (4) methods of increasing productivity in construction of housing; (5) social, economic and technological problems of planning and development in urban and rural communities; (6) neighbourhood units; and (7) the education of planners. A preliminary paper on current information on urban land policies was circulated. The Housing Sub-Committee of the Economic Commission for Europe co-operated in the studies listed under (1), (2) and (3) above with regard to Europe.

In the project dealing with tropical housing, begun prior to 1951, a revised edition of the report by the Mission of Experts on Low-Cost Housing in Tropical Areas (ST/SOA/3/Rev.1) (see above) was published. Technical pamphlets were prepared on earth construction, sanitation problems of rural areas, and fish farming, as part of the preparation of a Handbook on Tropical Housing, to be issued in 1953.

During 1951 the Reference Centre on Building, Housing and Town and Country Planning continued to service the documentary requirements of special projects and supplied information at the requests of governments and United Nations organs. It compiled bibliographical references, abstracts, indexes, lists of periodicals and glossaries of terms related to subject-studies. Arrangements were made for exchange of documentation with members of the International Council for Building Documentation (CIDB). An English edition of a directory of building research and development organizations in 22 European countries was issued (ST/SOA/SER.H./4) in 1951, jointly with the Housing Sub-Committee of the ECE, and a directory providing information on twelve international organizations and on governmental and non-governmental research institutions in 46 countries was prepared for issuance in 1952.

Two issues of the Housing and Town and Country Planning Bulletin were completed in 1951. Bulletin No. 5 dealt with community facilities and services in large scale housing developments in the USSR. Bulletin No. 6 dealt with tropical housing (design, construction, sanitation, economics, and aided self-help methods).

4. Social Rehabilitation of the Physically Handicapped

The Social Commission, at its seventh session had before it a report by the Secretary-General (E/CN.5/238) on the progress made in developing the programme of social rehabilitation of the physically handicapped.

The report, which the Council had requested in order that the Commission might advise it further with regard to steps to be taken in implementing an international programme in that field, described the measures taken by the Secretary-General and noted that the Administrative Committee on Co-ordination had set up a working group to study the problem. The report (E/CN.5/238/Add.1) relating to the work of this group was also before the Commission.

One of the questions raised in the course of the Commission's discussions was that of the lines along which the work of the United Nations in that field should be carried out. Several members considered that priority should be given to the physically handicapped capable of being rendered self-supporting and of resuming their place in normal life, through an appropriate process of adaptation or rehabilitation.

The Commission emphasized the desirability of:

(1) improving and expediting preventive action; (2) dealing with the problem of adaptation or rehabilitation as a whole, taking due account of all its aspects, medical, psychological, pedagogical, social and economic; (3) seeking the adaptation of such persons to normal life, with a view to making them useful members of society; and (4) training staff for all aspects of rehabilitation work.

The Commission stressed the desirability of non-governmental organizations participating in the preparation and execution of the international programme for the rehabilitation of the physically handicapped, and of governments taking the requisite measures to promote the rehabilitation of the physically handicapped and setting up appropriate government services for that purpose.

The Commission approved (E/1982) the initial steps taken, and requested the Secretary-General and the competent specialized agencies to ask ECE to attempt to find ways of facilitating the exchange of scarce raw materials needed for the manufacture of prosthetic appliances. It also expressed the wish that similar attempts be made for other areas.

During March and April 1951, rehabilitation workers from seven European countries attended a group training course in London, at which various aspects of the rehabilitation of physically handicapped children were studied.

During the General Assembly's discussion in the Third Committee of Chapter IV (Social Questions) of the Council's report (A/1884), the representative of Uruguay stated the opinion that the function of the United Nations was to help develop the technical training of special staff for

rehabilitation of the physically handicapped and to act as an information centre to which countries wanting such staff could apply.

5. Advisory Social Welfare Services

a. CONSIDERATION OF THE PROGRAMME

In his report on the United Nations programme of technical assistance (E/1893)²¹⁸ submitted to the Council at its twelfth session, the Secretary-General described the progress of the advisory social welfare services authorized by General Assembly resolutions 58(I) and 418(V).²¹⁹ He informed the Council that, during 1950, requests from 25 governments for expert advice, technical literature and films in the field of social welfare had been implemented or were under negotiation; that 184 fellowships had been awarded; that a second social welfare seminar had been held in the Middle East for Arab States; and that a regional Far Eastern conference had been organized for the care of physically handicapped children. The Secretary-General pointed out that a more comprehensive report on the advisory social welfare services would be submitted to the Social Commission at its seventh session, and suggested that the Council might wish to take the Commission's comments into account.

During the Council's review of the Secretary-General's report at its 449th, 450th and 465th plenary meetings on 1 and 10 March 1951²²⁰ it was suggested that, before reaching conclusions on the advisory social welfare services programme, the Council should await the comments of the Social Commission on the more detailed report.

The Secretary-General's report (E/CN.5/239) to the Social Commission at its seventh session in March-April 1951 described measures taken to implement the programme of advisory social welfare services under resolution 418(V). They included recommendations concerning and steps taken to (1) relate international programmes for social development to the expanded programme of technical assistance; (2) integrate international activities into regional and national activities; (3) set up demonstration centres; and (4) integrate programmes at the international level. They also included recommendations concerning observation fellowships and scholarships. The Secretary-General also referred to the Commission, for informa-

²¹⁸ See p. 392.

²¹⁹ See Y.U.N., 1950, pp. 591, 596.

²²⁰ See pp. 392-93.

tion, the section of his report on the technical assistance programme dealing with the advisory social welfare services (E/1893, chapter II), and the second report of the Technical Assistance Board to the Technical Assistance Committee (E/1911).²²¹

The Commission noted (E/1982) that responsibility for the implementation of the advisory social welfare services programme had been transferred to the Technical Assistance Administration and expressed satisfaction with the measures which had been taken to ensure effective co-ordination between the various bodies concerned with the execution of the technical assistance programme. It expressed the wish, however, that the advisory social welfare services programme, while forming one of the elements of the whole technical assistance programme, should preserve its own special characteristics in the new administrative organization. The Commission, moreover, considered that part of its duty was to furnish advice, not only on the programme of advisory social welfare services, but also on the social aspects of United Nations technical assistance activities as a whole. The three main features of the programme under resolution 418(V) to which the Commission attached the highest importance were its universality, the systematic use in successive stages and the permanent character of the services which it provided, and the fact that it derived support from the regular United Nations budget.

The Commission stressed the fact that international technical assistance could bear full fruit only if the governments which applied for it integrated the assistance obtained into their national plans for social and economic development.

It stressed the important part which regional offices could play in the provision of United Nations social welfare services by ensuring that the characteristics and special needs of the countries in their respective regions were taken into account. In particular, the Commission approved of the methods of regional action (special types of regional seminars, national conferences organized with the help of United Nations experts, exchanges of experts and social workers) introduced by the European Office with a view to facilitating to the highest possible degree the exchange of ideas and techniques. It advocated the intensification of these methods in Europe and their extension, as appropriate, to other regions, and asked the Secretary-General to report on the matter.

It also stressed the importance of emphasizing the international character of the technical assistance programme by making use of personnel re-

cruited in the various countries of the world. Specialists should be highly qualified, and their experience and culture should be related to those of the country to which they were sent; whenever circumstances permitted, those knowing the language of that country should be selected.

The Commission considered that fellowships constituted one of the most effective means of achieving the objectives of technical assistance. Where possible, governments, it was suggested, might request that they be allowed to send teams of fellows to study the various aspects of a single problem.

The Commission expressed interest in the evaluation which the Secretary-General proposed to undertake of the advisory social welfare services rendered to governments from 1947 to 1951. The results of this study, it was felt, would afford a sound basis for consideration of any desirable modifications in policy or techniques. The Commission considered that the study should be given priority at the eighth session. While not recommending any revision of policy, the Commission advocated increasing application of the programme and urged that account be taken of the suggestions made at its seventh session.

The Secretary-General's report to the thirteenth session of the Council on the United Nations programmes of technical assistance (E/2001 and Corr.1 and 2) was drawn up on a country-by-country basis and did not attempt to describe the progress of the advisory social welfare services as such. The Council was, however, informed in annexes to the report that, during the period 1 June 1950-31 May 1951, 42 social welfare experts representing 20 nationalities had advised 19 governments under resolutions 58(I) and 418 (V), while during the first five months of 1951, some 353 nominations for social welfare fellowships had been submitted by governments and 192 fellowships recommended for award.

In reviewing the report of the Social Commission (E/1982) at the 183rd to 186th meetings of its Social Committee from 31 July-1 August and at its 494th plenary meeting on 9 August 1951, the Council did not make specific recommendations concerning the provision of advisory social welfare services. At the conclusion of its discussion of the United Nations technical assistance activities considered as a whole, the Council adopted resolution 399(XIII) in which it noted with appreciation the work accomplished under

²²¹ See pp. 395-96.

the United Nations programmes of technical assistance. The Council further recommended to the General Assembly the adoption of a resolution which, *inter alia*, would note with approval that the Secretary-General had included in the United Nations budget for the year 1952 the same amount as was appropriated by the General Assembly in 1951 for activities under resolution 418 (V). It would recommend that additional technical assistance activities undertaken for the benefit of under-developed countries in the field of social welfare should be considered under the expanded programme, in cases where such additional programmes could not be financed from the United Nations budget. The resolution was approved by the Assembly on 12 January 1952 (518(VI)).²²²

At the Assembly's sixth session, during the Third Committee's discussion of Chapter IV (Social Questions) of the Council's report (A/1884), the representatives of China and Yugoslavia praised the programme of advisory social welfare services, in general, as one of the most effective in the social field. The latter expressed his agreement with the principle that the programme should retain its own characteristics and should remain within the regular United Nations budget. The representatives of China and Ecuador supported the Council's recommendation that the same allocation for this programme should be made in 1952 as in 1951, with the additional recommendation that technical assistance, in connexion with social activities, should, if necessary, be included in the expanded programme of technical assistance. The representative of Iran thought it might be useful to give scholarships to teams from the same country in order that they might be able to help one another use the knowledge they had acquired. The representative of Burma felt that better results might be obtained if experts and personnel were able to familiarize themselves with local conditions in countries they were surveying.

b. SOCIAL WELFARE SERVICES FURNISHED DURING 1951

During 1951, under the programme of advisory social welfare services, 176 fellows from 52 countries were awarded fellowships for study in 23 host countries. This figure includes fourteen fellowships awarded under the expanded programme of technical assistance, and scholarships to fourteen participants of a course on physically handicapped children, held in London, and one participant of a workshop in Puerto Rico. Awards to

regions other than Europe, amounted to 46%, of which 19% were for the Far East and 10% for the Near and Middle East. Fields of study included community, family and child welfare; social welfare organization and administration; rehabilitation services for the handicapped; social defence; and housing and town and country planning.

In addition to five experts appointed prior to 1951 and still serving, seventeen experts, representing eight nationalities, were sent during the year to eleven countries in the Far East, Near and Middle East, Latin America and Africa and one was sent to Europe. Their fields of assignment included: social welfare administration; social security; community, family and child welfare; social defence; rehabilitation of the physically handicapped; housing and town and country planning; rural welfare services; labour problems; standards of living; social development; and public administration.

The following seminars, as well as those already mentioned under specific sections, were held during 1951.

(1) On the invitation of the Indian Government, and in co-operation with the Governments of Burma, Ceylon, Indonesia and the United Kingdom Territories of South-East Asia, a seminar was held at Simla (India), from 1-21 November to consider youth welfare. Twenty-four official representatives from these countries, experts from the United Nations, the International Labour Organisation, the Food and Agriculture Organization, the United Nations Educational, Scientific and Cultural Organization, the World Health Organization (WHO) and the Economic Commission for Asia and the Far East and 23 observers took part.

(2) Under the European Exchange Programme, a seminar on the techniques of case work was held in Woudschoten (Netherlands), from 19 August—1 September, and another on the training and functions of the French polyvalent social worker was held in Sèvres (France), from 12-19 November. Both were concerned with training and were in the nature of normal courses for professional personnel. Sixty persons from fourteen countries participated at Woudschoten and 28 from eleven countries at Sèvres. Representatives from the United Nations and WHO also took part in the seminar at Woudschoten.

(3) A meeting on alcoholism was held in April in Copenhagen under the auspices of WHO and in collaboration with the United Nations. It was attended by 64 persons from eleven countries.

6. National Committees and National Working Groups

Following the recommendation of the Social Commission at its fifth and sixth sessions, ap-

²²² For details on action taken in the Council and in Assembly, see p. 394.

proved by the Council in its resolution 309 G (XI), the Commission, at its seventh session, had before it a note (E/CN.5/225) and reports (E/CN.5/242 and Corr.1, and E/CN.5/243) by the Secretary-General on national committees and working groups which had been set up to prepare material for the work of the Social Commission and to bring that work to the knowledge of the public.

The Commission noted (E/1982) with satisfaction that, at the national level, several countries had set up committees and working groups consisting of representatives of the different government departments and, in some cases, interested non-governmental organizations.

The working papers and the course of the discussions showed that there were variations in the structure of existing national committees and working groups, and also variations in practice as to the purposes for which, and the extent to which, non-governmental groups were associated with the national committees. The Commission was convinced that the question of the establishment of national committees and national working groups should receive the continuous attention of governments and expressed the hope that such organizations would be created in every country. The Commission stated that it would, in the future, indicate the questions which it recommended for their attention.

At its thirteenth session, the Council's Social Committee at its 185th meeting on 1 August, drew attention to the paragraph in the Commission's report which urged that documents, especially working papers, should be sent to governments well in advance of each session in order to facilitate the work of national committees and working groups in their examination of the questions on the agenda of the various sessions of the Commission.

7. Family, Youth and Child Welfare

A draft report on children homeless in their native countries (E/CN.5/237) was submitted to the Commission's seventh session. The Commission deferred consideration of it and suggested that the draft report should be sent to governments for their comments and that a final report should be prepared for the Commission's eighth session. Studies on adoption and on standards of institutional care were begun during the year.

The principal recommendations of a Working Group on Long-Range Activities for Children, established in May 1951 by the Administrative

Committee on Co-ordination (ACC), were, it was agreed by the ACC, to be forwarded to the Commission at that session.

Plans were prepared for: (1) promotion of the training of auxiliary personnel; and (2) an outline designed to serve as a guide to governments undertaking a study of their existing services for children, as well as of plans to develop a comprehensive service with appropriate international help.

The third and last volume of the former series of Annual Reports on Child and Youth Welfare, covering for the most part activities and developments in this field during 1948, was published in January 1951. Contributions were received from thirty Member Governments.

The first "Biennial Report on Community, Family and Child Welfare", covering the years 1949 and 1950, was scheduled for publication in the middle of 1952. With this in mind, a new outline form was therefore sent to all Member Governments. In accordance with the Council's recommendations, the scope of this report was extended to include also the community and family aspects of child and youth welfare.

By the end of 1951 the "Survey of Legislative and Administrative Regulations providing for Economic Measures in favour of the Family" was completed. It covers the legislation and administrative regulations, in force on 30 June 1949, in the following 24 countries: Argentina, Australia, Belgium, Brazil, Canada, Chile, Czechoslovakia, Denmark, Ecuador, El Salvador, France, Greece, Honduras, Norway, Pakistan, Philippines, Sweden, Syria, Turkey, Union of South Africa, USSR, United Kingdom, United States, Uruguay.

On the basis of the documentary material made available by the Governments of the 24 countries, the Secretariat prepared draft summaries of the legislative and administrative texts providing differential economic advantages for the family. These summaries were communicated to the governments concerned for review and completion.

The summaries of laws and administrative regulations were grouped by subject in the documentary part of the Survey in three main chapters: the first dealing with measures relating to the provision of family income increments; the second with measures relating to the various elements of family consumption and expenditure; the third with measures which do not clearly belong to either of the above categories (for example, priority admission to employment and exemptions from military service).

8. General Work Programme

a. CONSIDERATION BY THE SOCIAL COMMISSION AT ITS SEVENTH SESSION

The Commission, at its sixth session, had decided that work programme then adopted²²³ should be reviewed during 1951 with a view to making the necessary amendments for 1952 and to preparing a programme for 1953. Thus, at its seventh session in March-April 1951, the Commission had before it two reports by the Secretary-General—one on the implementation of the work programme in 1950 and the other containing a draft work programme for the years 1951 to 1953 (E/CN.5/240 and Add.1).

In the general discussion on the planning of the Commission's programme of work, the argument was advanced that the Commission had neglected major problems in order to study questions of secondary importance. To correct this situation, a draft resolution was put forward by the representative of the USSR providing for the incorporation in the 1952-53 programme, as matters of first priority, the study of and preparation of recommendations on the following problems:

(a) unemployment insurance and the care of the families of the unemployed; (b) the extension of measures relating to maternity, infant and child care; (CT) the availability of education to, and the introduction of free compulsory elementary instruction for, all without distinction as to race, sex, language, means or social origin; (d) the availability of medical attention to all without distinction as to race, sex, language, means or social origin; (e) social insurance against sickness, old age, disability, etc.

The representative of Yugoslavia proposed the addition of two further points: protection of work in the factories; and the conditions of life of agricultural workers and the protection of their work.

The Commission agreed that the questions mentioned in the draft resolution were very important and should be included in an international social welfare programme. It decided to include item (b) concerning the extension of measures relating to maternity, infant and child care, in the 1952-53 programme. The remainder of the resolution was rejected on the grounds that the problems to which it referred lay in the fields of, and were mainly being dealt with by, the specialized agencies.

With regard to priorities, the Commission realized that, while it had not, and would not wish to, divest itself of the responsibility of examining and making recommendations concerning the programme as a whole, under the existing conditions

the programme could not be executed to the full in strict compliance with the proposed time table. It was willing therefore that the Secretary-General should assume a measure of responsibility between the annual sessions of the Commission to make adjustments in priority of execution of individual projects.

The Commission, while retaining the general outline of the programme for 1951-52 established at its sixth session (E/1678), made certain changes:

(1) It requested the Secretary-General to submit to its eighth session a report evaluating the results of the first five years of implementation of the programme in pursuance of resolutions 58 (I) and 418 (V) concerning advisory social welfare services.

(2) It approved the continued publication of the Migration Bulletin and took note of the fact that, to avoid any duplication, the Secretariat would enter into consultation with the International Labour Office when the latter began publication of its International Migration Review.

(3) It recommended publication of summaries of the main works and articles dealing with social welfare services and the inclusion in its work programme of the co-ordination of research pertaining to building, housing and town and country planning, on the understanding that such research would be mainly carried out by the regional economic commissions and professional organizations.

The Commission made various changes in the specific projects in its 1951-52 work programme, omitting some projects and adding others, advancing some to an earlier date and postponing others.²²⁴

The Commission also made various recommendations concerning the provisional work programme for 1953.

b. CONSIDERATION BY THE ECONOMIC AND SOCIAL COUNCIL AT ITS THIRTEENTH SESSION

In its review of the general work programme the Council, at the 185th and 186th meetings of its Social Committee on 1 August and at its 494th plenary meeting on 9 August 1951, considered similar draft resolutions (E/AC.7/L.88/Rev.1 and E/L.184) by the USSR, providing for inclusion in the work programme of those subjects listed above under (a), (c), (d) and (e) which the Social Commission had rejected.²²⁵

²²³ See Y.U.N., 1950, pp. 589-611.

²²⁴ For list of projects, see E/1982.

²²⁵ The representative of the USSR presented the resolution again in the General Assembly as an amendment to the Assembly's Third Committee's draft resolution on development and concentration of efforts in the social field. See p. 551.

The representatives of Czechoslovakia, Poland and the USSR contended that these problems needed to be solved first of all since they affected millions of human beings, that until they were solved nothing could be done to deal with other less important social problems, and that, although the fundamental importance of those questions was generally recognized, the Social Commission had failed to deal with them. On the other hand, while the majority agreed that the questions referred to were very important and should necessarily be included in an international social welfare programme, they again emphasized that many aspects of those problems were already covered by the specialized agencies and therefore could not properly form part of the Commission's own programme.

With a view to reconciling the different opinions expressed, an amendment was submitted by the representative of Pakistan (E/AC.7/L.90), proposing that the Social Commission should review the work of the specialized agencies in relation to the subjects referred to and make appropriate recommendations. This amendment was, however, withdrawn and the draft resolutions were rejected in the Social Committee (E/2065) by 14 votes to 3, with 1 abstention, and in plenary session by 15 votes to 3. Nevertheless, it was agreed that the Council might proceed as the Social Commission had done and recommend that the Secretary-General give favourable consideration to the Social Commission's suggestion that he submit to the next session of the Council information on the activities of specialized agencies in the field of social welfare, and especially in the field of social security, and furnish the Council with information regarding the questions dealt with in sub-paragraphs (a), (b), (c) and (d) of the Soviet Union draft resolution.

9. Development and Concentration of the Efforts of the United Nations and Specialized Agencies in the Social Field

The General Assembly considered Chapter IV (Social Questions)²²⁶ of the report of the Economic and Social Council (A/1884) at the 348th to 357th meetings of its Third Committee from 19-29 November 1951 and at its 371st plenary meeting on 2 February 1952.

During the general debate at the 348th to 352nd meetings of the Committee the representatives of Australia, Burma, China, the Dominican Republic, Egypt, Iran, Israel, the Netherlands, New

Zealand and the United States, among others, considered that progress had been made.

The United States representative thought that the establishment of guides and standards was one of the most useful forms of assistance. She cited, in this connexion, the work done in population statistics, improvement of maternal and child welfare programmes and of training of social workers, as well as the project undertaken to establish standard minimum rules for the treatment of prisoners. Greater emphasis, she held, should be laid on types of activity that would reach masses of people and help them to improve their own productivity and living conditions. Higher priority should therefore be given to educational projects, to the training of teachers, and to the organization of communities and local groups for self-help purposes.

The representative of the United Kingdom stressed that two dangers to be avoided were dissipation of resources over too wide a field and top-heavy administration.

The representative of France thought there was a tendency to allow economic questions to overshadow social questions. All efforts in the economic field would be fruitless unless accompanied by parallel efforts in the social field. The work programme of the Social Commission should be broadened.

The need for closer co-ordination was emphasized by the representatives of China and Ecuador, among others.

Certain representatives considered that the work of the United Nations in the social field was too restricted. The representatives of Pakistan and Yugoslavia thought that the work of the Social Commission had been too theoretical. The representative of Pakistan stressed the need for the study of environment in the training of social workers and recommended that a model training centre should be established for social workers in under-developed areas.

The representative of Yugoslavia considered that the Social Commission's work was directed too much towards study projects. The Netherlands representative, while agreeing that practical action was the ultimate purpose, pointed out that studies were frequently indispensable to such action. The representative of Saudi Arabia thought that the studies undertaken were too narrow and technical to provide solutions for the main social problems.

²²⁶ For comments on specific items, see under respective headings above.

Various representatives considered that the solution of social problems was made more difficult by the prevailing political tension.

The representatives of Czechoslovakia and the USSR thought that the Council had ignored the most urgent problems. In particular, the representative of Czechoslovakia noted, no reference had been made to the obstacles to social progress constituted by unproductive expenditure on preparation for war. The representative of Poland considered that the Council's approach had been merely philanthropic.

At the 350th meeting of the Committee on 21 November, France submitted a draft resolution (A/C.3/L.154) on the development and concentration of resources in the social field. Amendments to the draft resolution were submitted by Yugoslavia (A/C.3/L.157), Pakistan (A/C.3/L.158), the United Kingdom (A/C.3/L.159) and the USSR (A/C.3/L.160).

The draft resolution was designed to consolidate and extend the work of the Social Commission. The Yugoslav amendment aimed at emphasizing more clearly what direction the United Nations and the specialized agencies should take. The Pakistani amendment would call on the Council to draw up, within the framework of a long-term programme, a five-year programme based on conclusions from the study on the world social situation.²²⁷ The United Kingdom amendments would stress the interdependence of social and economic questions, give the work of the Council a more practical basis, and relate the resolution to the Assembly resolution (413(V)) on concentration of efforts and resources. The USSR amendment would include specific topics in the work programmes of the Council and the Social Commission and refer to the promotion of social progress in under-developed areas (see below).

The representatives of France, Pakistan, the United Kingdom and Yugoslavia replaced their original proposals by a joint draft resolution (A/C.3/L.162) which incorporated the points covered in the French, Pakistani and Yugoslav proposals and, in part, in the United Kingdom amendments. The USSR amendment (A/C.3/L.160) remained as an amendment to the new text.

In the preamble of the joint draft resolution stress was laid on the fact that the United Nations and the specialized agencies should take immediate and practical action in fields where such action was likely to produce early and concrete results, particularly in the under-developed coun-

tries. The operative part would have the General Assembly call upon the Economic and Social Council to examine in detail the social activities of the United Nations and to take the necessary steps to ensure that efforts and resources were effectively concentrated upon urgent social problems. It would also have the Assembly draw the Council's attention to the report on the world social situation to be submitted to the Social Commission at its next session and request the Council, in taking due account of the findings in that report, to draw up a programme of practical action for the United Nations in the social field, to be implemented in co-operation with the specialized agencies, and to submit it to the General Assembly for consideration at its seventh session.

The Committee considered the following amendments to the joint draft resolution:

(1) A joint amendment by Afghanistan and Lebanon (A/C.3/L.172). This combined an Afghanistan amendment (A/C.3/L.165) which would place greater emphasis on the under-developed countries in the operative part of the resolution, and a Lebanese amendment (A/C.3/L.164) to widen the field of activities to be examined by the Council to encompass all social questions.

The joint amendment was accepted by the sponsors and incorporated in a revised text of the joint draft resolution (A/C.3/L.162/Rev.1).

(2) A USSR amendment (A/C.3/L.160). This amendment had first been proposed to the original French draft resolution. It would have the Assembly note that the Council and its Social Commission had ignored important social problems, and would include in the work programme of the Council and the Commission specific projects relating to: unemployment insurance, the development of maternity and child welfare services, the availability of education and the provision of free and compulsory education, free medical assistance, and social insurance. The amendment stressed the desirability of studying measures which could be adopted forthwith to promote social progress in under-developed countries. It also proposed the deletion of the paragraph in the joint draft resolution referring to the report on the world social situation.

A number of representatives, among them those of Australia, Belgium, France and Yugoslavia, noted, with reference to that amendment, that the same proposal had been made by the USSR to the Social Commission and to the Council. On both occasions it had been decided to include the development of maternity and child welfare services in the programme, but the other proposals had been rejected on the ground that they were already largely provided for in the programmes of the specialized agencies. Attention was also drawn to the recommendations, contained in the Coun-

²²⁷ See Y.U.N., 1950, pp. 609-10.

cil's report, requesting the Secretary-General to furnish to the Social Commission the information available to him on those questions.

The Committee at its 355th meeting rejected the USSR proposals in paragraph-by-paragraph votes. The first paragraph was rejected by 40 votes to 5, with 8 abstentions. The provisions to include specific subjects in the work programme of the Council and its Social Commission were rejected by roll-call votes, as follows: (a) unemployment insurance—23 votes to 7, with 23 abstentions; (b) maternity, child and youth welfare services—16 votes to 15, with 21 abstentions; (c) education—22 votes to 13, with 18 abstentions; (d) medical assistance—20 votes to 11, with 23 abstentions; (e) social insurance—23 votes to 10, with 20 abstentions. The paragraph referring to social progress in under-developed countries was rejected by a roll-call vote of 21 to 9, with 23 abstentions.

(3) A United Kingdom amendment (A/C.3/L.163). This re-introduced those parts of the original United Kingdom amendments (A/C.3/L.159) not embodied in the revised joint draft resolution. They proposed that the Council's programme of action should be planned: (a) in the light of available resources; and (b) with a view to avoiding duplication of the activities of the specialized agencies and other organizations in the social field. It was also proposed that the programme of action should be submitted to the General Assembly "as soon as practicable" rather than "at its seventh session", in case it might not be possible to prepare the programme for the seventh session. The United Kingdom later agreed to the insertion, instead, of the words "if possible".

During the discussion of the United Kingdom amendment, many representatives expressed the fear that the phrase "in the light of resources available" might be interpreted as restricting the Council's initiative and preventing it from planning the type of social programme required. Some representatives, among them those of Australia, India and the Netherlands, on the other hand, considered that the word "resources" should be construed as referring to such factors as the availability of experts and facilities as well as to purely financial resources, and noted that realistic planning should take those factors into account.

The Committee rejected the part of the amendment referring to available resources by a roll-call vote of 32 to 16, with 14 abstentions, and accepted the words "if possible" by 22 votes to 7, with 19 abstentions. The United Kingdom withdrew the part of the amendment relating to duplication of activities in view of the adoption of a United States amendment (see below).

(4) A Syrian amendment (A/C.3/L.171). This proposed to include in the preamble a reference to "both

self-governing and non-self-governing", as well as to under-developed countries, and to provide that the suggestions submitted by the countries directly concerned would also be taken into account in preparing the programmes.

The Committee approved the first part by a roll-call vote of 41 to none, with 12 abstentions, and the second part by 23 votes to 3, with 23 abstentions. A further provision in the amendment to insert a reference in the preamble to the effect that the functional commissions and the Council were jointly responsible for the development of social policy was rejected by 27 votes to 7, with 16 abstentions.

(5) A Saudi Arabian amendment (A/C.3/L.169), the wording of which was amended to conform to the Syrian amendment already adopted. It provided that the Council ensure that efforts and resources of the United Nations and the specialized agencies be used for the early solution of social problems, particularly in under-developed countries.

It was adopted by 44 votes to none, with 5 abstentions.

(6) A United States amendment (A/C.3/L.166/Rev.1). It proposed to insert a reference to the activities of the specialized agencies in the paragraph referring to examination by the Council of the social activities of the United Nations.

It was adopted by 31 votes to 12, with 6 abstentions.

The draft resolution, as a whole, as amended, was adopted (A/2009/Rev.1) by 43 votes to 5, with 3 abstentions, at the 355th meeting of the Committee on 27 November.

The General Assembly at its 371st plenary meeting on 2 February 1952 rejected in paragraph votes ranging from 26 to 11, with 13 abstentions, to 32 to 8, with 6 abstentions, a USSR amendment (A/2008) which was substantially the same as that proposed in the Committee (see above). By 44 votes to none, with 6 abstentions, it adopted the draft resolution proposed by the Third Committee as resolution 535(VI). It read:

"The General Assembly,

"Conscious of the functions devolving under the Charter on the Economic and Social Council in the matter of defining the social policy of the United Nations and promoting social progress and better standards of life in larger freedom,

"Considering that action to promote social development and technical assistance in social matters should go hand in hand with action to promote economic development and technical assistance in economic matters,

"Considering that, within the framework of long-term programmes for social progress, the United Nations and the specialized agencies should take immediate and practical action in those fields where such action is likely to produce early and positive results, particularly in the under-developed countries, both self-governing and non-self-governing,

"1. Calls upon the Economic and Social Council to examine in detail, and in the light of these considerations, the social activities undertaken by the United Nations together with the pertinent activities of the

specialized agencies, in order to fulfil the various social tasks assigned to it by the Charter, and to take the necessary action to ensure that efforts and resources are effectively concentrated upon those social problems the early solution of which can be promoted through international action, especially in the under-developed countries, both self-governing and non-self-governing;

"2. Draws the attention of the Economic and Social Council to the report on the world social situation to be submitted to the Social Commission at its next session, and requests the Council, in taking due account of the findings in that report and of the suggestions submitted by the countries directly concerned, to draw up a programme of practical action for the United Nations in the social field to be implemented in co-operation with the specialized agencies, and to submit it to the General Assembly for consideration at its seventh session if possible."

10. Assistance to Flood Victims in Northern Italy

The General Assembly, at the 349th and 350th meetings of its Third Committee on 21 November 1951, considered a draft resolution submitted by Uruguay (A/C.3/L.156) concerning assistance which should be given by the United Nations and the specialized agencies to the victims of the floods in northern Italy. The Committee agreed that the need was urgent and that the United Nations should do what it could to alleviate the suffering.

Following a revision of the draft resolution by the representative of Uruguay to stress the importance of the technical assistance required, the

Third Committee at its 350th meeting unanimously adopted the following resolution:

"The Third Committee of the General Assembly,

"Taking into account the extent and seriousness of the damage to life and property suffered by the people of northern Italy as a result of the floods which are still continuing,

"Considering the need to come to the aid of those people and the urgency of such aid, particularly in regard to the feeding, clothing, housing and medical services needed by children and women in the present circumstances,

"Resolves to request the Chairman of the Third Committee, in consultation with the President of the General Assembly and the Secretary-General, to take steps to call the attention of all the United Nations organs concerned with social welfare to this situation and urge them to furnish immediate assistance to the people of Italy suffering from the present floods."

In response to this appeal the representative in Italy of the United Nations International Children's Emergency Fund (UNICEF) conferred with the Italian Government on 22 November. At the Government's request the UNICEF administration authorized the temporary diversion of 100 tons of skim milk powder, which had been stocked for UNICEF school feeding projects in southern Italy, for distribution to children and women among the flood refugees. The Executive Board of UNICEF subsequently allocated \$155,000, of which \$110,000 was to be used for dry skim milk for a four months' supply for 70,000 children. The remainder of the allocation was to be used for clothing for some 25,000 boys and girls.

R. UNITED NATIONS INTERNATIONAL CHILDREN'S EMERGENCY FUND (UNICEF)

The Executive Board of UNICEF, reconstituted in accordance with General Assembly resolution 417(V),²²⁸ held its first session from 9-13 February 1951. The Assembly's resolution had specified that the Board should consist of eighteen governments of States represented in the Social Commission and of governments of States not necessarily United Nations Members, designated by the Economic and Social Council, due regard being paid to geographical distribution and to the representation of the major contributing and recipient countries.²²⁹

The new Board elected its officers and established a Programme Committee for 1951. It also established a Committee on Administrative Budget and an ad hoc Committee on Rules of Procedure.

On the basis of the latter Committee's recommendations, revised rules of procedure were adopted at the Board's May 1951 session (E/ICEF/177). The Board agreed to continue the Joint UNICEF-World Health Organization (WHO) Committee on Health Policy and appointed five members to represent it on this Committee. It also set up a working party to examine the question of creating a General Advisory Fund-Raising Committee.

The Board, at its May 1951 session, drew up a target budget and programme for the year 1 July 1951-30 June 1952 at \$30 million, divided ac-

²²⁸ See Y.U.N., 1950, p. 621.

²²⁹ For members of the Executive Board and subsidiary bodies of UNICEF, see p. 80

ording to area and programme. The programme and budget were adopted by the Board at its November meeting, when it was agreed that it should serve as a guide, subject to changes by the Board on the basis of new information and experience.

1. Principles and Policies

At its May 1951 session, the new Executive Board examined existing principles and policies so as to bring the operation of the Fund more nearly into line with the new purposes defined in Assembly resolution 417(V). This resolution had recognized the necessity "for continued action to relieve the sufferings of children, particularly in under-developed countries and countries that have been subjected to the devastation of war and to other calamities". It approved the Board's policy to devote a greater share of the Fund's resources to the development of programmes outside Europe and directed it to allocate the Fund's resources to meet "emergency and long-range needs of children and their continuing needs particularly in under-developed countries. ..."

The Board agreed that it would endeavour to limit its activities to a small number of types of projects, concentrating so far as possible on:

(1) assistance to countries for general maternal and child welfare purposes, including (a) the building and expansion of their basic services for children and mothers; (b) training of child welfare personnel for manning these services; and (c) mass campaigns against disease particularly affecting large numbers of children, such as tuberculosis, malaria, venereal disease, trachoma, yaws, whooping cough and diphtheria; and (2) assistance to countries for child feeding programmes and related undertakings, for example, conservation of local milk supplies for the benefit of children.

The Board agreed that in many cases it would be desirable to meet children's needs by helping increase local production of antibiotics, insecticides and vaccines to ensure continued supplies.

The Fund's assistance for training, it decided, would emphasize: the training of auxiliary personnel responsible for maternal and child health care; provision of equipment and supplies to develop national training facilities (such as training schools and hospitals, maternal and child health centres, and clinics) for midwives, public health nurses, nurses' aides, sanitarians and community workers; and the establishment and support of regional training centres, such as the International Children's Centre in Paris and the Maternal and Child Health Department of the All India Institute of Hygiene and Public Health at Calcutta.

The Board decided that in dealing with applications for assistance it would bear in mind the following:

(1) the extent to which there exist in the country serious problems of child or maternal health, malnutrition, or welfare;

(2) the capacity of a country to meet its needs out of currently available resources;

(3) the extent to which international assistance is required by the country to carry out its plans for development;

(4) the extent to which a country can effectively make use of the assistance being sought and the extent to which such assistance complements plans within that country;

(5) the extent to which international assistance from other sources is available for the same or similar purposes;

(6) the extent to which children have suffered through war or other calamity.

The Board also agreed on a number of other criteria to be taken into account in assessing relative needs as between areas and countries and in determining priorities.

2. Resources of the Fund

The Fund's resources from cumulative contributions and pledges by governments, the United Nations Appeal for Children (UNAC), residual assets of UNRRA and other income, as of 31 December 1951, totalled approximately \$164.5 million. Of this amount, approximately \$162.5 million had been allocated by the Executive Board of UNICEF to aid in child-care programmes in over 60 countries and territories and for administrative expenses and freight. During 1951 the income of the Fund amounted to \$11,432,000 of which \$10,315,000 was contributed by governments, \$236,000 was from private contributions including contributions to UNAC, and \$245,000 came from UNRRA residual funds.

Altogether, 35 Governments and three countries, Belgium, Italy and San Marino, contributed and made pledges to contribute to UNICEF in 1951. The 35 Governments were:

Afghanistan, Australia, Austria, Bolivia, Brazil, Burma, Canada, Ceylon, Chile, China (Taiwan), Colombia, Costa Rica, Egypt, Finland, France, Guatemala, Haiti, Iceland, India, Indonesia, Iraq, Israel, Japan, Jordan, Luxembourg, Netherlands, New Zealand, Pakistan, Peru, Philippines, Switzerland, Thailand, United Kingdom, United States, Yugoslavia.

In the spring of 1951 the Executive Board approved an invitation to the governments of all countries to consider encouraging the holding of special collections for the benefit of children in

connexion with the observance of United Nations Day (24 October 1951), proceeds to be contributed as far as possible to UNICEF, or, alternately, in the case of receiving countries, to be used to supplement or extend UNICEF-assisted programmes for children in those countries.

In response to this invitation, eight countries—Brazil, Chile, Israel, Italy, Pakistan, the Philippines, Thailand and Yugoslavia—decided to hold United Nations Day collections. In addition, Japan, through its Community Chest Drive, contributed \$10,000 to UNICEF. United Nations Day collections realized £(I)1,953 in Israel, 900,000 pesos in the Philippines and 1,417,223 dinars in Yugoslavia, the proceeds of which were used for UNICEF-assisted programmes for children in these countries. In Thailand, about 1,300,000 Baht were collected, 30 per cent of which went to UNICEF and 70 per cent was used locally. Italy allocated 50 million lire of the proceeds of its collection to UNICEF. In addition, the members of the United Nations Secretariat contributed the sum of \$13,000 to UNICEF in 1951.

3. UNICEF Assistance to Country Programmes in 1951

In 1951 UNICEF approved assistance for programmes in individual countries totalled \$10,966,000. Its distribution on a regional basis²³⁰ was as follows:

Asia	\$ 4,309,000
Eastern Mediterranean and North Africa . . .	2,826,000
Europe	2,166,000
Latin America	1,665,000
	<hr/>
	\$10,966,000

Maternal and Child Health and Welfare Training and Services—To strengthen these basic services, UNICEF assistance amounting to \$874,000 was approved for six countries and territories in Asia (Afghanistan, Burma, Hong Kong, India, Pakistan and Thailand); four in Eastern Mediterranean and North Africa (Israel, Lebanon, Libya and Syria); two in Europe (Bulgaria and Greece); and four in Latin America (Brazil, Honduras, Nicaragua and Peru). This type of assistance includes: (1) equipment and supplies for urban and rural health centres, clinics, laboratories, children's hospitals and wards, children's institutions and other units of maternal and child welfare services; and (2) training of local child care personnel, including supplies and equipment for the development of training centres.

Tuberculosis Control and BCG Vaccination — During 1951, aid in tuberculosis control and BCG vaccination totalling \$1,467,000 was given to eight countries and territories in Asia (Burma, China (Taiwan), India, Indonesia, Pakistan, Philippines, United Kingdom Territories (Brunei and Sarawak)); six in Eastern Mediterranean and North Africa (Egypt, Iran, Iraq, Libya, Turkey and the United Kingdom Colony of Aden); and eight in Latin America (Costa Rica, Ecuador, El Salvador, Jamaica, Peru, Trinidad, Paraguay and Uruguay). The major part of this assistance was for BCG vaccination, and was used to provide vehicles, medical supplies and equipment, tuberculin and BCG vaccine, educational materials, x-ray equipment, fluoroscopic units, laboratory equipment, and to finance the BCG technical personnel of WHO and a limited number of BCG observers.

The BCG programme started in March 1948 as a "Joint Enterprise" with the Danish Red Cross and its Scandinavian associates. Since June 1951 the BCG programmes have been carried on by UNICEF with the technical responsibility vested in WHO.

Anti-Malaria and Other Insect-Control Measures—To reduce infant mortality, UNICEF in 1951 approved assistance totalling \$1,217,000 for anti-malaria and insect control to three countries in Asia (Ceylon, India and Pakistan), and five countries in Latin America (El Salvador, Colombia, Honduras, Guatemala and Nicaragua). In the countries of Latin America, UNICEF supplies, sprayers and DDT are being used to destroy disease-carrying insects, particularly mosquitoes. In Ceylon, India and Pakistan, UNICEF assistance has been mainly in the form of DDT, which is used solely for anti-malaria work.

Anti-Syphilis and Anti-Bejel Programmes—In 1951 UNICEF assistance for these programmes totalled \$231,000. In the Philippines, UNICEF assistance is being used to provide diagnostic equipment and penicillin for the control of maternal syphilis in urban and suburban areas. In Syria, UNICEF supplies, laboratory equipment, transport, and penicillin will be used for an anti-bejel-syphilis campaign. In Yugoslavia, additional assistance in the form of penicillin and a small amount of additional essential laboratory supplies

²³⁰ During the period, returns from various allocations to general resources were as follows: Asia \$924,000; Eastern Mediterranean and North Africa \$228,000; Europe \$671,000; and Latin America \$151,000. For further details of these programmes see E/ICEF/164, E/ICEF/178/Rev.1 and E/ICEF/184/Rev.1.

was approved by UNICEF for the extension of the campaign against endemic syphilis.

Local Production Project — Besides providing direct assistance to these various medical programmes, the Fund also aided countries in establishing their own supply sources of, for example, insecticides, antibiotics and vaccine, toxoids and serum. In 1951, UNICEF approved a small amount of assistance to Yugoslavia for the expansion and modernization of the antibiotic plant which was furnished by UNRRA in 1946. Three countries in Asia (Ceylon, India and Pakistan) and one in the Middle East (Egypt) received assistance from UNICEF in 1951 for equipment for establishing plants for the production of DDT. The insecticides produced are to be used for child welfare purposes such as the control of malaria and other disease-carrying insects. UNICEF aid under this heading amounted to \$897,000.

Milk Conservation Programme—To help countries to improve local supplies of milk for the benefit of children, UNICEF during 1951 approved aid totalling \$945,000 to Ecuador, Brazil, Iran, Nicaragua, Italy and Yugoslavia. UNICEF assistance was used for the purchase of plant equipment such as pasteurizers, cooling units and bottling machines.

Training — In 1951 UNICEF further approved assistance totalling \$330,000 to the International Children's Centre in Paris for training and research in fields of social pediatrics, rehabilitation of crippled children, treatment of trachoma, vaccination and other children's diseases. This brought the total UNICEF assistance to the Centre to \$1,330,000, plus \$16,000 which was allocated for the Centre's BCG pilot station. In addition, UNICEF gave financial assistance for a training course for the care of handicapped children which was held in March and April 1951 in the United Kingdom. The course was attended by 50 specialists, who were orthopaedic surgeons or pediatricians, physiotherapists, occupational therapists, teachers, social workers, vocational training instructors and surgical appliances technicians.

Raw Materials and Housing—Under this programme, UNICEF gave assistance to Germany and Korea. It voted \$200,000 for wool to be manufactured into clothing for German children, and \$453,000 for cloth which was processed in Japan and shipped to Korea. In addition, prefabricated housing, contributed by the Yugoslav Government, was allocated to Korean children.

Feeding Programmes—In 1951, assistance for supplementary and demonstration child-feeding

programmes totalled \$2,239,000. This assistance was in the form of rice, dried skim milk, whole milk, salted fish and some diet supplements. It was given to four countries in Asia (China (Taiwan), India, Korea and the Philippines); two in the Eastern Mediterranean area (Israel and Turkey); and five in Europe (Bulgaria, Germany, Greece, Italy and Yugoslavia). Most of the aid was given to meet emergency situations such as famine in India, drought in Brazil and Yugoslavia, and flood relief in Italy. For British Honduras, El Salvador and Panama, the assistance was for demonstration feeding programmes which are intended to stimulate the Governments of these countries to establish permanent feeding programmes.

UNICEF Assistance to Palestine Refugees — UNICEF assistance in 1951 to the Palestine refugee mothers and children totalled \$1,419,000. By far the greater part of this assistance went for skim milk to help the United Nations Relief and Works Agency for Palestine Refugees in the Near East (UNRWAPRNE) to feed approximately 400,000 refugee mothers and children. UNICEF assistance to the Palestine refugees, as of 31 December 1951, totalled \$12,002,000.²³¹

4. Co-operation with Other United Nations Agencies and Non-Governmental Organizations

In resolution 417(V), the General Assembly requested the Executive Board of UNICEF to ensure close collaboration between the Administration of the Fund and the specialized agencies.

The relationship which has developed between UNICEF, the United Nations and the specialized agencies has been based upon the recognition that the predominant function of the Fund is to provide essential supplies and equipment to governments to assist in child care projects. The relevant technical departments of the United Nations Secretariat and the specialized agencies are to provide governments with technical advice and services required in connexion with projects for which UNICEF furnishes supplies. Further, they are to provide UNICEF with advice on the technical soundness of the plans made in individual countries for the use of UNICEF aid.

Hitherto, the limited budgets of the agencies generally precluded their assuming the financial responsibility for technical advice to governments

²³¹ See also pp. 309ff.

required in connexion with the UNICEF-assisted projects. As a consequence, the UNICEF Executive Board approved financing for the required technical assistance, taking the general position, however, that, whenever possible, this type of expenditure should preferably be assumed by the agencies which had been created for the purpose. During 1951, as a result of the expanded technical assistance programme, this goal was generally achieved. For example, WHO was able during the year to assume substantial financial responsibility for a number of international personnel helping governments implement UNICEF-assisted projects. WHO was able to provide and finance international personnel for: maternal and child welfare services and training programmes in Afghanistan, Burma, China (Taiwan), Greece, Honduras, India, Lebanon, Pakistan, Syria and Thailand; anti-malaria, insect, and DDT production programmes in Ceylon, Colombia, Egypt, India and Pakistan; and anti-bejel and syphilis programmes in Syria and Yugoslavia.

The Food and Agriculture Organization (FAO) participated in the survey of needs and in developing operational plans in connexion with milk-conservation projects. FAO consultants made analyses of the milk powder produced in test runs and suggested methods of overcoming certain deficiencies. In addition, FAO made available to the Greek Government the services of a qualified dairy engineer to assist with the installation and operation of the milk-conservation projects. In the spring of 1951, a joint FAO-UNICEF survey was made in five countries in the Near and Middle East on the possibilities of a better use of local milk supplies for the benefit of children.

In addition to the provision by specialized agencies of international personnel to assist in implementing country programmes, experts and advisers were also provided to UNICEF's regional and area offices to advise in the development of programmes. The United Nations Secretariat seconded a child welfare consultant to the UNICEF Regional Office for Asia, and the Area Office for Central America and the Caribbean. United Nations social welfare advisers were advising on UNICEF activities in the Near and Middle East.

A number of non-governmental organizations²³² in consultative relationship with the Economic and Social Council rendered valuable assistance to the UNICEF Administration in advising on fund-raising and other matters. A committee with representatives of these organizations was granted consultative status by the Executive Board of UNICEF in May 1951.²³³

5. Consideration of the Board's Reports

a. CONSIDERATION BY THE SOCIAL COMMISSION AT ITS SEVENTH SESSION

The final report of the First Executive Board of UNICEF (E/1908)²³⁴ was presented to the Social Commission at its seventh session, held from 19 March-13 April 1951. Members of the Commission paid tribute to the administrators of the Fund for the work accomplished during its first four years. The Commission noted that principles had been established by the Fund in accordance with Assembly resolution 417(V). It also noted that the UNICEF Board, in addition to meeting emergency needs, was helping governments strengthen their programmes for children, taking into account continuing needs in under-developed countries. The Commission felt that it should review future reports of the Fund's activities so as to be able to recommend general principles as called for, and to formulate, in 1953, its advice on the future of the Fund.

The Commission attached considerable importance to effective co-ordination between its work and that of the Fund. Noting that all governments represented on the Commission were represented on the Executive Board of UNICEF, although by different persons, it expressed the hope that the representatives of each country on the Commission would keep in close touch with their opposite numbers on the Board, and that governments would also co-ordinate through national committees, where appropriate, the policies which they pursued on the Board and on the Commission. The Commission also noted that General Assembly resolution 417(V) had authorized UNICEF to turn its attention to long-term problems in child welfare and that the need for closer co-ordination between the Administration of the Fund and the Department of Social Affairs had become self-evident.

The Commission then took note of the Board's report. It hoped that the Fund would receive

²³² Consultative Council of Jewish Organizations, Friends World Committee, International Alliance for Women, International Conference for Social Work, International Council for Women, International Federation of Business and Professional Women, International Society for the Welfare of Cripples, International Union for Child Welfare, Women's International League for Peace and Freedom, World Federation of United Nations Associations, World Jewish Congress, World's Young Women's Christian Association.

²³³ For further details see E/ICEF/178/Rev.1 and E/ICEF/184/Rev.1.

²³⁴ See Y.U.N., 1950, pp. 611-12.

adequate financial support to enable it to continue its operations successfully.

b. CONSIDERATION BY THE ECONOMIC AND SOCIAL COUNCIL AT ITS TWELFTH AND THIRTEENTH SESSIONS

Both the final report of the first Executive Board of UNICEF (E/1908) and the report of the first session of the newly reconstituted Board (E/1940) in February 1951 were before the Economic and Social Council at its twelfth session. They were considered at the 182nd meeting of the Social Committee on 19 March, and at the 478th plenary meeting on 20 March 1951, when it was pointed out that the Executive Board and the Programme Committee of the Board had decided, in the light of General Assembly resolution 417 (V), not to discuss in detail the question of general policy until its May 1951 session. The Social Committee (E/1962) and the Council, by 15 votes to 3, accordingly adopted a resolution (354(XII)) which took note with interest of the two reports submitted.

At its thirteenth session the Council had before it the report of the Executive Board (E/2013), following its session in May 1951. The report was discussed at the 198th meeting of the Social Committee on 13 August and at the 507th plenary meeting of the Council on 17 August 1951. The Council noted that the Board had formulated a number of principles and policies (see above) which were designed to bring the Fund's operation more closely into line with the new purposes laid down for the Fund by Assembly resolution 417(V). These new policies were generally approved by the representatives of Belgium, Canada, Chile, China, France, India, Iran, Pakistan, Peru, the Philippines, the United Kingdom and the United States, some of whom described UNICEF as one of the most successful achievements of the United Nations, declaring it had given a great impetus to various national programmes for aiding children and was continuing to make a tangible contribution to the social stability of the world. The representative of the USSR, however, during the debate in both the Committee and the Council, criticized the "regrettable nature" of certain action taken by the Executive Board, in particular its refusal to allocate to Albania credits earmarked for that country and to authorize further credits for the peoples' democracies. The Committee, by 14 votes to 1, with 1 abstention, and the Council, by 15 votes to none, with 3 abstentions, adopted a

resolution (391(XIII)) in which it noted with satisfaction the report of the Board.

c. CONSIDERATION BY THE GENERAL ASSEMBLY AT ITS SIXTH SESSION

The General Assembly, at its sixth session, had before it the report of the Council (A/1884) which included a report of UNICEF activities. It also had before it the financial report and accounts of UNICEF for the financial year ended 31 December 1950 and the certificate of the Board of Auditors.

The work of the Fund was reviewed by the Third Committee, and reference to the activities of UNICEF was made during the Committee's consideration of Chapter IV (Social Questions) of the report of the Economic and Social Council, at its 348th to 352nd and 356th meetings, from 19-28 November 1951.

At its 356th meeting on 28 November, the Third Committee considered a joint draft resolution submitted by Afghanistan, Australia, Brazil, New Zealand, Uruguay and Yugoslavia (A/C.3/L.155), to which an amendment (A/C.3/L.175) was submitted by Lebanon.

The joint draft resolution, in its operative part, would have the Assembly call attention to the need for providing the Fund with the means to continue its work and appeal to governments and private persons to contribute to it during 1952. A paragraph of the preamble would state that this action was recommended in the light of the fact that the Assembly, at its fifth session, confirmed the necessity for continued action to relieve the sufferings of children, particularly in under-developed countries and countries subjected to the devastation of war and to other calamities.

The Lebanese amendment (A/C.3/L.175) would replace this by a paragraph stating that the Assembly had decided that UNICEF "should take all necessary steps to meet emergency and long-range needs of children and their continuing needs, particularly in under-developed countries". The representative of Lebanon withdrew this amendment, after the sponsors of the joint draft had accepted a rewording of the paragraph proposed orally by him (see below). The sponsors also accepted drafting changes submitted orally by Pakistan.

Three main points were stressed by speakers during the general debate: (1) The representatives of Brazil, Canada, Chile, China, Ecuador, India, Indonesia, Iraq, Israel, Pakistan, Uruguay

and Yugoslavia were among those who expressed appreciation of the work of UNICEF during the year. (2) The representatives of Afghanistan, Brazil, Canada, China, Ecuador, Egypt, India, Indonesia, Israel, Pakistan, Uruguay and Yugoslavia, in addition, commended the long-term aims of the Fund and the progress it had made towards meeting the continuing needs of children. (3) The representatives of Brazil, Canada, China, Ecuador, Indonesia, Israel, Pakistan and Yugoslavia also spoke of the need of the Fund for adequate finances to meet the demands made upon it.

Support for the joint draft resolution was expressed by the representatives of Afghanistan, Belgium, Brazil, India, New Zealand, the Philippines and Yugoslavia, among others, and the draft resolution, as amended, was adopted by the Committee by 51 votes to none, with 2 abstentions.

It was adopted by the General Assembly, without discussion, at its 371st plenary meeting on 2 February 1952, by 51 votes to none, with 1 abstention (resolution 536(VI)). It read:

Whereas, by resolution 417 (V) of 1 December 1950, the General Assembly confirmed the necessity for continued action to relieve the sufferings of children, particularly in under-developed countries and countries that have been subjected to the devastation of war and to other calamities,

Whereas the aid of the United Nations International Children's Emergency Fund is now being afforded to projects which, if completed, will benefit 42 million children,

Considering that justified requests are coming before the Fund requiring small amounts of international aid in relation to the great alleviation of the sufferings of children which they make possible,

The General Assembly

1. Calls attention to the urgent necessity of providing the United Nations International Children's Emergency Fund with the means necessary to continue without interruption its work in the service of children throughout the world;

2. Appeals most earnestly to governments and private persons to contribute to the Fund as generously as possible during 1952 for assistance to humanitarian activities in favour of the children of the world.

S. NARCOTIC DRUGS

1. Implementation of the International Treaties on Narcotics

a. SUMMARIES OF ANNUAL REPORTS OF GOVERNMENTS, AND OF LAWS AND REGULATIONS RELATING TO NARCOTIC DRUGS

The Commission on Narcotic Drugs, at its sixth session from 10 April-24 May 1951, decided (E/1998) to postpone consideration of these items in view of its heavy agenda and the fact that the pertinent documents were not yet available in final form.

b. ILLICIT TRAFFIC

(1) General

The Commission examined documents E/CN.7/223 and addendum 1, containing chapter V (Illicit Traffic) of the Annual Reports of Governments on the Traffic in Opium and other Dangerous Drugs for the year 1950. It had before it a survey (E/CN.7/226) by the International Criminal Police Commission (ICPC) on illicit traffic, covering the period 1 January 1949-1 July 1950, which the ICPC had agreed to furnish to the United Nations as a result of arrangements made at the fifth session of the Commission on Narcotic Drugs.²³⁵

The Commission expressed its appreciation of the report and considered that co-operation between United Nations organs and the ICPC might be satisfactorily developed. It stressed that care should be taken to avoid duplication in the work undertaken.

The Commission also had before it a Memorandum on the Illicit Traffic during 1950 (E/CN.7/224) and noted the continued high level of the illicit traffic in raw opium throughout the world.

Following a brief examination of the question of opium seized in Thailand, the Commission asked the Secretary-General to draw the attention of the Government of that country to the fact that although it had reported a large number of narcotics seizures during 1950, the number of arrests of traffickers had been very small and the sentences imposed on offenders had not usually exceeded three months. In this connexion, the Secretary-General was to request the Government to include in its future seizure reports results of judicial proceedings.

With reference to seizures of pethidine mentioned in the Memorandum on the Illicit Traffic, the representative of France drew attention to the increasing licit manufacture and consumption

²³⁵ See Y.U.N., 1950, p. 627.

of that drug, as shown in the last annual report of the Permanent Central Opium Board (E/OB/-6) (see below). He expressed concern about this situation and said that the Board's findings should be regarded as an alarm signal. Illicit traffic and consumption generally grew as licit manufacture and consumption of a drug increased even in France where, though very stringent measures had been taken to limit and control the manufacture and use of synthetic drugs, addiction to Pethidine already constituted 7.5 per cent of all cases of drug addiction. The representative of the United States agreed that addiction to synthetic drugs was becoming an increasingly important problem, and said that there was a noticeable trend among morphine addicts to turn to synthetic drugs because they were easier to obtain. Many addicts forged prescriptions for them as they had done for morphine, and, in the United States, doctors had been warned on many occasions to avoid any over-prescription of such drugs.

At the request of the USSR representative, the Commission examined the statement in the Memorandum that the army stocks of the USSR were a source from which narcotics were diverted into the illicit traffic. The statement, it was indicated, had been based on information in a seizure report forwarded by the United Kingdom in respect of the British Zone in Germany, included in one of the Summaries of Illicit Transactions and Seizures (E/NS.1950/Summary 3). The representative of the United Kingdom explained that the case in question referred to a naturalized German of Dutch origin who had gained some non-professional medical experience in the German army and had succeeded subsequently in posing as a doctor. Presumably he had thus had access to USSR army stocks. The paragraph, he considered, created a false impression, since the USSR army stocks could not be regarded as a source of illicit traffic on such a basis. The Commission, therefore, unanimously decided to delete the paragraph in question from the Memorandum.

(2) **Illicit Traffic in Diacetylmorphine**

The representative of the United States informed the Commission at its sixth session that the illicit traffic in diacetylmorphine was a very serious problem in the United States. The drug, he stated, was smuggled into the country mainly from Italy, Turkey, Greece and China. In Italy, the traffic in diacetylmorphine was due to diversion from legitimate factories, and he asked, therefore, that the Italian authorities prohibit the manu-

facture of diacetylmorphine. He also expressed the hope that the Government of Turkey would place more severe restrictions on the internal distribution of opium.

As far as China was concerned, it appeared that the heroin factories in Tientsin and Manchuria had resumed operations and that the produce was finding its way into the United States and other countries by way of Japan.

The representative of the United States considered that the action already taken by the Governments of Italy, Turkey, and Greece had produced a decrease in that traffic in the United States, and that the trend would probably continue if the Governments concerned continued to tighten their control measures and if the authorities in China took steps to close the diacetylmorphine factories. At the request of the Commission, the Secretary-General was to bring the discussions in the Commission to the attention of the Italian Government, informing it that the Commission appreciated the action which it had already taken and inviting it to study the possibility of taking measures: (1) to ensure that existing stocks of diacetylmorphine were safeguarded against diversion; and (2) to prosecute all persons implicated in the large diversion of this drug during the past five years. The Commission congratulated the Government of Greece on the efforts it had already made to suppress illicit traffic in diacetylmorphine, and asked that it increase its vigilance.

(3) **Burmese Proposal for the Co-ordination of Efforts to Suppress Poppy Cultivation and Smuggling of Opium**

The representative of Burma informed the Commission that in some areas along the frontier between Burma and Yunnan, Indochina, and Thailand, opium was still produced. His Government considered that the measures thus far taken by the respective national authorities for the suppression of this production were not sufficient and that the existing co-operation between them in this respect was not satisfactory. He therefore proposed (E/CN.7/222) that the United Nations set up a co-ordinating committee to which his Government was ready to give all assistance.

In a further elaboration of the proposal, the Burmese representative stated that his Government saw the function of such a committee in the first instance as that of a commission of enquiry charged with the task of collecting information and giving advice to the governments concerned. The committee might be succeeded at a later stage

by a permanent or semi-permanent supervisory organ, which need not necessarily be a United Nations body.

The view was expressed, on behalf of the members of the French Union concerned, that the creation of the proposed committee was unnecessary and that the work suggested for it would be better done by national authorities who should establish an effective liaison for that purpose between the competent police organs in the various countries. The representative of France insisted on the importance of national control and advocated measures to prevent the import of opium such as those adopted by the United Kingdom in Singapore (see E/CN.7/219/Add.3) as the best solution to the problem. Such measures, he considered, should, indeed, be taken in all territories facing similar problems, although the essential condition for the success of any enforcement policy was the stabilization of political conditions which alone made social progress possible. The Commission on Narcotic Drugs might also advise the governments concerned on the line to be followed in their policies of suppression. The French Union, he stated, would combat the illicit traffic in all its territories, but it would not participate in the proposed committee, nor allow it to make enquiries within the Union's borders.

Other members of the Commission shared the view that it would be inadvisable to set up a special committee, but considered that an expert, such as a police expert with special knowledge of illicit traffic, who might perhaps be designated by the ICPC, should be appointed to give advice to the governments concerned.

The representative of the Secretary-General, commenting on the view of the representative of Burma that a United Nations committee would provide the only satisfactory means of attacking the problem, drew the Commission's attention to the fact that even as far back as 1909 it had been clearly established that national measures alone were not enough to ensure an efficient control of narcotic drugs. In any event, it would hardly be appropriate for the Commission to reject the Burmese proposal outright, and he suggested that the Commission might desire to ask the governments concerned to communicate their views on it and study them at a later date.

The Commission was not in favour of the Burmese proposal, as formulated, but agreed that the approach suggested by the Secretary-General was desirable (E/1998).

- (4) Establishment by the Arab League of a Permanent Office for Narcotics

Drawing the Commission's attention to information contained in chapter V of the Government of Egypt's Annual Report for 1950 on the Traffic in Opium and other Dangerous Drugs (E/CN.7/-223), the representative of Egypt stated that the increase in the number of seizures in Egypt in 1950 as compared with previous years was due to a stricter application of control measures rather than to an increased illicit demand. The intensified campaign against narcotics had resulted also in an increase in the illicit prices and was contributing to a reduction in the number of addicts.

In spite of all the efforts of the authorities, however, Egypt, because of its geographical position, was having considerable difficulties in preventing the smuggling of narcotics into the country through the desert near Suez and on board small coastal vessels. Other Arab States had experienced similar difficulties in combating the illicit traffic and, accordingly, while the Commission was holding its sixth session, the Arab League had set up a Permanent Office for Narcotics, the proposed creation of which had been reported to the Commission during its fifth session. The representative of Egypt undertook to transmit to the Secretary-General as soon as possible full details of the organization and programme of this new agency, for communication to the Commission.

c. APPLICATION OF ARTICLE 2 OF THE 1948 PROTOCOL²³⁶

The representative of the United States reminded the Commission at its sixth session that, on 17 October 1950, his Government had notified the Secretary-General, in accordance with the 1948 Protocol, that it considered that fourteen synthetic drugs, all of which were or might be used for medical and scientific purposes, were liable to the same kind of abuse and productive of the same kind of harmful effects as the drugs specified in article 1, paragraph 2 of the 1931 Convention, and had requested that they be put under international control.

The Secretary-General had transmitted the notification to the World Health Organization (WHO), which had promulgated its decision on

²³⁶ This Protocol set up a procedure for bringing under international control new synthetic drugs outside the scope of the 1931 Convention limiting the manufacture and regulating the distribution of narcotic drugs, as amended by the 1946 Protocol.

twelve of the drugs referred to; ten were now subject to the regime of international control laid down for the drugs specified in article 1, paragraph 2, Group I of the 1931 Convention and two were subject to the regime laid down for those in Group II. The Government of the United States appreciated the very prompt action of WHO on the twelve drugs and had been gratified to learn that the organization's Expert Committee on Drugs Liable to Produce Addiction would consider at its next session the liability to produce addiction of the remaining two drugs, namely NU-1932 and NU-2206.

In view, however, of the dangerous nature of these drugs, as had been emphasized in the United States notification, the Commission, following a brief discussion, unanimously decided, in keeping with article 2 of the 1948 Protocol that, pending a final decision by WHO, the measures for international control applicable to drugs specified in article 1, paragraph 2, Group I of the 1931 Convention would provisionally apply to these two drugs.

Accordingly, the Secretary-General, on 30 April 1951, notified all parties to the Protocol of the Commission's decision; on receipt of this notification, these States came under an obligation to apply appropriate measures of international control provisionally to the two drugs in question.

2. Draft Single Convention on Narcotic Drugs

At its fifth session in December 1950, the Commission (E/1889) had considered the first draft (E/CN.7/AC.3/3 and Corr.1) of the proposed single convention on narcotic drugs, the purpose of which was to unify and replace the existing treaties, simplify and strengthen the international control of narcotics, and, for the first time, bring the production of narcotic raw materials under such control.²³⁷ It had decided that it wished to give further study to the draft before taking advantage of the Council's authorization to arrange for the transmission of the draft to governments for comment. The members of the Commission accordingly undertook to arrange for observations of their governments to be available to the Commission during its sixth session.

The Council discussed the question at the 174th and 175th meetings of its Social Committee on 24 and 26 February and at its 446th plenary meeting on 27 February 1951. The majority

favoured the Commission's proposal that the Council approve its plans for further study and elaboration of the draft single convention. An amendment submitted by France (E/AC.7/L.80), which would have emphasized the Council's approval of the Commission's plan for further discussion of the draft single convention at its sixth session, was rejected at the 175th meeting of the Committee by 6 votes to 2, with 10 abstentions. Those opposing it, among them the representatives of India, Pakistan and the United States, thought that the amendment was unnecessary and would only obscure the issue. The Commission had made it clear that the main business at the sixth session would be the elaboration of the proposed interim agreement to limit the production of opium to medical and scientific needs, and that the Commission would not have much time to devote to the single convention.

The Social Committee, on 26 February, adopted (E/1930) the resolution, as proposed by the Commission (E/1889), by 6 votes to 2, with 10 abstentions. It was subsequently adopted by the Council at its 446th plenary meeting on 27 February by 15 votes to none, with 3 abstentions.

This resolution (355 B (XII)) approved the Commission's plans for further elaboration of the single convention on narcotic drugs and reaffirmed its authorization to the Commission to transmit the draft instruments, with possible amendments, to governments for their comments.

When the Commission discussed briefly the draft single convention during its sixth session in April-May 1951 (E/1998), it considered the possibility of simplifying the text of the draft treaty; the form which the future policy-making organ for the international control of narcotic drugs might assume; and the elimination or modification of the international clearing-house system. Observations were again requested from governments represented on the Commission, and also from the Permanent Central Opium Board and Supervisory Body. The Secretary-General was requested to prepare an annotated compilation of all observations received by 1 November 1951, for consideration by the Commission at its seventh session.

3. Report of the Commission of Enquiry on the Coca Leaf

At its twelfth session in February-March 1951, the Council had before it the report of the United

²³⁷ See Y.17.N., 1950, pp. 628-29.

Nations Commission of Enquiry on the Coca Leaf (E/1666). The Commission of Enquiry had visited Bolivia and Peru in the latter half of 1949 at the request of the Governments of these countries to make a field study in the areas where the habit of chewing the coca leaf is most prevalent. That report was presented in two main parts, one containing medical observations on the effects of the habit, and the other dealing with its economic and social aspects. The report had been the subject of a preliminary examination by the Commission on Narcotic Drugs during its fifth session.²³⁸

The Council, without discussion, at the 175th meeting of its Social Committee on 26 February and at its 446th plenary meeting on 27 February 1951, deferred further action to its thirteenth session when additional observations by the members of the Commission (E/1666/Add.1/Rev.1 and E/1666/Add.3) were placed before the Council.

The Council considered the report and the additional observations at the 187th and 191st meetings of its Social Committee on 2 and 4 August and at its 494th plenary meeting on 9 August 1951. It expressed its appreciation of the work accomplished by the Commission of Enquiry and decided to ask the Governments of Bolivia and Peru to forward their comments on the report as well as their comments on the additional observations to the Secretary-General by 1 December 1951, so that the question might be examined by the Commission on Narcotic Drugs at its seventh session in 1952. This resolution (395 D (XIII)) was adopted by the Council at the 191st meeting of its Social Committee on 4 August, by 14 votes to none (E/2069), and at its 494th plenary meeting on 9 August, by 14 votes to none, with 3 abstentions.

In the meantime, as the Commission on Narcotic Drugs at its sixth session had reported to the Council, the Secretary-General had, at the request of the Government of Peru, arranged for an exchange of views with competent Peruvian officials on the coca-leaf problem. The Peruvian authorities had shown great willingness to cooperate with the United Nations in overcoming the difficulties, at the international level, to which coca-leaf production gave rise. They had not, however, proposed to suppress the habit of chewing until after they had obtained precise scientific proof of its effects. The authorities had, nevertheless, received sympathetically a suggestion that it would not be necessary to await such proof before starting more detailed pilot studies, in a

few selected communities, of the many factors leading to the habit of chewing the coca leaf. An attempt could then be made to improve the standards of living of the inhabitants with a view to securing a voluntary renunciation of the habit.

4. International Limitation of Opium Production

a. PROPOSED INTERIM AGREEMENT TO LIMIT THE PRODUCTION OF OPIUM TO MEDICAL AND SCIENTIFIC NEEDS

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

Following a brief general discussion at its 174th to 177th meetings, the Social Committee, by 14 votes to 3, with 1 abstention, on 27 February, and the Council at its 446th plenary meeting on 27 February 1951, by 14 votes to 3, adopted a draft resolution proposed by China (E/AC.7/L.77) concerning the interim agreement to limit the production of opium to medical and scientific needs.

By this resolution (355 C (XII)) the Council requested the Commission to make every possible effort to find a basis acceptable to the governments principally concerned on which an international agreement to limit the production of opium to medical and scientific needs could be formulated.

(2) Consideration by the Commission on Narcotic Drugs at its Sixth Session

The Commission, accordingly, at its sixth session in April-May 1951 considered the draft interim agreement for the limitation of the production of opium to medical and scientific needs, and, in particular, the problems connected with the establishment, under the terms of the interim agreement, of an international opium monopoly.

The Commission was, however, unable to reach agreement on any of the four main questions concerning the establishment of the international opium monopoly which had remained unsolved at the end of its fifth session.²³⁹ These were:

(1) the price at which the international opium monopoly should conduct its opium transactions; (2) measures required to meet competition from opium alkaloids made from poppy straw; (3) the problem of competition facing drug-manufacturing countries from exports of opium alkaloids by opium-producing countries; and (4) the precise form international inspection should take.

²³⁸ For detailed discussion of report, see Y.U.N., 1950, p. 633.

²³⁹ See Y.U.N., 1950, pp. 629-30.

The Commission considered what the next step should be, and, in the discussion of the situation, the view was expressed that an international opium monopoly was not the only, and not even necessarily the best, way of securing the aim of the limitation of opium production to medical and scientific needs. Most of the members, however, expressed the view that an international opium monopoly was the best method for solving the problems involved but recognized that further progress could not be made for the time being.

The Commission then discussed a plan, outlined by the representative of France, for adapting the 1931 Convention for Limiting the Manufacture and Regulating the Distribution of Narcotic Drugs to the production of and trade in opium, and considered a draft protocol, also introduced by France. A sub-committee was set up to consider this plan. The sub-committee, and later the Commission, considered that extensive changes would need to be made to make the provisions of the 1931 Convention applicable to opium production and trade; in particular, since opium production was an agricultural process not completely controllable, international control could not be as rigid as that applied to the industrial manufacture of drugs. The Commission advised that the most practicable form of international control of opium production would be to limit the stock of opium that any country might hold under the proposed treaty. It recommended (E/1998) that the opinions of governments be requested on the principles of the proposed protocol.

These principles provided, *inter alia*, that:

(1) consumption of opium should be limited exclusively to medical and scientific needs;

(2) only opium originating from opium-producing countries which were parties to the protocol and which exported opium in 1950 should be the subject of licit trade between parties;

(3) any kind of international cartels (as distinct from domestic cartels), whether of purchasers or of sellers of opium should be prohibited, and in cases of violation of this provision a party should be able to obtain redress by complaint to an international organ;

(4) the protocol should provide for annual estimates of parties and non-parties of their opium requirements on the general lines on which such estimates are required by the 1931 Convention in respect of manufactured drugs;

(5) the limitation of production of opium should be achieved by the indirect method of limiting the stocks of opium each party would be entitled to maintain, with different maxima for opium-producing and drug-manufacturing countries and countries which are neither;

(6) the provisions relating to the statistical returns should be substantially the same as those prescribed in respect of opium by article 22 of the 1925 Convention;

(7) all countries permitting the production of opium should be required to establish "national opium monopolies" having the right to license cultivators, who should alone be permitted to produce opium in designated areas and should be bound to deliver their total crops to their respective national monopolies, each national monopoly having the exclusive right of wholesale and foreign trade in opium; and

(8) the protocol should provide that in the event of a country not complying with the provisions relating to statistics, estimates or maximum stocks or becoming an important source of illicit traffic in opium by failure to comply with any provision of the protocol, the Permanent Central Opium Board might take certain measures, including the imposition of an export or import embargo on opium, the Board also being permitted to apply sanctions to non-parties.

(3) Consideration by the Economic and Social Council at its Thirteenth Session,

The Council discussed the question at the 189th to 191st meetings of its Social Committee on 3 and 4 August and at its 494th plenary meeting on 9 August 1951.

The representative of France explained that the idea of the draft protocol had received wide support in the Commission because many members had been convinced that it would produce very substantial results even if final agreement on all aspects of the problem were not reached.

The representative of the USSR, who said he was unable to support the proposal, considered that the adoption of the proposed protocol would mean the maintenance of the complicated system at present in force, with all the anomalies of organization it entailed.

The representative of China criticized the principles of the draft protocol in that it did not provide for international inspection, which, in this instance, he considered was essential. The representatives of Belgium, Chile, China, India and the Philippines, among others, supported the principles of an international opium monopoly. The representatives of China and the Philippines felt that the objections to international inspection had been over-emphasized. The representative of Belgium stressed that an international opium monopoly should include all the producing countries.

The Acting Assistant Secretary-General in charge of the Department of Social Affairs said that the problem of international inspection was of a political nature, since it was linked to the question of national sovereignty. He pointed out that it was necessary to have an international inspection system where the control of raw materials was concerned, whereas such a system was not essential under the 1931 Convention which

limited the manufacture and regulated the distribution of narcotic drugs, operations which were easier to control.

A number of representatives, including those of Belgium, China, France, Peru, the Philippines and the United States, thought that both the proposed interim agreement as well as the proposed protocol should be sent to governments for their comments, and a draft resolution (E/AC.7/L.93) to this effect was submitted jointly by Belgium, Chile and China.

This draft resolution was adopted by the Social Committee (E/2068C) at its 191st meeting by 15 votes to 2 with 1 abstention, as amended by France (E/AC.7/L.95). The amendment, which was adopted by 14 votes to none, with 4 abstentions, provided for the transmission to governments of the Commission's records as well as those of the Council. The Council at its 494th plenary meeting adopted the revised resolution 395C (XIII) (see below) by 13 votes to 3, with 1 abstention.

The Social Committee also considered the draft resolution proposed by the Commission (E/1998) concerning the draft protocol and, at its 191st meeting on 4 August, adopted it (E/2068B, see below) by 14 votes to 3, with 1 abstention, after adopting some oral drafting changes and the following amendments:

(a) by 15 votes to none, with 3 abstentions, a United States amendment (E/AC.7/L.94) which would have the Council note rather than adopt in general the principles of the protocol;

(b) by 15 votes to 3, a United States amendment (E/AC.7/L.94) which would call on the Secretary-General to submit the principles of the protocol to governments for their replies by 1 November 1951 in order that an annotated compendium of the observations could be prepared and the protocol drafted in legal form by the Secretary-General in time for the Council's consideration in 1952. The Commission's proposal merely provided for the preparation of the compendium for the Council's next session.

The Council, at its 494th plenary meeting on 9 August, adopted the revised draft resolution, by 14 votes to 3 (395 B (XIII)).

The two resolutions adopted by the Council read:

B

"The Economic and Social Council.

"Conscious of the importance of international efforts for the prevention of the development of drug addiction,

"Considering -that for this purpose effective measures should be taken to further the progress made under the 1925 and 1931 Conventions, in particular by seeking to limit the production of opium to medical and scientific needs,

"Considering that present circumstances make the establishment of an international opium monopoly difficult for the time being,

"Considering that it is nevertheless desirable to take such measures to further the aim of limiting the production of opium to medical and scientific needs as are practicable at the present time,

"1. Notes the principles of the protocol relating to limitation of the production of opium drafted by the Commission on Narcotic Drugs during its sixth session;

"2. Requests the Secretary-General to submit these principles to the States Members of the United Nations and to non-member States Parties to the international treaties on narcotics for the communication of their observations thereon before 1 November 1951, in order that an annotated compendium of those observations can be prepared and that the protocol can be drafted in legal form by the Secretary-General and presented to the Council in time for its consideration in 1952; and

"3. Decides to study in 1952, in the light of the observations made and of the draft protocol presented, the possibility of convening an international conference entrusted with the task of preparing and adopting a protocol relating to the limitation of the production of opium."

"The Economic and Social Council,

"Reaffirming its determination to continue, by all practical means, its efforts to perfect measures designed to bring under fully effective controls the production, distribution and use of narcotics,

"1. Requests the Secretary-General to transmit the draft of the proposed interim agreement to limit the production of opium to medical and scientific needs, together with the summary records of the debates in the Commission on Narcotic Drugs at its sixth session, and the Council at its thirteenth session, on the question of the limitation of opium production, to the Members of the United Nations and to non-member States Parties to the international treaties on narcotics for their observations on this proposed interim agreement, including its practicability; and

"2. Asks the Secretary-General to prepare an annotated compendium of these observations, this compendium to be considered by the Council at the same time as it considers the observations of governments on the proposed protocol relating to the limitation of the production of opium."

b. OFFER FOR SALE AT HONG KONG OF 500 TONS OF OPIUM

The Council was informed by the Commission on Narcotic Drugs in its report on its fifth session in December 1950²⁴⁰ that an offer had been made to a British firm at Hong Kong of 500 tons of opium in China, where, since 1934, the production of opium had been prohibited. This quantity was approximately equal to the annual needs of the entire world for medical and scientific purposes.

²⁴⁰ See Y.U.N., 1950, pp. 632-33.

The Council, at the 174th and 175th meetings of its Social Committee on 24 and 26 February, considered a draft resolution proposed by the Commission (E/1889) on the subject. At the request of the United Kingdom representative, the last paragraph was voted on separately and rejected by 7 votes to 3, with 8 abstentions. This paragraph would have had the Council express the opinion that a return to the production of opium in countries in which, traditionally, it represented a social danger and which had decided to discontinue its production and had promulgated laws to this effect, was incompatible with the United Nations policy of limiting the production of opium to medical and scientific needs.

The draft resolution, as amended, was adopted at the 175th meeting of the Social Committee by 13 votes to 3, with 2 abstentions (E/1930), and at the 446th plenary meeting of the Council on 27 February 1951, by 14 votes to 3, with 1 abstention, as resolution 355 D (XII).

By this resolution, the Council stated its concern over the offer and requested the organs entrusted under the international treaties with the control of narcotic substances to ascertain, if possible, the origin of this opium, the period in which it was collected, the total stocks of opium currently in China and whether the cultivation of the opium poppy and the export of opium were still prohibited in China.

5. General Questions

a. DRUG ADDICTION

(1) Definition of Addiction-Producing and Habit-Forming Drugs

The Commission, at its sixth session, was reminded by the representative of WHO of some criticism expressed during its fifth session²⁴¹ of the definitions of addiction-producing and habit-forming drugs formulated by WHO's Expert Committee on Drugs Liable to Produce Addiction.

The Expert Committee's report had been sent to pharmacologists throughout the world and no dissenting opinions had been expressed to the organization, he said.

(2) Education and Propaganda Against the Use of Narcotic Drugs

The Commission at its sixth session also discussed the advisability of education and propaganda against the use of narcotic drugs. The representative of the Secretary-General gave the

Commission an account of the work done by the League of Nations on the problem, with special reference to the resolution adopted by the Advisory Committee on Traffic in Opium and Other Dangerous Drugs on 2 June 1936 in which it was stated ". . . that propaganda in schools and other direct propaganda should only be practised in certain countries where addiction is a substantial problem. In other countries where addiction is, on the contrary, sporadic, such propaganda would be evidently dangerous . . ." (League of Nations document C.290.M.176.1936.XI). The Commission recommended (E/1998) that the Council consider it advisable to restate the principle adopted by the League of Nations and draw the attention of governments to it.

The Council, however, at the 191st meeting of its Social Committee on 4 August and at its 494th plenary meeting on 9 August 1951 unanimously agreed that no action should be taken on the Commission's draft resolution. The majority felt that in countries where drug-addiction did not exist, education and propaganda might draw undue attention to it.

b. ABOLITION OF OPIUM SMOKING IN THE FAR EAST

During the Commission's examination of reports forwarded to the Secretary-General pursuant to Economic and Social Council resolution 159 II B (VII) concerning the abolition of opium smoking in the Far East, regret was expressed at the paucity and in some cases the incompleteness of the material sent by some governments.

The Commission was informed of the decided progress that had been made by the French authorities towards the final abolition of opium smoking in the Associated States which had formerly constituted French Indochina, where the amount of opium smoked had dropped from 120 tons in 1904 to some 20 tons in 1950. The decree abolishing the system of registering smokers had been put into effect, it was reported, and, in the view of the representative of France, the social danger that opium smoking had once represented had by now disappeared. The efforts of the authorities finally to stamp out the practice were, however, greatly hampered by the lack of communications, particularly in the northern parts of the territory, and by the existing situation in that part of the world, which made it very difficult for the authorities to exercise the necessary control.

²⁴¹ See Y.U.N., 1950, pp. 631-32.

c. OPIUM RESEARCH

During 1951, progress was made in the programme of research into the methods of determining the origin of opium by chemical and physical means undertaken pursuant to Council resolution 246 F (IX). Collaborating scientists reported on microscopical and chemical methods for submitting opium samples to certain comparative tests which might be useful in determining the origin of seized opium. The United Nations Division of Narcotic Drugs itself studied the relationship between the porphyroxine-meconidine content of opium and its origin. Certain codeine analyses undertaken by the Division showed how the codeine and porphyroxine values of an opium sample could be considered together as an aid to determining the origin of that sample. In accordance with the decision of the Commission at its fifth session,²⁴² the Division gave special attention to research into methods for determining the morphine and codeine in opium, and opium samples, contributed to the United Nations under the international research programme, were analyzed for their codeine content. Studies were also undertaken to perfect the United Nations method of assaying the morphine content of opium to give accurate and reproducible results on all types of opium. Collaborating scientists also gave special attention to the subject of opium assay for morphine, and chemists of the United States Internal Revenue Bureau carried out experiments comparing the opium assay method of the United States Pharmacopoeia with that of the United Nations.

6. Permanent Central Opium Board

At its twelfth session in February-March 1951, the Economic and Social Council examined the report of the Permanent Central Opium Board (E/OB/6) at the 175th meeting of its Social Committee on 1 March and at its 446th plenary meeting on 27 February 1951. The report covered the work of the Board for 1950 and included synoptic tables which showed the principal phases in the licit movement of narcotic drugs, from the production of the raw material to the consumption of the finished product, during the years 1936, 1946, 1947, 1948 and 1949. It also included a list of the countries and territories which had sent in their returns for 1949 and a list of the missing quarterly and annual statistics for 1949. Apart from routine questions relating to administration,

the state of the control, and certain special cases, the report contained passages on the use of diacetylmorphine and on synthetic drugs, and an analysis of trends in the movement of narcotic drugs during 1949.

The Board concluded that it lacked for 1949 certain statistics of sufficient importance to make it impossible to calculate world production during that year of any one of the narcotic drugs subject to international control. The same difficulty existed with regard to other items, such as consumption. The Board expressed deep regret that it was obliged to report this state of affairs 21 years after the entry into force of the 1925 Convention.

In spite of the absence of some important statistics, the Board observed the following trends. The production of morphine, codeine and dionine had continued to increase in 1949, and had reached a record figure during that year. However, the quantity of morphine produced for use as such had slightly decreased during recent years. The Board pointed out that allowance had to be made for the fact that pethidine (dolantin, demerol, dolosal, etc.), a synthetic drug of almost world-wide use as a substitute for morphine since the end of the Second World War, was being turned out in quantities superior to the amount of morphine produced for use as such. At the time of the report (15 November 1950), pethidine had not yet been brought under the control established by the international Conventions on narcotic drugs.

The production of a group of drugs comprising dihydrohydroxycodone, dihydrocodeinone, dihydromorphinone, acetyldihydrocodeinone and methylhydromorphinone, had continued at the record level it had attained in 1949. The production of diacetylmorphine and of cocaine was lower than it had been generally before the war in 1939.

The Social Committee expressed regret that 26 States had failed to send in 152 of the statistical reports for 1949 which were required by the Board. Following the acceptance of several drafting amendments, the Committee by 14 votes to none, with 4 abstentions, adopted a United States proposal (E/AC.7/L.81) which, inter alia, noted that failure of any one government to observe its obligations under such Conventions adversely affects every other government; recognized that complete and accurate statistics were essential to the work of the Board; and asked the governments concerned to make every effort to collect statistics and present them to the Board in the quarterly and

²⁴² See Y.U.N., 1950, p. 631.

annual reports required under the Conventions to which they were parties. The Council, at its 446th plenary meeting on 27 February, adopted the draft resolution proposed by the Committee (E/1931) by 15 votes to none, with 3 abstentions, as resolution 356 B (XII). As decided by the Social Committee, without vote, the Council, by 15 votes to none, with 3 abstentions took note (resolution 356 A (XII)) of the report of the Permanent Central Opium Board on statistics of narcotics for 1949 and the work of the Board in 1950.

At the sixth session of the Commission on

Narcotic Drugs in April-May 1951 the President of the Permanent Central Opium Board drew the Commission's attention to the Council's resolution and stated that, although the Board had not met since the Council's resolution had been adopted, it would undoubtedly receive the resolution with appreciation. It would also hope that the Ministries of Foreign Affairs throughout the world would in the future take a more active interest in ensuring that their respective countries sent to the Board accurate and complete statistics, without which it could not work.

T. POPULATION QUESTIONS²⁴³

The report of the Population Commission on the work at its sixth session (1/1989), held from 23 April-4 May 1951, came before the Economic and Social Council at its thirteenth session and was discussed by the Council's Social Committee at its 187th and 188th meetings on 2 August 1951, and at the 494th plenary meeting of the Council on 9 August 1941.

The report drew attention to demographic analysis and research relating to the operations of the United Nations and the specialized agencies, with particular reference to the development of under-developed areas and to the raising of the living standards of the peoples of the world.

At its 494th plenary meeting, the Council adopted a three-part resolution (389(XIII)); in part A, adopted, without discussion, by 11 votes to none, with 3 abstentions, the Council took note of the report; in parts B and C, the Council requested the Secretary-General to undertake specific studies and activities. The main features of the report and the recommendations by the Council are given below.

1. Relationships between Population Trends and Economic and Social Factors

At earlier sessions, the Population Commission had emphasized the importance of the relationships between population trends and economic and social factors, and the demographic aspects of technical assistance and economic development programmes. The Commission, at its sixth session, considered a revised and expanded version (E/CN.9/67, /71, /73, /77, /79, /82, /84, /85, /86) of the report which the Secretary-General, at the Commission's request, had submitted at its

fifth session,²⁴⁴ entitled "Findings of studies on the relationships between population trends and economic and social factors" (E/CN.9/55 and Add.1 and 2). The study in its revised form covered matters such as: economic and social factors affecting human fertility and mortality; determinants of the geographical distribution of population; effects of population trends on economic output and social welfare; population and labour supply; population and consumption; world population and resources; implications of population trends in highly industrialized countries; and population problems in under-developed countries. The Commission requested that this report be submitted to qualified experts for consideration and criticism, and be revised in the light of their replies; it also requested that a brief non-technical summary be prepared.

At its fourth session, the Commission had recommended that the Secretary-General should explore the possibilities of undertaking studies in individual under-developed countries. Accordingly, at the sixth session of the Commission, the Secretary-General presented two reports (E/CN.9/76 and Corr.1, E/CN.9/L.14) on the progress of plans for a field study to be carried out in a selected area of India, in co-operation with the Indian Government, for the purpose of obtaining new information on the relationships between population trends and economic and social conditions in the Orient. The Commission recognized that, together with the Secretary-General, it should devote continuing attention to the study of those relationships. Accordingly, it requested the Secretary-General to continue to co-operate with the

²⁴³ For demographic aspects of migration, see below under Migration.

²⁴⁴ See Y.U.N., 1950, p. 623.

Government of India in completing those projects as quickly as possible and to explore the possibilities of undertaking similar studies in other under-developed areas at the request of Member States and in collaboration with the governments concerned and with the United Nations Educational, Scientific and Cultural Organization (UNESCO), the World Health Organization (WHO) and other specialized agencies and international organizations. The Commission reaffirmed the principle that Member States should be responsible for deciding what questions should be asked in collecting information in such studies.

The Commission noted that some under-developed Member States had recently taken a population census for the first time and had not had previous experience in utilizing the results of such a census. Accordingly, the Commission requested the Secretary-General to consider the possibility of making, in co-operation with the government of one of these countries, a pilot analysis of its census data with a view to obtaining as much information as possible regarding the interrelationships of demographic, economic and social factors, for use in examining the demographic aspects of developmental problems.

2. Studies of Mortality and Fertility

The Commission asked the Secretary-General: (1) to complete the studies of pre-natal, infant and early childhood mortality currently being undertaken; and (2) to explore the possibility of studying, in a limited number of countries, in collaboration with WHO and Member States, the influence of economic and social factors on mortality, with special reference to economically under-developed areas with high death rates. Interest was expressed in the efforts being made to improve the measurement of infant mortality. The Secretary-General was requested to continue this work, in collaboration with WHO and other interested agencies and experts.

The Commission reaffirmed its interest in and the importance of a study of the birth statistics of those countries where the birth rate has risen in recent years, so as to determine whether or not this rise represents an increase in fertility and in the number of children per family. The Secretary-General was requested to obtain, as far as possible, the assistance of interested organizations in preparing such studies, to give priority to his own studies in this field when other projects in hand had been completed, and to prepare a report.

3. Demographic Aspects of the Problem of Retired and Aged Persons

The Commission recognized the increasing importance of the problems attending an aging population both in economically advanced and in less developed countries. The Secretary-General was requested, within the limits of the resources available, to undertake a study, in connexion with that recommended by the Social Commission (E/1982) and in co-operation or consultation with Member States, interested international agencies and other organizations, of the demographic problems of an aging population, with particular reference to the employment of older persons, the factors relating to the aging of population, and the differential rates of aging in various countries and in different ethnic, social and economic groups.

4. Regional Seminars on Population Problems

The Commission emphasized its interest in and support of training-seminars, and particularly of training-courses and internships on demographic techniques and the analysis of population problems. Attention was called to the special need for these activities in countries where for the first time, population statistics are becoming available. In cases where requests for technical assistance are received from Member States, the Secretary-General was requested, within the limits of the resources available, to explore with the appropriate specialized agencies and international organizations: (1) the possibility of arranging brief training courses on these subjects in under-developed countries in conjunction with technical assistance missions which include demographic experts; and (2) the possibility of including training on demographic matters in seminars, courses of instruction, internships, and other training activities on closely related subjects. High priority was assigned by the Commission to the preparation of a detailed pilot programme along those lines (E/1989). A selected and annotated bibliography of recent materials on demography and a manual on methods used in making estimates of current and future population were also requested.

5. Demographic Aspects of the Programme of Regional Commissions

Mindful of the advantages of close co-operation with the regional economic commissions in the

consideration of demographic data and problems, especially in their social and economic implications, the Commission requested the Secretary-General:

(1) to transmit to the appropriate regional commissions abstracts of materials in the report of the Commission which were relevant to their work; and (2) to continue to give consideration in the economic reports to population changes and problems, including inter-continental and intra-continental migration.

6. Demographic Statistics

Several problems relating to the type of data needed for purposes of demographic analysis were discussed by the Commission. The views expressed were brought to the attention of the Statistical Commission with the request that they should be considered where they were relevant to action taken by that Commission. The Commission again emphasized that it was important for countries to collect information necessary for three principal classifications of the economically active population (occupation, industry and status), and to provide tabulations showing these classifications in relation to each other. It also called attention to the desirability of further study of the relationships between the occupation and status classifications, and of adding certain categories to the list previously recommended²⁴⁵ as a minimum for use in the censuses taken in and around 1950.

The Commission also considered a memorandum entitled "Proposed Standards for Vital Records and Statistics" (E/CN.3/12.3-E/CN.9/65), prepared by the Secretary-General in response to a request by the Statistical Commission at its fifth session, endorsed by the Population Commission. The report recommended certain standards for the information of governments and other interested bodies which might be used as guiding principles. The Commission considered the report from the standpoint of its implications for population analysis. It noted that the standards referred primarily to procedures and practices which would be applicable to countries at the stage of development where they would contemplate the modification or adoption of the conventional system of vital statistics. The Commission, expressing its interest in methods of improving population data and statistics, requested the Secretary-General to prepare a revised draft, in consultation with WHO and other appropriate international agencies, and to submit it for comment to members of the Statistical and Population Commissions, to governments, and, as far as possible, to appropriate experts.

The Commission also took note of the progress made in the second issue of the Demographic Yearbook 1949-50 toward giving adequate indications of the technical limitations of the demographic data included and toward developing objective methods for appraising the validity of such data. The Demographic Yearbook contained a comprehensive collection of population, migration and vital statistics relating to every country and geographic unit of the world for which such statistics were available. It showed, in respect of world population trends, that the increase over the estimated total for 1920 represented an average of slightly less than one per cent per year, and that Latin America appeared to have the fastest-growing population. The Commission recommended that the work of the Demographic Yearbook be developed further by the Secretary-General in co-operation with governments, the appropriate specialized agencies and other organizations.

The Commission considered the interim report on the improvement of migration statistics prepared by the Secretary-General (E/CN.9/L.11), together with the Secretary-General's analysis (E/CN.9/47/Add.2, E/CN.3/135) of observations received from governments since the fifth session of the Commission on the draft recommendations for the improvement of migration statistics made by the Commission at its fourth session (E/1313, annex III). The Commission requested the Secretary-General to complete, in continuing co-operation with ILO, the consultation with governments previously suggested and to present to the Commission at its next session a draft of revised recommendations on the improvement of migration statistics. It also requested that in preparing them consideration be given to the desirability, from the point of view of migration studies, of including in the statistical questionnaires questions on reasons for emigration or immigration and on the status (as employer, employee, etc.) of the migrant.

7. World Population Conference

At its fourth session, the Commission had decided that it would be inappropriate to hold a world population conference until the principal results of the various censuses to be taken in or around 1950 were available (E/1313). Since the first results of these censuses were being released in 1951 and many of them would be published

²⁴⁵ See Y.U.N., 1950, p. 624.

by the end of 1952, the Commission decided at its sixth session that the question of holding such a conference should be re-examined. Accordingly, it considered the proposal of the International Union for the Scientific Study of Population that a world population conference be called by the United Nations (E/CN.9/NGO/2). It was pointed out that, since the last conference of this nature was held (in 1937), important changes in the structure of population had taken place and that there were several population problems which "appeared to merit international consideration at this time. Having in mind the interest in population problems which has been shown by several of the specialized agencies, notably by UNESCO, the International Labour Organisation (ILO) and the Food and Agriculture Organization (FAO) and certain non-governmental scientific organizations, especially the International Union for the Scientific Study of Population, the Commission expressed the belief that the United Nations should seek their collaboration on the widest possible basis in any world population conference which might be planned. It also concluded that the conference should be composed of experts.

At its 494th plenary meeting on 9 August 1951, the Council adopted, without discussion, by 14 votes to none, with 3 abstentions, resolution 389 C (XII), which requested the Secretary-General:

(1) To consult with various specialized agencies and non-governmental organizations as to the sponsorship, scope, emphasis, size and possible financing of such a conference; (2) to address an enquiry to governments to ascertain their views with respect to the holding of such a conference, and its date, agenda and composition, if it were to be held; (3) to estimate the possible cost of such a conference to the United Nations, with due regard to alternative kinds of sponsorship and to the possible financial participation of various interested agencies and organizations; and (4) to prepare a report on the results of the enquiry for consideration by the Council as a basis for action.

8. Views Expressed on Population Questions during the General Assembly's Sixth Session

Statements by representatives on certain aspects of demographic problems were made in the General Assembly during its discussion of Chapter IV (Social Questions) of the report of the Economic and Social Council (A/1884). The report included, inter alia, an outline of the Council's action and recommendations in connexion with this subject. No specific recommendations in respect of population problems, however, were made by the General Assembly.

The General Assembly's Third Committee discussed Chapter IV of the Council's report at its 348th to 357th meetings, from 19-29 November 1951.

During the discussion, the representative of Sweden congratulated the Population Commission on its work and stressed the importance: of developing demographic techniques; of collecting facts about population trends, fertility, mortality and migration, of examining the interrelationships of demographic, economic and social factors; and of analysing population problems in different parts of the world. He thought that the work should be continued and intensified along those lines, but also transferred from the realm of registering and analysing figures to positive action. The representative of Sweden added that some way had to be sought to solve the problem of reducing the death rate without increasing the population too much, as the possibilities of population transfer were limited. The only solution of the problem, he said, was to reduce the birth rate—despite the complexity of the problem—as children should not be doomed to a life of misery and starvation because they were too numerous.

The representatives of Czechoslovakia, Poland and the USSR, on the other hand, said that they did not think it true that the economic resources of the world left no room for an increase in the world's population. They were opposed to the idea that emigration was necessary and thought that the population problem could be solved by efficient economic organization and the scientific utilization of resources.

The necessity for studies in the application of the science of demography was stressed by the representative of the Netherlands, especially with regard to the demographic aspects of migration, mortality and fertility rates, and the interdependence of demographic trends and economic and social factors. It was obvious that solutions of serious demographic problems might be based on such studies, although the problems varied greatly from one country to another and any action taken would have to be regional and specialized. The representative of India said that the section of the report of the Economic and Social Council dealing with population was of "vital interest" to India.

9. Future Activities

The Population Commission at its sixth session reviewed its 1952 programme, using the criteria

set forth in Council resolution 324(XI) and paying particular attention to the importance attached to the work of the United Nations in the economic development of under-developed areas. The Commission recommended that the Secretary-General first of all complete projects which were near completion (E/1989, Annex I). It further recommended that the Secretary-General give priority to

the following additional items in the programme of work in the field of population questions:

- (1) The preparation of a plan for a detailed pilot programme for national training courses, seminars and internships, in demographic techniques and analysis;
- (2) improvement of methods of measuring infant mortality;
- (3) a study of recent trends in the birth rate; and
- (4) certain studies and reports relating to migration.

U. MIGRATION

The Economic and Social Council considered the demographic aspects of migration when it considered at its thirteenth session the report of the Population Commission on its sixth session (E/1989) held from 23 April-4 May 1951. It considered other questions relating to migration when it discussed, at the same session, the report of the Social Commission (E/1982) on its seventh session, held from 19 March-13 April.

1. Demographic Aspects of Migration

At its sixth session, the Population Commission had before it a report by the Secretary-General on studies undertaken at the international level regarding the demographic aspects of migration and relationships between demographic, economic and social factors in migration (E/CN.9/78). The report brought up to date earlier information presented to the Commission and described the means through which research and studies were co-ordinated at the international level. It stated that the major development in the field of migration was the increasing interest in emigration from Europe to economically under-developed areas and in the contributions which immigration could make to the development of economic activity in Latin America. The report stated that the Commission might wish to emphasize the importance of demographic factors and their relation with economic and social factors in the determination of cases where emigration was particularly desirable and where immigration had a chance to succeed. It also stated that the Commission might feel it undesirable to make specific recommendations for further studies until those in progress were near completion.

The Commission also had before it a working paper on European migration (E/CN.9/L.12), which stated, *inter alia*, that the analysis of emigration potentials in various parts of Europe was linked closely to the immigration policies of the receiving countries and their capacity to absorb

immigrants from Europe. It added, however, that it seemed possible to treat separately the two principal determinants of the probable course of future European emigration, namely the emigration potentials considered from the point of view of the emigration countries, and the numbers of Europeans which immigration countries were likely to receive and absorb.

In view of the need to obtain, as rapidly as possible, concrete results in the field of migration, the Commission requested the Secretary-General, in collaboration with the specialized agencies, particularly the International Labour Organisation (ILO), and the non-governmental organizations, to concentrate on the completion of four projects already begun:

- (1) compilation of basic data on sex and age distribution and economic characteristics of migrants, since 1918;
- (2) revision of draft recommendations for the improvement of migration statistics;
- (3) study of pre-requisites to immigration;
- (4) study of relationships between economic development and immigration in Latin America, currently in preparation at the request of the Economic Commission for Latin America.

The Commission requested, further, that full account be taken of the importance of:

- (1) specific causes of immigration and emigration in various countries;
- (2) the social and economic conditions of migrants in countries of destination; and
- (3) studies of the barriers to international migration, including problems of financing European migration, being undertaken by ILO in co-operation with the United Nations.

The Secretary-General was also requested to keep the Commission informed of all studies on migration being undertaken by the United Nations and the specialized agencies, paying special attention to the concentration of efforts and resources within this field.

The Commission prepared for the Council's consideration a draft resolution under which the Council would:

- (1) recall its allocation of responsibilities to the Population Commission made in resolution 156 A (VII)

of 10 August 1948; (2) recall its desire to promote efficiency; (3) concur with the Commission's recommendations on the co-ordination of international studies and research in the field of migration; and (4) request the Secretary-General to prepare from time to time, for submission to the Commission, a summary of the results of the various studies and research activities on migration made by the United Nations and the specialized agencies.

During the discussion at the 187th and 188th meetings of the Social Committee and at the 494th plenary meeting of the Council, the USSR proposed an amendment (E/AC.7/L.91 and E/L.185) to replace that part of the preamble to the draft resolution proposed by the Population Commission which would state that the Council concurred with these recommendations by the statement that the Council took note of the recommendations. In the final paragraph of the draft, the amendment would also include in the studies, the results of which the Secretary-General was asked to summarize, studies on the causes of migration and the social and economic living conditions of immigrants in the countries into which they had immigrated.

In the Social Committee, the first part of the amendment was rejected by 7 votes to 4, with 5 abstentions; the latter part by 9 votes to 3, with 4 abstentions. The Social Committee then adopted the draft resolution proposed by the Population Commission by 13 votes to none, with 3 abstentions. When the amendment was again put forward in the plenary session of the Council, the representatives of Czechoslovakia and Poland spoke in its favour; but, on being put to the vote, the first part of the amendment was rejected by the Council, by 10 votes to 4, with 3 abstentions, the second part by 11 votes to 3, with 3 abstentions. The Council then adopted, by 13 votes to none, with 3 abstentions, the resolution proposed by the Social Committee (389 B (XIII)).

In this resolution the Council recalled its request to the Population Commission contained in its resolution 156 A (VII) to arrange for studies of and to advise the Council on: (1) the demographic aspects of migration; (2) the relationships between demographic, economic and social factors in migration; and (3) the over-all co-ordination of international research and study in this field by the United Nations and the specialized agencies. It requested the Secretary-General to prepare from time to time, for submission to the Commission, a summary of the results of the various studies and research activities on migration made by the United Nations and the specialized agencies.

2. Social Aspects of Migration

a. ASSISTANCE TO INDIGENT ALIENS

At its seventh session, the Social Commission examined a second report on this subject by the Secretary-General (E/CN.5/235 and Add.1, 2 & 3) containing the results of the enquiries made and the comments of governments, appropriate specialized agencies and non-governmental organizations on the problem of the suggested convention on assistance to indigent aliens.²⁴⁶ The second report by the Secretary-General contained a proposal that the Commission should ask the Council to recommend, *inter alia*, that governments:

(1) accord to aliens lawfully in their territory the same measures of public assistance as those accorded to their nationals; (2) do not expel aliens for the sole reason of their indigency or their becoming public charges; (3) whenever they repatriate aliens, they do so with the primary consideration of the interest of the persons involved; (4) enter into agreements with other governments on these matters; (5) utilize technical assistance of the United Nations to achieve these objects; (6) make use of the services of competent voluntary organizations in this respect; and (7) keep the Secretary-General informed of their practices and agreements.

The Social Commission noted that assistance to indigent aliens was only one aspect of a broader question relating more particularly to the protection of the rights of alien workers and their admission to employment and to social security benefits. The Commission was of the opinion that the framing of a draft convention for assistance to indigent aliens was premature, but that it was nevertheless essential to continue the study of such a convention.

The Second Conference of Non-Governmental Organizations interested in Migration was held in Geneva from 16-21 March 1951, under the auspices of the International Labour Organisation and the United Nations and the report of that Conference was in the hands of members of the Social Commission. The report stressed the need for rapid improvement of the legal status of aliens.

The Commission submitted to the Council at its thirteenth session a draft resolution, reaffirming the recommendation that governments do not expel indigent aliens from their territories for the sole reason of their indigency or of their becoming public charges and that they accord to aliens lawfully in their territory the same measures of public assistance as those given their nationals. It would also invite governments to give effect, so far as

²⁴⁶ See Y.U.N., 1950, p. 626.

practicable and reasonable, to the Secretary-General's recommendations.

The matter was discussed by the Social Committee at its 184th meeting on 31 July, when the representatives of Belgium and Canada, on the ground of domestic constitutional reasons, requested a separate vote on that part of the draft resolution which asked the Council to affirm its recommendation to governments. The Committee adopted that paragraph by 13 votes to none, with 4 abstentions.

On the suggestion of the representative of the United States the Committee decided, by 14 votes to none, with 3 abstentions, to delete that part of the Social Commission's draft resolution which sought to have governments keep the Secretary-General informed of action taken by them in pursuance of the resolution. The resolution as a whole, as amended, was adopted by the Committee by 13 votes to none, with 4 abstentions, and by the Council, at its 494th plenary meeting on 9 August, by 14 votes to none, with 4 abstentions as resolution 390 G (XIII). It read:

"The Economic and Social Council

"1. Draws the attention of all governments to the report on assistance to indigent aliens prepared by the Secretary-General at its request;

"2. Reaffirms its recommendation that governments do not expel, deport or otherwise remove from their territories aliens for the sole reason of their indigency or of their becoming public charges;

"3. Further recommends that governments accord to aliens lawfully in their territory the same measures of public assistance as those accorded to their nationals; and

"4. Invites governments, in enacting any necessary legislation or taking any necessary administrative action in pursuance of these recommendations, to study and, so far as practicable and reasonable, to give effect to the principles enunciated in the report of the Secretary-General, using as may be appropriate the services of non-governmental organizations."

b. RECOGNITION AND ENFORCEMENT ABROAD OF MAINTENANCE OBLIGATIONS

At its sixth session, the Social Commission expressed the hope that a report on the enforcement abroad of maintenance obligations would be referred to governments in time for their comments to be considered at the seventh session. The Secretary-General had already requested the International Institute for the Unification of Private Law to resume a study it had begun before the war at the suggestion of the League of Nations. That study had led to the preparation of a draft Con-

vention, which the Secretary-General submitted to the Social Commission at its seventh session (E/CN.5/236 and Add.1, 2 and 3).

The draft Convention contained seventeen articles and a preamble which recognized that the enforcement abroad of judgments relating to maintenance obligations was a pressing need, and that the achievement of this humanitarian aim justified the establishment of a special system. Its purpose, as stated in the draft Convention, was to secure the reciprocal recognition and enforcement by the signatories of judicial decisions awarding maintenance.

The Secretary-General of the Institute took part in the Social Commission's discussions and gave a detailed account of the nature of the problem, the possible legal remedies and the principles on which the Institute had based its work. Several members of the Social Commission and representatives of non-governmental organizations stressed the need for solving the problem by means of international instruments which would guarantee to deserted persons the right to free or inexpensive proceedings of as simple and expeditious a character as possible.

The Social Committee considered the draft resolution proposed by the Social Commission at its 184th and 185th meetings on 31 July and 1 August.

The Commission recommended, *inter alia*, that the Council request the Secretary-General:

"(1) To take into consideration the draft conventions submitted to the Social Commission at its seventh session, the comments received from governments, specialized agencies, and non-governmental organizations, the suggested principles submitted to the Social Commission, as well as the discussions before the Social Commission and the Council, and to prepare a working draft of a model convention or of a model reciprocal law, or both; and

"(2) To convene a committee of experts, to be composed of not less than five nor more than nine members selected by the Secretary-General in consultation with the governments of ... and including a representative of the International Institute for the Unification of Private Law, with a view to formulating, on the basis of the working draft or drafts prepared by the Secretary-General, the text of a model Convention, or model reciprocal law, or both, to be submitted to the Economic and Social Council not later than at its sixteenth session for its consideration and recommendations to governments".

During the discussions in the Committee, some opposition to the second paragraph of the draft resolution was voiced by the representatives of Chile and the United States, among others. The representative of Chile proposed the deletion of

the paragraph, maintaining that any international convention was bound to come into conflict with the national laws of some countries. The United States representative, who said that he did not believe that the governments to be consulted by the Secretary-General should be chosen by the Committee, proposed an amendment (E/AC.7/L.89) to have the Council request the Secretary-General to convene a committee of experts to draft the text of a model Convention, or a model reciprocal law, on the basis of the working draft mentioned in the earlier part of the resolution, and to submit it to the Council not later than its sixteenth session. An oral amendment proposed by Uruguay would have the reference to reciprocal law deleted from the draft resolution.

At its 185th meeting on 1 August, the Committee rejected the Chilean proposal by 10 votes to 5, with 3 abstentions. It also rejected, by 12 votes to none, with 6 abstentions, the oral amendment by Uruguay, and adopted, by 13 votes to 1, with 4 abstentions, the United States amendment (E/AC.7/L.89). The resolution as a whole, as amended, was adopted by 13 votes to none, with 5 abstentions.

The Council, at its 494th plenary meeting on 9 August 1951 adopted, by 14 votes to none, with 4 abstentions the draft resolution as resolution 390 H (XIII).

By this resolution, the Council expressed its appreciation of the valuable work done by the Institute in connexion with its preliminary study, and requested the Secretary-General:

(1) to prepare a working draft of a model Convention or of a model reciprocal law, or both, taking into consideration the draft Convention submitted to the Social Commission, the comments received from governments, specialized agencies and non-governmental organizations, as well as the discussions which had taken place in the Social Commission and Council; and (2) to convene a committee of experts to draft the text of a model Convention or a model reciprocal law on the basis of the above-mentioned working draft, and to submit it to the Council not later than its sixteenth session.

In connexion with this resolution, it was agreed that the following clarifications should be included in the report of the Social Committee (E/2065) to the Council.

"... The Secretary-General shall select the committee in consultation with Governments and it shall include a representative of the International Institute for the Unification of Private Law and at least one representative from each of the principal legal systems of the world, as well as a representative from a country having a federal-state form of government, and representatives from countries of immigration and emigration.

"It is understood that the governments consulted will be chosen from those which have signed bi-lateral and multi-lateral agreements with regard to this question."

3. Economic Aspects of Migration

METHODS OF INTERNATIONAL FINANCING OF EUROPEAN EMIGRATION

In response to the last part of its resolution 308 C (XI),²⁴⁷ the Council, at its thirteenth session, had before it a report of the Secretary-General (E/2019) prepared in consultation with ILO, the International Refugee Organization (IRO) and other interested specialized agencies on methods of international financing of European emigration. The Council also heard a statement by the Director-General of the International Labour Office.

The report summed up recent experience, national and international, in meeting the cost of European emigration, presented estimates of financial aid required by potential migrants to facilitate desired migration, and indicated the extent to which the costs involved could appropriately be met by international financing. The report emphasized that international financing of migration could not be dealt with as an isolated problem, but should be considered within a broad framework of economic development and manpower programmes. It also pointed to the need for technical as well as financial aid to carry out such programmes. The report presented a series of recommendations as to the national, bilateral and international action needed to supplement existing methods of, financing migration, and concluded that new international resources were needed to finance certain expenditures which could not be met by present methods. The report proposed that international measures concerning migration should be co-ordinated by a single international agency, which should also be responsible for stimulating the adequate financing of socially and economically desirable migration projects without, however, taking over any general responsibilities in the promotion of economic development. It suggested that such an agency should be equipped to assume responsibility for the international measures required for the financing of certain expenditures involved in migration, including the establishment of a special international fund.

The Council discussed the report at its 513th, 515th and 520th plenary meetings from 21-25 August 1951.

²⁴⁷ See Y.U.N., 1950, pp. 625-26.

Some representatives, including those of Chile, Mexico, Peru and Uruguay, felt that the time was ripe for the Council to take more positive action than simply referring the problem of international financing of European emigration for consideration by the Migration Conference, convened by ILO at Naples on 2 October 1951.²⁴⁸ It was their view that the Council should approve the recommendation contained in the Secretary-General's report to the effect that international measures concerning migration should be co-ordinated by a single international organization which should also be responsible for taking such action as may be necessary, in collaboration with the countries directly concerned, to supplement the resources available, and thus to ensure that economically and socially desirable migration projects can be carried through.

Other representatives, including those of Canada, France, Pakistan, the Philippines, Sweden, the United Kingdom and the United States, felt that the Council could not and should not act when the points of view of governments directly concerned with international migration were not known, but should wait until these governments were ready, perhaps at the time of or after the Migration Conference. They further believed that the special experience of IRO in the movement of refugees should be taken into account in the consideration of the problem.

The opinion was also expressed by some representatives, among them those of China, France, India, Mexico, Pakistan and the Philippines, that the interest of the United Nations in problems of migration should not be restricted to European migration, thus by-passing the urgent migration problems of other continents, particularly of Asia.

The representatives of Czechoslovakia, Poland and the USSR, on the other hand, contended that the Secretary-General's report did not pay attention to the economic and social conditions which determine emigration and to the conditions awaiting the migrants in the receiving countries. The same representatives maintained that the solution

of the problem of finding useful work for the unemployed and under-employed in many countries did not lie in migration, and that international action should not concentrate on promoting migration, but that peaceful economic development alone could and would create the conditions necessary to raise the living standards in countries now suffering from unemployment and under-employment.

At the conclusion of the general debate, the Council had before it three proposals:

(1) Draft resolution by Chile, Mexico and Peru (E/L.223), which would have the Council approve the recommendation of the Secretary-General (E/2019) that the international measures concerning migration should be co-ordinated by a single organization, which would collaborate with governments on migration projects. The draft resolution would also urge that the Council's reports be made available to the forthcoming Migration Conference at Naples.

(2) Draft resolution by the United States (E/L.222), which would request ILO to formulate its comments and recommendations in the light of the views expressed at the Naples Conference.

(3) Draft resolution by the United Kingdom (E/L.224) which would have the Council, after taking note of the report of the Secretary-General, and bearing the Migration Conference in mind, invite ILO to bring the Secretary-General's report, together with the records of the Council's discussion on the question, to the attention of the Conference. The draft resolution would also request all international organizations concerned with any aspect of the migration problem to make their views and experiences available to that Conference. In particular, it would request IRO to make available to the Conference its views on the Secretary-General's report and its special experience in the resettlement of refugees. It would further request ILO to report to the Council at its next session the action by ILO taken or contemplated in the recommendations of the Conference.

The joint draft resolution by Chile, Mexico and Peru (E/L.223) was first put to the vote and rejected by 10 votes to 4, with 4 abstentions. The draft resolution by the United Kingdom (E/L.224) was then adopted by the Council, by 8 votes to 7, with 3 abstentions, as resolution 396 (XIII), at its 520th plenary meeting on 25 August 1951.

V. CULTURAL ACTIVITIES

1. United Nations Research Laboratories

In accordance with resolution 318 B (XI),²⁴⁹ the Council had before it at its thirteenth session a report (E/2004 and Add.1) by the Director-General of the United Nations Educational, Sci-

entific and Cultural Organization (UNESCO), containing a detailed plan for the setting up of an international computation centre as the first

²⁴⁸ See also Part Two, The Specialized Agencies: International Labour Organisation.

²⁴⁹ See Y.U.N., 1950, p. 638.

of the United Nations research laboratories. The Council considered this report at its 517th and 518th plenary meetings on 24 August 1951 at the same time as it examined the annual report of UNESCO.²⁵⁰

The report pointed out that the General Conference of UNESCO had agreed that the centre would be of the greatest value. The functions of the centre, as described in the report, would be:

(1) to provide a computation service, establishing and maintaining one or more laboratories equipped with various types of calculating machines, and to maintain an advisory service dealing with queries; (2) to organize and develop a programme of training of research workers in mechanical computation; and (3) to carry out scientific research on questions relating to computation devices, to establish in co-operation with scientific organizations concerned a programme of pure science problems to be studied on the international level, to publish and circulate the results of its research and to promote collaboration and co-ordination among computing institutes throughout the world.

During the discussion, the majority of members supported the plan. The representative of the United Kingdom pointed out that, although the centre would have the status of a United Nations international institute, it would, in practice, tend to function as a regional centre, since its operation and its financing would be mainly controlled by those countries which felt the need for active participation in its work. The United States representative was of the opinion that the centre should be set up on a self-supporting basis, receiving contributions from interested governments and institutes. While not wholly opposed to an initial subsidy from UNESCO, he doubted the wisdom of a large initial loan because of difficulties of repayment. He also stressed that the centre might co-ordinate its work with the several national computation centres, functioning as a clearing-house, advising scholars, institutions and governments as to where and at what cost they could obtain the services they needed. The representative of the USSR considered that the establishment of an international computation centre was not within the terms of the UNESCO Constitution, and he disapproved of the plan and especially of the possible subsidy by the United Nations.

The Council at its 518th plenary meeting on 24 August, by 15 votes to 3, adopted a joint draft resolution submitted by the United States, France, Iran and Mexico (E/L.299), as resolution 394 (XIII). By this resolution, the Council took note with appreciation of the above plan, and in particular of the resolution adopted by the sixth General Conference of UNESCO requesting the Di-

rector-General to convene in November 1951 a conference of representatives of interested States, the United Nations and the specialized agencies, to set up such a centre if adequate financial backing was assured.

2. Teaching about the United Nations and the Specialized Agencies in Schools and Other Educational Institutions of Member States

The Economic and Social Council in resolution 314(XI)²⁵¹ stated that teaching about the United Nations should be undertaken in schools, as well as in adult education programmes in all countries and territories and requested Member States actively to encourage the dissemination of information about the purposes and principles and the structure and activities of the United Nations through all appropriate media.

In 1951, accordingly, the activities and services of the United Nations and the United Nations Educational, Scientific and Cultural Organization (UNESCO) were extended and co-ordinated into a joint programme conforming to policy requirements.

Through its Information Centres,²⁵² the United Nations extended its direct contacts with educational authorities in Member States. Together with a large number of non-governmental organizations, the Centres distributed basic source material on the United Nations and the specialized agencies for adaptation and translation into the local language for use in education and through Press, radio and visual information services. Much of this information was channelled to teachers' colleges, and universities, and much of it was used in expanding programmes for the observance of United Nations Day and Human Rights Day. In addition, a large network of volunteer helpers, co-operating with the United Nations through Volunteer Educational Centres and Voluntary Correspondent Speakers Units, acted as liaison between educational agencies and the United Nations. At the end of the year there were 414 such Centres.

UNESCO developed still further during 1951 its policy of organizing seminars and held an International Seminar in France on the Teaching of History. Under contract with UNESCO also, the World Federation of United Nations Associations (WFUNA) held seminars and courses on teach-

²⁵⁰ See p. 590.

²⁵¹ See Y.U.N., 1950, pp. 636-37.

²⁵² For list of Centres, see p. 113.

ings about the United Nations, in Lebanon and India. UNESCO also encouraged and assisted Member States in their own national and regional seminars, emphasizing the development of a world outlook through studies of the Universal Declaration of Human Rights, collective security and the scientific facts about race. UNESCO also paid particular attention to the preparation of materials on collective security.

Towards the close of 1951, in preparation for the joint report of the Secretary-General of the United Nations and the Director-General of UNESCO to the fourteenth session of the Council in 1952,²⁵³ a number of official reports on progress in teaching about the United Nations were supplied by Member Governments (E/2184/Add.1-4). These revealed that many Member States were developing their programmes in accordance with the Council's recommendations. Particularly in the secondary schools, Member States extended their programmes and, either in special courses or in appropriate school subjects, introduced direct teaching about the United Nations.

Non-governmental organizations continued to play an active role in promoting teaching about the United Nations. The United Nations essay contest for younger members of non-governmental organizations, for example, continued to stimulate study of the United Nations and the specialized agencies. The observance of United Nations and Human Rights Days was considerably widened both in schools, and at the community level, and celebrations were held in 1951 in 50 Member States.

There was some development of programmes calculated to create support for the United Na-

tions and to foster a world outlook in colleges and universities, and several successful programmes of adult education on this topic were pioneered. Some States set up special machinery in their educational systems to enable them to use more fully the services of the United Nations and UNESCO.

During 1951, the rapid increase in the programmes of technical assistance increased interest in many parts of the world in the United Nations. To meet the problem of teaching about the United Nations in economically under-developed countries, briefings on the United Nations and the specialized agencies for experts going on technical assistance missions and for Fellows from Member States studying in areas where organs of the United Nations or specialized agencies are operating, were organized.

3. Cartographic Services

Arrangements were made during the year for the transfer to the United Nations Cartographic Office of the work of the Central Bureau of the International Map of the World on the Millionth Scale.²⁵⁴

The first issue of the periodical bulletin, *World Cartography*, Vol. 1, 1951, was published in June 1951. The purpose of the bulletin is to report upon activities, progress and plans in the field of cartography throughout the world. The first volume, divided into four sections, contained:

(1) a general article on cartography as related to resource development; (2) technical notes and studies prepared by scientists; (3) reports, prepared by international and national agencies, on cartographic activities in the Americas, Brazil, Canada, and the United States; and (4) a bibliography.

W. QUESTIONS OF CO-ORDINATION AND RELATIONS WITH SPECIALIZED AGENCIES

1. Concentration of Effort and Resources and Administrative Budgets of the Specialized Agencies

In resolution 413(V)²⁵⁵ the General Assembly requested the Economic and Social Council to review during 1951 the 1952 programmes of the United Nations and the specialized agencies, using the criteria for priorities previously established in Council resolution 324(XI)²⁵⁶ and asking the assistance of the Advisory Committee on Administrative and Budgetary Questions on the administrative and financial aspects of the matter.

a. CONSIDERATION BY THE ECONOMIC AND SOCIAL COUNCIL AT ITS TWELFTH SESSION

At its twelfth session, the Council discussed the question of concentration of effort and resources at its 466th and 467th plenary meetings on 13 March 1951. It had before it a note by the Secretary-General (E/1887) which stated, *inter alia*, that the Secretariat was reviewing all uncompleted

²⁵³ This report (E/2184) was submitted on 2 May 1952.

²⁵⁴ See p. 592.

²⁵⁵ See Y.U.N., 1950, pp. 653-54.

²⁵⁶ *Ibid.*, pp. 640-42.

projects to assist in the implementation of Assembly resolution 413(V). The eighth report of the Administrative Committee on Co-ordination (ACC) (E/1865, see also below) also touched on questions concerning the concentration of effort and resources. It stated that prior consultations were being held before the adoption of proposals for surveys, meetings and programmes concerning more than one organization.

The Council also had before it two draft resolutions, by Chile (E/L.151) and by the United States (E/L.157), which were later amalgamated and formed the basis of a resolution adopted by the Council (see below).

General support for the draft resolutions was expressed by the representatives of France, Peru, the USSR and the United Kingdom. The representative of the USSR, however, opposed that part which made reference to the Secretary-General's Twenty-year Programme²⁵⁷ and which would have the Council state its conviction that an intensification of its efforts to promote the purposes of Articles 55 and 56 of the Charter was indispensable to the achievement of economic and social progress.

The first part of a joint amendment by France and the United Kingdom (E/L.163), which sought to delete a request to the specialized agencies to review their budgets for the coming year was adopted by the Council by 7 votes to 4, with 6 abstentions; the Council rejected, by 6 votes to 5, with 6 abstentions, the second part of the joint amendment, which would have the Advisory Committee submit to the Assembly any observation on the 1952 budgets of the specialized agencies which might be useful in the preparation of their 1953 budgets. The Council then unanimously adopted the new combined text of the draft resolutions, as amended by France and the United Kingdom, at its 467th plenary meeting on 13 March. The resolution (362 B (XII)) read:

"The Economic and Social Council,

"Having considered resolution 413 (V) of the General Assembly regarding the need for the concentration of the effort and resources of the United Nations and the specialized agencies devoted to economic and social work,

"Cognizant of the need to avoid all unnecessary and wasteful expenditures and to direct the resources of the United Nations toward the most fruitful undertakings,

"1. Affirms its intention to continue to examine all new projects to ensure that every economy compatible with its responsibilities is effected and that the economic and social work with which it is entrusted is carried on most effectively;

"2. Requests the commissions of the Council:

"(a) To review during 1951 their 1952 programmes, using the criteria set forth in Council resolution 324 (XI); and

"(b) To indicate, when new projects are recommended, which current projects might be deferred, modified, or eliminated to ensure that the economic and social work of the United Nations will be carried on most effectively;

"3. Requests the specialized agencies to submit to the thirteenth session of the Council their 1952 programmes as reviewed by them in accordance with General Assembly resolution 413 (V), paragraph 1;

"4. Invites the specialized agencies, within the framework of their respective constitutions, to take any steps they consider necessary in order to enable them to cooperate fully with the General Assembly and the Council in achieving the objectives of General Assembly resolution 413 (V);

"5. Invites the Advisory Committee on Administrative and Budgetary Questions to submit to the thirteenth session of the Council such observations on administrative and financial aspects of the 1952 programmes of the United Nations and the specialized agencies as would assist the Council in reviewing the programmes;

"6. Desires to bring to the attention of the General Assembly the following considerations affecting the work of the Council:

"(a) That the question of the economic development of under-developed countries in all its aspects is by virtue of Articles 55 and 56 of the Charter a problem to which the Council must continue to give most urgent attention because it recognizes that "a more rapid economic development of under-developed countries, in particular an increase of their production, is essential for raising the level of productive employment and the living standards of their populations, for the growth of the world economy as a whole and for the maintenance of international peace and security" (General Assembly resolution 400 (V));

"(b) That the promotion of economic stability and of the maintenance of full employment is a responsibility of the Council and that "under Articles 55 and 56 of the Charter, the United Nations is under an obligation to use all the means at its disposal to ensure the steady growth of the world economy and to prevent the emergence of those factors of economic disequilibrium which impair general economic stability and disturb the economic development of the under-developed countries" (General Assembly resolution 406 (V));

"(c) That, in conjunction with the effort necessary for the economic development of the under-developed countries, "by Articles 55 and 60 of the Charter of the United Nations the Economic and Social Council, under the authority of the General Assembly, is charged with the responsibility for promoting higher standards of living and conditions of social progress and development" (General Assembly resolution 418 (V)), and accordingly for promoting measures to increase the welfare of the peoples concerned and to improve conditions of health, education, employment, housing, social security and respect for human rights;

"(d) That the Council's work in respect of international economic and social co-operation, of which the

²⁵⁷ See pp. 189ff.

foregoing examples are aspects at present of major significance, constitutes, together with the programmes of the specialized agencies also engaged in these fields, an unprecedented international effort which is already proving to be of benefit to the world;

"7. Recalls that, in its resolution on uniting for peace, the General Assembly at its fifth session expressed the view that enduring peace will not be secured solely by collective security arrangements against breaches of international peace but "depends also upon the observance of all the Principles and Purposes established in the Charter of the United Nations . . . and especially upon respect for and observance of human rights and fundamental freedoms for all and on the establishment and maintenance of conditions of economic and social well-being in all countries"; and that the General Assembly accordingly urged Member States "to respect fully, and to intensify, joint action, in co-operation with the United Nations, to develop and stimulate universal respect for and observance of human rights and fundamental freedoms, and to intensify individual and collective efforts to achieve conditions of economic stability and social progress, particularly through the development of underdeveloped countries and areas" (General Assembly resolution 377 E (V));

"8. States its conviction that an intensification of the Council's efforts to promote the purposes of Articles 55 and 56 of the Charter is indispensable if the required rate of economic and social progress and development is to be achieved; and

"9. Urges most earnestly that the governments, when next reviewing the work of the United Nations in the General Assembly, give full weight in their budgetary consideration of the work of the United Nations to the contribution which the promotion of "social progress and better standards of life in larger freedom" is making and can make towards the achievement of the objectives of the Charter."

At its twelfth session, the Council also considered the question of co-ordination of activities of the United Nations and UNESCO relating to freedom of information, at the 179th to 180th meetings of its Social Committee on 6 and 9 March, and at its 467th plenary meeting on 13 March 1951.

The Council had before it a report of the Secretary-General prepared in collaboration with the Director-General of UNESCO outlining the activities of the two organizations in this respect (E/1891).

The Council, on the recommendation of the Social Committee (E/1944), adopted, by 9 votes to 3, with 6 abstentions, at its 467th plenary meeting on 13 March, a resolution (362 C (XII)), in terms of which it noted that the Secretary-General of the United Nations and the Director-General of UNESCO had sought to avoid duplication of work, but stated that it considered that the report nevertheless disclosed a need for clearer delimitation of the activities of the two organiza-

tions in this field. The Council further requested the Ad Hoc Committee on the Organization and Operation of the Council and its Commissions to undertake the delimitation of these activities and taking into account the constitution and programme of UNESCO, to make appropriate recommendations. In addition, the Council decided to transmit to the Ad Hoc Committee for its consideration the records of the discussion of this question at the Council's twelfth session, together with the relevant documentation.²⁵⁸

b. CONSIDERATION BY THE ECONOMIC AND SOCIAL COUNCIL AT ITS THIRTEENTH SESSION

At its thirteenth session, the Council considered the question of co-ordination among the United Nations and the specialized agencies at the 75th to 78th and 80th to 88th meetings of its Co-ordination Committee, from 6 August-8 September, and at its 554th plenary meeting on 17 September 1951.

The Committee had before it, inter alia, the report of the ACC (E/199 & Add.1) as well as the annual reports of the specialized agencies²⁵⁹ and the reports of the commissions of the Council, on which the Committee on Co-ordination had based its review of the development of co-ordination (E/2121 & Corr.1).

As regards the concentration of effort and resources, the Committee on Co-ordination felt that continued progress had been registered in the co-ordination of current activities and it made recommendations (E/2121 & Corr.1) concerning the review of 1952 programmes of the commissions of the Council, of the specialized agencies and other bodies. It made further recommendations in respect of the review of programmes for 1953 and subsequent years, the adoption of United Nations priority programmes and proposals for budgetary control of programmes.

The Council, at its 554th plenary meeting on 17 September 1951, adopted three draft resolutions (402 B I, II & III (XIII)) dealing with the concentration of effort and resources, which had been recommended by the Co-ordination Committee in its report (E/2121 & Corr.1). The first two resolutions were adopted in the Committee and in the Council by 12 votes to none, with 5 abstentions; the third resolution was adopted in

²⁵⁸ For further consideration of this question by the Ad Hoc Committee and by the Council at its thirteenth session, see p. 63.

²⁵⁹ See pp. 589-91.

the Committee and the Council by 11 votes to 5, with 1 abstention. In adopting resolution 402 B I (XIII), the Council approved the specific recommendations and suggestions contained in the report of the Co-ordination Committee, which it annexed to its resolutions.²⁶⁰

In resolution 402 B II (XIII), the Council noted the actions taken by the commissions and the specialized agencies to comply with its previous recommendations and those of the General Assembly. It transmitted the report of the Co-ordination Committee on the review of 1952 programmes of the United Nations and the specialized agencies to the Administrative Committee on Co-ordination and to the Advisory Committee for information and action. It also transmitted the report to its regional and functional commissions, to the specialized agencies and to all the other United Nations bodies whose activities fall within the Council's sphere of interest with the request that they take into account the recommendations contained in that report when reviewing their 1953 programmes and when communicating information thereon to the Council.

The Council also decided to place on the provisional agenda of its second regular session in 1952 the item: "Adoption of United Nations priority programmes in the economic and social fields".

In resolution 402 B III (XIII), the Council expressed the view that in order to achieve the greatest possible economy and reasonable stability while endeavouring to avoid the application of budgetary ceilings to the activities of the United Nations and the specialized agencies in the economic and social fields, the Council, its subsidiary bodies and the specialized agencies should endeavour, in undertaking periodic reviews of their programmes, to establish priorities and eliminate or defer less urgent projects.

Among the specific recommendations and suggestions contained in the report of the Co-ordination Committee (E/2121 & Corr.1) approved by the Council were:

(1) A recommended procedure for establishing programme priorities, to be applied by the commissions.

(2) That the specialized agencies should include in their reports to the United Nations a summary of the major shifts in emphasis in their programmes and of their major priorities for the following year.

(3) That no change should be made in the criteria for priorities established by Council resolution 324 (XI) until they had been given a fair trial. The Council noted that the ACC had considered that these criteria had been helpful and that no modifications were recom-

mended. It noted also that several commissions had shown in their reports that they had been able to make good use of these criteria when examining their programmes of work.

(4) That the Advisory Committee should be invited to provide the Council, at each summer session, with general observations on administrative and budgetary co-ordination between the United Nations and the specialized agencies. The Council took this action in taking note of the summary of principles and procedures governing administrative and budgetary co-ordination which had been submitted by the Advisory Committee (E/2053) in response to Council resolution 362 (XII).

(5) That proposals for budgetary control of programmes, which had been submitted by Australia and Brazil, should be transmitted to the Advisory Committee.

During the general debate in plenary session, the representative of the USSR said that, while he was not opposed to measures for the elimination of duplication of effort among the various bodies of the United Nations, a number of proposals in the report tended to fuse certain of the functions and administrative services of the United Nations with those of the specialized agencies, a development which he could not accept.

The representative of the United States, on the other hand, stated that the Council was paying more and more attention to co-ordination in its attempt to render the work of the subsidiary bodies of the specialized agencies more effective. The report before the Council marked a step forward in that it outlined procedures designed to help the Council's subsidiary bodies and the specialized agencies in the presentation of their programmes with special reference to priorities and major fields of emphasis; and also because it proposed that the Council itself should establish over-all priorities.

c. CONSIDERATION BY THE GENERAL ASSEMBLY AT ITS SIXTH SESSION

At the Assembly's sixth session, the Joint Second and Third Committee and the Fifth Committee, meeting jointly, considered the questions of concentration of effort and resources and the administrative budgets of the specialized agencies at six meetings (59th to 64th meetings of the Joint Committee and 312th, 315th, 321st and 331st meetings of the Fifth Committee), held between 13 December 1951 and 21 January 1952. The Committees devoted their first three meetings to a general debate in which twenty representatives took part.

²⁶⁰ For text, see Official Records of the United Nations, Economic and Social Council: Sixth Year, Thirteenth Session, Supplement No. 1, pp. 59-63.

The Committees had before them, *inter alia*, the Budget Estimates for the Financial Year 1952 (A/1812 & Add.1), the report of the Economic and Social Council (A/1884), the fifth and seventh reports of 1951 of the Advisory Committee on Administrative and Budgetary Questions (A/1956 & A/1971), and reports by the Secretary-General on administrative and budgetary co-ordination (A/C.2 & 3/100) and on the co-ordination of conference and general services in Geneva (A/C.2/ & 3/103).

(1) General Discussion in the Joint Committees

The representatives of Canada and France expressed the opinion that, since a large number of resolutions had already been adopted at previous sessions of the General Assembly and of the Economic and Social Council relating to the questions of co-ordination and concentration of effort and resources, time should now be allowed for those texts to prove their worth and no attempt should be made in the meantime to modify them substantially. It was felt in particular that the Committees should refrain from proposing the establishment of new co-ordinating machinery.

Several representatives, among them those of Australia, Canada, China and Norway, noted with satisfaction the progress made in the course of the last year as a result of the work of the Council and of the Administrative Committee on Co-ordination. Appreciation was expressed of the reports before the Assembly and the co-operation shown by the specialized agencies was commended.

As regards the question of selection of priorities, some representatives, including those of Chile, China, France and the Philippines, expressed satisfaction with the fact that the Council had on its agenda for 1952 an item entitled "Adoption of United Nations priority programmes in the economic and social fields", since they felt that the establishment of such priority programmes would further the concentration of efforts and the elimination of secondary and wasteful projects. The crucial importance of the co-ordination of the actions of governments themselves in the organs of the various specialized agencies was emphasized by the representatives of Australia, Canada, Mexico and New Zealand, among others, and it was suggested that delegations to the annual conferences of specialized agencies should take the initiative in proposing deferment or elimination of less urgent or important projects.

The representatives of Australia, Brazil and India felt that it had become necessary to stabilize

budgets. While urging economy, the representative of the Philippines argued that financial restrictions which would hamper the implementation of obligations under the Charter would be undesirable. The representative of Chile felt that care in the selection of priorities would itself result in budget stabilization. It was stated by the representative of Australia that it might become necessary to place a ceiling on United Nations expenditure on economic and social matters in order to put an end to the constant increase in the scope of activities which threatened to outrun administrative resources and might ultimately result in an increase in the number of States in arrears of contributions. He felt, however, that the more indirect methods so far employed by the Secretary-General appeared to have been more satisfactory than had been anticipated.

A number of representatives, among them those of China, France, Indonesia, Mexico and Uruguay, firmly opposed the principle of imposing strict budgetary ceilings on the activities of the United Nations and the specialized agencies. The representatives of China, Lebanon and Pakistan were among those representatives who criticized a paragraph of the fifth report of the Advisory Committee (A/1956), according to which the General Assembly would request the Secretary-General to prepare budget estimates not exceeding a given figure and to indicate, when submitting those estimates, which projects would need to be eliminated or deferred in order to keep within the ceiling figure.

At the conclusion of the general discussion, the Committees had before them several specific proposals and amendments.

(2) Consideration of Draft Resolutions

(a) CONCENTRATION OF EFFORT AND RESOURCES

Two draft resolutions specifically on this subject were presented: one by the Philippines (A/C.2 & 3/L.42-A/C.5/L.133) and one by Australia (A/C.2 & 3/L.44-A/C.5/L.135).

The Philippine draft resolution would have the Assembly express the hope that further development by the Council of procedures adopted in the current year might lead to the most effective intensification of the economic and social activities of the United Nations and the specialized agencies. It would invite the attention of specialized agencies to the report of the Council dealing with concentration of effort and resources and the reports of the Advisory Committee dealing with the administrative budgets of the specialized agencies.

In the course of the discussion, the representative of the United States stressed the necessity for the specialized agencies and commissions of the

Council to assign priorities to projects at the time of their adoption. She felt, however, that the Philippine draft resolution went too far at this stage in expressing satisfaction with the action taken by the Council, its regional and functional commissions, and the specialized agencies to implement resolution 413(V). The representatives of China, France and India spoke in favour of the draft resolution.

A number of oral amendments to the Philippine draft resolution were presented by the Netherlands, Australia and India. The representative of the Philippines accepted these amendments with the exception of part of the Indian amendment which would invite the attention of the Secretary-General and the Council, as well as of the specialized agencies as in the original draft, to the views expressed by representatives during the sixth session. Also, instead of inviting attention to the reports of the Council and the Advisory Committee, it would invite attention to the views of representatives on the basis of these reports. The Committee approved the original wording of this part of the Philippine draft resolution by 21 votes to 2, with 20 abstentions. It adopted the Philippine draft resolution, as amended, by 37 votes to none, with 8 abstentions.

The Australian draft resolution proposed that the Assembly request the Secretary-General, having regard to normal financial procedure, to make suggestions to the Council and its commissions concerning priorities and co-ordination of programmes. It would request the Council and its commissions, in considering the implementation of General Assembly resolution 413 (V) of 1 December 1950, to focus attention upon results achieved in relation to expenditure for economic and social activities and to ensure that no short-term activity became a continuing or permanent activity without a thorough examination of the size, efficiency and other relevant factors of the service concerned. It would commend to the consideration of specialized agencies the adoption of similar procedures.

The representative of Australia agreed to incorporate the substance of a United States amendment (A/C.2 & 3/L.50-A/C.5/L.141), providing for the setting of time-limits to authorization of expenditure, in a joint Australian-United States draft resolution (A/C.2 & 3/L.53-A/C.5/L.153). He then withdrew his original text.

Some representatives, including those of Chile, Egypt, and Lebanon, feared that the adoption of the joint draft resolution would give the Secretary-General excessively wide powers in matters which, in their opinion, should remain within the competence of governments; they did not feel that the Council should delegate its statutory responsibility for assigning priorities for future pro-

grammes. The representative of Australia considered that initiatives for proposing the deferment, elimination or modification of projects could properly come from the Secretary-General. Support for the joint draft resolution was expressed by the representatives of Brazil, Canada and Cuba.

After a series of votes on parts of the joint draft resolution ranging from 20 votes to 3, with 16 abstentions, to 17 votes to 9, with 14 abstentions, the Committees adopted it as a whole by 18 votes to 6, with 15 abstentions.

The Assembly, at its 373rd plenary meeting on 4 February 1952, without discussion, adopted, by 48 votes to none, with 2 abstentions, and by 45 votes to 5, with 2 abstentions, respectively, the two resolutions on concentration of effort and resources recommended by the Committees (A/-2107), as resolutions 533 A & B (VI). They read:

A

"The General Assembly,

"Reaffirming the need for unremitting efforts by the United Nations and the specialized agencies to ensure that the international resources devoted to economic and social work should be concentrated on tasks of primary importance,

"Cognizant of the scope and urgency of the task of the United Nations and the specialized agencies in promoting higher standards of living and conditions of economic and social progress and development,

"1. Notes the action taken by the Economic and Social Council at its twelfth and thirteenth sessions, by its regional and functional commissions and by the specialized agencies, to implement General Assembly resolution 413 (V) of 1 December 1950, in particular by reviewing their 1952 programmes, using the criteria recommended by the Economic and Social Council;

"2. Expresses the hope that further development by the Council of procedures adopted in the current year may increase the efficiency of the economic and social activities of the United Nations and the specialized agencies, through measures of economy and concentration of effort;

"3. Takes note with satisfaction of the relevant sections of the report of the Economic and Social Council for 1951 dealing with "concentration of effort and resources" and the reports of the Advisory Committee on Administrative and Budgetary Questions dealing with the administrative budgets of the specialized agencies;

"4. Invites the attention of the Secretary-General, of the Economic and Social Council and of the specialized agencies to these reports as well as to the views expressed by Members during the sixth session of the General Assembly."

B

"The General Assembly,

"Recalling its resolution 413 (V) of 1 December 1950 in which it requested the Economic and Social Council to indicate, when new projects are adopted, which current projects may be deferred, modified or

eliminated to ensure that the economic and social work of the United Nations and the specialized agencies will be carried on most effectively,

"Recalling that the Economic and Social Council in resolution 402 B (XIII) of 17 September 1951 decided to place on the provisional agenda of its fifteenth session an item entitled "Adoption of United Nations priority programmes in the economic and social fields",

"1. Requests the Secretary-General, with due regard to normal financial procedures, to continue to assist the Economic and Social Council to discharge its obligations under General Assembly resolution 413 (V) and Council resolution 402 B (XIII) by making to the Council and to its functional and regional commissions suitable suggestions as regards priorities and the co-ordination of programmes;

"2. Requests the Secretary-General, when presenting estimates of the financial implications of a project in accordance with rule 33 of the rules of procedure of the Economic and Social Council, to give an estimate of the time required to complete the project;

"3. Requests the Economic and Social Council and its functional and regional commissions, in considering the implementation of General Assembly resolution 413 (V), to focus attention upon the results achieved in relation to expenditure for economic and social activities and to indicate the duration of its authorization of each project so as to ensure that no short-term activity becomes a continuing or permanent activity without a thorough examination of the size, efficiency and other relevant factors of the service concerned;

"4. Commends to the consideration of the specialized agencies, so far as their constitutional processes will permit, the adoption of similar procedures."

(b) BUDGETARY CO-ORDINATION

With regard to the question of the budgets of the specialized agencies, the Committees considered a Norwegian proposal (A/C.2 & 3/L48/A/C.5/L.131) calling for consideration of the constitutional and practical problems in connexion with the adoption of a consolidated budget for the United Nations and the specialized agencies.

During the discussion of this draft resolution, the representatives of Australia, Belgium, Canada, France, India, the Philippines, Sweden and the USSR, among others, drew attention to the difficulties entailed in its implementation. The Committees agreed that, while study of the subject might be in some ways desirable, the time was not yet ripe for action. They considered that, while continuing their efforts toward improved budgetary co-ordination, the Secretary-General and the Advisory Committee should, at an appropriate time, give attention to the question and place it before a future session of the General Assembly. The representative of Norway withdrew his proposal.

(c) CO-ORDINATION OF CONFERENCE PROGRAMMES

A joint draft resolution (A/C.2 & 3/L.43/Rev.1-A/C.5/L.134/Rev.1) was presented by Australia, Belgium, Denmark, France and the United States to have the Assembly request the Secretary-General, after consultation with the executive heads of the specialized agencies and the principal organs of the United Nations concerned, to prepare a basic annual pattern of United Nations conference activities in Geneva for submission to the seventh regular session of the General Assembly.

The sponsors of the resolution accepted a United Kingdom amendment (A/C.2 & 3/L.52-A/C.5/L.152) to refer to the effective utilization of the available facilities at Geneva "and Headquarters". The sponsors also accepted an oral drafting amendment by India.

The joint draft resolution, as amended, was adopted by the Committees by 37 votes to none, with 1 abstention, and by the Assembly, at its 373rd plenary meeting on 4 February 1952, without discussion, by 54 votes to none as resolution 534(VI). It read:

"The General Assembly,

"Mindful of its co-ordinating responsibilities set forth in Articles 58, 60 and 63 of the Charter,

"Having received with appreciation the report of the Secretary-General on co-ordination of services in Geneva,

"Having noted in particular the importance of fixing a basic pattern of United Nations conference activity in Geneva which would lead to the most effective utilization of the available facilities at Geneva and Headquarters and, possibly, to saving on the total expenditure of the United Nations and the specialized agencies,

"Requests the Secretary-General, after consultation, with the executive heads of the specialized agencies and the principal organs of the United Nations concerned, to prepare such an annual conference pattern for submission to the next regular session of the General Assembly."

(d) ADMINISTRATIVE CONTROL OF OPERATIONAL PROGRAMMES FINANCED BY VOLUNTARY CONTRIBUTIONS

The Committees considered a Brazilian draft resolution (A/C.2 & 3/L.45-A/C.5/L.136) to which amendments were submitted by the United States (A/C.2 & 3/L.51-A/C.5/L.142), intended, the United States representative explained, to make a clear distinction between two types of programmes undertaken by the United Nations.

Several representatives, including those of Australia, Belgium, Chile, Denmark, France, India, Pakistan, the Philippines, Uruguay and Yugoslavia, while not necessarily disagreeing with the substance of the Brazilian proposal, felt that it in-

volved difficulties of a constitutional nature and suggested postponing action.

The representative of Brazil later presented a revised text of his original proposal (A/C.2 & 3/L.45/Rev.1-A/C.5/L.136/Rev.1). He recalled that the Fifth Committee had adopted for submission to the Assembly a resolution on the operative programmes under the responsibility of the United Nations (A/2022/Add.1),²⁶¹ and stated that his draft resolution referred to co-ordination between the United Nations and the specialized agencies in respect of the administrative part of the operational programmes.

It was agreed to include in the Committees' reports the substance of the operative paragraphs of the Brazilian draft. These paragraphs would provide that the administrative parts of the operational programmes financed out of voluntary funds should be subject to co-ordination. They would request the Council to propose to the Assembly's next session appropriate measures for effecting such co-ordination, on a continuing basis, so that the Assembly, when discussing administrative and budgetary co-ordination, might receive information and recommendations concerning the administration of such voluntary programmes.

The representative of Australia suggested that those specialized agencies which had not already done so, in compliance with General Assembly resolution 411(V) of 1 December 1950,²⁶² should be requested to set up machinery for controlling the administrative parts of the portions of the expanded programme of technical assistance which were under their control.

The representative of Canada drew attention to the fact that the Assembly had already adopted certain resolutions relating to technical assistance which requested the specialized agencies to devote special attention to controlling and scrutinizing their programmes, bearing in mind the distinction between operational and administrative funds.

(e) **ECONOMIC AND SOCIAL COUNCIL PROCEDURES FOR EXAMINING PRIORITIES AND FINANCIAL IMPLICATIONS OF NEW PROJECTS**

In this connexion, the representative of the United Kingdom suggested certain specific changes which he felt should be made in the preparation by the Council of estimates of expenditure and in the procedure followed in examining them. The Committee considered a United Kingdom draft resolution (A/C.2 & 3/L.49-A/C.5/L.140) and a background paper (A/C.2 & 3/L.47-A/C.5/L.138) on this subject. The United Kingdom representative expressed the opinion

that the Council's economic and social programmes and their financial implications should be viewed as a whole and dealt with by the General Assembly as a single item.

Support for the United Kingdom draft resolution was expressed by the representatives of Australia, Brazil and Uruguay, among others. Some representatives, however, including those of Belgium, Burma, France, India, the USSR and Yugoslavia, thought that the adoption of the draft resolution would only increase the number of resolutions relating to co-ordination and might even delay action on economic and social projects under way. The representative of the United Kingdom accepted certain minor oral amendments to the draft resolution and the draft resolution as a whole, as amended, was adopted by the Committees, on a roll-call vote, by 19 to 4, with 9 abstentions, and by the General Assembly, at its 373rd plenary meeting on 4 February 1952, without discussion, by 45 votes to none, with 9 abstentions as resolution 533 C (VI). It read:

"The General Assembly,

"Taking note of Economic and Social Council resolution 402 B (XIII) of 17 September 1951 concerning the concentration of effort and resources of the United Nations in the economic and social fields,

"Recognizing that the formulation of policy and the financial and budgetary processes must be closely co-ordinated if effective concentration of effort and resources is to be achieved,

"1. Requests the Secretary-General to prepare as an annex to his annual budget estimates an analysis, by fields of activity and by budget sections, of the estimated cost during that year of the economic and social activities of the United Nations; and to circulate this analysis to the Economic and Social Council at the beginning of its regular session immediately preceding the next regular session of the General Assembly;

"2. Invites the Economic and Social Council, in consultation with the Secretary-General, to review its procedures for examining the relative priorities and financial implications of new projects under consideration, in such a way that the Council may consider such projects not only in their substance but also in their relationship to existing activities in the field concerned, thereby promoting establishment of a balanced and realistic work programme for the future and facilitating subsequent consideration by the General Assembly of the related budgetary appropriations;

"3. Requests the Secretary-General, as soon as possible after the regular session of the Economic and Social Council immediately preceding the next regular session of the General Assembly, to submit to that session of the General Assembly such supplementary information

²⁶¹ See pp. 155-56.

²⁶² This resolution referred to the administrative budgets of the specialized agencies. For text see Y.U.N., 1950, pp. 652-53.

relating to the decisions of the Council and to the priorities which it may have established as will facilitate consideration by the General Assembly of the related budgetary appropriations;

"4. Recommends that the General Assembly defer consideration of the sections of the budget estimates relating to economic and social activities until the supplementary information concerning the decisions of the Economic and Social Council has been submitted to it and reported upon by the Advisory Committee on Administrative and Budgetary Questions."

2. Other Questions Reported on by the Administrative Committee on Co-ordination

a. CONSIDERATION BY THE ECONOMIC AND SOCIAL COUNCIL AT ITS TWELFTH SESSION

At its twelfth session, the Council considered the eighth report of the Administrative Committee in Co-ordination (ACC) (E/1865), at its 466th plenary meeting on 13 March 1951.

The report summarized the proceedings and recommendations of the tenth session of the ACC, held on 17 October 1950, and formed a progress report of work in hand, including questions related to co-operation between the United Nations and the specialized agencies in Korean relief, migration questions and problems relating to the social rehabilitation of the physically handicapped.²⁶³

The report stated that the Committee had given urgent attention to the problem of co-ordinating assistance to the civil population of Korea and that it had reviewed the development of technical assistance in under-developed areas with special reference to the expanded programme.²⁶⁴ The report stressed the need for effective co-ordination of the expanded programme with the regional and other programmes of technical assistance and placed particular emphasis on the need for strengthening and developing national administrations responsible for economic and social matters.

General appreciation of the work of the ACC was expressed during the Council's discussions. The United States representative, however, considered that there should be more consultation prior to a decision by the United Nations and the specialized agencies on the location of regional and branch offices. The Council, in resolution 362 A (XII), took note of the report of the ACC.

b. CONSIDERATION BY THE ECONOMIC AND SOCIAL COUNCIL AT ITS THIRTEENTH SESSION

At its thirteenth session, at the 76th to 78th meetings of its Co-ordination Committee on 7-8

August and at its 554th plenary meeting on 17 September, the Council considered the ninth report of the ACC (E/1991 and Add.1). The ACC reported on the results of its discussion on the action which could be taken by the agencies in response to General Assembly resolution 377(V) on "Uniting for peace", (see below) and the progress achieved in the co-ordination of the activities of the United Nations and the specialized agencies relating to the relief and rehabilitation of Korea, technical assistance, migration, long-range activities for children, rehabilitation of the physically-handicapped, fundamental education, full employment, land reform, arid zones, water utilization and other matters.²⁶⁵

The report stated that mutual assistance and consultation among the United Nations and the specialized agencies had been increasing in effectiveness, but pointed out, once again, that good over-all planning and use of international resources could not be achieved unless consistent positions were taken by the representatives of individual governments in different international organs and agencies. The ACC also made suggestions designed to assist the Council in discharging its responsibilities under General Assembly resolution 413(V) on "Concentration of effort and resources" and Council resolutions 324(XI) and 362(XII) (see above).

In resolution 402 B I (XIII),²⁶⁶ the Council noted with appreciation the measure of success achieved by the Secretary-General and the ACC in the co-ordination of the activities of the United Nations and the specialized agencies at the Secretariat level. In approving the recommendations of its Co-ordination Committee the Council, by the same resolution, adopted that Committee's recommendations in the report of the ACC.²⁶⁷

Thus, after considering a report by the Secretary-General on regional co-ordination of programmes of the United Nations and the specialized agencies (E/1991/Add.1), the Council noted that in certain fields, such as migration and refugees, there was a growing need for co-ordination of the activities of the United Nations and the specialized agencies with the activities of non-United Nations regional inter-governmental organizations. It felt that continuing attention should

²⁶³ See under separate headings.

²⁶⁴ See pp. 394-403.

²⁶⁵ See under separate headings.

²⁶⁶ See pp. 580-81.

²⁶⁷ For text, see Economic and Social Council, Official Records, Sixth Year, Thirteenth Session, Supplement No. 1, pp. 61-63.

be paid to the question of regional co-ordination as a whole.

The Council considered that progress had been made in the co-ordination of administrative and budgetary matters of common concern, but recommended that the Secretary-General, in consultation with the agencies, should give special attention to the building-up of an international civil service.

In noting with satisfaction the continued efforts made by the specialized agencies to improve the scheduling of meetings in order to minimize overlapping, the Council stressed the importance of fixing firm dates for sessions of the Council and the General Assembly, because these dates are nodal points in a balanced calendar around which the meetings of the specialized agencies may be planned.

The Council had before it the comments made by Member States (E/2049 and Add.1) and by the ACC on the form, presentation and usefulness of the Catalogue of Economic and Social Projects. After considering these comments, the Council decided that the Catalogue should be continued as an annual publication with certain modifications in its form and content.

3. Emergency Action by the Economic and Social Council and Specialized Agencies to Assist in the Maintenance of International Peace and Security

At its twelfth session, the Council, at its 468th plenary meeting on 14 March, considered a draft resolution (E/1941), submitted by its Committee on Negotiations with Specialized Agencies, designed to implement General Assembly resolution 377(V) on "Uniting for Peace". The draft resolution would request the Secretary-General to consult specialized agencies on specific arrangements they might make to provide information and assistance in the maintenance or restoration of international peace and security which might be requested by the Security Council or the General Assembly.

The opinion was expressed by the representatives of the United States that the Council was competent to suggest to the specialized agencies that they should make suitable arrangements. Certain representatives, among them those of Belgium, France, the United Kingdom and Uruguay, felt that the initiative in the adoption of any necessary modifications in their existing Agreements should come from the specialized agencies.

The representative of India felt that the Council would be going beyond its terms of reference, especially as General Assembly resolution 377 (V) did not request the Council to deal with the question. Other representatives, including those of Czechoslovakia, Poland and the USSR, considered the Assembly resolution a violation of the Charter.

Two amendments to the draft resolution were considered by the Council. It rejected, by 5 votes to 2, with 10 abstentions, a United Kingdom oral amendment which would redraft part of the preamble to avoid suggesting to the specialized agencies that they should make arrangements. It adopted, however, by 8 votes to 1, with 9 abstentions, a United States oral amendment which would state that "it may be desirable for the specialized agencies to make suitable arrangements". The Council then adopted, by 12 votes to 4, with 2 abstentions, the draft resolution as a whole, as amended, (resolution 363(XII)). It read:

"The Economic and Social Council,

"Conscious of its responsibility for the promotion of conditions of stability and well-being which are necessary for peaceful and friendly relations among nations,

"Taking note of General Assembly resolution 377 (V), "Uniting for peace", which provides that the General Assembly may make recommendations to Members for collective measures for the maintenance of international peace and security if the Security Council fails to act,

"Desiring to facilitate co-ordinated action in the economic, social and related fields which may be requested by the Security Council or recommended by the General Assembly in the implementation of General Assembly resolution 377(V),

"Recognizing that, in the light of General Assembly resolution 377(V), it may be desirable for specialized agencies to make suitable arrangements,

"1. Requests the Secretary-General, in the light of the discussion on this subject in the Council, to consult with the specialized agencies as to the specific arrangements they might most appropriately make in order to provide for the furnishing by them of such information and for the rendering of such assistance in the maintenance or restoration of international peace and security as may be requested by the Security Council or the General Assembly, such arrangements to cover action on an emergency basis and within the constitutional and budgetary limitations of the agencies to meet urgent requests; and

"2. Invites the specialized agencies to approve arrangements to this end as soon as possible."

At its thirteenth session, the Council had before it the report of the ACC (E/1991), which it discussed at the 76th and 77th meetings of its Co-ordination Committee on 7 and 8 August, and at its 554th plenary meeting on 17 September

1951. The report pointed out that the Agreements with most of the specialized agencies specified the Security Council as the source of requests and decisions in respect of the maintenance of peace and security, to which they undertook to respond; and, that the problem at this point was one of devising suitable measures to bring existing arrangements into conformity with the additional arrangements for maintenance of peace and security adopted by the General Assembly in resolution 377(V). Consultation with the agencies required by resolution 363(XII) had been carried out in the ACC as a result of which the latter had recommended two alternative procedures: (1) by amendments or additions to the agencies' Agreements with the United Nations, or (2) by the adoption of a resolution by the appropriate organ of the agency concerned (E/1991).

The Council also had before it a report by the Secretary-General (E/2060) containing the resolutions already adopted by the International Labour Conference, the General Conference of the United Nations Educational, Scientific and Cultural Organization (UNESCO), the Fourth World Health Assembly and the Assembly of the International Civil Aviation Organization (ICAO), and stating that formal consideration of the matter would be on the agenda of the next sessions of the Conference of the Food and Agriculture Organization (FAO), and of the Boards of Governors of the International Bank for Reconstruction and Development and the International Monetary Fund in the autumn of 1951.

The Co-ordination Committee considered a United States draft resolution (E/AC.24/L.25/-Rev.1), which would report to the General Assembly the action already taken by the agencies in implementation of resolution 377(V), dealing with the maintenance of peace, and express the hope that the other specialized agencies which did not already have adequate provisions in their Agreements would take appropriate action as soon as possible.

The representatives of Czechoslovakia, Poland and the USSR felt that resolution 377(V) was in contradiction to the purposes and principles of that part of the Charter which provided that the Security Council was the appropriate body for dealing with aggression, and considered that the draft resolution was an attempt to bring pressure on the agencies to assume duties for which they had not been designed. The representative of the United States, however, considered that opposition to the terms of the draft resolution constituted, in fact, opposition to the action against aggres-

sion which had been taken by the United Nations, and pointed out that the decision to bring the specialized agencies into this work had been taken by an overwhelming majority of the General Assembly. The representative of the United Kingdom drew attention to the fact that, as far as the Universal Postal Union (UPU), the International Telecommunication Union (ITU) and the World Meteorological Organization (WMO) were concerned, the agreements with those agencies were sufficient themselves to cover any action which they might be called upon to make by the United Nations.

The Co-ordination Committee, by 12 votes to 3, recommended and the Council, by 14 votes to 3, adopted resolution 402 A (XIII), which recognized that no action was required by ITU, UPU and WMO; noted that action would be taken by FAO, the Bank and the Fund in the autumn of 1951; noted with approval that the International Labour Organisation, UNESCO, WHO and ICAO had declared themselves willing to co-operate with the General Assembly, acting in accordance with the latter's resolution 377(V), and requested the Secretary-General to communicate to the General Assembly the resolutions adopted or other action taken by the specialized agencies. The Secretary-General, in a note dated 10 November 1951 (A/C.2 & 3/96), reported accordingly the resolutions adopted by ILO, UNESCO, WHO, ICAO and the Bank and Fund.

No action on this matter was taken by the Assembly at its sixth session.

4. Applications for Membership in UNESCO

In accordance with the Agreement between the United Nations and UNESCO, the applications of certain States, which are not Members of the United Nations, for membership in UNESCO were brought to the attention of the Council at its twelfth session. These States were the Federal Republic of Germany, Japan, Vietnam, Cambodia and Laos (E/1883, and Add.1 and 2). The Council considered this question at its 468th plenary meeting on 14 March 1951.

Most representatives considered that each of these five States which, in their opinion, were independent in the conduct of their international relations and in the sphere of activity covered by the specialized agency concerned, met the necessary requirements. Moreover, each of these States had already been admitted to membership in one or more of the specialized agencies other than UNESCO. Certain other representatives, however,

among them those of Czechoslovakia, Poland and the USSR, felt that the Federal Republic of Germany did not represent the people of Germany, and its existence was contrary to the Potsdam agreements; that the application of Japan was contrary to the decisions of the Far-Eastern Commission as regards the control of foreign affairs and that, until a peace treaty had been signed, Japan was still technically at war with Members of the United Nations; and that Vietnam, Cambodia and Laos were not sovereign States. The representative of the Philippines said that, for reasons which prevented his Government from recognizing the Governments of the five applicants, he was unable to support their applications for admission to UNESCO or to any of the specialized agencies.

The Council, in a series of five separate votes, adopted resolution 364(XII), by which it decided to inform UNESCO that it had no objection to the admission of these five States to that organization. That part of the resolution referring to the German application was adopted by 14 votes to 3, with 1 abstention; that referring to Japan by 13 votes to 4 with 1 abstention; and those referring to Vietnam, Laos and Cambodia each by 13 votes to 3, with 2 abstentions.

5. Relations with the World Meteorological Organization (WMO)

At its twelfth session, the Council, at its 467th plenary meeting on 13 March, considered the report of its Committee on Negotiations with Specialized Agencies (E/1939). It adopted the report unanimously, without discussion, thereby approving the Committee's decision to request its Chairman to negotiate an agreement on its behalf with WMO during the WMO Congress in Paris. These negotiations took place on 5 April 1951 and the draft Agreement (E/1996/Add.1 & Corr. 1) was approved, without change, by the First Congress of WMO on 10 April 1951.

At its thirteenth session, the Council considered the draft Agreement at the 79th meeting of its Co-ordination Committee on 9 August and at the 513th plenary meeting on 22 August. Both the Committee and the Council unanimously adopted a draft resolution which had been proposed by India (E/AC.24/L.26). By this resolution (403 A (XIII)), the Council recommended that the draft Agreement be approved by the Assembly. It also recommended to WMO (resolution 403 B (XIII)), in accordance with section 35 of the Convention on the Privileges and Immunities of

the Specialized Agencies, a draft annex to that Convention providing that the standard clauses of the Convention shall apply to that organization without modification.

The General Assembly discussed the question of relations with WMO at the 57th meeting of its Joint Second and Third Committee on 3 December 1951. In addition to the Council's resolution 403 A (XIII) to which was annexed the text of the draft Agreement, the Assembly had before it a note by the Secretary-General (A/1890), reviewing the action taken in this respect up to that time, and a draft resolution by the United Kingdom (A/C.2 & 3/L.40), proposing approval by the General Assembly of the agreement entered into by the Council and WMO.

During the discussion in the Committee, representatives generally welcomed the conclusion of the Agreement with WMO, the twelfth Agreement to be negotiated with a specialized agency.

The representative of Chile asked for clarification of the provisions of the Agreement relating to budgetary and financial arrangements, which he considered too indefinite. The representative of France expressed the opinion that the wording of the article referred to by the representative of Chile which had been proposed by the Negotiating Committee of the Council, was an improvement on the corresponding provisions of previous Agreements with specialized agencies in so far as it provided for the possibility of including the budget of the agency within the general budget of the United Nations. The representative of Uruguay stated that, with regard to the part of this article concerning the financing of special services, his approval would be subject to ratification by the Uruguayan Parliament.

By 46 votes to none, with no abstentions, the Committee recommended (A/2005) a draft resolution which was adopted by the Assembly at its 365th plenary meeting on 20 December 1951, without objection. By this resolution (531 (VI)), the Assembly approved the Agreement with WMO, thereby bringing the Agreement²⁶⁸ into force.

6. Annual Reports of the Specialized Agencies²⁶⁹

a. INTERNATIONAL LABOUR ORGANISATION (ILO)

At its thirteenth session, the Economic and Social Council considered the annual report of

²⁶⁸ For text of Agreement, see under World Meteorological Organization.

²⁶⁹ For an account of the work of the specialized agencies during 1951, see Part Two of this volume.

the International Labour Organisation (E/2050) and heard supplementary statements by the Director-General of ILO at its 510th and 512th plenary meetings on 20 and 21 August 1951.

Most representatives expressed appreciation of the work of ILO during the year, particularly in the fields of migration, manpower, wage policy, social security, industrial relations, trade union rights, freedom of association and equal pay for equal work, as well as its co-operation on questions of farm labour, occupational health and compulsory education. Certain representatives, however, among them those of Czechoslovakia, Poland and the USSR, said that ILO was failing to serve the interests of the workers and expressed dissatisfaction with its work on problems of unemployment and trade union rights.²⁷⁰ The representatives of Chile and the United States criticized an appendix to the report which contained a statement from the Governing Body of ILO on the question of concentration of efforts. It lacked, they felt, an explicit statement of priorities for future programmes. This view was not shared by other representatives who expressed appreciation of the report, and the Council adopted, by 15 votes to 3, a resolution which took note with appreciation of the report of ILO (resolution 404(XII)).

b. FOOD AND AGRICULTURE ORGANIZATION (FAO)

At its thirteenth session, the Council considered the report of the Food and Agriculture Organization (E/2008/Add.1-3) at its 529th and 530th plenary meetings on 31 August. It discussed at the same time the problem of food shortages and famine.²⁷¹

General appreciation was expressed of the work done by FAO during the year. Most representatives commended FAO for adjusting its 1951 programme to its anticipated income, for taking effective steps to develop future programme priorities and for its co-operation on questions of economic and statistical data, nutrition and malaria control, and agricultural extension and livestock improvement. It was also commended on its participation with the Bank in joint missions, and its participation with UNICEF in developing supplies of milk and raising the level of nutrition. The working methods used by the FAO-WHO Joint Committee on Nutrition and the FAO-ECE Timber Committee were also commended as being good examples of successful co-ordination for other agencies. The Council adopted, by 13 votes

to 3, with 1 abstention, resolution 405(XIII), which took note with satisfaction of the report of FAO and of the increasing effectiveness of the work of that organization in the field of agricultural production.

c. UNITED NATIONS EDUCATIONAL, SCIENTIFIC AND CULTURAL ORGANIZATION (UNESCO)

At its thirteenth session, the Council considered the annual report of the United Nations Educational, Scientific and Cultural Organization (E/2048 & Add.1) and heard supplementary statements by the Director-General of the organization at its 517th and 518th plenary meetings on 24 August 1951.

Certain representatives, among them those of Czechoslovakia, Poland and the USSR, stated that UNESCO had not filled its high purposes as laid down in its Constitution and that it was serving as an instrument of propaganda. Most representatives, however, acknowledged the value of the work of UNESCO toward the promotion of understanding between nations and of peace. They felt that the report submitted by UNESCO was evidence of its efforts to approach concrete problems in a practical manner. These representatives also endorsed the priority given by UNESCO to fundamental education, to teaching international understanding and the meaning of human rights; to spreading knowledge about the action taken by the United Nations to establish security and create better economic conditions; and to technical assistance. The representatives of India, Pakistan, the United Kingdom and the United States were among those who emphasized the importance of national commissions, established in a number of countries to co-operate with UNESCO.

The Council adopted, by 15 votes to 3, resolution 410(XIII), taking note with appreciation of the report.

d. INTERNATIONAL CIVIL AVIATION ORGANIZATION (ICAO)

At its thirteenth session, the Council considered the annual report of the International Civil Aviation Organization (E/2033 & Add.1-3) and heard a supplementary statement by the President of the ICAO Council at its 508th plenary meeting on 18 August 1951.

General approval of the activities of ICAO in technical, economic and legal fields was expressed

²⁷⁰ See pp. 497-501.

²⁷¹ See pp. 431-33.

by representatives. Certain representatives, however, among them those of Belgium, France and India, felt that more might have been done by ICAO in the economic field, particularly in economic development. Some, including the representatives of France and India, indicated that they hoped a larger proportion of technical assistance funds could be allocated to ICAO.

The Council adopted by 15 votes to none, with 3 abstentions, resolution 406(XIII), taking note with satisfaction of the report.

e. INTERNATIONAL BANK FOR RECONSTRUCTION AND DEVELOPMENT²⁷² AND INTERNATIONAL MONETARY FUND²⁷³

The Council, at its twelfth session, considered the annual reports of the International Bank for Reconstruction and Development (E/1873 & Add. 1 and the International Monetary Fund (E/1872 & Add.1) and heard statements from the President of the Bank and the Managing Director of the Fund at its 451st plenary meeting on 2 March and its 465th plenary meeting on 10 March 1951. It adopted resolutions 343(XII) and 344(XII), taking note of the reports of the Bank and Fund respectively, by 15 votes to none, with 3 abstentions.

f. WORLD HEALTH ORGANIZATION (WHO)

The Council, at its thirteenth session, considered the annual report of the World Health Organization (E/2020 & Add.1-7) and heard a supplementary statement by the Director-General of that organization at its 506th plenary meeting on 17 August 1951.

Representatives expressed general approval of the work of WHO, particularly in the fields of epidemiology and international standardization of nomenclature, and WHO's efforts to co-ordinate its work with the work of the United Nations and the specialized agencies.

The representatives of France and Iran, speaking on the policy of regionalization of WHO, felt that WHO should not lose sight of its worldwide character and its task as Co-ordinator. The representatives of Belgium, Chile, India, Mexico, Pakistan, the Philippines and the United States, however, emphasized that the programmes of special interest to particular regions benefited from a policy of regionalization, and that these programmes might be financed by regional contributions rather than under the regular budgets of the organization. The representatives of Peru and the United Kingdom advocated prudence in an approach to this problem.

The Council adopted, by 15 votes to none, with 3 abstentions, resolution 409(XIII), taking note with appreciation of the report submitted by WHO.

g. UNIVERSAL POSTAL UNION (UPU)

At its thirteenth session, the Council considered the report of the Universal Postal Union (E/2012) at its 501st plenary meeting on 14 August 1951.

Representatives expressed satisfaction with the efficiency of the Union on a relatively small budget and with progress in the exchange of technical information between States. The representative of the United States hoped that future reports of UPU would refer to action taken in response to specific recommendations of the Council.

The Council adopted, by 16 votes to none, with 1 abstention, resolution 408(XIII), which took note with appreciation of the report.

b. INTERNATIONAL REFUGEE ORGANIZATION (IRO)²⁷⁴

i. INTERNATIONAL TELECOMMUNICATION UNION (ITU)

At its thirteenth session the Council considered the annual report of the International Telecommunication Union (E/2010 and Add.1-2) and heard a supplementary statement by the Secretary-General of that organization at its 499th plenary meeting on 13 August 1951.

General satisfaction with the work of ITU was expressed. The representative of the USSR, however, complained that ITU had failed to publish the protest of his Government against the use by certain occupation authorities in Germany and Austria of frequencies which belonged to other countries. The representative of Czechoslovakia supported the USSR representative.

The Council adopted, by 14 votes to none, with 3 abstentions, resolution 407(XIII), expressing its appreciation at the inclusion in the report of the items requested by the Council in its resolution 328(XI), and noting with satisfaction that ITU had postponed the holding of certain scheduled conferences found less urgent; it further invited the organization to summarize briefly, in its future annual reports, action taken in response to recommendations made to it by the Council or by the Assembly.

²⁷² See pp. 376-78.

²⁷³ See pp. 367-68.

²⁷⁴ See pp. 524-25.

7. Intergovernmental Organizations

At its thirteenth session, the Council considered the List of Inter-Governmental Organizations in the Economic and Social Fields (E/1999), prepared by the Secretary-General in accordance with resolution 262(IX), and the report by the Secretary-General on relations with certain inter governmental organizations (E/2022), at the 72nd to 74th, 76th and 87th meetings of its Co-ordination Committee, from 2 August-7 September, and at its 561st plenary meeting on 20 September 1951. It also considered relevant sections of the reports of FAO (E/2008/Add.1), (E/2008/Add.3), UNESCO (E/2048), and WHO (E/2020/Add.2). The Council took action with respect to two organizations—the International Office of Epizootics and the Central Bureau of the International Map of the World on the Millionth Scale. It requested further reports on eleven others.

a. INTERNATIONAL OFFICE OF EPIZOOTICS

The Council considered, at the 72nd and 73rd meetings of its Co-ordination Committee, a joint draft resolution by the United Kingdom and the United States (E/AC.24/L.22) which envisaged the possibility of a single world-reporting system on animal diseases. The Committee, by 12 votes to 3 (E/2117), and the Council at its 561st plenary meeting on 20 August, by 13 votes to 3, adopted the joint draft resolution (412 A (XIII)).

In this resolution, the Council:

(1) took note of the report of FAO that the next FAO Conference would consider the question of establishing a single effective international system for the collection and dissemination of information and for the co-ordination of activities for the control of animal diseases; (2) urged that every effort be made by all governments concerned to find a formula acceptable both to the International Office of Epizootics and to FAO which would be in the interest of their member countries and would produce efficient control of animal diseases the world over; and (3) requested the Secretary-General to communicate that resolution to governments members of both FAO and the International Office of Epizootics.

b. CENTRAL BUREAU OF THE INTERNATIONAL MAP OF THE WORLD ON THE MILLIONTH SCALE

The Co-ordination Committee, at its 73rd meeting on 2 August 1951, considered a draft resolution by the United States (E/AC.24/L.21) which sought the transfer to the United Nations Cartographic Office, of the work of the Central Bureau of the International Map of the World on the Mil-

lionth Scale, with the assent of governments subscribing to the Bureau. The Committee, by 11 votes to none with 5 abstentions (E/2117), and the Council, unanimously and without discussion, at its 561st plenary meeting on 20 September 1951, adopted the resolution (412 A II (XIII)).

In this resolution, the Council, considering that the Cartographic Office had been established and was capable, within present budgetary resources, of performing the functions hitherto carried on by the Central Bureau, requested the Secretary-General to invite the President of the Central Bureau to seek the assent of those governments which had maintained contact with the Central Bureau since the end of the Second World War to transfer the work of the Central Bureau to the United Nations. It further called upon the Secretary-General, in collaboration with the President of the Central Bureau, to effect the transfer of the records, documents, maps and assets of the Central Bureau to the Cartographic Office at the earliest practicable date, and to report the action taken thereon to an early session of the Council. The Secretary-General was further requested to submit recommendations to an early session of the Council on appropriate means for furthering the completion of the international map of the world on the millionth scale, taking into account the views of such of the consultants on cartographic questions as he might wish to seek.

By the end of 1951, negotiations with the Central Bureau had been instituted and consultations begun with experts on cartographic questions.

c. OTHER ORGANIZATIONS

The Council, by its adoption of the report of its Co-ordination Committee (E/2117), requested further reports on the following organizations:

International Seed-Testing Association: a further report from FAO on its relations with the Association;

International Committee for Colorado Beetle Control: a further report by the Secretary-General concerning the establishment of a formal intergovernmental plant protection organization in Europe, which is to supersede the International Committee;

International Commission for the Scientific Exploration of the Mediterranean Sea: a further report from FAO;

International Central Office for the Control of the Liquor Traffic in Africa: further information from the Belgian Government concerning the results of its consultations with the other governments concerned;

International Conference for Technical Uniformity on Railways: a further report from the Economic Commission for Europe, through the Secretary-General, on

progress made in its studies relating to the future status of this organization;

Danube Commission: a further report from the Secretary-General concerning its status;

International Customs Tariffs Bureau: a further report from the Secretary-General concerning the possible relationships between the Bureau and the parties to the General Agreement on Tariffs and Trade (GATT);

Inter-American Indian Institute, and Inter-American Radio Office: further reports by the Secretary-General on the status of these two organizations.

Also by the adoption of the Co-ordination Committee's report, the Council decided to include the following organizations in the List of Inter-Governmental Organizations in the Economic and Social Fields:

Indo-Pacific Fisheries Council;

International Institute for the Unification of Private Law;

Council for Technical Co-operation in South and South-East Asia.

A proposal that the the Council exclude from this List all organizations of which Franco-Spain is a member, until those organizations excluded Franco-Spain from their membership, (E/AC.24/L.23) was submitted by Poland at the 73rd meeting of the Co-ordination Committee on 2 August 1951. Support for the draft was expressed by the representatives of Czechoslovakia and the USSR. Certain representatives, among them those of Mexico and Uruguay, although they approved the spirit of the draft resolution, felt that intergovernmental agencies had been in existence since before the Franco regime and the right to recognition could not be denied them merely because Spain was a member. Other representatives, including those of Chile, China, Sweden, the United Kingdom and the United States, opposed the draft resolution, which was rejected by 9 votes to 3, with 2 abstentions, at the Committee's 74th meeting on 3 August 1951.

X. RELATIONS WITH NON-GOVERNMENTAL ORGANIZATIONS

1. Application of Headquarters Agreement to Representatives of Non-Governmental Organizations in Consultative Status with the Council

a. CONSIDERATION BY THE ECONOMIC AND SOCIAL COUNCIL AT ITS TWELFTH AND THIRTEENTH SESSIONS

In pursuance of resolution 340 B (XI)²⁷⁵ of the Economic and Social Council, the Secretary-General presented to the twelfth session of the Council a memorandum (E/1921) on the conclusion of his negotiations with the United States Government regarding the application of the Headquarters Agreement²⁷⁶ concerning the admission to the United Nations Headquarters District of representatives of non-governmental organizations enjoying consultative status.

In this memorandum, the Secretary-General stated that his representatives and representatives of the United States Government formally conferred during January 1951. Throughout the negotiations, the memorandum stated, the view taken by the representatives of the Secretary-General was that Sections 11 (4) and 13 (a) of the Headquarters Agreement requires that a representative of a non-governmental organization with consultative status, who is otherwise entitled to admission to the Headquarters of the United Nations for the purpose of fulfilling his functions,

may not be denied a visa for transit to the Headquarters District because he desires to observe public meetings of the General Assembly (dealing with matters in the economic and social fields) and at a time when the Council itself is not in session. The representatives of the Secretary-General expressed the belief that it had never been expected, at the time the Headquarters Agreement was negotiated²⁷⁷ that a narrow interpretation would be placed on those provisions granting admission to the United States of persons having business with the United Nations.

The representatives of the United States Government, on the other hand, presented the view that the special privileges regarding transit and visas guaranteed by Sections 11 (4) and 13 (a) of the Headquarters Agreements were accorded only for the purpose of such visits to the Headquarters District as might be reasonably required pursuant to consultation arrangements made by the Economic and Social Council, acting within its authority as granted by Article 71 of the Charter of the United Nations, concerning consultations with non-governmental organizations. It was not, in the view of the United States representa-

²⁷⁵ See Y.U.N., 1950, pp. 660-61.

²⁷⁶ For text, see Y.U.N., 1947-48, pp. 199-204.

²⁷⁷ The Agreement was signed on 26 June 1947 by the Secretary-General of the United Nations and by the Secretary of State of the United States. It came into force on 21 November 1947.

tives, the purpose of the Headquarters Agreement or the purpose of the Charter to confer a special privilege on every non-governmental representative with respect to all meetings of the General Assembly in the interest merely of the general background education of such a representative. Such a purpose, they felt, seemed too far removed from the legitimate operating needs of the consultative procedures established.

The Secretary-General stated in his memorandum that his position and that of the United States Government continued at variance and that the Council might wish to consider the manner in which the problem could be solved.

The Council considered the question at its 476th plenary meeting on 19 March 1951, when the representative of France, supported by the representative of Peru, proposed that action should be deferred until the next session. This view was not shared by the representative of the USSR, who felt that the report by the Secretary-General pointed to a situation which called for immediate action by the Council. The Council, however, by 13 votes to 3, with 2 abstentions, adopted the French proposal.

The question was considered further by the Council at its thirteenth session, at the 561st plenary meeting on 20 September 1951.

The Council had before it a joint draft resolution by Chile and France (E/L.282), which would invite the General Assembly to examine the question at its sixth session.

The representatives of Chile, France and the Philippines expressed the view that the question was a legal one, involving both the interpretation of existing texts and the absence of texts clearly defining the rights of representatives of non-governmental organizations. Other representatives, however, including those of Poland and the USSR, maintained that the action of the United States should be condemned by the Council, on the ground that it had interfered with the independence of the United Nations as provided in international agreements. These representatives stated that, under Article 71 of the Charter, the Council had been given a specific authority. If the Council should decide to refer the matter to the General Assembly it was entitled and competent, before doing so, to state its opinion.

In this connexion, the representative of Poland submitted an oral amendment to the joint draft resolution, by which the second paragraph of the preamble would be replaced by the following: "cases have occurred in which representatives of

non-governmental organizations have been prevented from using their consultative status in relation to some of the organs of the United Nations". The Polish amendment was not accepted by the sponsors of the joint draft resolution and was rejected by the Council by 7 votes to 3, with 8 abstentions. The Council adopted the joint draft resolution by 14 votes to 3, with 1 abstention (resolution 413 C (XIII)).

In this resolution, the Council recognized that it is for the General Assembly itself to decide under what conditions particular categories of persons and, in particular, representatives of non-governmental organizations may be admitted to its meetings. It recognized also that it is important for the fulfilment of the purposes for which consultative status was established for non-governmental organizations that such organizations should be able to follow the discussions of the Assembly and its Committees when items of its agenda concern them and fall within the competence of the Council. It recalled the relevant provisions of the Headquarters Agreement and, having noted the report of the Secretary-General, requested the General Assembly "to examine, at its sixth session, the question of the attendance of non-governmental organizations at the discussions of the General Assembly or its Committees on problems which concern non-governmental organizations and which are within the competence of the Economic and Social Council, and to make such arrangements in that connexion as it may deem advisable".

b. CONSIDERATION BY THE GENERAL ASSEMBLY AT ITS SIXTH SESSION

As requested by the Council the General Assembly considered the question at its sixth session. The Council's resolution and the relevant documentation were called to the Assembly's attention in a note by the Secretary-General (A/1926).

The matter was considered at the 301st to 303rd meetings of the Sixth Committee on 28 and 29 January 1952 and at the 369th plenary meeting on 1 February.

At the opening of the discussion the representative of Iran withdrew a draft resolution submitted by his delegation (A/C.6/L.225) in favour of a joint draft resolution submitted by France and Iran (A/C.6/L.227).

The joint draft resolution provided that the Assembly should authorize the Secretary-General, upon the request of the Economic and Social Council or its Committee on Non-Governmental

Organizations, to make arrangements to enable the representative designated by any non-governmental organization having consultative status to attend public meetings of the General Assembly whenever economic and social matters were discussed which were within the Council's competence and to the study of which the organization had contributed in conformity with its own objects.

Poland proposed an amendment (A/C.6/L.229) to the joint draft resolution to substitute for its operative part two paragraphs:

(1) drawing the attention of the United States Government to the necessity of taking measures for the strict observance of the Headquarters Agreement; and (2) requesting the Secretary-General to continue to give assistance to representatives of non-governmental organizations in facilitating transit to or from sessions of the General Assembly and its Committees.

During the Committee's discussions on the question, the representatives of Czechoslovakia, Poland the Ukrainian SSR and the USSR spoke in favour of the Polish amendment.

In their view, by virtue of Article 71 of the Charter and the terms of the Headquarters Agreement and in accordance with the decisions of the Economic and Social Council and with prior practice in the matter, non-governmental organizations having consultative status had an automatic right to send representatives to the General Assembly and its Committees whenever they thought it appropriate. They considered that all that was necessary was to ensure compliance with what was in their view the correct interpretation of the Headquarters Agreement.

This Agreement, they "stated, was an instrument intended to facilitate the work of the United Nations. The purpose of consultation with non-governmental organizations was to assist the Economic and Social Council in its work, and it was for the Council to decide on the scope of consultation and on its manner, place and circumstances. Representatives of organizations could not follow the work of the Council unless they were able to attend meetings of the General Assembly, the organ to which it reported. The Council itself had expressed the belief that representatives of non-governmental organizations should have the right to attend Assembly sessions. No special procedures were necessary, these representatives considered, since the granting of consultative status by the Council was, in effect, a permanent invitation. Moreover, representatives of non-governmental organizations in consultative status had the right to consult with the Secretariat whether the Coun-

cil was in session or not; the fact that an Assembly session was in progress should not place obstacles in the way of consultation. These representatives opposed the joint draft resolution as introducing new restrictive conditions and implying that an organization might be deprived of its rights of consultation which had hitherto been recognized. They emphasized the importance of the non-governmental organizations to the work of the United Nations.

The United States, these representatives stated, had no right to interpret unilaterally Article 71 of the Charter concerning consultations with non-governmental organizations nor to take advantage of its position as host country by refusing to admit to the United States representatives of non-governmental organizations to attend an Assembly session unless specifically invited by the General Assembly. They charged that the United States had failed to carry out the Headquarters Agreement in refusing to admit Georges Fischer, the representative of the World Federation of Trade Unions (WFTU), to attend the fifth session of the General Assembly, Miss Diaz to attend the fifth session of the Commission on the Status of Women, and a representative of the World Peace Council to consult with the President of the Security Council.

The representative of the United States said that his Government accepted the French-Iranian draft resolution as providing a reasonable solution of the difficulties. The United States was fully conscious of its special responsibilities as host country to the United Nations. It agreed that a representative of a non-governmental organization had the right of entry to the Headquarters District for purposes of consultation with an organ of the United Nations if invited by that organ or in the case of consultations with the Secretariat if invited by the Secretary-General, but it did not agree that a non-governmental organization had the right to demand such entry unilaterally. The agreements for consultation adopted by the Council, in his opinion, applied only to the Council, and it was necessary for the General Assembly to regularize the position of attendance of representatives of non-governmental organizations at its meetings. This was provided for by the joint draft resolution.

He opposed the Polish amendment as not settling the question and as likely to lead to a situation in which all the old controversies would be gone into at every available opportunity. In regard to the instances which had been raised, he stated that, in the case of Miss Diaz, a visa had

not been requested in time; in the case of the representative of the World Peace Council, the Security Council had expressed no wish for consultation with that body; and in the case of Mr. Fischer, the difficulties could have been avoided had the position been regularized, as had ultimately been done.

The representatives of France, Iran and the United Kingdom also spoke in favour of the joint draft resolution as providing a reasonable solution to past difficulties. The representatives of France and Iran, as well as the representative of the United States, stated that Article 71 of the Charter should not be interpreted as giving the Economic and Social Council the right to decide on the question of representation at meetings of the General Assembly; the Assembly was master of its own procedure.

In the opinion of the representative of Yugoslavia, the Headquarters Agreement provided for free access of representatives of non-governmental organizations to the Headquarters District, provided they did not misuse this privilege. He however, opposed the first part of the Polish amendment.

Emphasizing the importance of making proper arrangements to enable non-governmental organizations to be represented at Assembly sessions so that they might follow adequately the discussions of the United Nations on questions in which they were interested, the Yugoslav representative suggested that the Secretary-General should correlate the list of non-governmental organizations having consultative status with the items on the Assembly's provisional agenda and decide which organizations were interested. It should not be necessary, he thought, to take a separate decision on each organization; the Assembly should decide the question in principle once and for all. The representatives of France and Iran, however, considered that the Council and its Committee on Non-Governmental Organizations would be in the best position to decide whether an organization was interested in an item before the Assembly and whether it should be invited to send a representative.

The representative of Iraq opposed the first part of the Polish amendment. He and the representative of Syria, however, supported the second part of this amendment as an additional guarantee that proper arrangements concerning non-governmental organizations would be made.

The representative of Egypt emphasized that the joint draft resolution was aimed at improving

the procedure for access of non-governmental organizations to meetings. Should the revised procedure not produce satisfactory results the Assembly could amend it.

The question was raised by the representative of Chile as to whether under the joint draft resolution an organization would be entitled to send more than one representative to Assembly meetings. He and the representative of Yugoslavia pointed out that an organization might be interested in more than one question being discussed at the same time by the Assembly. The representatives of France and Iran considered that, if necessary, an organization would be able to send more than one representative, but that this question could be left to the Council. The United States representative thought that in principle an organization should be allowed to send one representative, but that more than one should be allowed if necessary.

In reply to a question by the representative of Yugoslavia, the United States representative stated that his Government would authorize the entry of those representatives whose organizations had been invited by the Council.

To meet a point raised by the representative of Syria that the last sentence of the joint draft resolution might be interpreted as having a restrictive meaning, the sponsors of the joint draft agreed to replace the words "to the study of which the organization has contributed in conformity with its own objects" by the words "of the organization concerned". They also agreed, at the suggestion of the representative of Iraq, to add to the joint draft the second paragraph of the Polish amendment with the insertion of the word "such" before "non-governmental organizations" (to make it clear that it referred only to the non-governmental organizations covered in the previous paragraphs of the joint draft).

The Polish amendment was voted on in parts. The first paragraph was rejected by 24 votes to 6, with 9 abstentions, and the second paragraph by 15 votes to 12, with 13 abstentions.

After adopting in a separate vote by 33 votes to 6, with 1 abstention, the words "upon the request of the Council or its Committee on Non-Governmental Organizations", the Committee adopted the revised joint draft resolution as a whole by 33 votes to 5, with 2 abstentions.

It was adopted, on the Committee's recommendation (A/2093), by the General Assembly at its 369th plenary meeting, without discussion, by 40

votes to 5, with 1 abstention (resolution 606 (VI)). It read:

"The General Assembly,

"Recalling the provisions of Article 71 of the Charter of the United Nations and of section 11 of the Headquarters Agreement between the United Nations and the United States of America, which came into force on 21 November 1947,

"Taking note of Economic and Social Council resolution 413 C (XIII) of 20 September 1951 in which the Council stated that "it is important for the fulfilment of the purposes for which consultative status was established for non-governmental organizations that such organizations should be able to follow the discussions of the General Assembly and its Committees on those items of its agenda which concern them and which are within the competence of the Economic and Social Council",

"1. Authorizes the Secretary-General, upon the request of the Economic and Social Council or its Committee on Non-Governmental Organizations, to make arrangements to enable the representative designated by any non-governmental organization having consultative status to attend public meetings of the General Assembly whenever economic and social matters are discussed which are within the competence of the Council and of the organization concerned;

"2. Requests the Secretary-General to continue to give assistance to representatives of such non-governmental organizations in facilitating transit to or from sessions of the General Assembly and its Committees."

2. Granting of Consultative Status

a. ORGANIZATIONS ADMITTED AT THE TWELFTH SESSION OF THE ECONOMIC AND SOCIAL COUNCIL

On the basis of a report from the Council Committee on Non-Governmental Organizations (E/1917 and Add.1) on applications for consultative relationship submitted by non-governmental organizations, the Council, in resolution 365 A (XII), adopted at its 476th plenary meeting on 19 March 1951 by 15 votes to 3, decided that the following organizations be placed in category B:

All-Pakistan Women's Associations
 Caritas Internationalis²⁷⁸
 International Catholic Press Union
 International Council for Building Documentation
 International Road Federation
 International Union for the Protection of Nature
 International Union of Socialist Youth
 Young Christian Workers

By 15 votes to 3, the Council adopted resolution 365 B (XII), in which it requested the Secretary-General to place the following organizations on the register of non-governmental or-

ganizations established in accordance with Council resolution 288 B (X):²⁷⁹

Arab Union
 Committee for Economic Development (U.S.A.)
 Hansard Society
 Inter-American Association of Broadcasters
 International Federation of Free Journalists
 International Union of Marine Insurance

The Council, by 15 votes to none, with 3 abstentions, adopted resolution 365 C (XII), requesting the Transport and Communications Commission to advise it on the application of the International Union of Marine Insurance. By the same resolution, the Council also requested the Council Committee on Non-Governmental Organizations to reconsider the application of the Inter-American Federation of Automobile Clubs, in the light of the comments of the Transport and Communications Commission (E/1980).

Before voting on the above resolutions took place, the representative of the USSR stated that the Council's NGO Committee had pursued a consistent policy of discrimination against progressive democratic organizations and in favour of those which actively promoted fascism. He objected to the Council's decision at its eleventh session (resolution 334 A (XI))²⁸⁰ depriving the World Federation of Democratic Youth, the International Association of Democratic Lawyers, and the International Organization of Journalists of their category B consultative status. He submitted a draft resolution (E/L.169) to restore category B status to these three organizations and opposed the recommendations of the Committee that category B status be granted to the International Catholic Press Union and to the Caritas Internationalis, and that the International Federation of Free Journalists be placed on the register. The representative of Poland supported the USSR draft resolution.

On the proposal of the representative of India, supported by the representative of Pakistan, the Council agreed to defer taking a decision on the USSR draft resolution until the thirteenth session (see below).

b. ORGANIZATIONS ADMITTED AT THE THIRTEENTH SESSION OF THE ECONOMIC AND SOCIAL COUNCIL

On the basis of a report from the Council Committee on Non-Governmental Organizations (E/2055) on applications for consultative rela-

²⁷⁸ Later known as the International Conference of Catholic Charities.

²⁷⁹ See Y.U.N., 1950, pp. 658-59.

²⁸⁰ See Y.U.N., 1950, p. 663.

tionship submitted by non-governmental organizations, reviewed in the light of a resolution of the Transport and Communications Commission adopted at its fifth session (E/1980),²⁸¹ the Council, at its 561st meeting on 20 September 1951, adopted resolution 413 (XIII). By this resolution, which was adopted without discussion by 13 votes to none, with 4 abstentions, the Council decided to place in category B the Inter-American Federation of Automobile Clubs, the International Union of Marine Insurance, and the South American Petroleum Institute. The Council's decision in respect of the Inter-American Federation of Automobile Clubs was subject to the condition that it work out arrangements with the International Automobile Federation and the International Touring Alliance by which they may in future be consulted jointly by the Council.

At the same meeting, the Council considered the draft resolution by the USSR (E/L.169), discussion of which had been deferred from the twelfth session of the Council. This draft resolution described as "illegal" the Council's decision (resolution 334 A (XI)) in respect of the World Federation of Democratic Youth, the International Association of Democratic Lawyers and the International Organization of Journalists, and sought to have the Council restore category B consultative status to these three organizations. The representatives of Czechoslovakia and Poland supported the USSR draft resolution, stating that these organizations were directing their efforts toward the fulfilment of the purposes of the United Nations. The representative of Poland submitted an amendment (E/L.229) which would have the Council place in category A the World Federation of Democratic Youth.

The representatives of the United Kingdom and the United States opposed both the USSR draft resolution and the Polish amendment. They stated that they could not accept the allegation that the Council's earlier decision had been illegal. Both these representatives stressed the impartiality of the Council Committee on Non-Governmental Organizations and denied that there had been any discrimination. They did not agree, moreover, that these three organizations could play a useful role in the United Nations. The representative of Chile, who stated that he did not approve of the political activity of the three organizations and that he found unacceptable the description of the Council's action as "illegal", said that he could support that part of the USSR draft resolution which would have the Council restore category B

status to the organizations. He was opposed to the Polish amendment.

The Council rejected the Polish amendment by 12 votes to 3, with 2 abstentions. By varying votes (14 votes to 3; 11 votes to 3, with 3 abstentions; and 8 votes to 4, with 5 abstentions) it rejected all three paragraphs of the USSR draft resolution.

3. Repeal of Council Resolution 214 C (VIII) on International Organizations Having Members in Spain

At its twelfth session, the Council reconsidered its resolution 214 C (VIII)²⁸² on international non-governmental organizations having members in Spain, at its 479th plenary meeting on 21 March 1951.

The Council had before it a draft resolution by Peru (E/1898). The draft resolution would take note of General Assembly resolution 386(V) adopted on 4 November 1950²⁸³ concerning relations of Member States and specialized agencies with Spain and would state that the Council considered that the relationships of international non-governmental organizations with the Economic and Social Council under Article 71 of the Charter are technical and largely non-political in character. It would then have the Council revoke its decision that certain international non-governmental organizations which have legally constituted branches in Spain should be excluded from relationship under Article 71 of the Charter and would repeal resolution 214 C (VIII).

Introducing his draft resolution, the representative of Peru said that it was wholly technical and in no way political; it drew the logical conclusion with respect to non-governmental organizations from the provisions of Assembly resolution 386 (V), which destroyed the whole legal foundation of Council resolutions 57 (IV)²⁸⁴ and 214 C (VIII).

The representatives of Canada and the United States spoke in favour of the Peruvian draft resolution, but opposition was expressed by some rep-

²⁸¹ See p. 443.

²⁸² See Y.U.N., 1948-49, p. 710.

²⁸³ See Y.U.N., 1950, p. 344. By resolution 386 (V), the Assembly resolved to revoke its recommendations contained in resolution 39(I) of 12 December 1946. These recommendations sought the withdrawal of Ambassadors and Ministers from Madrid and to debar the Franco Government of Spain from membership in international agencies established by or brought into relationship with the United Nations, until a new and acceptable government was formed in Spain.

²⁸⁴ See Y.U.N., 1946-47, p. 554.

representatives, including those of Czechoslovakia, Mexico, Poland and the USSR. The representatives of Czechoslovakia, Poland and the USSR expressed the view that adoption of the draft resolution by the Council would tend to give moral support to the Franco regime, thus revoking the United Nations condemnation of that regime, and would tend to prepare the way for the admission of that regime into the activities of the United Nations. The representative of Poland orally proposed that the Council postpone its discussion of this question and request the Legal Department of the United Nations Secretariat to prepare a report showing the legal status of the draft resolution in the light of the general provision in General Assembly resolution 39(I)²⁸⁵ recommending that the Franco Government be debarred from membership in international agencies established by or brought into relationship with the United Nations and from participation in conferences or other activities arranged by the United Nations or those agencies. The Polish proposal, however, was rejected by the Council by 9 votes to 3, with 6 abstentions. The Council adopted, at its 479th plenary meeting on 21 March 1951, by 11 votes to 5, with 2 abstentions, the Peruvian draft resolution (resolution 366 (XII)). By this resolution, the Council repealed resolution 214 C (VIII) and decided, accordingly, that international non-governmental organizations having legally constituted branches in Spain would not for that reason be ineligible for consultative relationship. Furthermore, three organizations, which had previously been granted status subject to their conforming to resolution 214 C (VIII) were, consequent to the repeal, placed in category B. These organizations were: International Air Transport Association, International Shipping Federation, Permanent International Association of Navigation Congresses.

4. Arrangements of Regional Economic Commissions for Consultation with Non-Governmental Organizations

During its consideration of the question of the organization and operation of the Council and its commissions at its thirteenth session, the Council, at its 557th plenary meeting on 18 September 1951, considered certain proposals submitted by its Co-ordination Committee (E/2129 & Corr.1, E/2129/Add.1. & Corr.1 & 2) relating to consultation with non-governmental organizations. The Committee, acting on the reports of the Ad Hoc Committee on the Organization and Opera-

tion of the Council and its Commissions (E/1995 & Corr.1 and E/1995/Add.1-4)²⁸⁶ recommended to the Council that the terms of reference of the commissions be amended in a number of respects, inter alia, that they make arrangements for consultation with non-governmental organizations granted consultative status by it, in accordance with the principles contained in Council resolution 288 B (X).²⁸⁷ These recommendations, which were voted on separately, were both adopted by the Council, without discussion, at its 557th plenary meeting on 18 September 1951 by 14 votes to 3, with one abstention, and incorporated in Council resolution 414 C.I. (XIII).

At the same meeting and by a similar vote the Council also adopted as part of resolution 414 C.I. (XIII), a draft resolution recommended by the Council Committee on Non-Governmental Organizations (E/2127). In terms of this resolution the Council decided to recommend to the regional economic commissions that they examine the desirability of revising their rules of procedure regarding consultative relations with the non-governmental organizations in the light of the rules established in this connexion by the Council in part V of resolution 288 (X).

As none of the regional commissions met in 1951 after the adoption by the Council of this resolution, no action was taken by the commissions in this connexion during the year.

5. Review of Non-Governmental Organizations in Consultative Status

At its 561st plenary meeting on 20 September 1951, the Economic and Social Council adopted, by 13 votes to none, with 4 abstentions, and without discussion, a draft resolution submitted by the Council Committee on Non-Governmental Organizations (E/2055). By this resolution (413 B (XIII)), the Council, considering that the review of organizations in consultative status undertaken at the eleventh session of the Council extended only to those non-governmental organizations which had been granted status up to and including the sixth session of the Council, requested the Secretary-General to include in the provisional agenda of the fourteenth session of the Council a review of non-governmental organizations admitted to consultative status at its eighth and ninth sessions.

²⁸⁵ See Y.U.N., 1946-47, pp. 129-30.

²⁸⁶ See pp. 66-67.

²⁸⁷ See Y.U.N., 1950, pp. 658-59.

6. Yearbook of International Organizations, 1951-1952

The Secretariat, in accordance with Council resolution 334 B (XI) of 20 July 1950,²⁸⁸ actively assisted the Union of International Organizations, Palais d'Egmont, Brussels, in the preparation of its 1951-1952 Yearbook of International Organizations, which was published in November 1951.

7. Agenda Items Proposed by Non-Governmental Organizations

On the proposal of a non-governmental organization in category A, the International Chamber of Commerce, the item "Conclusion of an international convention on customs treatment of samples and advertising material" was placed by the Council on its agenda for the twelfth session.²⁸⁹ No items were proposed by non-governmental organizations for consideration by the Council at its thirteenth session.

8. Written Statements from Non-Governmental Organizations in Consultative Status

During 1951, a total of 96 written statements from 37 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, the Social Commission, the Commission on the Status of Women and the Transport and Communications Commission. 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.1-3).

9. 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 at its twelfth session under rule 82 of its rules of procedure.

International Confederation of Free Trade Unions: World economic situation; Expanded Programme of Technical Assistance: report of the Technical Assistance Committee; Forced labour and measures for its abolition; Trade union rights: allegations regarding infringements of trade union rights.

International Co-operative Alliance: World economic situation; Expanded Programme of Technical Assistance: report of the Technical Assistance Committee; Financing of economic development of under-developed countries.

International federation of Christian Trade Unions: Expanded Programme of Technical Assistance: report of the Technical Assistance Committee; Trade union rights: allegations regarding infringements of trade union rights.

World Federation of Trade Unions: World economic situation; Forced labour and measures for its abolition; Trade union rights: allegations regarding infringements of trade union rights.

World Federation of United Nations Associations: World economic situation.

The following organizations were heard by the Economic Committee at the twelfth session under rule 82.

International Chamber of Commerce: Conclusion of an international convention on customs treatment of samples and advertising material.

International Federation of Agricultural Producers: World economic situation.

The following organizations were heard by the Council Committee on Non-Governmental Organizations at the twelfth session under rules 81 and 82.

International Confederation of Free Trade Unions: Draft Covenant on Human Rights and measures for implementation.

World Federation of Trade Unions: Financing of economic development of under-developed countries; Development of a twenty-year programme for achieving peace through the United Nations; Non-Governmental organizations: (c) Report by the Secretary-General on application of the Headquarters Agreement.

World Federation of United Nations Associations: United Nations programme for technical assistance; Expanded Programme of Technical Assistance: report of the Technical Assistance Committee; Draft Covenant on Human Rights and measures for implementation; Development of a twenty-year programme for achieving peace through the United Nations.

International Council of Women: United Nations programme of technical assistance; Report of the Commission on Narcotic Drugs (fifth session).

International Federation of Business and Professional Women: United Nations programme of technical assistance.

International Union for Child Welfare: Refugees and stateless persons; Report of the Executive Board of the United Nations International Children's Emergency Fund; Relief and rehabilitation of Korea.

World Jewish Congress: United Nations programme of technical assistance; Expanded Programme of Technical Assistance: report of the Technical Assistance Committee; Draft Covenant on Human Rights and measures for implementation; Refugees and stateless persons.

The following organizations were heard by the Economic and Social Council at its thirteenth session under rule 82.

International Confederation of Free Trade Unions: Economic development of under-developed countries; Full employment.

²⁸⁸ See Y.U.N., 1950, p. 663.

²⁸⁹ For consideration by the Council of this item, see pp. 430-31.

International Co-operative Alliance: Restrictive business practices.

International Federation of Agricultural Producers: World economic situation.

World Federation of Trade Unions: Full employment; Economic development of under-developed countries; World economic situation.

The following organization was heard by the Social Committee at the thirteenth session under rule 82.

World Federation of Trade Unions: Report of the Commission on the Status of Women (fifth session).

The following organizations were heard by the Council Committee on Non-Governmental Organizations at the thirteenth session under rules 80, 81 and 82.

International Confederation of Free Trade Unions: World economic situation.

International Co-operative Alliance: Restrictive business practices.

International Federation of Agricultural Producers: World economic situation.

International Federation of Christian Trade Unions: Report of the Commission on Human Rights.

World Federation of Trade Unions: Implementation of consultative arrangements with the Economic and Social Council; World economic situation; Economic development of under-developed countries; Full employment; Report of the Commission on the Status of Women (fifth session).

World Federation of United Nations Associations: World economic situation; Report of the Ad hoc Committee on factors bearing upon the establishment of an economic commission for the Middle East.

Agudas Israel World Organization: Violation of human rights in Hungary; Growing racialism in Germany; Recent decision of the Munich City Council to ban Shechita (Jewish slaughter of animals).

Catholic International Union for Social Service: Report of the Social Commission (seventh session); Report of the Population Commission (sixth session).

Consultative Council of Jewish Organizations: Deportations in Hungary.

Co-ordinating Board of Jewish Organizations: Report of the Commission on Human Rights (seventh session) (two hearings); Refugees and stateless persons.

International Abolitionist Federation: Report of the Social Commission (seventh session); Invitations to non-member States to become parties to the Convention for the Suppression of the Traffic in Persons and of the Exploitation of the Prostitution of Others.

International Association of Penal Law and International Bureau for the Unification of Penal Law: Some problems in connexion with the international protection of human rights.

International Federation of Newspaper Publishers (Proprietors) and Editors: Alleged violation of freedom of information in Argentina.

International League for the Rights of Man: International protection of human rights (partly in connexion with report of the Commission on Human Rights—seventh session).

International Union of Catholic Women's Leagues: Report of the Commission on Human Rights (seventh session).

Pax Romana: Report of the Commission on Human Rights (seventh session); Report of the Population Commission (sixth session).

World Jewish Congress: Report of the Commission on Human Rights (seventh session).

The Council Committee on Non-Governmental Organizations also heard briefly each of the Category A organizations on each item of the agenda on which they were later heard by the Council or by the Economic and Social Committees.

Many non-governmental organizations were heard by the commissions of the Council, in particular by the Commissions on Human Rights and the Status of Women, the Social Commission and the Transport and Communications Commission.

10. List of Non-Governmental Organizations in Consultative Status as of 31 December 1951

ORGANIZATIONS IN CATEGORY A CONSULTATIVE STATUS:

International Chamber of Commerce
International Confederation of Free Trade Unions
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

ORGANIZATIONS IN CATEGORY B CONSULTATIVE STATUS:

Agudas Israel World Organization
All-India Women's Conference (India)
All-Pakistan Women's Association (Pakistan)
Anti-Slavery Society (United Kingdom)
Carnegie Endowment for International Peace (United States of America)
Catholic International Union for Social Service
Commission of the Churches on International Affairs
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
Inter-American Federation of Automobile Clubs²⁹⁰
International Abolitionist Federation
International African Institute
International Air Transport Association²⁹¹

²⁹⁰ Consultative status in category B granted on condition that it work out arrangements with the International Automobile Federation and the International Touring Alliance, by which they may in future be consulted jointly by the Council.

²⁹¹ Admitted to consultative status as a consequence of the repeal of Council resolution 214 C (VIII). See pp. 598-99.

International Alliance of Women: Equal Rights, Equal Responsibilities
 International Association of Independent Enterprises, Trades and Crafts
 International Association of Penal Law²⁹²
 International Automobile Federation²⁹³
 International Bureau for the Suppression of Traffic in Women and Children
 International Bureau for the Unification of Penal Law²⁸⁴
 International Carriage and Van Union²⁹⁵
 International Catholic Press Union
 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 Co-operative Women's Guild
 International Council for Building Documentation
 International Council of Women
 International Criminal Police Commission
 International Federation for Housing and Town-planning
 International Federation of Business and Professional Women
 International Federation of Friends of Young Women
 International Federation of Newspaper Publishers (Proprietors) and Editors
 International Federation of Unions of Employees in Public and Civil Services
 International Federation of University Women
 International Fiscal Association
 International Institute of Administrative Sciences
 International Institute of Public Finance
 International Institute of Public Law
 International Law Association
 International League for the Rights of Man
 International Organization for Standardization
 International Road Federation
 International Road Transport Union
 International Shipping Federation²⁹¹
 International Social Service
 International Society for the Welfare of Cripples
 International Society of Criminology
 International Statistical Institute
 International Temperance Union
 International Touring Alliance²⁹⁶
 International Transport Workers' Federation
 International Union for Child Welfare
 International Union for the Protection of Nature
 International Union for the Scientific Study of Population
 International Union of Architects
 International Union of Catholic Women's Leagues
 International Union of Family Organizations
 International Union of Local Authorities
 International Union of Marine Insurance
 International Union of Official Travel Organizations
 International Union of Railways
 International Union of Socialist Youth
 International Wagon Union²⁹⁷
 Liaison Committee of Women's International Organizations

Lions International—International Association of Lions Clubs
 National Association of Manufacturers (United States of America)
 Nouvelles équipes internationales
 Pax Romana—International Catholic Movement for Intellectual and Cultural Affairs²⁹⁸
 Pax Romana—International Movement of Catholic Students²⁹⁸
 Permanent International Association of Navigation Congresses²⁹⁹
 Rotary International
 Salvation Army
 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 Engineering Conference³⁰⁰
 World Jewish Congress
 World Movement of Mothers
 World Organization of the Teaching Profession
 World Union for Progressive Judaism
 World's Alliance of Young Men's Christian Associations
 World's Women's Christian Temperance Union
 World's Young Women's Christian Association
 Young Christian Workers

The total number of organizations listed above is 101; of these, nine are in category A and 92 in category B. All these organizations are international, except the eight which are followed by the name of a State.

A total of 116 additional organizations³⁰¹ were, on the register for ad hoc consultations, in accordance with paragraph 17 of Council resolution 288 B (X). All but one of these organizations are international.

²⁹² To be jointly represented with the International Bureau for the Unification of Penal Law.

²⁹³ To be jointly represented with the International Touring Alliance.

²⁹⁴ To be jointly represented with the International Association of Penal Law.

²⁹⁵ To be jointly represented with the International Wagon Union.

²⁹⁶ To be jointly represented with the International Automobile Federation.

²⁹⁷ To be jointly represented with the International Carriage and Van Union.

²⁹⁸ Both Pax Romana movements to be jointly represented.

²⁹⁹ Admitted to consultative status as a consequence of the repeal of Council resolution 214 C (VIII). See pp. 598-99.

³⁰⁰ Ceased to exist at the end of 1951.

³⁰¹ For detailed list, see A/1884, para. 1079.

Y. IMPLEMENTATION OF RECOMMENDATIONS ON ECONOMIC AND SOCIAL MATTERS

In accordance with the procedures and timetable established by the Council at its tenth session (resolution 283(X))³⁰² for reporting by governments on the implementation of recommendations made by the General Assembly and the Council on economic and social matters, the Secretary-General circulated to governments in May 1950 a list of such recommendations adopted in 1948 and 1949. Governments were invited to state by October 1951 what they had done to carry out these recommendations. The list included (E/2165) recommendations concerning: availability of DDT insecticides; transfer to the United Nations of functions and powers previously exercised by the League of Nations under the International Convention relating to Economic Statistics; international bill of human rights; genocide; status of women; transfer to the United Nations of functions for the suppression of white slave traffic and of the circulation of obscene publications; international provisions for the control of certain drugs; privileges and immunities of the Permanent Central Opium Board; traffic in persons and exploitation of the prostitution of others; relations with non-governmental organizations; and implementation by the International Civil Aviation Organization of the resolutions concerning Franco Spain.

In April 1951, the Secretary-General sent a further note to governments referring to the previous communication and reminding them that replies would be expected by October 1951. In this note he called attention to General Assembly resolution 125(II) which concerned relations with

and co-ordination of specialized agencies and work programmes of the United Nations and specialized agencies. This resolution, although adopted in November 1947, earlier than the period under review, had been called to the attention of the Council by the Ad Hoc Committee which had recommended the procedures adopted. The resolution had been omitted from the list of recommendations circulated in May 1950 because the Council had decided that its circulation should be deferred pending the result of an enquiry conducted jointly by the International Institute of Administrative Sciences and UNESCO. On 27 July 1951, the Secretary-General transmitted to governments copies of the report, National Administration and International Organization, resulting from the enquiry, so that they might take it into account in preparing their replies on steps taken to implement resolution 125 (II).

The Secretary-General also took steps to obtain information relating to certain other resolutions (E/2165), apart from the regular two-year procedure.

By the end of 1951, 24 governments had replied. At its fourteenth session, in 1952, the Council was to consider the Secretary-General's report on implementation and decide what resolutions adopted during 1950 and 1951 should be circulated to governments during the following two years. Under the two-year procedure established, the next report will be due in 1954.

³⁰² See Y.U.N., 1950, pp. 668-72.