

### III. Economic and Social Questions

#### A. WORLD ECONOMIC SITUATION

At its fourteenth session, held at New York from 20 May to 1 August 1952, the Economic and Social Council made its annual review of the world economic situation in accordance with the recommendation of the General Assembly in resolution 118(II).

##### 1. Reports Before the Economic and Social Council at its Fourteenth Session<sup>1</sup>

The Council's discussion was based primarily on the Secretary-General's report on world economic conditions entitled *World Economic Report, 1950-51* (E/2193/Rev.1 and Corr.1), supplemented by a detailed analysis entitled *Recent Changes in Production* (E/2193/Add.1/Corr.1).

The introduction to the main report stated that during 1951—the first full year of widespread rearmament activity—the world produced more goods than in any previous year. As the general increase in production between 1950 and 1951 was higher than the increase in the production of military goods alone, a rise was made possible in the total supply of civilian goods for the world as a whole. In the countries with developed private enterprise economies in North America and Western Europe, production increased considerably from mid-1950 to mid-1951. However, owing to a slackening of consumer demand, the output of consumer goods declined in the second half of 1951 and early in 1952. Although sharp increases in raw material prices caused a general upsurge of prices in all these countries, money wages tended to keep pace with the cost of living. In the countries with centrally-planned economies in eastern Europe and mainland China, output and consumption generally increased in 1950 and 1951, though consumption rose less than production. In a number of those countries the rapid pace of industrialization, combined with relatively poor harvests, caused pressure on the supplies of food; in others, however, the rise in the supply of consumer goods made it possible for consumer prices to be reduced. There was

also an increase in production in many of the under-developed countries, but it was generally smaller than the world average increase. At the same time the exports of under-developed countries increased both in volume and price owing to growing demands from industrialized countries, especially from mid-1950 to mid-1951.

Dealing with international trade and payments, the report said that in 1951 the earlier tendency towards reduced deficits with the dollar area was reversed and considerable strain developed during the latter part of 1951 in the balance of payments position of Western Europe. While most of the Western European countries improved their overall balance of payments position in the course of 1951, difficulties encountered by a few of them led at the end of 1951 and during the early part of 1952 to the tightening of import restrictions.

According to the report, the trade of almost all the centrally-planned economies was increasingly affected in 1951 by the growing deterioration of their trade relations with a large part of the rest of the world. As output rose in these countries, however, the volume of their trade with one another increased.

There were renewed indications in 1951 of the exceptional instability to which the balance of payments of primary producing countries are subject. These countries, it was stated, achieved very large increases in their earnings from exports of raw materials at record high prices in the first nine months following the outbreak of hostilities in Korea. Subsequently they sustained a marked reduction in earnings as the raw material boom subsided.

The report further stated that imports of both capital and consumer goods by under-developed countries were larger in 1951 than in 1950 despite difficulties of supplies and the lengthening of delivery periods. In the latter part of 1951, however, foreign exchange receipts declined because of a slackening of foreign demand; as a result

<sup>1</sup> The annual report of the International Monetary Fund was also discussed under this agenda item. For its consideration see section 3, below.

a number of countries had to reimpose restrictions on imports because of difficulties in the balance of payments.

The report concluded that experience during the period under review had lent new emphasis to the need for international action designed to bring about an adequate flow of capital to under-developed countries, to elaborate new techniques for stabilizing the demand for and prices of primary commodities traded internationally, or to introduce other arrangements that would, under mutually acceptable conditions, permit the industrialized countries to increase the supply of machinery and equipment to the under-developed countries, so as to enable them to make more effective use of their abundant natural resources as well as to meet the demands of their trading partners.

The Council also had before it two additional supplements to the report: (1) a Summary of Recent Economic Developments in Africa (E/2193/Add.2/Corr.1), prepared in accordance with the request of the Council in resolution 367 B (XIII); and (2) a Summary of Recent Economic Developments in the Middle East (E/2193/Add.3/Corr. 1), prepared by the Secretariat in accordance with the views expressed during the thirteenth session of the Council.

The Summary of Recent Economic Developments in Africa contained a brief account of changes in 1949 and 1950 in the exchange sector of the economy, including commercialized agricultural production, mineral production and foreign trade. Reviewing the progress of public investment in the Belgian Congo, French territories, United Kingdom territories and Portuguese territories in Africa, the Summary stated that investment in 1950 was at a higher rate than in previous years, both in the area as a whole and in most of the individual territories. It then described measures taken under the technical assistance and related programmes of the United Nations in Libya, Ethiopia, Liberia and the Trust Territory of Somaliland under Italian administration. It also dealt with the co-ordination of inter-governmental action and the work of the specialized agencies in Africa.

The Summary of Recent Economic Changes in the Middle East traced the main economic developments in that region as a whole with special emphasis on its petroleum production and foreign trade. Important developments of the past two or three years in several selected countries like Egypt, Iran, Iraq, Israel, Lebanon, Syria and Turkey were described in brief sections.

The Summary stated that terms of trade had tended to improve in the region as a whole, but to a varying and, often, a small degree. The improvement in terms of trade, together with the expansion of trade with Germany and the USSR, it was stated, had contributed to a reduction of the foreign trade deficit in most of the countries of the region. The deficit in trade with hard currency areas also declined and even disappeared in a few cases.

The report stated that agriculture was developing, but at a slow rate, in most parts of the Middle East. The over-all programme of industry was greater than that of agriculture in almost all countries of the region. Prices took an upward trend in 1950 and 1951, especially in countries more closely dependent on foreign trade, such as Egypt and Lebanon.

In addition to the surveys dealing with the world economic situation, in general, and Africa and the Middle East, in particular, the Council also had before it the Economic Survey of Europe in 1951 (E/ECE/140/Rev.1) prepared by the secretariat of the Economic Commission for Europe. It also had before it the annual reports of the regional economic commissions for Europe, for Asia and the Far East and for Latin America.<sup>2</sup>

The Council also had before it the Review of International Commodity Problems, 1951 (E/2181), prepared by the Interim Co-ordinating Committee for International Commodity Arrangements.

The Review traced developments in the commodity field since the end of the Second World War, drawing attention to the rapid changes that occurred in the situation of various primary commodities and dealing in particular with the effects of the current period of rearmament.

The Review stated that during 1951 the prices of many important primary commodities fluctuated with unusual rapidity. In the case of countries a large part of whose trade was in a particular commodity, the adverse effect of these fluctuations was considerable. The current period of rearmament, it was stated, could be expected to accentuate the natural tendency for primary commodities to fluctuate widely. The discovery of ways and means to moderate such fluctuations continued, in the opinion of the Committee, to be a pressing need. It considered it desirable that active consideration should be given to arrangements for avoiding difficulties in the case of particular commodities.

The Review also dealt with the principles and procedures for dealing with commodity problems, described inter-governmental action and consultation on particular commodities from 1946 to 1951 and summarized information regarding international trade in primary commodities.

## 2. Discussions in the Economic and Social Council

The Economic and Social Council discussed the world economic situation specifically<sup>3</sup> at its 584th and 587th plenary meetings on 29 May and 2 June, and at its 589th to 601st plenary meetings from 3 to 12 June 1952.

<sup>2</sup> See under Regional Economic Commissions.

<sup>3</sup> For the Council's discussion under this item of the reports of regional economic commissions and of the International Monetary Fund, see under respective headings.

The representatives of Belgium, Canada, France, the United Kingdom and the United States emphasized the need for co-ordinated international action to combat the economic instability the world was facing today. The representative of Canada stated that economic stability and an expanding world economy could only be achieved if governments took steps to ensure stability of the economies of their own countries and recognized the relationship of domestic policy to external stability. These representatives generally agreed that a significant effort had been made to keep inflation in check and that adjustments of national economies to the heavy burden of defence were being carried out with far fewer adverse effects than had generally been expected. The supply of goods available for civilian use had been increased.

The representatives of France and the United Kingdom, however, called attention to inflationary pressures existing in many countries where increasing rearmament activities had been accompanied by a diversion of goods and services from the civilian economy. At the same time it was pointed out that deflationary pressures also existed in important sectors of national economies where demand had slackened. Attention was called to the fact that unemployment had begun to spread in certain industries producing textiles and other consumer goods. The maintenance of a stable level of employment was, therefore, emphasized as one of the major tasks of governments.

The representatives of Belgium, Canada, France and Sweden, among others, referred to the need to remedy the recurring disequilibrium between the dollar area and other areas of the world. Among the remedies suggested were: the control of inflation; increased production in industrialized European economies and under-developed economies alike; and an increase in the exports of countries with balance-of-payments difficulties.

The stability of raw material prices as a means of preventing economic upsets in both primary producing and industrialized countries was urged by several representatives, including those of Belgium, France and the United Kingdom. The representative of the United Kingdom felt that a fundamental method for stabilizing raw material prices would be to stabilize the conditions of demand and supply in particular commodities by agreements. He drew the attention of the Council to the International Materials Conference which had shown the usefulness of international action in mitigating fluctuations in commodity markets.

Reviewing the situation in his country, the representative of the United States said that the past fifteen months had been characterized by a sustained high level of economic activity, a subsiding of the severe inflationary pressures which had followed the outbreak of the war in Korea, and considerable stability in the price level. Unemployment had been small, varying seasonally by under two million, or less than 3 per cent of the labour force.

As for the future, he said that production of goods and services should continue to expand in the United States, thus increasing imports which would, in turn, increase the dollar earnings of other countries. He assured the Council that trade liberalization continued to be a major objective in United States foreign economic policy.

Representatives also stressed the urgent need for increasing world food supplies.<sup>4</sup> The representatives of Belgium, France, the United Kingdom and the United States also emphasized the need for the economic development of the under-developed countries. The representative of the United States said that every major under-developed area of the free world had received more capital goods from the United States in 1951 than in 1950. Prices of these goods, he stated, had been stabilized. Grants and loans had been augmented by \$170 million in 1950 to \$690 million in 1951, so that the under-developed countries could import more than their current earnings allowed.

The representatives of Cuba, Egypt, Iran, Mexico, Pakistan, the Philippines and Uruguay, among others, dwelt on the impact of world trade on the under-developed countries. They stressed the close relationship between economic stability in the industrialized countries and the economic development of the under-developed countries. They expressed the opinion that economic developments of 1951 had not been favourable to the under-developed countries; their large export earnings had declined and any progress in their development plans had been largely cancelled out by inflationary tendencies and by payments for invisible items of trade.

Representatives of the under-developed countries maintained that the gap between the production of the industrialized countries and of the under-developed countries had widened, as production in the developed countries had increased faster than in the less developed countries. The increased earnings of the under-developed countries, resulting from the high prices of raw

<sup>4</sup> See under Food and Famine.

materials, had caused inflationary pressures which were further aggravated by an increase in the prices of imported food and consumer goods. Not all under-developed countries had benefited from the boom in the primary products, it was considered, and, subsequently, demand had slackened and export earnings had dwindled. The situation in some under-developed countries, faced with declining foreign exchange reserves and with inflation, was as unfavourable as it had been before the outbreak of hostilities in Korea. This showed the instability to which the balance of payments of primary producing countries was subject. These representatives also emphasized the need to combat inflation, to increase production and to secure a reduction in the cost of living. They made a plea for a global programme of economic development with international action to increase technical and financial assistance to their countries. The outstanding problem in this respect, they maintained, was that of obtaining the capital required to finance economic development. An increase in the proportion of world savings invested in the economic development of under-developed countries and the building up of expanding international trade were essential for more rapid progress in carrying out development plans, they considered. The representative of the Philippines stated that the current system of world trade enabled the industrialized countries to determine the prices of both the goods they sold to the under-developed countries and the goods they bought from them. He considered that such a situation was anomalous in a rational world economy.

The representatives of Czechoslovakia, Poland and the USSR expressed the view that intensive rearmament activity in the United States and Western Europe had led to a decline in civilian goods production, to increased taxation which had mainly affected the working masses of these countries, to increases in consumer goods prices and even more intensive exploitation of workers. At the same time it had led to increased profits for the monopolies, they said. These representatives considered that armament programmes were preventing the economic development of the under-developed countries, causing instability in many of the capitalist countries themselves, and creating a raw material monopoly exclusively in favour of the United States. They emphasized the need for genuine international economic co-operation, and the general development of trade relations, based on the recognition of mutual interest, sovereign rights and the equality of all countries. According to these representatives, one of the indispensable conditions for improvement in the economic

situation of Western European countries was the maintenance of normal economic relations with Eastern European countries.

Contrasting the economic situation in the United States and Western Europe with that prevailing in their own countries and mainland China, these representatives stated that production in the USSR and the Eastern European countries had increased in excess of the targets set for 1951. The same trend, they said, was apparent in 1952. As a result of agrarian reform, China had become almost self-sufficient in cotton and cereals. Now it was importing the goods mainly needed for its industrial development.

The representative of the International Confederation of Free Trade Unions (ICFTU) stated that the improvement of sanitary and health conditions in under-developed countries should be accompanied by modern methods of agricultural development and stressed the need for careful planning by the under-developed countries in connexion with the financing of their development. She also reported on the activities of ICFTU delegations which had visited a number of African territories and she urged the establishment of an economic commission for Africa.

The representative of the World Federation of Trade Unions stated that rearmament activities in the United States and Western Europe had led to reduced consumption, sharp cuts in productive budget expenditure to allow for non-productive expenditure on armaments, and a serious decline in the living standards of workers. She expressed the hope that the Economic and Social Council would call upon all countries to restore free international trade and to replace the disastrous economies of war by economic programmes designed to safeguard and improve the people's living standards. On behalf of WFTU she offered several specific proposals to that end.

At the conclusion of the general debate the Council agreed to take no formal action with respect to the agenda item entitled "World Economic Situation". It was felt that the deliberations on this item, however, formed the indispensable background for the consideration of other major economic items.

### 3. Discussions in the General Assembly

References to the world economic situation were also made during the discussion of Chapter II of the report (A/2172) of the Economic and Social Council at the 241st to 246th meetings

of the Assembly's Second Committee held from 15 to 20 December 1952.<sup>5</sup>

The representatives of Czechoslovakia, Poland and the USSR stated that the subordination of the western European economies to United States war preparations were the main cause of the economic crisis in those countries. United States economic policies, they said, had led to a fall in industrial production, particularly of articles of mass consumption and had seriously affected the trade of these countries.

Contrasting the economic situation of the capitalist countries with that prevailing in the USSR, the People's Republic of China and the people's democracies, these representatives held that the latter had embarked on a programme of peaceful reconstruction and that their economic condition was constantly improving.

In reply, the representatives of France, the Netherlands, Norway and the United Kingdom maintained that the representatives who had criticized the economies of Western European countries had made an incorrect and misleading assessment of Western European economies. In certain Western European countries living standards were improving and in Western Europe generally the fall in the production of consumer goods had been largely offset by the substantial expansion in the output of heavy metal goods which many countries needed for their development.

The representative of the United States said that his country was not living off other countries as had been suggested and that 97 per cent of its market was domestic. It had, on the contrary, helped other countries with \$35,000 million since the end of the Second World War. As to the economic situation in the United States, he said that its production had increased from \$325,000 million in the first half of 1951 to \$336,000 million in the first half of 1952 and that employment had been at a record high level. The standard of living of United States workers had gone up instead of declining.

#### 4. Report of the International Monetary Fund

The Economic and Social Council at its fourteenth session, at its 584th plenary meeting on 29 May 1952, considered the Annual Report of the International Monetary Fund for the fiscal year ending 30 April 1951, together with a supplement covering the period from May 1951 to 31 March 1952 (E/2169/Add.1).

Introducing the report, the Managing Director of the Fund expressed the hope that recent

decisions taken by the Fund establishing certain new policies would enable the Fund to be of greater help to its members in meeting temporary exchange needs. Among such changes he noted the clarification of the conditions under which the Fund's resources would be available to its members as a second line of reserves to meet temporary exchange difficulties and the revision of the schedule of interest charges for use of Fund resources. As required by its Articles of Agreement, general consultations with many of the Fund's members had been initiated with a view to the reduction or abolition of certain types of exchange restriction and discrimination with the object of achieving wider convertibility of currencies.

In reviewing the international payments situation in the recent past, the Managing Director stated that during the period when United States imports had shown marked increase in 1950-51, many countries had acted as if the payments problem had vanished. But when the abnormal speculative demand had fallen off, the continuing weakness in the pattern of payments had been revealed and payments difficulties, which had not been confined to dollar payments, had again acquired an urgent character and they had been accentuated by the scanty reserves. The Managing Director deplored the tendency to believe that restrictions on imports and discrimination in trade provided a solution to payments difficulties. He pointed out that a great deal had already been done to meet the post-war payments problems and expressed the belief that the chief remaining task was to eliminate the current inflation, particularly by means of budgetary and credit policies, which, he noted, had recently been given renewed emphasis. The budgetary needs of many governments were increasing with rearmament. Assistance from the United States for defence and economic aid would meet this problem in part, but much more would have to be done by aided countries themselves to provide resources for defence. Measures to avoid inflation need not necessarily cause widespread unemployment, but if countries slackened their effort to eliminate inflation as soon as pockets of unemployment appeared in one or another industry, the payments problem might become permanent. Private capital, he felt, would probably flow more readily to the under-developed countries if they sought to avoid inflation, maintain a strong payments position and permit the prompt and unrestricted remittance of current earnings.

<sup>5</sup> The problems of under-developed countries were discussed under a separate agenda item, see pp. 353 ff.

Discussing the prevailing difficulties of international payments the representative of the United Kingdom drew attention to the serious pressure on the balance of payments of his country, stating that his Government regarded the restrictions which it had imposed as a disagreeable necessity. The chances of attaining balance-of-payments equilibrium were remote unless the countries with persistent balance-of-payments surpluses played their part in correcting the current disequilibrium. It was vitally important, he considered, that the policies of those countries should be such as to

encourage consumption of imported goods in their territories.

The representative of Czechoslovakia stated that the Fund had failed to implement its aims and had become an instrument of United States policy.

The new policy regarding the use of the Fund's resources was welcomed by other representatives.

After the conclusion of the debate, the Council unanimously adopted resolution 421 (XIV) taking note of the report of the Fund.

## B. ECONOMIC DEVELOPMENT OF UNDER-DEVELOPED AREAS

### 1. Technical Assistance for Economic Development

On 31 July 1950 the Secretary-General set up the Technical Assistance Administration (TAA) 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. TAA was made responsible for the operational activities under General Assembly resolutions 200(III) on technical assistance for economic development, 418(V) on advisory social welfare services, for the operational and substantive aspects of 246 (III) on training in public administration, and for the United Nations operational activities under the Expanded Programme of Technical Assistance for Economic Development of Under-Developed Countries established by the Economic and Social Council under resolution 222 A (IX).<sup>6</sup> The first three programmes are financed by the regular United Nations budget; the Expanded Programme is financed by voluntary contributions from governments to a Special Account. However, with the exception of the origin of the funds, the United Nations makes no administrative distinction between the technical assistance which it gives under resolution 200(III) and 246(III) and that which it gives with Expanded Programme funds. This is also true of those social welfare services provided under resolution 418 (V) that pertain directly to economic development, for example, those in the fields of housing and town and country planning, migration and population.

The Expanded Programme was established as a joint activity of the United Nations and the specialized agencies. The organizations participating in this Programme are the United Nations; the International Labour Organisation (ILO); the

Food and Agriculture Organization of the United Nations (FAO); the United Nations Educational, Scientific and Cultural Organization (UNESCO); the International Civil Aviation Organization (ICAO); the World Health Organization (WHO); the World Meteorological Organization (WMO); and the International Telecommunication Union (ITU). The International Bank for Reconstruction and Development and the International Monetary Fund, though they do not participate in the Expanded Programme and are not titular members of the Technical Assistance Board (TAB), are represented at the Board's meetings and co-operate fully with the promotion of the objectives of the Programme. The Technical Assistance Board (TAB) is an executive body composed of representatives of each of the organizations participating in the Expanded Programme. Its functions are to co-ordinate, integrate and review the activities carried out by these organizations under this Programme. A full-time Executive Chairman was appointed in 1952; prior to this, the Secretary-General of the United Nations, or his representative, acted as Chairman.

The Technical Assistance Committee (TAC), a standing committee of the Council consisting of all members of the Council, makes a critical examination of activities undertaken and results achieved under the Programme and reports to the Council concerning the reports it receives from the Technical Assistance Board.

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

##### (1) Expanded Programme of Technical Assistance (a) FOURTH REPORT OF TAC

The Council, at its fourteenth session, had before it the fourth report of TAC (E/2238),

<sup>6</sup> See previous Yearbooks.

submitted after the Committee had reviewed the administration of the Expanded Programme at its 21st to 23rd meetings on 22 and 23 May 1952. The Council considered this report at its 599th and 600th plenary meetings on 11 June 1952.

In the report, TAC noted that the Administrative Committee on Co-ordination in its report (E/2161 and Corr.1)<sup>7</sup> had indicated the need for "stronger central leadership and more continuous central guidance" to ensure the development of well-integrated and balanced programmes which would most effectively help to solve the economic and social problems of under-developed countries and make the most efficient use of the resources available for the Expanded Programme. TAC also felt that, in view of new developments since 1949, certain changes in the administration of the Programme were appropriate. It therefore proposed that paragraph 3 of resolution 222 A (IX), concerning the establishment and organization of the Technical Assistance Board,<sup>8</sup> be amended in order to provide that a full-time Executive Chairman of the Board be appointed by the Secretary-General after consultation with the executive heads of the participating organizations. It made proposals for the general functions of the Chairman (see resolution, as adopted, below).

TAC also suggested an amended voting procedure for the Board according to which decisions would be made by agreement between the Executive Chairman and members of the Board or, if agreement were not reached, by reference to TAC.

TAC was of the opinion that, in the interests of greater co-ordination, resident representatives appointed by the Board in recipient countries should be directly responsible to TAB and to its Chairman. Their principal function, TAC agreed, was to co-operate with the governments concerned in the development of plans and projects and to co-ordinate the technical assistance activities of the participating agencies in a given country. Where necessary, these representatives might service more than one country.

In the debate, in which the Council generally agreed with the recommendations of TAC, the Secretary-General announced that, after consultation with the executive heads of the participating agencies, he had designated David Owen, Assistant Secretary-General in charge of the Department of Economic Affairs, as Executive Chairman of TAB. Representatives to the Council commented favourably on the designation of Mr. Owen, whose competence and integrity in discharging his duties were heartily commended.

The representative of Czechoslovakia stated that he would abstain from voting on the draft resolution proposed by TAC. Although in favour of technical assistance, he said, his delegation had always opposed and was still opposed to any method of granting such assistance which involved the execution by certain countries of prepared economic and political plans and designs, which had nothing to do with genuine technical assistance and were solely directed towards economic aggression and expansion, to the disadvantage of the economically under-developed countries. He did not consider that the appointment of an Executive Chairman of TAB or the adoption of a complicated voting procedure for the Board would facilitate the implementation of technical assistance programmes.

With regard to the proposal on voting procedure, some representatives, among them those of Mexico, the Philippines and Uruguay, felt that the powers delegated to the Executive Chairman were tantamount to veto powers. However, the Council noted the assurance contained in the TAC report that such recourse to a vote would be the exception rather than the rule, since the decisions of the Board would normally be made on the basis of general agreements.

The Council adopted by 8 votes to 3, with 7 abstentions, an amendment by Cuba (E/L.352) which would give the Council the right to alter the powers of the Chairman when it saw fit. The Council adopted the draft resolution proposed by TAC, as amended, as resolution 433 A (XIV). By this resolution the Council decided to amend its resolution 222 (IX) as follows:

Paragraph 3

In place of the sentence reading: "The Secretary-General or his representative shall be Chairman of the Board", substitute the following:

"The Secretary-General, after consultation with the executive heads of the participating organizations, shall appoint a full-time Executive Chairman of the Board who shall have such responsibilities and functions within the purposes of this resolution, as the Economic and Social Council may assign to him, and which it may alter as it sees fit."

For sub-paragraph (h), which provided that all decisions, other than on procedural matters, be taken by general agreement and in the case of disagreement referred to TAC for decision, substitute the following:

"(h) Decisions relating to recommendations or proposals made by the Executive Chairman or by members of the Board will normally be taken by general agreement between the Executive Chairman and all members of the Board. When general agreement cannot be reached recommendations or proposals shall be con-

<sup>7</sup> See also pp. 537 ff.

<sup>8</sup> See Y.U.N., 1948-49, p. 443.

sidered approved when a majority of the members of the Board present and voting and the Executive Chairman are in agreement. If no agreement can be reached, the matter may be referred to the Technical Assistance Committee either by a majority of the members of the Board present and voting or by the Executive Chairman."

Paragraph 4

Delete the entire paragraph concerning the terms of reference of the Executive Secretary as specified in resolution 222 A (IX) and renumber the subsequent paragraphs accordingly.

New paragraph 4

Substitute the following for former paragraph 5 which gave the Secretary-General the power to make the arrangements concerning staff:

"The secretariat of the Technical Assistance Board shall perform, under the supervision of the Executive Chairman, such functions as the efficient operation of the Board may require. Whenever the need arises, the Executive Chairman shall make arrangements whereby the executive heads of the participating organizations may assign members of their staffs to the secretariat of the Technical Assistance Board."

Finally the Council approved the terms of reference of the Executive Chairman which were set forth in the resolution of the Technical Assistance Committee as follows:

"(a) To examine programme proposals submitted by participating organizations, which may include both formal requests submitted by governments and projects which are in preliminary stages of discussion, with a view to facilitating, in agreement with the Governments, the development of integrated country programmes, consulting with agencies as appropriate;

"(b) To make such recommendations to the Technical Assistance Board as he may deem appropriate with respect to all programme proposals or projects, including earmarking or allocation of funds;

"(c) After approval of programme proposals or projects by the Board, to earmark the necessary funds, and as project plans become final, to allocate funds without further reference to the Board;

"(d) In exercising continuous supervision of the programme, to appraise the effectiveness of the activities of the participating organizations financed from the Special Account, and the results achieved, bearing in mind the desirability of keeping the proportion of administrative to operational expenditures as small as possible consistent with efficiency, and to make recommendations to the Board, availing himself to the fullest extent possible of the services of the representatives of the participating organizations;

"(e) To review the adequacy of the co-ordination and integration of activities financed from the Special Account, keeping himself fully informed of activities financed by the agencies from their own budgets and of all other technical assistance programmes both bilateral and multilateral, and to make appropriate recommendations to the Board;

"(f) To convene and preside over the meetings of the Board;

"(g) In the intervals between meetings, to act on behalf of the Board, under conditions laid by the Board; normally to consult its members before taking action on

all matters of major importance, and to report to it on the actions taken on its behalf;

"(h) Under conditions agreed by the Board, to sign or authorize signature of basic and comprehensive country agreements with governments;

"(i) In agreement with the Board, to appoint resident technical assistance representatives and to determine their terms of reference; to supervise the activities of such representatives and to establish an effective system of reporting between himself and such representatives;

"(j) To establish, after consultation with the Board, administrative rules and procedures on such matters as reporting, objects of expenditures definitions, salary and per diem rates, etc.;

"(k) To report on behalf of the Board to the TAC on the operation of the programme and proposed future programmes;

"(l) To supervise the Secretariat of the Board."

(b) FIFTH REPORT OF TAC

The Council also had before it the fifth report of TAC (E/2304) prepared by the Committee following its review, at its 24th to 28th meetings from 16 to 18 July 1952, of the fourth report of TAB (E/2213, volumes I and II). In this report TAB had given an extensive description of the Programme and of selected projects, an account of the financial aspects of the Programme, proposals for 1953, and descriptive summaries, by country, of technical assistance provided during the first financial period of the Programme. The TAC review had been prepared in the light of the recommendations of the Working Party (E/TAC/L.21) established at the 23rd meeting of TAC on 23 May. The meetings of the Working Party had been attended by the representatives of all the participating organizations. The Council considered the fifth report of TAC at its 653rd and 654th plenary meetings on 22 July 1952, together with the report of the Secretary-General (E/2209) on the United Nations programme of technical assistance.<sup>9</sup>

In its report, the Committee suggested that more attention should be given by governments in formulating their requests, and by the participating organizations in drawing up their post-descriptions, to specifying clearly the qualifications of the experts needed. Governments, it recommended, should give more consideration in their requests to lesser-known experts who might be just as well equipped to cope with the practical problems involved as internationally known technicians, and who would be more readily available on a short-term basis. Participating organizations should, wherever appropriate, engage experts on long-term contracts. The Committee also stressed

<sup>9</sup> See pp. 357-58.



the need for adequate briefing of experts by TAB and by the participating organizations.

TAC agreed that, where a variety of expertise was required within a limited period, the use of consultant firms would be permissible. However, it indicated that their use should not entail a substantially higher expense than if comparable services were secured by hiring individual experts and purchasing the necessary equipment. No preferential position should be given to particular manufacturing, sales or contracting concerns. The requesting government, the Committee held, must approve the use of this type of expertise, and a wide geographical distribution of the firms so used should be sought.

The Committee noted with satisfaction that the various schemes for training local personnel had included provision that those trained were usefully employed afterwards for the benefit of their country. It expressed the hope that in the future fellowship arrangements made by the different participating organizations would be more uniform and that training facilities would be developed within the recipient countries themselves. Reference was made to "observation tours", a less costly group-fellowship arrangement under which technicians from recipient countries would visit a number of developed countries to observe how problems in their fields could be solved.

The Committee noted the policy followed by the Board under which the participating organizations determine the amount of equipment to be provided for each project. It recommended that illustrative information on projects in which equipment cost surpassed 25 per cent of the total cost be included in future TAB reports. Since delayed delivery of equipment had sometimes proved to be a major obstacle in the operation of important projects, TAC suggested that governments of equipment-supplying countries should take steps to improve the situation, provided specific cases were brought to their attention.

The Committee urged that, where non-convertible currencies contributed to the Special Account could not be used to pay for the technical assistance or equipment, it should be possible for the organizations to exchange currencies available through the Special Account for other currencies available to these organizations under their regular programmes. TAC again stressed the desirability of contributions to the Special Account being made, at least in part, in convertible currency.

The TAB report had pointed out the difficulties arising from the interpretation and application

of the principle that requesting governments should make a substantial contribution to the cost of technical assistance in local currency or in kind. TAC considered the matter in detail and decided that the Executive Chairman of TAB should ensure that governments complied with this principle and that, as far as possible, uniform arrangements were made for projects which were similar in nature. It decided, however, that requesting governments need not provide the cost of lodging or travel per diem for experts on projects where they were providing extensive staff and other facilities, and that they should not necessarily be required to bear external travel costs of fellows and scholars. TAB, the Committee also determined, might exempt requesting governments from furnishing local transportation under certain conditions. Requesting governments were urged to make maximum contributions. TAC decided, in view of the difficulties created by the current method of assessing local costs, to explore alternative methods of assessing such costs.

On the basis of the fourth report and of additional information submitted by TAB and the participating organizations regarding past, current and future activities, the Working Party and TAC proceeded with an agency-by-agency review of the 1953 programme. TAC felt that requesting governments and participating organizations should further concentrate and integrate their efforts in fewer fields where experience had demonstrated that maximum results were obtainable and in projects presenting prospects of follow-up action by governments.

Where comprehensive missions involving several participating organizations were requested, TAC agreed that the Executive Chairman of TAB, in consultation with the Board, would determine the organization to which the leadership would be given. When requests involved two or more organizations, the organizations concerned could determine their respective responsibilities on a "practical non-jurisdictional basis".

In the light of the latest TAB estimates, which indicated that agreements already negotiated for future activities had committed all pledged funds for the first and second financial periods, TAC recommended a 1953 goal of \$25 million in contributions and made recommendations concerning the allocation of contributions received for the third financial period. These recommendations were subsequently embodied in the resolution adopted by the Council (see below).

TAC also decided that for 1953 funds should again be made available for ITU and WMO by

the United Nations out of its share of the Special Account.

During the brief debate, the majority of representatives expressed appreciation of the reports and of the work of the Technical Assistance Committee. The representative of Iran felt that more energetic attempts should be made to implement fully the Expanded Programme. The representative of Pakistan stated that he disagreed with the policy of not granting equipment and supplies unless a request was also made for technical assistance. He hoped that practical steps to remedy the situation would be taken in the coming year. The United States representative hoped that TAC would do its utmost to differentiate between activities under the Expanded Programme and under the ordinary assistance programmes. He and the representative of the United Kingdom urged that governments with contributions in arrears make every effort to fulfil their pledges. The Canadian representative expressed reservations concerning the figure of \$25 million proposed as a target for contributions in 1953 and said that he could make no commitment regarding the Canadian contribution. The representative of Mexico, in explaining his abstention following the vote, doubted whether the progress achieved and the work undertaken fully justified the expansion of the Programme.

The draft resolution, as proposed by TAC (E/2304), was adopted at the Council's 654th plenary meeting on 22 July by 13 votes to none, with 5 abstentions, as resolution 433 B (XIV). It read:

"The Economic and Social Council,

"Having considered the Report of the Technical Assistance Committee on the Expanded Programme of Technical Assistance, together with the Fourth Report of the Technical Assistance Board,

"Convinced that the progress achieved and the activities so far undertaken fully justify the continuation and expansion of the programme as a co-operative international effort of increasing significance to the peoples of the under-developed countries,

"1. Expresses to the participating organizations and to the hundreds of experts in the field its satisfaction at the work they are accomplishing;

"2. Urges governments to make contributions to the programme for the year 1953 towards a goal of \$25 million;

"3. Recommends that the General Assembly make appropriate arrangements at an early date for soliciting and receiving pledges from governments to this end;

"4. Invites the General Assembly at an early date during its seventh session to give approval to the following financial arrangements:

"Contributions received for the third financial period shall be allocated as follows:

"(i) Fifty per cent of total pledges for 1953, up to but not exceeding \$10 million, shall be automatically available for allocation to the participating organizations in accordance with paragraph 8 (c) of Council resolution 222 A (IX), as amended, out of the contributions received for the third financial period;

"(ii) The balance of contributions received shall be retained in the Special Account for further allocation, as provided in the resolution of the Technical Assistance Committee of 23 May 1951, approved by the Economic and Social Council on 11 June 1952, in resolution 433 A (XIV);

"5. Urges governments which have not paid their pledges for the first or second financial periods of the Expanded Programme, to make early payment to the Special Account."

## (2) United Nations Programme of Technical Assistance<sup>10</sup>

The Council at its fourteenth session had before it a report (E/2209) by the Secretary-General describing the technical assistance furnished by the United Nations to governments during the period 1 January 1951 - 31 March 1952 under the Expanded Programme as well as under the three related programmes of economic development, public administration and advisory social welfare services. Regional activities, including those carried out in collaboration with the regional economic commissions, were included in the report. The technical assistance activities of the United Nations Relief and Works Agency for Palestine Refugees in the Near East (UNRWAPRNE) were also reported briefly.<sup>11</sup>

The Secretary-General informed the Council that some progress had been made in solving a number of operational problems which had hitherto seriously slowed down the provision of technical assistance and hampered the effectiveness of the programme. Requests for assistance submitted by governments were now more clearly defined and more fully documented and an increasing number of governments had set up co-ordinating machinery designed to ensure the formulation of well-integrated requests. Although the difficulty of finding well-qualified candidates prepared to accept technical assistance assignments remained a serious problem, the rate of recruitment of experts had more than doubled during the past year. Progress in recruitment had been furthered to a considerable extent by the committees and executive offices set up by a number of governments to deal with the recruitment of experts and with other aspects of government participation in the technical assistance programme.

<sup>10</sup> See also under Advisory Social Welfare Services.

<sup>11</sup> For technical assistance activities of the regional economic commissions and of UNRWAPRNE during 1952, see under those headings.

Representatives of the committees and bodies of this type set up by European governments had met in Paris, at the Secretary-General's invitation, to discuss with representatives of the secretariats of the United Nations and specialized agencies methods of improving the recruitment of experts and other matters affecting the technical assistance programme. A series of recommendations had been drawn up, which urged closer co-operation between the committees and the participating organizations, and which were subsequently transmitted to the Technical Assistance Board (TAB).

The Secretary-General also described in his report the steps taken to place the briefing of technical assistance experts on a systematic basis, and drew the Council's particular attention to the review of the first five years of the advisory social welfare services (E/CN.5/266) which represented the first attempt to evaluate the achievements and results of technical assistance in the social field.<sup>12</sup> In the field of public administration, the Secretary-General reported that the number of requests for assistance was growing, and that a small substantive unit had been organized within the Technical Assistance Administration (TAA) to deal with such requests and to assist him in carrying out his responsibilities under General Assembly resolution 246(III).

The report stated that, during the period covered by the report, 165 experts of 35 nationalities had advised the governments of over 30 countries and territories; and during 1951, 451 persons from 56 countries and territories had taken up United Nations fellowship and scholarship awards. Of these, 163 had been granted in the field of economic development, 190 in the field of social welfare and 98 in the field of public administration.

The Secretary-General also brought to the Council's attention a number of regional and other projects which had been organized during 1951, in many cases in co-operation with the specialized agencies and the secretariats of the regional economic commissions.<sup>13</sup>

The Council, at its 653rd and 654th plenary meetings on 22 July 1952 reviewed the Secretary-General's report in conjunction with the fifth report of the Technical Assistance Committee (E/2304).<sup>14</sup> The majority of representatives expressed their general satisfaction with the progress recorded by the Secretary-General. The representative of the United Kingdom said that, since funds and staff were limited, care should be taken to concentrate on those technical assistance activities most likely to meet the essential needs of under-developed countries and to lead to fruitful

results for the development of those countries. While it was difficult, if not undesirable, to draw too sharp a line between economic and social activities, it would be a mistake to encourage the building up of expensive or ambitious social service schemes before the economic foundations that could support them had been soundly established. The representative of France stressed the value of the public administration training programme.

The Council had before it a joint draft resolution (E/L.434) by Belgium, Cuba, Egypt, France, Pakistan and the Philippines which it adopted unanimously, following the acceptance of a drafting amendment suggested by the Director of TAA. By this resolution (432 (XIV)), adopted at its 654th plenary meeting, the Council noted with appreciation the report of the Secretary-General on the regular United Nations programme of technical assistance.

#### b. CONSIDERATION BY THE GENERAL ASSEMBLY AT ITS SEVENTH SESSION

The General Assembly considered the question of technical assistance for the economic development of under-developed countries during the Second Committee's general debate on economic development at its 195th to 209th meetings from 23 October to 12 November and, specifically, at the Committee's 209th to 212th meetings from 12 to 14 November and at its 411th plenary meeting on 21 December 1952. While reference was made to both the regular United Nations technical assistance programme and to the Expanded Programme, the debate centred on the latter.

The majority expressed their satisfaction with the technical assistance programmes and stressed the importance of technical assistance as a means of promoting the development of under-developed countries through international co-operation. The Director-General of TAA stated that technical assistance activities had been greatly expanded during 1952 and that TAA was now operating on a scale three times greater than its former rate.

The representatives of Denmark, the Netherlands, Pakistan and Sweden emphasized that the recruitment of experts was a crucial problem and thought that it would be expedient to seek skilled assistance among younger people. The represen-

<sup>12</sup> See under Advisory Social Welfare Services.

<sup>13</sup> For technical assistance activities during 1951, see Y.U.N., 1951, pp. 403-4.

<sup>14</sup> See pp. 355-57.

tatives of Ecuador and Egypt, however, preferred experts to be persons of world-wide reputation, though this principle, they agreed, need not be followed too rigidly. The representative of Sweden also objected that social welfare experts, unlike experts in the field of economic development, were being recruited on the basis of personal interviews; she thought that more extensive use should be made of direct application to governments for such experts.

Some representatives, among them those of Brazil, Ecuador, Iraq, Pakistan and Syria, held that local training of staff, rather than training abroad, would be less expensive and would avoid psychological and language difficulties.

If the local costs of technical assistance projects to under-developed countries could be reduced, the representatives of Chile, Cuba and the Dominican Republic, among others, considered, the technical assistance programme could be implemented more rapidly. The representatives of the United Kingdom and the United States agreed that methods for establishing and levying local costs should be re-examined; they supported the Council decision in this connexion (see above).

The majority of representatives were of the opinion that there was a need for continuing and enlarging the Expanded Programme and that the reorganization of the Technical Assistance Board would lead to a more efficient and centralized administration of the Programme.

The Committee had before it a joint draft resolution (A/C.2/L.156 and Corr.1 and 2) by Brazil, Canada, Egypt, France, Pakistan, the Philippines, the United Kingdom and the United States. It proposed, *inter alia*, that the Assembly: (1) urge governments to contribute towards the goal of \$25 million suggested by the Council; and (2) urge those governments which had not paid their pledges for the first or second financial periods to do so. The draft resolution would also approve the arrangements made by the Council for allocating the contributions for 1953.

Amendments to the joint draft were proposed by Ecuador (A/C.2/L.167). They proposed, *inter alia*, that the Expanded Programme be continued on a permanent basis and that the Council should draw up a proposal to establish the financial arrangements for the Programme for a four-year period, envisaging a goal of \$40,000,000 for 1954.

The representatives of Argentina, Burma, Brazil, Chile, Colombia, the Dominican Republic, Greece, Indonesia, Pakistan and the Philippines favoured the continuation of the Programme on a permanent basis. However, the majority considered that

such a proposal was premature and that the idea of long-term assistance was implicit in the Programme itself. A suitable rate of contributions for 1954 should, it was felt, be left to the Council and to the Technical Assistance Committee to work out in the light of progress reports and other relevant factors. As to the establishment of financial arrangements for four years in advance, the representatives of Argentina, Canada, Chile, China, France, Sweden and the United States, among others, pointed out that the legislative and constitutional systems of a number of governments made such a commitment impossible.

The representative of Ecuador therefore substituted for his proposal that the Programme be continued on a permanent basis an amendment which would express the Assembly's conviction that the expansion of the Programme and its continued progress could make an important contribution to the achievement of higher living standards. This amendment was accepted by the sponsors of the joint draft resolution. The amended paragraph was subsequently adopted by a roll-call vote of 47 to none, with 5 abstentions. The sponsors of the draft resolution also accepted an amendment by Ecuador which would recognize that the Expanded Programme has demonstrated, rather than if demonstrating its value.

In place of his proposal to establish financial arrangements for four years and to set a target for 1954 the representative of Ecuador substituted an amendment (A/C.2/L.167/Corr.1) to request the Council to study the feasibility of working out estimates for the Programme on a basis longer than a one-year period and to report thereon to the Assembly at its eighth session. The sponsors of the joint draft resolution also accepted this amendment.

Two further parts of the original amendment by Ecuador (A/C.2/L.167) were adopted by the Committee. It adopted by 46 votes to none, with 6 abstentions, the proposal to add to the joint draft resolution a paragraph recognizing that technical assistance programmes could be more effectively planned and administered if information on pledges were made available earlier. By 39 votes to 1, with 13 abstentions, it adopted a further paragraph to request the Negotiating Committee for Extra-Budgetary Funds to undertake negotiations with governments regarding pledges for 1954 as soon as convenient after the close of the Council's sixteenth session.

A number of representatives, among them those of Argentina, Bolivia, Egypt, France and Syria, emphasized that in supporting the draft resolution they were not committing their governments

to contribute or to increase their contributions to the Programme.

The amended draft resolution, as a whole, was adopted by the Committee (A/2332 (I)) at its 212th meeting on 14 November by 46 votes to none, with 5 abstentions. The Assembly at its 411th plenary meeting on 21 December 1952, without discussion, adopted the resolution by 52 votes to none, with 5 abstentions, as resolution 621 (VII).

The USSR representative stated that he abstained because he considered that the Expanded Programme was designed not to promote the development of under-developed countries, but as part of a system to subject the economies of these countries to United States control and to use their territories for the establishment of military bases. The resolution read:

"The General Assembly,

"Believing that the Expanded Programme of Technical Assistance has demonstrated its value as an effective international means of assisting in the economic development of under-developed countries,

"Convinced that the expansion of the Programme and its continued progress can make an important contribution to the achievement of higher standards of living for the peoples of under-developed areas,

"Recognizing that governments requesting technical assistance, on the one hand, and the participating organizations of the Technical Assistance Board, on the other hand, would be able more effectively to plan and administer their programmes in the future if they had information concerning the amounts of money to be pledged by contributing governments at an earlier date than has been possible in respect of the first three years of operation under the Expanded Programme,

"1. Notes with satisfaction the action taken by the Economic and Social Council under resolution 433 A (XIV) of 11 June 1952;

"2. Approves the financial arrangements set forth in the annex hereto as agreed by the Economic and Social Council in paragraph 4 of its resolution 433 B (XIV) of 22 July 1952;

"3. Urges governments to contribute to the programme for the year 1953 towards the goal of \$US 25 million suggested by the Economic and Social Council in resolution 433 B (XIV);

"4. Urges governments which have not paid their pledges to the first or second financial periods of the Expanded Programme to make early payment to the Special Account;

"5. Requests the Negotiating Committee for Extra-Budgetary Funds, appointed pursuant to General Assembly resolution 693 (VII) of 25 October 1952, to undertake, in addition to already assigned tasks and as soon as convenient after the closing of the sixteenth session of the Economic and Social Council, negotiations with governments regarding their pledges to the Special Account for the year 1954 towards the goal to be suggested by the Council at that session;

"6. Requests the Council to study the feasibility of working out estimates for the programme on a basis

longer than a one-year period, and to report thereon to the General Assembly at its eighth session."

#### ANNEX

##### Financial arrangements

(AGREED BY THE ECONOMIC AND SOCIAL COUNCIL IN PARAGRAPH 4 OF ITS RESOLUTION 433 B (XIV))

Contributions received for the third financial period shall be allocated as follows:

(i) Fifty per cent of total pledges for 1953, up to but not exceeding \$10 million, shall be automatically available for allocation to the participating organizations in accordance with paragraph 8 (c) of Council resolution 222 A (IX), as amended, out of the contributions received for the third financial period;

(ii) The balance of contributions received shall be retained in the Special Account for further allocation, as provided in the resolution of the Technical Assistance Committee of 23 May 1952, approved by the Economic and Social Council on 11 June 1952 in the resolution 433 A (XIV).

#### c. TECHNICAL ASSISTANCE ACTIVITIES

##### (1) Expanded Programme of Technical Assistance

Under the Expanded Programme, the participating organizations between July 1950 and October 1952 had provided some 1,600 experts in a wide variety of fields of knowledge to some 65 countries, and approximately 2,700 fellowships and scholarships had been awarded. In addition to the fellowships awarded by the United Nations<sup>15</sup> as a participating organization, fellowships have been awarded in the following fields by the specialized agencies participating in the Programme:

ILO—social security; labour inspection; employment services; co-operatives; labour legislation; statistics; wage-fixing machinery; industrial safety; industrial relations. FAO—agriculture; economics; nutrition; fisheries; forestry. UNESCO—education; natural sciences; mass communications; social sciences; cultural activities. ICAO—communications and meteorology; air traffic services; air transport policies and administration; engineering and flying. WHO—public health (general); tuberculosis nursing; malaria control; venereal diseases control; maternal and child health; and other communicable diseases.

Under the Expanded Programme the fellows have studied in Alaska, Argentina, Austria, Australia, Algeria, Belgium, Brazil, British Guiana, Canada, Ceylon, Chile, Colombia, Costa Rica, Cyprus, Denmark, Egypt, Finland, France, Germany (West), Gold Coast, Guatemala, Haiti, India, Indonesia, Ireland, Israel, Italy, Jamaica, Lebanon, Malaya, Malta, Mexico, Morocco, the

<sup>15</sup> See p. 358.

Netherlands, New Zealand, Norway, Pakistan, Panama, the Philippines, Singapore, the Sudan, Sweden, Switzerland, Thailand, Turkey, the United Kingdom, the United States, Uruguay and Venezuela.

Examples of missions and regional projects for training and demonstration, which have been organized jointly by the organizations participating in the Expanded Programme, are as follows:

In June 1952 an economic development survey team of experts from the United Nations and FAO visited Pakistan to study development possibilities in the northern part of the Baluchistan States Union. The team made a comprehensive reconnaissance survey of the economic development of Kalat State. It made specific recommendations for Government action leading to development in hydroelectric power, irrigation, mineral resources, highways, agriculture, livestock and other fields. At the end of 1952 the recommendations of the team of experts were being considered by the Government.

Under agreements signed by the United Nations and the specialized agencies with the Colombian Government in November 1950, a comprehensive Mission took up residence in Colombia for a one-year period beginning in February 1951. Experts supplied by the United Nations included two taxation experts; one to advise on tax reform and budget accounting and on an over-all, long-range fiscal programme for the country, and one to advise on ways to improve the assessment and collection of taxes and the organization and administration of revenue offices. Another United Nations expert on the Mission advised on public utility operations and financial and rate problems. A fourth advised with respect to railway operation cost and rate problems, and a fifth with respect to harbour terminals. A sixth was an expert on price and production statistics who advised the Government on methods for the collection of such statistics and for preparing price indices, a cost-of-living index, import-export indices, and indices covering industrial and agricultural production. This expert also made recommendations for a complete reorganization of the statistical services of Colombia and a TAA/FAO/ILO Joint Mission, made up of seven statisticians, has been provided to the Government for the implementation of the proposed reforms.

A comprehensive Mission has been working in El Salvador since 1951, composed of a chief and assistant chief, an economist, and experts in the fields of port traffic and development; inland transportation; geological studies, including sur-

veys of oil resources; fiscal policy; organization of the textile industry, including improvements in manual weaving methods; industrial economics; postal and telecommunications; marketing and commerce; electric power distribution, both hydraulic and thermal; town and country planning, including problems of low-cost housing construction and financing and social welfare administration. UNESCO provided an educational adviser and ILO an expert on labour problems. All have made specific recommendations for the improvement of the economy of El Salvador and the mission has also submitted a general report surveying the main economic problems of the country and making specific recommendations for agricultural and industrial improvements.

As a result of recommendations of a Joint United Nations/ILO Mission which went to Burma in the winter of 1950-51, ten experts and technicians had been appointed by the end of 1952 to advise on a variety of cottage industries in Burma. Trainees working under the guidance of the textile training expert had made substantial progress in new techniques of screen printing and stencil cutting. An earthenware pottery technician produced on a laboratory scale a high-lustre semi-porcelain which was considered to be superior to any similar product previously obtained in the Burma Pottery Works and was experimenting with tile making. An expert on the rehabilitation of Japanese war reparations machinery assisted in the organization of cleaning and repairing machinery and putting it into operation. Other phases of the programme in which experts were already at work or would shortly be appointed were power weaving, the production of hand-made paper and of enamelware, electroplating and anodizing industries and the manufacture of storage batteries and dry cells. In addition, an expert experienced in American and European marketing of silk textile products visited Burma for several months in the early part of 1952.

A regional seminar for the Western Pacific on up-to-date techniques in vital and health statistics was held in Tokyo from 4 August to 20 September 1952, under the auspices of the United Nations, WHO and the Government of Japan. The seminar, attended by more than 30 persons, emphasized the administrative and applied aspects of vital and health statistics and the exchange of technical knowledge among the participants from the different countries. The objective of the seminar was to improve national statistics services so that their data might fulfil both national and international needs.

A regional technical seminar on production and price statistics, sponsored by the United Nations, FAO and the Government of Lebanon, was held in Beirut from 1 to 14 July 1952. The seminar was arranged specifically for officials directly in charge of the compilation of production and price statistics in the Middle East. It took up the topics of statistics of industrial production, statistics of agricultural production and statistics of prices. It was attended by 22 representatives and several observers.

In Rio de Janeiro, under the auspices of the United Nations and UNESCO, special courses in public administration and a seminar on organization were held between November 1951 and March 1952. The special courses and the seminar were two inter-related aspects of a programme of training in public administration undertaken by the Brazilian Government, the Getulio Vargas Foundation and the United Nations, preliminary to the opening in Rio de Janeiro of a government-supported School of Public Administration. Through the special courses, which were held from 5 November 1951 to 20 March 1952, about 60 junior and intermediate public officials received full-time training in principles of public administration, organization and methods, personnel administration, budget formulation and execution, and comparative administration. Those attending included State and municipal, as well as national officials of Brazil, and 20 officials from other Latin American countries participated through scholarships offered by the Brazilian Government. The seminar, which the students of the special courses attended as observers, brought together 20 experts from Latin America, the United States and Europe for discussions. The seminar was held from 4 February to 5 March 1952.

(2) United Nations Programme of Technical Assistance<sup>16</sup>

With the exception of the origin of funds,<sup>17</sup> no administrative distinction is made between the regular United Nations technical assistance programmes for economic development and for public administration and that part of the Expanded Programme which is administered by the United Nations. This is also true of those social welfare services provided under resolution 418(V) that pertain directly to economic development, for example, those in the fields of housing and town and country planning, migration and population.

During 1952 a total of 378 experts, representing 38 nationalities, were sent by the United Nations to 31 countries. For example, under a Special

Agreement signed with the Bolivian Government on 1 October 1951, seven administrative assistants were recruited by the United Nations from among candidates from 22 countries and appointed as integral members of the Bolivian Civil Service for periods of two to five years. (With a change in Government a new agreement was signed on 2 May 1953 which differs from the original agreement principally in its emphasis on mining and metallurgy). Their work is in the fields of public finance; banking and monetary system; agriculture; and labour, social welfare and social security. Another administrative assistant in public administration was still to be appointed. A Special Representative of the Secretary-General was appointed on 1 February 1952 to advise on the selection of these candidates, to carry on liaison between the Secretary-General and the President of the Republic and Ministers on the development of the programme and to advise the Co-ordinator-General of the Programme appointed by the Bolivian Government.

Under the same Agreement, the United Nations agreed to supply Bolivia with the services of thirteen experts, and experts have been recruited to advise on housing, mineral production, mining cost analysis, smelting, road transport and hydroelectric power.

The Special Agreement also provided for 30 fellowships for Bolivian nationals in allied fields and for \$150,000 worth of equipment from the United Nations.

In 1952 the United Nations undertook to provide to the Government of Ceylon a number of experts, known as "resident co-ordinating officers" who would take executive responsibility in individual industrial enterprises. They would be responsible to the department concerned. Expert assistance of this type has been provided in salt, sugar and rare mineral sands industries.

Among other experts furnished to various countries in 1952, one statistical expert, one specialist in the use of water resources and a number of experts in the metallurgical industry were sent to Israel. Three experts went to Yugoslavia to work on hydro-power plant construction problems, two to work on problems of base metal mining and one each on the production of road vehicles, locomotive machinery production, agricultural machinery production, mining

<sup>16</sup> For activities of the specialized agencies under the Expanded Programme and under their regular programmes, see under the respective agencies. For a summary of advisory social welfare activities under the Expanded Programme and under resolution 418(V), see pp. 509-10.

<sup>17</sup> See p. 353.

and processing of asbestos and secondary methods of petroleum recovery. A coal consultant and a technical adviser on the construction of low-cost, earthquake-resistant housing were sent to Ecuador and an expert in public administration to Paraguay. Two shipbuilding experts went to India to assist in building up an Indian merchant marine and two criminologists advised on problems of correction and prison administration. A group of six experts were also sent to India to advise on the planning, construction and operation of a large-scale factory for the manufacture of fertilizer. The factory, when completed, will be one of the largest in the East. Iran received technical advice on: general economic and financial problems; electric power development; the development of underground water resources; the business and general accounting of industries under Iran's Seven Year Plan; textiles; railroad operation and maintenance; port development; telecommunications; and on a geological survey of the country. Two experts were appointed to advise Indonesia in matters relating to import and exchange controls; budgetary problems; and public debt and taxation.

During 1952, 729 fellowships and scholarships were awarded and taken up by nationals of some 64 countries. These awards were in the fields of: public administration; economic development; and social welfare and development.

During 1952 greater emphasis was given to assistance to training centres, demonstration projects and pilot plants within the under-developed areas. Such centres are initiated on the suggestion of the United Nations Regional Economic Commissions for Europe, for Asia and the Far East and for Latin America or of subsidiary bodies of the organizations participating in the Expanded Programme. These projects, however, have often been organized on a joint basis by the organizations since in most cases the basic problems of the under-developed countries involve simultaneous action in technical, administrative, financial, economic and social fields.

The United Nations Technical Assistance Administration, at the request of the Indian Government, recruited a team of four experts to provide training programmes in the techniques of statistical quality control to promote their application to Indian industry and to enable Indian specialists to continue these training programmes and extend them to other areas of the country. At each centre, TAA experts undertook extensive and concentrated training programmes of three to four weeks for 25 to 30 students from the industries of the area.

In response to requests from the Governments of India and Pakistan, an expert in inland water transport visited these countries and recommended a comprehensive programme for inland water transport development to both Governments.

A group of experts from Burma, Cambodia, China, India, Indonesia, Pakistan, the Philippines, Thailand and Vietnam undertook a four-month tour of Europe, North America and Japan to study methods of railway operation and signalling.

A seminar on the production of power alcohol and its use as an automotive fuel was held in Lucknow, India, from 23 October to 6 November 1952. Organized by the United Nations and ECAFE, in collaboration with the Government of India, it was attended by specialists from India, Indonesia, Korea, Nepal, Pakistan, the Philippines and Vietnam. The subjects discussed include the operation of distilleries, alcohol production processes, engineering problems in power alcohol utilization and legislation adopted in various countries to encourage its use.

#### d. CONTRIBUTIONS TO THE EXPANDED PROGRAMME OF TECHNICAL ASSISTANCE

As a result of the second technical assistance conference in February 1952, 65 governments pledged \$18,795,355 for the year 1952. A summary of the contributions pledged to the Special Account for the second financial period appears on page 364.

## 2. Financing of Economic Development

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

#### (1) Annual Report of the International Bank For Reconstruction and Development

The Council, at its fourteenth session, had before it at its 605th and 606th plenary meetings on 16 June 1952 the annual report of the International Bank for Reconstruction and Development (E/2168), together with a supplement covering the period from 1 July 1951 to 31 March 1952 (E/2168/Add.1).

The President of the Bank, in a supplementary statement to the Council, stated that the Bank had steadily expanded its lending activities in providing resources for economic development. During the fiscal year 1950-51 it had made 21 loans totalling \$297 million to eleven different countries and during the subsequent nine months a further fourteen loans amounting to \$212 mil-



Name of Country	Local Currency	Amounts	US Dollar Equivalents
1. Afghanistan	Afghanis	119,084	7,001
2. Argentina	Pesos	1,000,000	200,000
3. Australia	Equivalent of US \$		190,000
4. Austria	Schillings	500,000	19,231
5. Belgium	Belgian francs	13,500,000	270,000
6. Bolivia	Bolivianos	750,000	12,500
7. Brazil	Cruzeiros	8,500,000	459,459
8. Burma	Equivalent of US \$		8,000
9. Cambodia	Equivalent of US \$		5,000
10. Canada	Canadian \$	750,000	750,000
11. Ceylon	Equivalent in £ sterling of US \$		15,000
12. Chile	Pesos	5,400,000	174,194
13. China	United States dollars	10,000	10,000
14. Colombia	Equivalent of US \$		100,000
15. Costa Rica	United States dollars	5,000	5,000
16. Cuba	United States dollars	50,000	50,000
17. Denmark	Danish kroners	750,000	108,585
18. Dominican Republic	United States dollars	6,000	6,000
19. Ecuador	Suces	94,500	6,300
20. Egypt	Egyptian pounds	28,500	81,850
21. El Salvador	United States dollars	5,000	5,000
22. Ethiopia	Equivalent of US \$		20,000
23. Federal Republic of Germany	Marks	500,000	119,048
24. Finland	Finmarks	2,310,000	10,000
25. France	French francs	372,625,000	1,064,643
26. Greece	Equivalent of US \$		20,295
27. Guatemala	United States dollars	7,500	7,500
28. Haiti	United States dollars	12,000	12,000
29. Honduras	United States dollars	8,000	8,000
30. Iceland	Kronas	40,714	2,500
31. India	Equivalent of US \$		275,000
32. Indonesia	Rupiahs	500,000	43,860
33. Iran	Equivalent of US \$		40,000
34. Iraq	Equivalent of US \$		5,000
35. Ireland	Pounds sterling	5,000	14,002
36. Israel	Israel pounds	10,000	28,003
37. Italy	Equivalent of US \$		93,000
38. Japan	Yen	28,800,000	80,000
39. Korea	United States dollars	5,000	5,000
40. Laos	Equivalent of US \$		5,000
41. Lebanon	Lebanese pounds	15,000	6,846
42. Liberia	United States dollars	12,000	12,000
43. Luxembourg	Equivalent in Belgian francs of US \$	2,500	2,500
44. Mexico	Pesos	300,000	34,682
45. Monaco	French francs	1,000,000	2,857
46. Netherlands	Netherlands guilders	1,520,000	400,000
47. New Zealand	New Zealand pounds	45,000	124,138
48. Nicaragua	Cordobas	25,000	5,000
49. Norway	Norwegian kroners	400,000	55,999
50. Pakistan	Pakistan rupees	500,000	151,103
51. Panama	Balboas	3,000	3,000
52. Paraguay	United States dollars	5,000	5,000
53. Philippines	Pesos	100,000	50,000
54. Saudi Arabia	United States dollars	15,000	15,000
55. Sweden	Swedish kroners	1,848,500	357,336
56. Switzerland	Swiss francs	947,672	218,862
57. Syria	Syrian pounds	25,000	11,410
58. Thailand	Bahts	425,000	34,000
59. Turkey	Equivalent of US \$		182,000
60. United Kingdom	Pounds sterling	450,000	1,260,151
61. United States	United States dollars	11,400,000	11,400,000
62. Uruguay	Equivalent of US \$		50,000
63. Venezuela	Equivalent of US \$		20,000
64. Vietnam	Equivalent of US \$		7,500
65. Yugoslavia	Dinars	15,000,000	50,000

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 18,795,355

lion had been made to fourteen different countries. As of 31 March 1952 its total loans amounted to slightly more than \$1,300 million advanced to 26 Member States for financing more than 250 large projects. The loans had been used to help finance the purchase of hundreds of tractors, trucks and locomotives, to construct roads, electric power plants and steel mills, to purchase ships and to carry out many other development projects. In most projects the Bank was providing a part of the necessary funds, the costs in local currencies being financed from domestic sources.

The President of the Bank anticipated that the pace of its activities would continue to grow. Thus far the Bank had been able to raise all the funds needed for its lending activities through the issue of bonds, most of which had been issued on the United States market. Some had, however, been issued also in the United Kingdom, Switzerland and Canada. The reluctance of many Member States, due to the prevailing conditions of financial stringency, to release a substantial portion of their 18 per cent local currency subscriptions for use in Bank lending had, however, been a seriously limiting factor in its operations. Nevertheless, some governments had been able to release parts of their national currency subscriptions and there had been some increase in the Bank's lending in non-dollar currencies. Moreover, the Canadian Government had announced in May 1952 that it would release the remaining portion of its 18 per cent subscription, amounting to \$41 million, for the Bank's lending operations.

The President of the Bank pointed out that the Bank's technical assistance programme constituted its second principal field of endeavour and had mainly taken the form of general survey missions designed to help member countries to formulate long-term development programmes. In an increasing number of countries central planning and co-ordinating bodies which had been much needed were being established, while there was also a growing recognition of the importance of monetary stability for orderly economic development.

In the course of the debate in the Council several representatives, among others those of Belgium, Canada, Sweden and the United Kingdom, expressed their satisfaction at the fact that the majority of the Bank's loans had been made for basic development projects and that economic progress was being fostered by the Bank's technical assistance. The growing flexibility of the Bank's borrowing and lending techniques and

the Bank's tendency to expand its loan operations in non-dollar currencies were also noted with approval by the representatives of Belgium, France, Iran, the United Kingdom and the United States. The hope was expressed that more countries would be able to release a part of their 18 per cent local currency subscriptions to the Bank in order to permit further increase in non-dollar loans. The representative of the United Kingdom stated that, in view of the position of its balance of payments, his Government could not do more at the present time, but would consider the possibility of taking a more active part in the Bank's operations in the future.

The representative of Pakistan, pointing to the difficulties experienced by the under-developed countries in paying the interest rates charged by the Bank, hoped that these countries might receive some relief in the form of lower interest rates. Other representatives, among them those of France and the United States, noted favourably that the Bank was seeking to encourage private initiative by making loans to local credit institutions, which would put them at the disposal of private borrowers engaged in small or medium-sized businesses. They also stressed the need for a close co-ordination between the Bank's technical assistance activities and those of the other specialized agencies. The representative of Iran felt that much remained to be done by the Bank in extending assistance to the under-developed countries. The Czechoslovakian representative expressed the view that the Bank had subordinated its activities to the foreign policy of the United States.

The Council unanimously adopted a formal proposal by the President (resolution 416 B (XIV)) taking note of the report of the Bank.

#### **(2) Report of the Bank on the Establishment of an International Finance Corporation**

The Council at its thirteenth session (368 (XIII)) had expressed interest in the possibility of establishing an International Finance Corporation to promote the financing of productive private enterprise in under-developed countries, through loans without government guarantee, through equity investments or through other adequate methods, and had requested the Bank to consider what contribution such a body could make and to report on the conclusions reached.

The Bank accordingly submitted its report (E/-2215) to the Council's fourteenth session. The Council at its 606th plenary meeting on 16 June 1952 decided to discuss the question jointly with that of methods of financing economic development (see below). It specifically considered the

Bank's report at its 606th to 608th plenary meetings on 16 and 17 June and at its 615th plenary meeting on 23 June 1952.

The Bank pointed out, among other things, that its Executive Directors were not expressing any opinion on the merits of the proposal or any opinion on behalf of the governments they represented and that the proposal was still being studied.

The report envisaged that the corporation would be an affiliate of the Bank and would make the fullest possible use of its technical and administrative staff. The capital of the corporation, however, would be provided by the governments of its member States and not by the Bank. Membership in the corporation would be open to all members of the Bank. The report outlined the reasons for the inadequacy of private investment in under-developed countries, a situation which had led to the establishment of a number of national financial institutions of a public or semi-public character with the object of supplementing the flow of private capital through public assistance to or participation in private enterprise. It was pointed out, however, that existing national and international agencies "do not, in the aggregate, adequately meet the need for stimulating private international investment." The report referred to existing limitations on the ability of the Bank to contribute directly to the growth of private investment. It emphasized that the corporation should supplement, and not supplant, the activities of private investors and that the corporation would be empowered to make both unguaranteed loans and equity investments. It was assumed, however, that, as a matter of principle, the corporation would not accept responsibility for management or a controlling equity interest in an undertaking in which it invested. Nor would any special status or immunity attach to such undertakings by reason of the corporation's participation in them. Its policy would be to revolve its funds by selling the securities in its portfolio whenever it was possible to do so at a fair price.

In introducing the report, the President of the Bank expressed the view that an international finance corporation could stimulate the flow of private capital, and the technical and managerial skills that such capital brought with it, into private undertakings in the under-developed countries in three ways. First, it would enable private investors, domestic and foreign, to undertake projects now held back by lack of capital. Second, it would induce private investors to enter the development field by bringing to their atten-

tion investment opportunities of which they would otherwise be unaware. Third, it should be able to encourage investors to embark on projects from which they are deterred by lack of confidence, rather than lack of capital. He emphasized that the corporation should have sufficient flexibility to adapt its financing techniques to the needs of particular cases, and pointed out that the Bank's report was only a preliminary study.

A number of technical questions were raised by various representatives concerning the constitution of the board of the proposed corporation; the position of non-members of the Bank who might wish to participate in the corporation; the methods of revolving the funds of the corporation; the question of the currency transferability of the earnings of the corporation as well as of sales proceeds from holdings sold out of its portfolio; questions relating to the representation of the corporation in the management of undertakings financed by it; and the nature of convertibility of subscriptions to the corporation. The President of the Bank, replying to some of these questions in the course of the debate, assured the Council that the questions raised would be carefully studied by the Board of Directors of the Bank. He also stated that the technical questions asked by many representatives brought out the highly complex nature of the problem and it was obvious that some of the answers could be found only in the actual operation of the proposed corporation.

The representatives of France and the United Kingdom indicated that, because of balance-of-payments difficulties, no contributions could be made by their Governments to such a corporation at the present time. The latter, however, suggested that the corporation might start with a limited membership which could subsequently be extended as additional countries improved their balance-of-payments position and found it possible to contribute.

The representatives of the United Kingdom and the United States were somewhat apprehensive that money subscribed for the corporation might represent funds diverted from other forms of financial assistance to under-developed countries, or might reduce the funds available to existing international institutions. The representative of Canada, however, thought that there was no reason to fear this and that, in fact, the corporation would appreciably supplement the financing of economic activity in under-developed countries. The Pakistani representative stressed that the corporation should be supplementary and not a substitute for assistance from other sources.

The representative of Chile<sup>18</sup> urged that the establishment of a corporation should not be considered to the exclusion or detriment of other measures to promote public investment whether taken by existing institutions or through the creation of a special fund (see below). The creation of such a corporation was appropriate for countries at a certain stage of development but quite unfitted for financing basic development projects, he considered.

The representatives of Belgium, France, the the question of the proposed corporation should be studied in relation to other methods, such as fiscal incentives, and of promoting the flow of private capital to under-developed countries.

The representatives of Belgium, France, the United Kingdom and the United States thought an international finance corporation would presumably be faced with the same problems as faced other enterprises or investors. Specifically, it might be subject to restrictions on the transferability of funds or be affected by the policies of governments of under-developed countries towards private investment enterprises with foreign participation. The representative of Iran thought that suitable measures should be taken, on the basis of normal trade agreements, in order to provide foreign capitalists with the necessary safeguards. He and the representative of the Philippines also considered that a finance corporation was only one way of providing the needed capital and that the highly developed countries could do a great deal by guaranteeing private investment and by taking legislative steps to prevent double taxation of profits. The representative of Belgium regretted that the Bank had not given greater consideration to the conditions which must be created to give investors confidence.

The Council had before it two draft resolutions concerning the creation of an international finance corporation; one by the Philippines (E/L.366) and the other jointly by Canada, Pakistan and the United States (E/L.367). The main difference between the two proposals was that the Philippine draft resolution would have the Council go on record as stating that it was aware that an important gap in the existing international machinery for economic development should be filled by the creation of a new instrumentality, thereby approving the idea of such a corporation in principle.

However, the majority felt that such action was premature. They thought that the document submitted by the Bank should be considered as a progress report, and that the Bank should be

requested to continue and extend its studies and its discussions with a view to arriving at definite proposals. The representative of the Philippines therefore joined with the representatives of Canada, Pakistan and the United States in submitting a compromise draft resolution (E/L.368). The Council adopted this at its 615th plenary meeting on 23 June by 15 votes to none, with 3 abstentions, as resolution 416C (XIV).

By this resolution, the Council commended the Bank for the useful contribution it had made to the study of the proposal for an international finance corporation. It requested the Bank, in continuing its further examination of this proposal, to take into account the comments made on the Bank's report during the fourteenth session of the Council and suggested that governments consult with national organizations and business groups having an interest in the problem of stimulating the participation of private domestic and foreign capital in the economic development of the under-developed countries. The Council requested the Bank to seek the views of the governments of its member States on the desirability of establishing such a corporation, invited other interested governments to transmit to the Bank any further comments and questions that they may have concerning this proposal, and requested the Bank to inform the Council, during 1953, of the results of its further examination of the proposal and the action taken concerning it.

### (3) Methods of Financing Economic Development

The Council considered this question at its 606th to 610th, 613th to 615th and 626th and 627th plenary meetings on 16 to 18 and 20 to 23 June and 1 July 1952.

#### (a) SPECIAL FUND FOR GRANTS-IN-AID AND LOW-INTEREST, LONG-TERM LOANS

In resolution 368 (XIII) the Council, "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", had requested the Secretary-General, in consultation with the International Bank and other appropriate specialized agencies, to formulate practicable methods for dealing with the problem of granting assistance and to submit them to the session of the Council preceding the Assembly's seventh session. The

<sup>18</sup> Under Article 69 of the Charter, the Council shall invite any Member of the United Nations to participate, without vote, in the discussion of matters of particular concern to that Member. See p. 16.

General Assembly, in resolution 520 A (VI), had requested the Council to submit to its next session a detailed plan for establishing, as soon as circumstances permit, a special fund for grants-in-aid and low-interest, long-term loans to help under-developed countries, at their request, to accelerate their economic development and to finance basic non-self-liquidating development projects.

The Council, therefore, had before it a working paper (E/2234) by the Secretary-General. It also had before it, as a result of the Assembly's invitation, a note by the Secretary-General (E/2242 and Add.1) containing suggestions from various governments with respect to a detailed plan for a special fund.

In the introduction to the working paper, the Secretary-General pointed out that the paper consisted of a series of alternative approaches covering the elements of a detailed plan, none of which were to be regarded as a recommendation. The working paper dealt with the income aspects of the fund, its size and the manner of collecting contributions—including factors affecting the composition and character of funds which might be made available—and the operations and disbursements of the fund covering policies and principles as well as the methods by which the funds might be apportioned. Brief consideration was also given to questions of intergovernmental control of the fund, its administration and duration. The Council's attention was drawn to the fact that any policy which would limit financial assistance to non-self-liquidating projects might force governments to adopt fiscal measures to shift the use of their own financial resources away from what might sometimes be the most essential types of projects, and to employ them for less important purposes in order to acquire eligibility for assistance from the special fund. The working paper stated that the appropriate objective of financial assistance granted by the special fund would therefore appear to be one of meeting the general insufficiency of a country's financial resources for economic development, rather than that of financing particular types of development projects or of meeting a country's foreign exchange requirements. With respect to the administration of a special fund, the Secretary-General further expressed the view that "it would be a serious mistake to consider the setting up of still another international organization for the purpose of administering any special fund and that every possibility [should] be examined of merging the administration of the special fund either with the International Bank for Recon-

struction and Development or with the United Nations. But whether the first or the second, the closest possible collaboration between these two existing international bodies would have to be provided for."

In addition to members of the Council, the representatives of Chile, India and Yugoslavia<sup>19</sup> took part in the debate on this question which was considered specifically by the Council at its 608th to 610th and 613th to 615th plenary meetings from 17 to 23 June 1952.

The debate relating to the question of a special fund centred around a joint draft resolution sponsored by Cuba, Egypt, Iran, the Philippines, Burma, Chile and Yugoslavia (E/L.363 and Corr.1) which proposed the establishment of a committee to prepare a detailed plan for a special fund.

A number of representatives, including those of Canada, the United Kingdom and the United States, while supporting the proposal for establishing such a committee, drew attention to the preamble of General Assembly resolution 520 (VI), under which participation in the formulation of the detailed plan did not involve a financial commitment to contribute to the special fund, if and when such a fund were created. Some representatives stressed that because of financial difficulties and other commitments various countries would not be in a position to contribute to the fund at present. Some representatives, among them those of Argentina, Canada, China, France, Mexico, Sweden, the United Kingdom and the United States, specifically reserved their positions regarding the possibility of contributing to the special fund, the advisability of drawing up a detailed plan now, or regarding the provision of development grants by an international agency. At the same time, these representatives wished to make it clear that their reservations related to the proposed machinery and not to the purpose or principle of external assistance to under-developed countries by grants, loans, technical assistance or by some other appropriate means.

The representative of Chile stated that the under-developed countries were prepared to agree that the question of creating an international fund should be the subject of a further preparatory study, providing they were assured that that would not involve a period of suspended animation followed by burial.

<sup>19</sup>Under Article 69 of the Charter, the Council shall invite any Member of the United Nations to participate, without vote, in the discussion of matters of particular concern to that Member.

Several representatives, among them those of Iran and Pakistan, expressed hope that the members of the proposed special committee would be persons having direct experience in dealing with the type of problems likely to arise in the operation of a special fund.

During the course of the debate, the importance of particular aspects of economic development was emphasized. The representatives of Chile and India stated that in no case should rearmament or defence programmes postpone economic development; this development was an indispensable element of collective security.

The representatives of Czechoslovakia, Poland and the USSR stressed that the aim of technical assistance or financing programmes should be to promote the local industry of the countries concerned and should not be subject to any political, economic or military conditions. The United States and other countries, they charged, exploited under-developed countries by dictating prices of exports as well as imports; moreover, United States aid was linked closely to its military assistance. The United Nations, they held, should create conditions which would allow the under-developed countries to exploit their national resources for their own economic development.

The complementary nature of the proposed international finance corporation and the proposed special fund was stressed by the representatives of France and the United Kingdom. The representatives of Argentina and Chile stressed the relationship between loans and grants-in-aid, on the one hand, and the proceeds obtained by under-developed countries from the export of their primary products, on the other.

The need for giving due consideration to social development as well as to economic development was emphasized by the representatives of Belgium, France, Iran and the United Kingdom. The representatives of Belgium and France also felt that the whole question of economic development must be kept in perspective and that consideration must be given to the need for a harmonious balance between industrial and agricultural development and between the industrialization of under-developed countries and the economic stability of the more developed countries. The representative of Pakistan suggested that the operations of the special fund should emphasize agricultural development and, specifically, the reclamation of land.

It was pointed out by the representatives of Chile, India and Pakistan, among others, that private capital could not be expected to finance non-self-liquidating projects and that, therefore,

a fund for grants-in-aid was particularly important. However, the representatives of Argentina and the United Kingdom, among others, questioned this assumption and suggested that grants-in-aid should be given only in cases when they were required to fill a gap between a country's essential development programme and the resources it could devote to investment. It was also suggested by the United Kingdom representative that grants-in-aid should be used only for capital cost and not to meet recurrent expenses. The representative of Mexico expressed some doubt about the desirability of reducing the vast problem of financing to a question of loans and grants-in-aid.

The sponsors of the joint draft resolution submitted a revised text (E/L.363/Rev.1 and Rev.1/Add.1) at the Council's 614th meeting on 20 June. This differed from the original text principally in two ways: (1) it replaced the references to the establishment of a special fund with a reference to the development of a detailed plan; and (2) asked the committee to take into consideration the Secretary-General's working paper in general rather than setting forth specific guides for the committee.

The revised draft resolution was adopted by the Council at its 615th meeting on 23 June by a roll-call vote of 15 to none, with 3 abstentions, as follows:

In favour: Argentina, Belgium, Canada, China, Cuba, Egypt, France, Iran, Mexico, Pakistan, Philippines, Sweden, United Kingdom, United States, Uruguay.

Abstaining: Czechoslovakia, Poland, USSR.

The resolution (416 A (XIV)) read:

"The Economic and Social Council,

"Having considered General Assembly resolution 520 (VI) on financing of economic development of under-developed countries, and, particularly, the General Assembly's request to the 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",

"Taking note with appreciation of the many alternative approaches to the establishment of the special fund set out in the Secretary-General's working paper (E/2234),

"Conscious of the fact that the preparation of the detailed plan which the General Assembly requested the Council to present to it at its seventh session requires a thorough study of the many and complex aspects of the plan, and that the single session of the Council in 1952 does not allow enough time for this purpose,

"Convinced, nevertheless, that positive steps are urgently required during the fourteenth session of the

Council with respect to the development of the detailed plan referred to above if the Council, at its fifteenth session, is to be in a position to complete the task assigned to it by the General Assembly,

"Decides to establish a committee to prepare such a detailed plan and that the composition and the terms of reference of this committee shall be as follows:

"(a) The Committee shall be composed of not more than nine persons who shall serve in their personal capacities, who shall be chosen from various parts of the world so as to reflect adequately the geographical distribution of the States Members of the United Nations and who shall have the experience and high ability required by the importance and complexity of the task entrusted to them;

"(b) The Secretary-General shall appoint the members of the Committee;

"(c) The Committee shall be convened not later than December 1952 and shall complete its report to the Council not later than by 1 March 1953;

"(d) In addition to General Assembly resolution 520 (VI), the Committee shall be guided in its work by the following:

"(i) The relevant discussions in the General Assembly and the Council pertinent to the preparation of a detailed plan;

"(ii) The proposals, principles and alternatives set out in document E/2234, especially those mentioned in paragraphs 8, 14, 19, 22 to 25, 28, 29, 32, 42, 50 and 51."<sup>20</sup>

**{b) FISCAL INCENTIVES TO INCREASE THE INTERNATIONAL FLOW OF PRIVATE CAPITAL**

The Council, during the debate on the whole question of methods of financing economic development and specifically at its 610th plenary meeting on 18 June and at its 626th and 627th plenary meetings on 1 July 1952, also considered proposals dealing with fiscal incentives to increase the international flow of private capital for the economic development of under-developed countries. The Council had before it two draft resolutions. The first, a draft resolution by Cuba (E/L.365 and Rev.1), which was subsequently withdrawn, asked the Council to declare the principle that income from foreign investments in under-developed countries should be taxed only in those countries and exempt from further taxation in all other countries, and to recommend the necessary unilateral legislative action to enforce this principle as well as its introduction in bilateral tax agreements between highly developed and under-developed countries. The second, a joint resolution by Cuba, Iran and the Philippines (E/L.383 and Corr.1), proposed as a compromise that the Council should request the Fiscal Commission to examine this proposal further, and submit the results of this study to the fifteenth session of the Council.

In introducing the joint draft resolution (E/L.383 and Corr.1), the representative of Cuba

pointed out that the principle of suppressing double taxation in such a way that income was taxed only in the country in which it was earned had been supported by twenty Latin American countries, which were members of ECLA, as well as by many other countries, including capital-exporting countries.

The representatives of Belgium, France, the United Kingdom and the United States considered that the Council had already recognized the principle that foreign capital and enterprise did not need to be attracted by more favourable tax treatment than that given to enterprises in capital-exporting countries. If they did give more favourable treatment, capital-exporting countries would, in effect, be penalizing capital invested in their own countries and in their overseas territories, and in addition would suffer a considerable loss of revenue. The representative of France also stated that experience in some European countries had shown that any regulations which provide exceptionally favourable taxation arrangements for private capital invested abroad are likely, in existing circumstances, to increase the danger of inflation in the capital-providing countries.

From the point of view of the under-developed countries themselves, the representative of France continued, it was questionable whether the granting of such treatment would not constitute a serious and heavy burden for their budgets, their public finances and the enterprises within their territories belonging to their own nationals. The Belgian representative supported this view. In addition, he considered that it was contrary to social justice to grant preferential treatment to capital invested abroad.

The representative of Canada stated that his country was liberal in regard to the taxation of income from capital invested abroad, and that such income benefitted from certain concessions. He considered that it was an appropriate time for an increase in the investment of private capital in the development of under-developed countries and suggested that double taxation might be avoided by bilateral agreements.

At the Council's 627th plenary meeting the sponsors of the joint draft resolution submitted a revised text incorporating several verbal amendments designed to clarify the original wording.

In explaining his abstention, the representative of Czechoslovakia stated that the joint draft reso-

<sup>20</sup> These concerned composition, and questions of character of contributions; operations; policies and principles; and intergovernmental control.

lution provided no safeguards against interference in the internal affairs of under-developed countries. It seemed designed exclusively to decrease taxation of foreign enterprises thus ensuring for them larger profits which were not retained in those countries and did not promote their economic development.

The Council adopted the revised joint draft by 15 votes to none, with 3 abstentions, as resolution 416 D (XIV). It read:

"The Economic and Social Council,

"Recognizing:

"(a) The great importance for the acceleration of economic development of finding means of stimulating the flow of private investment capital from the highly developed to the under-developed countries,

"(b) That the present international flow of private investment capital is insufficient for development needs,

"(c) That in so far as international double taxation constitutes a deterrent to foreign investment this deterrent has been greatly reduced through international tax agreements and unilateral measures for the avoidance of such double taxation,

"(d) That the measures heretofore adopted for the avoidance of double taxation do not, however, appear to afford a positive incentive to foreign private investment,

"(e) That further examination is needed of: (i) the extent to which fiscal measures may afford an incentive to the flow of foreign investment from the highly developed to the under-developed countries; and (ii) the feasibility and desirability of such measures,

"1. Notes that in the field of international tax problems:

"(a) In accordance with Council resolution 378 B (XIII), the Secretary-General is continuing to study "the effects of taxation on foreign trade and investment"; and

"(b) In accordance with resolution 3 (IV) of 16 June 1951 of the Economic Commission for Latin America, a study is being undertaken jointly by the Headquarters Secretariat and the secretariat of the Economic Commission for Latin America of "the influence that the fiscal systems of capital-exporting countries may have on the decisions of private investors in those countries to make foreign investments";

"2. Requests that, in the light of the results of the further studies being made by the Secretary-General and of the study which is being undertaken jointly by the Headquarters Secretariat and the secretariat of the Economic Commission for Latin America, the Fiscal Commission give further consideration to the problems of taxation in relation to foreign investments;

"3. Further requests the Fiscal Commission, in the consideration of such problems:

"(a) To examine further the proposal that, through bilateral agreements or unilateral measures, income from foreign investments in under-developed countries should be taxed only in these countries, with such income being exempted from taxes by countries other than those in which the foreign investments are made; and

"(b) To submit the results of such examination to the Council in a special section of its next report."

#### b. CONSIDERATION BY THE GENERAL ASSEMBLY AT ITS SEVENTH SESSION

The General Assembly considered the question of financing economic development during the Second Committee's general debate on economic development at its 195th to 209th meetings from 23 October to 12 November and specifically at its 213th to 224th meetings from 17 November to 1 December and at its 411th plenary meeting on 21 December 1952.

##### (1) Consideration by the Second Committee

###### (a) GENERAL DISCUSSION

The debate in the Committee centered in the place in economic development of private foreign investment, the importance of export trade to economic development and the establishment of a special fund for grants-in-aid and of an international finance corporation.

Representatives of under-developed countries stated, among other things, that they welcomed foreign capital which claimed no special privileges and sought investment outlets for purely industrial and economic reasons. In Asia and the Far East, it was pointed out, there was now a tendency, which should help attract capital, to liberalize laws and regulations. The fears that under-developed countries might impose restrictions on foreign private investment were groundless if industrialized countries did not seek privileged positions nor possession and exploitation of certain resources. In return for guarantees to protect foreign private investment, under-developed countries, they held, should be given guarantees to protect them against some of the harmful effects suffered in the past from private capital. The representatives of Egypt, Iran, Lebanon and Saudi Arabia suggested that a study should be made of the factors responsible for the reluctance of foreign capital to invest in under-developed countries.

The representative of France acknowledged that the interests of foreign investors sometimes clashed with national aspirations because private capital preferred investments in the extractive industries. But it would be unfortunate, he said, if such investments ceased. He agreed, however, that the countries concerned were rightly anxious to retain control of their basic resources and to use the profits from them for other development needs.

The representative of the United States pointed out that although the flow of private investment



had been small in relation to need, direct investment from the United States had reached a record total in 1951 and in the eighteen months ending 30 June 1952 it had amounted to nearly \$1 thousand million. The recent trend, moreover, had been for more diversified distribution of such investments. If the practices of American business had been such as to arouse suspicion abroad, they were not supported by the people nor the Government of the United States.

Among others, the representative of Sweden thought that capital-importing countries should try to create an atmosphere of confidence to encourage private capital investment and that protection against the risk of expropriation was necessary.

A number of representatives, among them those of the Philippines and Yugoslavia, stressed the importance of foreign private assistance to economic development. It was pointed out, among other things, that under-developed countries in supporting schemes for adequate financial assistance were not asking for charity but for an understanding of the dangers in a world half well fed and half hungry, half secure and half in ferment. While they agreed that every effort must be made by the under-developed countries themselves to expedite their own development, they could not do so without foreign assistance.

The representatives of the industrialized countries agreed that the investment of capital from abroad must not be regarded either as an act of charity or as a means of profiteering. Foreign private enterprise would play its part, the United States representative indicated, wherever countries were willing to encourage it; it was, however, no substitute for governmental investment or for the mobilization of local capital. Western Europe, the United States representative thought, must also take up again the role of a main source of development capital. That domestic capital must remain more important than external aid was also emphasized by, among others, the representatives of Mexico and New Zealand.

The representative of the USSR, supported by the representatives of the Byelorussian SSR, Czechoslovakia, Poland and the Ukrainian SSR, stated that real assistance to under-developed countries was dependent upon the end of the armaments race and the establishment of trade relations on a basis of equality of rights and of respect for the interests of all parties and for the sovereignty of States.

Effective economic development must promote national industries. Countries providing assistance must not be granted special privileges for the use of territories or manpower. The representative of Poland emphasized that most of the capital for economic development should come from domestic resources; foreign capital and technical assistance should play only a limited role.

The representatives of Australia, Canada, France, the United Kingdom and the United States, among others, pointed out that export trade was one of the main ways of financing development. Also, the terms of trade appeared likely to move in favour of countries producing raw materials.

Many of the representatives of the under-developed countries, however, thought that sharp drops in the prices of exports of raw materials had seriously upset the trade balance of the under-developed countries and that the need for more financial aid had been heightened by recent world trade and price trends. Among others, the representatives of Argentina, Chile, Cuba, Indonesia, Liberia and Pakistan considered that a reorientation of trade policies and tariffs in industrialized countries was needed in many cases if the efforts of under-developed countries to increase their production were not to be defeated. They pointed out, for example, that capital equipment could not be purchased from current export earnings. In this connexion, the representative of Argentina stressed the need for diversification of the economies of under-developed countries, which had hitherto been forced to rely on the production of raw materials. These representatives also expressed the view that it was necessary to establish minimum prices to protect the producer in under-developed countries, since raw material prices were too often fixed by importing rather than producing countries.

The representative of the USSR was of the opinion that the United States and other capitalist powers sought to retain under-developed countries as suppliers of raw materials and outlets for exports. The establishment of an international finance corporation would not alter the situation. The under-developed countries, he said, were debarred by trade agreements with the United States from the benefits of free and profitable trade with the USSR and the peoples' democracies. The USSR, he stated, was in a position to buy goods from the under-developed countries and to sell them the capital and other goods they needed. This view was also expressed by the rep-

representatives of the Byelorussian SSR, Czechoslovakia, Poland and the Ukrainian SSR.

The representative of Ecuador considered the USSR offer vague. The USSR, he stated, could have proved its sincerity if it had made a practical proposal to buy goods from the under-developed countries at prices higher than those paid by the United States or other industrialized countries, or to sell them capital goods at prices lower than those quoted by the capitalist countries. The representative of Haiti stated that if the picture were really as dark as it was painted by the USSR and the representatives supporting that point of view the under-developed countries would not be asking in increasing numbers for United Nations and United States technical assistance, nor would they be contributing to the United Nations Expanded Programme. He, as well as the representatives of other under-developed countries, stressed that such countries had no intention of accepting dictation from any other country.

The importance of establishing a special fund for grants-in-aid was stressed by the representatives of Brazil, Chile, Cuba, Ecuador, Egypt, India, Iran, Pakistan, the Philippines and Saudi Arabia, among others. In particular, some of these representatives stated, such a fund was needed for financing non-self-liquidating projects. The representative of Iran considered that a general international investment code should be drawn up to prevent the fund from being hampered by bureaucratic routine. The Swedish representative suggested that, while plans for a fund were being studied, action could be taken to liberalize rules for granting financial and technical aid so as to increase the supply of equipment for pilot plants and demonstration projects; in that way financial assistance could be co-ordinated with the technical assistance programmes.

The establishment of an international finance corporation was supported by the representatives of Brazil, Colombia, Ecuador, Egypt, Haiti, India, Iran, Pakistan and the Philippines, among others. The representative of Ecuador considered that this should be given priority and the representative of India stated that his Government would tentatively undertake now to subscribe to the corporation. The creation of the corporation, the representative of Iran considered, would help create a favourable climate for the investment of foreign capital. The corporation, the Brazilian representative stressed, should be supplementary to the proposed special fund; it should supplement, not replace, private capital, the representative of Egypt stated.

All sources of capital should be utilized, the representatives of India and Peru emphasized; international bodies, however, provided the most suitable source of financial aid since they obviated possible dangers from expropriation or monopolistic practices. The representatives of Brazil and Costa Rica, among others, again stressed that it was unrealistic to rely on private capital—either foreign or domestic—to finance public utilities.

#### (b) FINANCING OF ECONOMIC DEVELOPMENT

The Committee had before it the following draft resolutions<sup>21</sup> concerning the financing of economic development of under-developed countries:

A draft resolution submitted by Chile (A/C.2/L.154 and Corr.1) would have the Assembly:

(i) note with appreciation that the Secretary-General had prepared a working paper (E/2234) on the establishment of a special fund for grants-in-aid and for low-interest, long-term loans to under-developed countries;

(ii) note also that the Economic and Social Council had been unable to submit to the Assembly at its seventh session a detailed plan for such a fund and that, under its resolution 416 A (XIV), it had established a committee to complete a draft of a detailed plan not later than 1 March 1953;

(iii) request the Council to submit a detailed plan to the Assembly at its eighth session, keeping in mind that it was necessary to give special attention to the problem of international financing of economic and social development through international co-operation within the framework of the United Nations; and

(iv) request the Secretary-General to place before the committee appointed by the Council the records of the Assembly's discussion at its seventh session.

An amendment to this draft resolution was submitted by Brazil (A/C.2/L.157). Its purpose was:

(i) to stress the importance of Articles 55 and 56 of the Charter;<sup>22</sup>

(ii) to recall that the Council had already recognized certain needs and to that end to establish a special fund; and

(iii) to provide a means of setting up the special fund within a year at the latest.

A draft resolution submitted by Brazil (A/C.2/L.159) would have the Assembly:

(i) approve the action taken by the Council in its resolution 416 C (XIV) concerning the question of the establishment of an international finance corporation; and

(ii) request the Secretary-General to place at the disposal of the International Bank for Reconstruction

<sup>21</sup> For draft resolutions submitted in connexion with this agenda item relating to (1) primary commodities and (2) migration, see below.

<sup>22</sup> See p. 15.

and Development the records of the discussion of this matter at the Assembly's seventh session.

A joint draft resolution submitted by Egypt, Iraq, Lebanon and Saudi Arabia (A/C.2/L.161) would have the Assembly:

(i) request the Secretary-General to include in an early future world economic report an analysis of the international flow of private capital;

(ii) request the Council to give attention at an early session to the question of private foreign investment, particularly the adequacy of its flow into under-developed countries and the steps which might stimulate such flow; and

(iii) request the International Bank to expedite its examination and preparation of a final report on the establishment of an international finance corporation in conformity with Council resolution 416 C (XIV) so that the Council could be informed during 1953.

A draft resolution submitted by Cuba (A/C.2/L.163) would have the Assembly:

(i) request the Council to give effect during 1953 to the operative part of General Assembly resolution 520(VI) concerning a special fund for grants-in-aid and for low-interest, long-term loans to under-developed countries and to submit to the Assembly at its eighth session all the materials concerning the establishment of such a fund, as well as those concerning the establishment of the international finance corporation referred to in Council resolution 416 C (XIV); and

(ii) propose the inclusion in the agenda of the Assembly's eighth session of the items concerning the establishment of the special fund and of the international finance corporation with a view to ascertaining, inter alia, the desirability of convening a conference of the governments concerned regarding these matters.

The Committee, at its 213th meeting on 17 November, established a working group to draft a resolution embodying the substance of the four proposals and the amendment. The working group, consisting of the representatives of Brazil, Chile, Costa Rica, Cuba, Denmark, Egypt, India, the Netherlands, Pakistan, Saudi Arabia, the United Kingdom and the United States, met on 17 and 18 November. They unanimously recommended (A/C.2/L.170) a draft resolution consisting of three parts (A, B and C) dealing respectively with:

(i) the establishment of a special fund for grants-in-aid and long-term, low-interest loans for the economic development of under-developed countries; (ii) the establishment of an international finance corporation; and (iii) the stimulation of the international flow of private capital for the economic development of under-developed countries.

The original draft resolutions and the amendment which had been referred to the working group were then withdrawn by the sponsors.

The joint draft resolution was discussed at the Committee's 214th and 215th meetings on 19 and 20 November. An amendment by Guatemala (A/C.2/L.172) to add, at the end of the last

part of the draft resolution, a sentence to state that the flow of private capital to under-developed countries should be stimulated "so that it may effectively contribute to the harmonious and adequate integration of their economies and to their economic and social development" was adopted at the Committee's 215th meeting by 44 votes to none, with 7 abstentions. Parts A and B of the draft resolution were each adopted by 46 votes to none, with 5 abstentions, and part C, as amended, by 45 votes to none, with 6 abstentions (A/2332(II)) (see below for text).

(c) **QUESTION OF THE ESTABLISHMENT OF FAIR PRICES FOR PRIMARY COMMODITIES**

The Second Committee also had before it at its 214th to 222nd meetings from 19 to 29 November a draft resolution by Argentina (A/C.2/L.162 and Corr. 1 and 2) on financing of economic development through the establishment of fair and equitable international prices for primary commodities and through the execution of national programmes of integrated economic development. The operative part of this draft resolution provided that the General Assembly should recommend to Member States that:

"4. ... (a) Whenever governments adopt measures affecting the prices of primary commodities entering international trade, they should duly consider the effect of such measures on the terms of trade of countries in the process of development, in order to ensure that the prices of primary commodities remain in an adequate, just and equitable relation to the prices of capital goods and other manufactured articles so as to permit the more satisfactory formation of domestic savings in the countries in the process of development and to facilitate the establishment of just wage levels for the working population of these countries with a view to reducing the existing disparity between their standards of living and those in the highly industrialized countries;

"(b) Their governments should refrain, unless unavoidably required by national security in times of war and without prejudice to technological research and progress, from encouraging the production of any synthetic or substitute materials that unnecessarily affect the international demand for natural primary commodities;

"(c) Their governments should intensify their efforts to reduce restrictions on imports of primary commodities."

It would also recommend that countries in the process of development should give effect to national programmes of integrated economic development conducive to the rational utilization of the proceeds of their primary activities, the absorption of their surplus active population and the improvement of their standards of living.

The draft resolution would also ask the Secretary-General:

(i) to include in the study being prepared in compliance with Council resolution 427 (XIV) an estimate of the financial repercussions which changes in the terms of trade in primary commodities and capital goods and other manufactured articles produce on the national income of countries in the process of development and an analysis of the distribution of that income; and (ii) to appoint a small group of experts of recognized authority to prepare, during 1953, a report on practical measures which might be adopted pursuant to the recommendations contained in the draft resolution, the report to be issued on the responsibility of the group of experts and to be transmitted to the members of the Economic and Social Council.

A number of representatives, among them those of Australia, Belgium, Canada, China, France, the Union of South Africa, the United Kingdom and the United States, while to some extent agreeing in principle with the draft resolution, opposed it on practical grounds as too general in scope and open to dangerous interpretations.

Among their objections were:

(1) that a system of international parity prices such as that implied in the draft could not be instituted unless foreign trade were controlled by the State; (2) that such a system would make the economic structure more rigid and would not be conducive to increased productivity; (3) that there were no objective criteria for determining an "adequate, just and equitable" relationship between prices of primary commodities and those of capital and other manufactured goods; and (4) that it would be better to deal with the problem through individual commodity agreements as the need arose.

They also objected to the recommendation that governments should not encourage the manufacture of synthetic or substitute materials. Such action, they held, would harm the interests of both under-developed and industrialized countries; it would also stand in the way of progress, from which all, in the long run, would benefit. The latter point was also made by the representatives of Cuba, Ecuador and Peru.

The draft resolution was supported, with certain minor changes, by Bolivia, Burma, Chile, Colombia, Indonesia and Mexico. At the 219th meeting of the Committee on 25 November the representative of Argentina presented a revised text (A/C.2/L.162/Rev.2) in which he had incorporated the substance of the following amendments:

A joint amendment by Costa Rica, El Salvador, Guatemala, Honduras and Nicaragua which, in its revised form (A/C.2/L.169/Rev.1), in addition to minor changes in the preamble, proposed to add a paragraph recommending that governments conclude international agreements relating to primary commodities for the purpose of: (i) ensuring the stability of prices of these commodities in keeping with a reasonable, fair and equitable relationship between these prices and

those of capital goods and other manufactured articles; and (ii) of safeguarding the continuity of the programmes of economic and social development of the countries which produce such raw materials. (The sponsors of this amendment had previously accepted two amendments by Indonesia (A/C.2/L.176): (i) to recommend that governments "co-operate in establishing multilateral arrangements" instead of "conclude international agreements" and (ii) to make clear that consumer as well as producer countries would benefit from the stability of prices of primary products.)

Amendments by Indonesia (A/C.2/L.175) which would: (i) recommend that governments study all factors causing fluctuation in terms of trade; (ii) indicate in more general terms the impact of price and terms of trade fluctuations on economic life; and (iii) indicate that price fluctuations might affect the implementation of economic development and terms of trade, but would not do so automatically.

An amendment by Chile (A/C.2/L.174) to add a paragraph concerning the transmittal of the records of the discussion on the item to the group of experts provided for in the draft resolution.

A Brazilian amendment (A/C.2/L.177) designed primarily to clarify the text and to make a distinction between "cyclical fluctuations in the prices of individual primary commodities and secular movements in their value as a group in terms of manufactured

The representatives of Chile, Costa Rica, the Dominican Republic, Egypt, Liberia, the USSR and Yugoslavia, among others, supported the draft resolution thus revised.

The representative of France considered that the revised draft resolution called on certain governments for a commitment too general in scope for it to be acceptable; he therefore submitted a series of amendments (A/C.2/L.179) aimed at reaching a compromise solution. These proposed, among other things, deletion of the reference to the establishment of relationships between the prices of primary commodities and of capital and other manufactured goods.

This amendment, as well as a Greek amendment (A/C.2/L.173) which would call on governments to consider concluding intergovernmental agreements for individual commodities, was withdrawn following the presentation of an eleven-power joint amendment (A/C.2/L.181 and Corr.1) drawn up by an unofficial working group. This group, set up on 26 November, was composed of Australia, Belgium, Canada, Denmark, France, Greece, the Netherlands, New Zealand, Norway, Sweden and the United Kingdom.

The representative of Argentina stated that he had no objection to the first two amendments which were concerned with form. However, he considered the rest unacceptable since, in his opinion, they were inconsistent with the spirit of the resolution and in some instances intro-

duced totally new ideas. The following amendments of the joint proposal were voted on at the 222nd meeting of the Committee on 29 November and rejected as follows:

(i) By 20 votes to 20, with 11 abstentions, an amendment to specify that continuing attention ought to be given to the effects of cyclical fluctuations rather than special attention to the correction of maladjustments resulting from cyclical fluctuations.

(ii) By a roll-call vote of 30 to 16, with 8 abstentions, an amendment to state that short-run fluctuations in the prices of primary commodities might (rather than did) affect terms of trade, and that any deterioration in the terms of trade might (rather than did) hamper the formation of domestic savings and the acquisition of external means of payment.

(iii) By a roll-call vote of 31 to 15, with 8 abstentions, to replace paragraph (f) (see below) with a provision to state that the implementation of integrated economic development programmes could be facilitated by encouraging savings in both highly industrialized countries and those in the process of development, and by making such savings available for economic development.

(iv) By a roll-call vote of 22 to 19, with 13 abstentions, a new paragraph to specify that one of the objectives of such programmes is to facilitate the establishment of just living wage levels for the working populations with a view to reducing disparities between their standards of living and those of highly industrialized countries.

(v) By a roll-call vote of 32 to 16, with 7 abstentions, an amendment to delete the paragraph concerning price relationships (paragraph I(a) as adopted, see below) and to recommend instead that, whenever governments contemplate measures designed to influence the prices of primary commodities entering international trade, they should duly consider how they might minimize any possible adverse effects which such measures might have on the terms of trade of countries in the process of development, particularly the ability of those countries to finance the purchasing of capital goods and other manufactured articles.

(vi) By a roll-call vote of 35 to 16, with 4 abstentions, a proposal to delete the paragraph referring to other aspects of undue fluctuations (paragraph 1(b) as adopted, see below).

(vii) By a roll-call vote of 29 to 16, with 10 abstentions, an amendment to replace the recommendations to governments concerning the establishment of multilateral international agreements (paragraph 2 as adopted, see below), with a paragraph recommending that, without prejudice to the principle specified in amendment (v) (see above), governments should give serious consideration to all other aspects of the problem of undue fluctuations in the terms of trade, including the possibility of co-operating in the establishment of multilateral agreements relating to individual primary commodities.

In view of the acceptance of the Indian amendment (A/C.2/L.182) (see below), the sponsors withdrew a proposal that the Secretary-General should study the impact of selected synthetic products on the demand for natural primary products entering international trade.

An amendment by Denmark, Norway and Sweden (A/C.2/L.180) which would refer the problems raised in the draft resolution to the Council instead of to a group of experts was rejected by 27 votes to 17, with 7 abstentions.

An amendment by Brazil (A/C.2/L.183) recommending that governments co-operate in establishing multilateral as well as bilateral arrangements for individual primary products and for groups of primary commodities and manufactured goods was adopted by roll call by 27 votes to 13, with 15 abstentions.

The representative of Argentina accepted an oral clarifying amendment by Indonesia and an Indian amendment (A/C.2/L.182) to delete the reference to the production of synthetic materials and call instead for a study of the subject. The Indian amendment was subsequently voted on and adopted by 36 votes to none, with 18 abstentions.

The draft resolution (A/C.2/L.162/Rev.2), as amended, was adopted at the Committee's 222nd meeting in paragraph-by-paragraph votes ranging from 29 to 14, with 11 abstentions, to 41 to none, with 13 abstentions.

The draft resolution as a whole was adopted (A/2332(III)) by a roll-call vote of 29 to 16, with 9 abstentions. (For text see below.)

#### (2) Consideration by the fifth Committee

The Fifth Committee, at its 372nd meeting held on 10 December 1952, considered the financial implications of the resolution proposed by the Second Committee concerning the financing of economic development through the establishment of fair and equitable international prices for primary commodities and through the execution of national programmes of integrated economic development (A/2332(III), see above). It had before it a statement of estimated financial implications prepared by the Secretary-General (A/C.5/532), together with a report from the Advisory Committee on Administrative and Budgetary Questions (A/2299).

According to the estimates submitted by the Secretary-General, \$13,100 would be required in 1953 and \$1,050 in 1954. However, he would only request a supplementary provision of \$11,000 for 1953 to cover travel and subsistence of the experts to be appointed, since the printing costs could be absorbed within the amount already approved. Should it prove necessary to pay fees to some of the experts, the Secretary-General would try to absorb the additional cost within the proper section of the budget. In the event of there being

no funds available within this section he would ask the Advisory Committee to consider transferring funds from another section.

The Advisory Committee, in its report, recommended a reduction of \$1,750 on the ground that a period of six weeks, instead of eight weeks on which the Secretary-General's estimate had been based, constituted, in its opinion, the maximum time which "experts of recognized authority" would conveniently devote to work outside their normal duties.

Several representatives, among them those of Argentina and Brazil, questioned whether the work to be undertaken by the experts could be satisfactorily completed within the shorter period recommended, and therefore considered that the estimates as submitted by the Secretary-General should be maintained. Other representatives, among them the representative of the United States, were of the opinion that, given adequate preparatory work on the part of the Secretariat, the experts should have no serious difficulty in completing their assignment within a six-week period. An assurance was given on behalf of the Secretary-General that, should the six-week period prove inadequate, every effort would be made to find such additional funds as might be required within the total for section 3, failing which the Advisory Committee could, no doubt, be relied upon to give sympathetic consideration to any necessary transfer of funds from other sections of the budget.

Subject to this understanding, the Fifth Committee, on the proposal of the Chairman, decided by 14 votes to 9, with 15 abstentions, to inform the Assembly that adoption of draft resolution III proposed by the Second Committee would involve a supplementary appropriation of \$9,250 (A/2338).

### (3) Resolutions Adopted by the General Assembly

The General Assembly considered the report of its Second Committee (A/2332) at its 411th plenary meeting on 21 December 1952. It also had before it the report of the Fifth Committee on the financial implications of resolution A/2332 (III). Sections A and B of the draft resolution on financing, as proposed by the Second Committee (A/2332 (II)), were each adopted by 52 votes to none, with 5 abstentions, and Section C by 50 votes to none, with 6 abstentions (resolution 622 (VII)). The representative of the USSR explained his abstention on the basis of views he had expressed in the Committee. The representatives of Colombia and Saudi Arabia stated that they would vote for the resolutions.

Following the adoption by 34 votes to 3, with 16 abstentions, of the paragraph referring to a study of synthetic substances, the draft resolution concerning financing through the establishment of price parities and national programmes of integrated economic development (A/2332 (III)) was adopted, as a whole, by a roll-call vote of 35 to 15, with 9 abstentions (resolution 623 (VII)) as follows:

In favour: Afghanistan, Argentina, Bolivia, Brazil, Burma, Chile, Colombia, Costa Rica, Cuba, Dominican Republic, Ecuador, Egypt, El Salvador, Ethiopia, Guatemala, Honduras, India, Indonesia, Iran, Iraq, Israel, Liberia, Mexico, Nicaragua, Panama, Paraguay, Peru, Philippines, Saudi Arabia, Syria, Thailand, Uruguay, Venezuela, Yemen, Yugoslavia.

Against: Australia, Belgium, Canada, Denmark, France, Iceland, Luxembourg, Netherlands, New Zealand, Norway, Pakistan, Sweden, Union of South Africa, United Kingdom, United States.

Abstaining: Byelorussian SSR, China, Czechoslovakia, Greece, Haiti, Poland, Turkey, Ukrainian SSR, USSR.

The representatives of Argentina, France, Indonesia and the United Kingdom, in explaining their votes, expressed views similar to those they had already put forward in the Committee. The representative of Saudi Arabia considered that the resolution would result in positive benefits and therefore voted in its favour. The USSR representative stated that, while he supported those proposals designed to promote the development of a national and independent economy and of civilian industry in the under-developed countries, he had abstained on the resolution as a whole.

The resolution adopted by the Assembly read:

"The General Assembly,

"Taking into account the relevant passage of General Assembly resolutions 307(IV), 403(V), 404(V), 521(VI) and 523(VI), of Economic and Social Council resolutions 341(XII), 416 F(XIV) and 427(XIV), as well as the suggestions of the group of experts appointed in pursuance of Council resolution 290(XI),

"Recognizing that the problem of financing the economic development of countries in the process of development is fundamental to the maintenance of the peace of mankind, and that, therefore, high priority should be given to the consideration of its practical solution in international economic relations,

"Considering:

"(a) That the urgent and satisfactory solution of this problem requires the full utilization of all sources of financing, among which the ability to obtain adequate and stable proceeds from exports is one of the most important for all under-developed countries,

"(b) That, in formulating measures for financing economic development, consideration should be given to the influence on their economic development of the terms of trade of the countries supplying primary commodities,

"(c) That, without prejudice to the international and national measures already recommended for financing economic development, special attention should be given to the correction of maladjustments resulting from cyclical fluctuations in the prices of individual primary commodities and from secular movements in their value as a group in terms of manufactured goods,

"(d) That the economic prosperity of countries in the process of development is especially vulnerable to wide short-term fluctuations in the prices of primary commodities which affect their terms of trade, and that any deterioration in the terms of trade affects the economic development and monetary equilibrium of these countries and so hampers not only the acquisition of the necessary amounts of external means of payment but also the formation of sufficient domestic savings,

"(e) That the implementation of plans of integrated economic development contributes to the mitigation of the consequences of such fluctuations or of any deterioration in the terms of trade,

"(f) That in order to make such programmes possible it is necessary both for the highly industrialized nations and for the nations in the process of development to encourage the formation of appropriate domestic savings in the latter,

"1. Recommends to Member States that:

"(a) Whenever governments adopt measures affecting the prices of primary commodities entering international trade, they should duly consider the effect of such measures on the terms of trade of countries in the process of development, in order to ensure that the prices of primary commodities are kept in an adequate, just and equitable relation to the prices of capital goods and other manufactured articles so as to permit the more satisfactory formation of domestic savings in the countries in the process of development and to facilitate the establishment of fair wage levels for the working populations of these countries with a view to reducing the existing disparity between their standards of living and those in the highly industrialized countries;

"(b) Without prejudice to the recommendation contained in sub-paragraph (a) above, their governments should give serious consideration to all other aspects of the problem of undue fluctuations in the terms of trade;

"(c) Their governments should intensify their efforts to reduce restrictions on imports of primary commodities;

"2. Recommends that governments co-operate in establishing multilateral as well as bilateral international agreements or arrangements relating to individual primary commodities as well as to groups of primary commodities and manufactured goods, for the purpose of:

"(a) Ensuring the stability of the prices of the said commodities in keeping with an adequate, just and equitable relationship between these prices and those of capital goods and other manufactured articles;

"(b) Safeguarding the continuity of the economic and social progress of all countries, those producing as well as those consuming raw materials;

"3. Recommends that the countries in the process of development should adopt and give effect to national programmes of integrated economic development conducive to the rational utilization of the proceeds of

their primary activities, the absorption of their surplus active population and the improvement of their standards of living;

"4. Requests the Secretary-General to include in the study being prepared in compliance with Economic and Social Council resolution 427 (XIV) an estimate of the financial repercussions which changes in the terms of trade between primary commodities and capital goods and other manufactured articles produce on the national incomes of countries in the process of development, and an analysis of the distribution of those incomes;

"5. Further requests the Secretary-General to prepare, for submission to the Economic and Social Council and to the General Assembly, a study on the impact of important synthetic products on the demand for natural primary products entering international trade;

"6. Further requests the Secretary-General to appoint a small group of experts of recognized authority on the subject to prepare, during 1953, a report on such practical measures as it may be advisable to adopt pursuant to the recommendations contained in sub-paragraphs (a) and (b) of paragraph 1, and in paragraphs 2 and 3 of the present resolution, the report to be issued on the responsibility of the group of experts and to be transmitted to the General Assembly together with the Economic and Social Council's views thereon;

"7. Further requests the Secretary-General to place at the disposal of the group of experts mentioned in the preceding paragraph the records of the discussions on this item during the seventh session of the General Assembly."

### 3. Land Reform

The question of land reform was considered by the General Assembly during the Second Committee's general debate on economic development at its 195th to 209th meetings from 23 October to 12 November and specifically at the Committee's 224th to 230th meetings from 1 to 5 December, and at the Assembly's 411th plenary meeting on 21 December 1952.

The Committee had before it a progress report (A/2194) by the Secretary-General describing the work undertaken in connexion with land reform by the Secretariat and by ILO, FAO and UNESCO in accordance with Assembly resolutions 401(V) and 524(VI)<sup>23</sup> and Council resolution 370(XIII).<sup>24</sup> He reported that, among other things, a study on the role of co-operatives in agriculture and one on agricultural fiscal problems had been initiated. For the information of members of the Assembly, the Secretary-General also transmitted (A/2194/Add.1) the text of the land reform questionnaire which had been drawn up by the Secretariat in co-operation with the special-

<sup>23</sup> See Y.U.N., 1950, pp. 461-62 and 1951, pp. 410-11.

<sup>24</sup> See Y.U.N., 1951, pp. 407-409.

ized agencies concerned, and sent to governments for reply by 1 June 1953. The questionnaire was designed to obtain information on progress in land reforms, including legislation and other measures, and on obstacles to the adoption of such measures, and any suggestions that governments might have concerning international action to promote land reforms.

During the debate, many representatives outlined the steps their governments had taken to bring about land reforms.

The majority agreed that land reform was one of the most important links in the chain of economic development and of primary importance in the achievement of a better world. It was also generally agreed that land reform was one means of increasing food production. In this connexion, the representative of FAO pointed out that if land reform were ill-considered or badly co-ordinated with technical assistance, it could result in decreased production. Moreover, the question needed to be linked with the provision of rural credit. A credit system aimed at helping small cultivators improve their farms would bring about a substantial improvement in rural economic and social conditions, as would the establishment of co-operatives for marketing agricultural produce.

Among others, the representatives of France and the United States urged that full use be made of technical assistance offered by the United Nations. The representative of France also stated that, in his opinion, the International Bank should find means of placing its technical and financial assistance at the disposal of governments for the purpose of encouraging investment in agricultural development.

The representatives of Egypt, Guatemala, Iran, Pakistan, Mexico and Syria emphasized that the existing agrarian systems in many countries were the chief cause of low productivity and consequent low standards of living.

Among others, the representatives of Chile, Cuba, Iran, Peru, the Philippines, Syria and Yugoslavia stressed that land reform was considered by the under-developed countries as an integral part of their economic development. Such reform should, they held, be so carried out as to ensure that land was employed fairly from the social point of view and must not be limited to the redistribution of land. The solution varied from country to country, but in most instances special financial resources were urgently needed. Land distribution, unless accompanied by financial and technical help, they also agreed, might even be detrimental to the level of production.

The representatives of the Byelorussian SSR, Czechoslovakia, Poland, the Ukrainian SSR and the USSR held that, despite allegations that radical changes had taken place in the last two years, the problem remained the same. There was a general scarcity of statistical data on agrarian relations in the under-developed countries, but the figures available amply demonstrated the anachronistic conditions of land tenure and the continued harmful influence of foreign imperialists who used those conditions for their own aggrandizement and profit. Highest priority should be given to land reform, and if any real progress was to be achieved countries must implement immediately Assembly resolution 524(VI) on the subject. In instituting measures of land reform it was, moreover, necessary to bear in mind the needs of landless peasants and small holders who were struggling to regain land seized by foreign monopolies and who were demanding the institution of credit systems, the provision of fertilizers and equipment and the establishment of co-operatives to enable them to market their goods.

The Committee had before it two proposals:

(1) a draft resolution on land reform submitted by Pakistan (A/C.2/L.158/Rev.1) and (2) a draft resolution on land reform and development of arid land and water resources submitted jointly by Egypt, India and Indonesia (A/C.2/L.160). However, at the 225th meeting on 2 December, Egypt, India and Indonesia submitted a revision of their joint proposal. This revision (A./C.2/L.160/Rev.1) modified the original proposal in such a manner as to confine it to land reform. It also deleted the last operative paragraph which had requested the Council to submit a progress report to each session of the Assembly.

The majority of the Committee supported the draft resolution on land reform submitted by Pakistan (A/C.2/L.158/Rev.1), the operative part of which recommended that governments include in their replies to the questionnaire information on financial implications of programmes, their capacity to finance them and the extent of financial assistance needed from outside. It also provided in the last operative paragraph that the committee of experts to be set up under Council resolution 416 A (XIV)<sup>25</sup> consider financing of land reform as one of the important fields of activity for the proposed special fund for grants-in-aid and for low-interest loans.

The representative of the United States did not think that detailed instructions should be given in connexion with the special fund at this stage. The representative of Australia suggested that the paragraph be amended to make it clear that the

<sup>25</sup> See pp.369-70.



committee of experts might study the feasibility of making land reform one of the fields of activity covered by the special fund. The representative of Pakistan agreed to this. He also accepted an amendment by China (A/C.2/L.186) and an oral amendment by Saudi Arabia, both of which were intended to clarify the resolution and bring it into closer conformity with the relevant Assembly resolutions.

The representatives of Poland and the USSR criticized the Pakistan draft resolution on the grounds that it failed to place sufficient emphasis on the urgent need for land reform and stressed only the financial implications of the problem. They, as well as the representatives of the Byelorussian SSR, Czechoslovakia and the Ukrainian SSR, considered that the draft implied that land reform could not be carried out without foreign financial assistance. The adoption of such a thesis, they held, might delay the current practical solution of the problem, especially in view of the current policies of the International Bank and the general influence of foreign capital in under-developed countries. However, they stated that they would not vote against the draft resolution because it did recognize the necessity of land reform.

Following a separate vote on the last operative paragraph, which was adopted, as amended, by 42 votes to none, with 9 abstentions, the draft resolution, as a whole, was adopted by the Committee at its 230th meeting on 5 December by 47 votes to none, with 5 abstentions (A/2332 (V) A, see below for text).

The joint proposal (A/C.2/L.160/Rev.1) on land reform was also supported by the majority of the Committee. The representative of Poland stated that he would support it on the grounds that it contained a just appraisal of the current state of agricultural production in under-developed countries and represented an attempt to solve the problem of enlarging the area under cultivation. The sponsors of the draft resolution accepted a United States amendment (A/C.2/L.187) to add a paragraph on education and publicity. The joint draft resolution, as amended, was adopted unanimously (A/2332 (V) B) at the 230th meeting (see below for text).

At its 411th plenary meeting on 21 December 1952, the General Assembly adopted both draft resolutions proposed by the Second Committee. The draft originally proposed by Pakistan was adopted by 53 votes to none, with 5 abstentions, as resolution 625 A (VII). The second draft resolution, originally proposed jointly by Egypt, India

and Indonesia, was adopted unanimously (625 B (VII)), as a whole, following the adoption by 53 votes to 5 of sub-paragraph (a) of the third paragraph of the preamble. The Czechoslovak representative, explaining his vote in favour of the second resolution, as a whole, criticized this paragraph as erroneously implying that population growth was the cause of the current unsatisfactory situation.

The two resolutions read:

"The General Assembly,

"Taking note of the Secretary-General's progress report on land reform prepared pursuant to General Assembly resolution 524(VI) of 12 January 1952,

"Noting with satisfaction the activities of the regional economic commissions and of the specialized agencies in promoting land reform and in preparing studies and analyses of the various aspects of land reform,

"Recalling the belief expressed in General Assembly resolution 524(VI) that rapid improvements in existing agrarian structures and land tenure systems in many under-developed countries require large-scale financial outlays,

"Recalling also that General Assembly resolution 524 (VI) urged the governments of Member States to consider making funds available for projects of agrarian reform and invited 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 invited 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,

"Recalling the terms of reference of a committee of experts to be set up under Economic and Social Council resolution 416 A (XIV) of 23 June 1952 to prepare a detailed plan for establishing 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,

"1. Recommends that governments include in their replies to the Secretary-General's questionnaire on land reform relevant information on the financial implications of their programmes of agrarian reform and their development projects designed to implement such programmes, on their capacity to finance such programmes internally and on the extent of financial assistance needed from outside, so as to enable the Secretary-General to consolidate, analyse and incorporate the information so received in his report to the Economic and Social Council to be submitted under paragraph 8 of Economic and Social Council resolution 370(XIII) of 7 September 1951;

"2. Requests the committee of experts to be set up under Economic and Social Council resolution 416 A (XIV) to consider the feasibility of financing pro-

grammes of agrarian reform and development projects designed to implement programmes of agrarian reform as one of the important fields of activity for the proposed special fund for grants-in-aid and for low-interest, long-term loans."

#### B

"The General Assembly,

"Recalling its resolutions 401(V) and 524(VI) of 20 November 1950 and 12 January 1952 respectively and Economic and Social Council resolution 370 (XIII) of 7 September 1951 on land reform in under-developed countries,

"Taking note of the resolutions on land reform adopted by the Sixth Conference of the Food and Agriculture Organization of the United Nations,

"Considering:

"(a) That world food resources have increased less rapidly than world population so that in the world as a whole food consumption per capita is now less than it was fifteen years ago,

"(b) That the lack of land and the defective agrarian structure in several geographical areas of the world are among the factors preventing a rapid increase in agricultural production in those areas and that these factors consequently render more difficult attempts to overcome food crises and to raise the general standard of living, especially in the under-developed countries,

"Convinced:

"(a) That the expediting of the process of bringing new lands under cultivation and the rapid improvement of the agrarian structure and present land tenure systems raise serious technical or financial problems in several geographical areas,

"(b) That the isolated efforts of States Members of the United Nations to increase agricultural productivity and to bring new lands under cultivation would be more effective if they co-operated earnestly on a regional plane and if they took full advantage of available technical and financial assistance on the international plane,

"(c) That the governments of Member States and the specialized agencies should, in accordance with the recommendations contained in Economic and Social Council resolution 451 A (XIV) of 28 July 1952, make greater efforts, on the national and international plane, to grant high priority to the production and distribution of food in order to ensure a more rapid increase in the availability thereof and, by so doing, to reduce the effects of food crises by combating other natural and technical factors which lead to smaller harvests,

"1. Recommends that the governments of Member States take every possible step, on the national plane and, if appropriate, on a regional plane, to expedite the carrying out of their land reform programmes and, where appropriate, to bring new lands under cultivation and to increase their agricultural productivity, especially of foodstuffs, by following the recommendations and resolutions adopted by the General Assembly and by the Economic and Social Council on those questions;

"2. Invites the Secretary-General and the specialized agencies, in carrying out their studies and activities on the questions of land reform to place particular emphasis on:

"(a) The speeding up, at the request of the interested governments and according to the circumstances prevailing in different countries or regions, of such practical measures to encourage the promotion and the carrying out of their land reform programmes as:

"The convening of international and regional conferences on the development of natural resources, especially land resources, and on land administration,

"The organization of seminars on problems connected with the welfare and economic and social progress of rural populations in a country or in countries of a geographical region, and

"The setting up of regional centres for training experts in the several specialized fields relating to the improvement of agricultural structures;

"(b) Practical measures of technical assistance so as to increase agricultural output, especially of foodstuffs, to prevent the loss of, or decrease in, harvests of those foodstuffs and to improve production methods, increase sales and encourage equitable distribution;

"3. Reiterates paragraph 5 of General Assembly resolution 524(VI) which "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";

"4. Requests the Secretary-General to assist the governments of Member States, at their request, to give to the actions of the General Assembly and the Economic and Social Council with regard to the question of land reform the widest possible publicity among farm organizations and other interested persons or groups, in order to ensure that the policy recommendations of the United Nations shall be widely known and understood."

#### 4. International Co-operation on Water Control and Utilization and the Development of Arid Land

The Economic and Social Council at its fourteenth session considered, jointly, the questions of international co-operation on water control and utilization and the development of arid land at its 581st, 582nd and 584th to 586th meetings from 27 May to 2 June 1952. It had before it two reports by the Secretary-General on these subjects.

The former (E/2205 and Corr.1 and Add.1), prepared at the request of the Council at its twelfth session (346(XII)),<sup>26</sup> outlined briefly

<sup>26</sup> See Y.U.N., 1951, p. 415.

the historical development of international organizations concerned with the expanding exploitation and safeguarding of water resources. It also contained summary accounts of the principal interests and activities of the United Nations and the specialized agencies in connexion with water control and utilization. The report concluded that, although a substantial volume of work was being undertaken on an international basis, there were not only deficiencies in the extent to which the main aspects of the subject were covered and in the amount of work devoted to particular regional problems, but there was also no continuing machinery for overseeing the entire field and for maintaining contact among the diverse and numerous organizations concerned.

The latter report (E/2191 and Add.1), prepared at the Assembly's request at its fifth session (402(V)),<sup>27</sup> described the principal activities of the United Nations and the specialized agencies in relation to the development of arid land, the technical and financial measures being employed for this purpose, and the co-ordination of these activities.

The Council also received for its information the Secretary-General's second report (E/2207) on specific plans and action taken regarding conservation and utilization of non-agricultural resources. The report dealt with the progress made in the study and inventory of iron ore resources and informed the Council of the plans for the study of coal and lignite resources in 1952.

The discussion in the Council emphasized the importance of effective control and utilization of water resources and the development of arid land to the economic development of various parts of the world, as well as to the increase in food production. The Council had before it a joint draft resolution by the Philippines and the United States (E/L.337) which would place upon the Secretary-General the responsibility for assuming leadership in bringing together the many scattered international interests, with a view to ensuring the multi-purpose development of water resources and for co-ordinating the activities of the various agencies responsible. The Secretary-General would also be requested, among other things, to promote the development of basic resources and the international exchange of information and experience and to report, in this connexion, on the activities relating to water resources of international and national organizations. On the basis of the proposal, an additional expenditure of \$15,600 was subsequently envisaged (E/L.348), but it was indicated that this could probably be absorbed in the budget of the department concerned, if the

work involved were postponed until the work currently in progress on other resources had been completed.

In introducing the joint draft resolution, the representative of the United States stressed the importance of ensuring the best possible use of water in both arid zones and areas of heavy rainfall.

The United Nations, he considered, should elaborate a policy for the development of water resources based on the concept of multi-purpose use, the objective being the realization of the greatest possible total of net benefits from the resources available, rivers, lakes, or underground water. The role of the United Nations should be to provide leadership, scientific and economic information, co-ordination and technical assistance. However, it was not the responsibility of the United Nations to send experts to every country to make comprehensive studies on the development of water resources. That, he considered, was the responsibility of governments themselves.

The United Kingdom representative stressed the need for recognizing the long-term aspects of development, and the competence of national authorities. There were, he felt, areas where governments might feel it necessary to introduce rather less ambitious projects for dealing with single aspects of water development. He considered that the most useful function that an international agency could provide at this time was that of information and co-ordination. This view was also held by the representatives of Canada and Argentina. The representatives of the United Kingdom and Canada considered it undesirable to set up at the present time a single organization to be continuously concerned with the problems of multi-purpose use of water resources on a world-wide scale; they thought that the problem could best be handled by governments with the assistance of already existing organizations.

The representative of the USSR said that States should carry out their own programmes and no conditions should be attached to the aid received from international organizations. He and the representative of Czechoslovakia considered that future reports to the Council on water resources should be broadened so as to give adequate attention to national efforts. The problem of arid land, these representatives also emphasized, was one of general economic development of any country, not just under-developed countries. It was

<sup>27</sup> See Y.U.N., 1950, p. 462.

essential to solve the problem bearing in mind the economic needs of the respective countries, the development of their economies, the increase in their production and the raising of living standards. The representative of Czechoslovakia considered the work undertaken thus far by international agencies unsatisfactory, since it was based on the question of productiveness of capital investment.

The representatives of FAO and UNESCO considered that the question of leadership in a particular project should in each case depend on the primary purpose in view. They also suggested that, in determining the most effective method of co-operation between international agencies in a given project, the Secretariat should take into account the views of the agencies concerned before submitting concrete proposals to the Council.

The representative of Canada, while in favour of the resolution, thought that it went rather far with regard both to the Secretary-General's power in relation to the specialized agencies and to the eventual financial implications of the proposal. He therefore submitted jointly with the representative of Belgium several amendments (E/L.341) designed to have a more limiting effect; the amendments proposed that the Secretary-General be asked to promote the co-ordination of existing activities in water control and arid land development rather than to provide leadership in the promotion of joint plans for international activity.

The representative of France considered the draft resolution incomplete and proposed (E/L.343) that it contain more specific reference to the need for continued attention to the development of arid land.

The representative of Pakistan stated that so far as international rivers were concerned, inter-governmental agreements were essential to ensure an equitable distribution of water between riparian countries. It would be useful, he proposed, if the Secretary-General could draw up a report on the question and if the Council could be asked to lay down the fundamental principles of international co-operation for the regulation, development and apportionment of water resources between riparian countries. However, he subsequently withdrew an amendment (E/L.345/Rev.1) to this effect, as well as one designed to ensure that the Secretary-General would prepare plans as a form of technical assistance for the development of water resources, if requested to do so. An amendment (E/L.350) by Canada to the latter amendment by Pakistan, which would have

provided that this assistance should be rendered within the framework of existing programmes, was also withdrawn.

At its 586th plenary meeting on 2 June the representatives of Belgium, Canada, France, the Philippines and the United States submitted a compromise draft resolution (E/L.337/Rev. 1 and Rev.1/Corr.1) which was adopted by 15 votes to none, with 3 abstentions, following the rejection by 4 votes to 4, with 10 abstentions, of a drafting change proposed orally by Pakistan.

Resolution 417 (XIV) read as follows:

"The Economic and Social Council,

"Having noted the reports by the Secretary-General entitled "International Co-operation on Water Control and Utilization", and "Development of Arid Land",

"Considering that effective use and control of water resources is important to economic development,

"Considering the great importance of effective use of available water resources in solving the problems presented by the development of the arid lands,

"Considering that optimum use of water usually requires that irrigation be combined with power development, flood control, navigation, municipal, industrial and other beneficial uses,

"Considering that range and watershed management, pollution control, development of fisheries, improved agricultural practices, and industrial development all go hand in hand with the development of water resources,

"Considering the possibilities of co-operation open to Member States with respect to the regulation and development of contiguous water resources,

"Considering that international organizations, both governmental and non-governmental, have been contributing and can increasingly contribute to the effective use and control of water resources by bringing to national and local projects and activities the accumulated pertinent knowledge and experience available on a world-wide basis,

"Considering that the activities of international organizations directed towards various aspects of water resources are closely interrelated and should be so planned that water resource development shall make its maximum contribution to the over-all economic development of each country, and

"Considering that the United Nations itself should assume responsibility for promoting co-operation among the several international organizations concerned with water resource development in order that the most effective results might be obtained from the financial and personnel resources available to them, and for identifying and programming to meet deficiencies in international activities in this field so that adequate attention might be given to important aspects and geographic areas which are being neglected,

"1. Requests the Secretary-General, in consultation with the specialized agencies and other organizations concerned:

"(a) To assume responsibility for the promotion and co-ordination of international activities concerning water

resource development and co-operative action among national authorities and international organizations in order to secure the maximum contribution to economic development through the effective development, control and use of water resources;

"(b) To promote the development of basic water resource data in furtherance of these objectives and in implementing Council resolution 345 (XII), and to promote international exchange of information and experience; and, in this connexion, to report on activities of international organizations and national authorities relating to water resources;

"(c) To prepare reports for the Council periodically on the progress of the activities relating to water resources which are being carried out by international organizations, the reports to include such recommendations as may be appropriate for the better co-ordination and balanced development of their activities;

"(d) To prepare recommendations to the Council for the promotion of international co-operation and activity in those fields and in those geographic areas which may not be adequately covered by international organizations, giving special attention to the problems of the interrelated aspects of water resource development; and

"(e) In carrying out the task entrusted to him:

"(i) To consider the suggestions of Member States;

"(ii) To secure the co-operation of the regional economic commissions in relation to those problems which are essentially regional in character;

"(iii) To seek the advice of experts as may be necessary;

"(iv) To collaborate with the United Nations Educational, Scientific and Cultural Organization, the Food and Agriculture Organization and other specialized agencies concerned in their study of the problems presented by the arid zones;

"(v) To establish, through the Administrative Committee on Co-ordination and, as appropriate, the Technical Assistance Board, inter-agency arrangements for continuing consultation with the interested specialized agencies, and, where appropriate, with scientific and technical societies and other organizations having important responsibilities, experience or interest in fields related to water resources;

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

"3- Decides:

"(i) To keep the question of international co-operation with respect to water resource development under review;

"(ii) To place the question on the agenda of the appropriate session in 1954; and

"(iii) To continue to give careful attention to the work of the specialized agencies on the development of arid land."

During the discussion of land reform in the General Assembly,<sup>28</sup> a draft resolution on land reform and development of arid land and of water resources was proposed jointly by Egypt, India and Indonesia. However, it was subsequently revised in such a manner as to confine it to land reform.

## 5. Methods to Increase World Productivity

In resolution 522 (VI)<sup>29</sup> the General Assembly had stated that, to ensure more rapid economic progress of the world as a whole, closer international co-operation was needed to facilitate the best use of the world's manpower and natural resources, as well as its productive equipment, and that the raising of living standards required the rapid economic development of the under-developed countries. The Assembly had requested the Economic and Social Council to study ways in which productivity could be increased by applying existing scientific and technical knowledge. The Council was asked to recommend, as soon as practicable, methods by which the results of these studies could be made available to the under-developed countries at their request.

At its fourteenth session the Council had before it a working paper by the Secretary-General (E/2265) containing a brief account of the salient features found in current national programmes to increase productivity, as well as a number of suggestions for international action in this field. The working paper was limited to specific aspects of the problem of promoting productivity in industry through the more efficient use of existing machinery by such measures as the development of comparative productivity statistics, national campaigns to raise productivity, the establishment of productivity and development centres suited to the existing economic and social conditions of each country, the use of improved industrial methods and techniques, and the exchange and dissemination of scientific and technical information. It was suggested that, in view of the wide differences between human, natural and capital resources that existed between industrialized and under-developed countries, international action might be directed towards adapting existing technologies or developing new ones to meet the special needs of under-developed countries.

Reference was also made to the potentialities of the technical assistance provided by the United Nations and the specialized agencies. The Secretary-General suggested that the Council might wish to reiterate its previous recommendations to governments of under-developed countries that in the long run their national productivity depended upon the establishment of integrated programmes of economic development which look towards the

<sup>28</sup> See pp. 378-81.

<sup>29</sup> See Y.U.N., 1951, p. 417.

harmonious utilization of their resources in the interest of raising the living standards of their peoples.

The Council also had before it a paper prepared by ILO (E/2224) calling attention to the relevant parts of that organization's fifth and sixth reports and containing an account of its recent activities in the field of productivity. Among those activities were the provision of technical assistance for the training of supervisors, for vocational training, the improvement of working conditions, industrial safety and hygiene, and the organization of handicraft industries.

The Council considered the question at its 623rd, 629th, 634th and 638th plenary meetings on 27 June and 2, 8 and 10 July. It had before it a joint draft resolution (E/L.391) by Belgium, Canada, Pakistan and the Philippines recommending, *inter alia*, that governments of under-developed countries consider the raising of productivity as an integral part of their efforts to raise the level of their national production, and consider the establishment of national productivity centres. It would request the Secretary-General to continue to study the problem of raising productivity and to arrange, in collaboration with the specialized agencies, to prepare additional working papers on the subject.

Most members noted the Secretary-General's conclusions with satisfaction and emphasized the importance of adopting those techniques best suited to the circumstances of the countries concerned. The need for preparing working papers on agriculture, labour, mining, transport, construction industries and the distributive trades, as recommended by the Secretary-General, was also stressed by a number of representatives, among them those of France, Iran, Mexico and Sweden. An amendment (E/L.392) stressing the importance of a working paper on agriculture was submitted by France. Argentina proposed (E/L.394) that the Secretary-General, with a view to carrying out these studies, should seek the services of experts to investigate, in collaboration with technicians in under-developed areas, the obstacles encountered in the process of raising productivity and to recommend practical measures for overcoming such obstacles. The representative of Iran suggested that the Secretary-General should be asked to continue the examination of the conditions in which methods perfected in industrialized countries might be adopted by the under-developed countries.

The representative of Pakistan pointed out that one difficulty was that imported machines were of the most modern type and that under-

developed countries lacked workers who could make the best use of them. In this connexion he thought that industrialized countries should accept advice on the best methods of adapting such machinery to the needs and skills of the under-developed countries. He also stressed the difficulties raised by the inadequacy of power and the lack of spare parts. The United States representative pointed out that the application of existing technical knowledge to production processes in under-developed countries involved relatively small capital outlay, a factor particularly important for countries having difficulty in raising additional capital.

It was generally recognized that productivity centres, where management and labour groups could obtain the necessary technical information on ways of increasing productivity, could play an effective role. The representative of Sweden, however, stated that the task of these centres must be clearly defined if concrete results were to be achieved. The representative of Pakistan suggested that the Council might consider setting up a scientific liaison centre within the United Nations to keep under-developed countries informed of progress in the technical field. The representative of Iran suggested that capital exporting countries take appropriate measures to have foreign companies assist in the training of local technicians. The Council also generally agreed that visits of "productivity teams" could provide a significant means not only of transmitting the experience and knowledge of the more industrialized countries to less developed countries, but also of promoting understanding of the differing institutional settings within which the production process was carried on in the various countries.

Several representatives, among them those of Argentina and the Philippines, pointed out that the use of technical and scientific knowledge could not produce the desired results unless consideration were given to the social implications of technology and science. The representative of Argentina submitted an amendment (E/L.394) to ensure this consideration. It was also urged by the representative of France that regional economic commissions should give attention to problems of productivity common to their areas.

The representative of ILO, in describing his organization's recent activities in this field, stated that it had always sought to relate the question of methods of increasing productivity to those of securing an equitable distribution of the gains from higher productivity and of protecting the interests of workers who might be displaced as a result of measures taken to ensure it. The organi-

zation agreed with efforts to increase productivity as long as methods adopted were based on improved techniques and not on intensification of work which would bring about a greater exploitation of workers, a lowering of living standards and adverse effects on the workers' health. In his view, an improvement of productivity should be promoted by reform of the agrarian system and programmes for rational industrialization, based mainly on the development of heavy industry.

A revised joint draft resolution (E/L.407) was presented at the 638th plenary meeting on 10 July by Argentina, Belgium, Canada, Iran, Mexico, Pakistan and the Philippines, incorporating and superseding the amendments mentioned above, as well as a joint amendment by Iran, Mexico, Pakistan and the Philippines (E/L.397) to include a recommendation for action by the industrialized countries during periods of general shortages. The authors of the revised draft resolution took into consideration the desires of the representatives of the under-developed countries that maximum use be made of the Expanded Programme of technical assistance. Provision was also made to meet the criticism that insufficient consideration had been given to the human and social elements of productivity. The Swedish representative's view that the problem of productivity should be examined not only in the sphere of production but also in that of distribution was also taken into account.

The authors of the revised text accepted a French amendment (E/L.409) Providing that countries within the same region should co-operate, in particular, through their regional economic commissions or facilities available from the United Nations and the specialized agencies.

The revised draft resolution, as amended, was adopted (416 E (XIV)) at the same meeting by 15 votes to none, with 3 abstentions. It read as follows:

"The Economic and Social Council,

"Having considered General Assembly resolution 522 (VI) entitled "Methods to increase world productivity",

"Having taken note of the working paper on this subject prepared by the Secretary-General (E/2265) as well as the communication submitted by the International Labour Office (E/2224),

"Recognizing that the achievement of high levels of world productivity depends upon a world-wide increase in international trade on an equitable and stable basis, and upon the establishment by the under-developed countries of integrated programmes of economic and social development which look towards the harmonious utilization of the countries' resources in the interest of raising the living standards of their peoples, and that this, in turn, is closely dependent upon the fuller and

more efficient utilization in each of these countries of the indigenous human, natural, industrial and technological resources,

"Considering that countries in the same region are frequently faced with similar economic and social problems and that joint study and action in relation to these problems would be of mutual benefit to them,

"1. Recommends that governments of under-developed countries:

"(a) Consider the problems of raising productivity as an integral part of their efforts to raise the level of their national production through the promotion of general economic development designed to raise the living standards of their populations;

"(b) Consider, within the general context of promoting economic development, the establishment of national productivity centres, adapted to the economic and social conditions existing in their countries, so as to give special impetus to research and the dissemination of information concerning improved practices and techniques and to their practical application in the various fields of economic activity, keeping in mind the international technical assistance facilities available to them;

"2. Urges governments to take full advantage of the Expanded Programme of Technical Assistance through which the United Nations and the specialized agencies are prepared to assist them, at their request, not only in their efforts to develop general economic development programmes but also to improve the operation of their already existing productive apparatus;

"3. Recommends that, in the matter of raising productivity, countries within the same region should co-operate, in particular through their regional economic commissions or through the facilities available to them from the United Nations and the specialized agencies, by joint study of their common problems and, wherever possible, by joint action;

"4. Reaffirms its recommendation contained in paragraph 1 of resolution 341 (XII) and recommends to governments the promotion of the economic integration of international markets by the extension of foreign trade on a stable and equitable basis so as to contribute to increasing world productivity;

"5. Requests the Secretary-General, after consultation with the specialized agencies concerned, to arrange for the continuation of studies concerning the problems of raising productivity in under-developed countries, particularly in such fields as agriculture, manufacture, mining, transport, the construction industries and the distributive trades, and for the preparation of working papers dealing with the problem of raising productivity in relation to programmes for the expansion of production in these fields, as well as a working paper dealing with the role of labour in any programme for increasing productivity, particularly its participation in the framing, development and implementation of such programmes and methods for ensuring a fair reward for the human effort applied to increasing productivity and the extension of purchasing power to make the increase in productivity permanent; and

"6. Decides to place the question of methods to increase world productivity on the agenda of the appropriate session in 1953."

During the general debate in the Assembly's Second Committee at its 195th to 207th meetings

from 23 October to 12 November and later at its 239th meeting on 12 December 1952 several representatives expressed their views on measures to increase world productivity, the majority endorsing the Council's efforts in that direction.

The representative of Czechoslovakia stated that in his opinion two factors had to be taken into account—the means available for increasing productivity and the motives leading to such an increase. The ultimate aim should be the balanced development of a national economy and the raising of living standards of people as a whole. The motive animating imperialistic, monopolistic companies which controlled governments of the capitalistic countries was merely the desire to increase profits to the greatest possible extent. The representative of Yugoslavia hoped that in studies on the subject special attention would be given to conditions in under-developed areas. He stressed that it was erroneous to assume that the only method of expanding production was by increasing or placing greater demands on the labour force. Increased output depended equally on rationalized methods, some of which the workers themselves might discover.

## 6. General Aspects of Economic Development

### a. EXPLOITATION OF NATURAL WEALTH AND RESOURCES

The question of the right of each country to nationalize and freely exploit its natural wealth was considered by the General Assembly during its general debate on economic development at the Second Committee's 195th to 209th meetings from 23 October to 12 November and, specifically, at the Committee's 231st to 238th meetings from 6 to 12 December and at the 411th plenary meetings on 21 December 1952.

#### (1) Consideration by the Second Committee

The Committee had before it a draft resolution by Uruguay (A/C.2/L.165 and Corr.1 to 3), the operative part of which would recommend that Member States respect the right of each country to nationalize and freely exploit its natural wealth as an essential factor of economic independence.

In introducing the draft resolution, the representative of Uruguay stated that the right of each nation to exploit its wealth freely was directly related to the problem of financing economic development. Foreign financing, in the form of aid, loans or private investments, was

a valuable and essential factor in the development of under-developed areas, but it was not the ideal solution. The ideal for an under-developed country was to attain economic independence, to dispose freely of its own resources, and to obtain foreign exchange by selling its own products to buyers of its own choice. Technical assistance, although valuable, was only a temporary solution. The purpose of the resolution, he said, was to affirm the need for protecting the populations of under-developed countries and for justifying their governments' desire to nationalize their natural resources.

The Bolivian representative, supported by the representative of Argentina, pointed out that, in the past, there had been no way of bringing to the attention of the international community the economic, political and social conditions of smaller countries confronted by powerful financial interests which controlled the main media of information. That stage had passed and the United Nations had become a forum by which the smaller and medium-sized countries could keep public opinion informed; this was particularly valuable in promoting respect for an international right. The representative of Bolivia proposed (A/C.2/L.166) that the operative part of the resolution be amended to recommend that Member States, in deference to the right of each country to nationalize wealth, should not use their governmental and administrative agencies as instruments of coercion or political or economic intervention.

It was generally agreed during the debate in the Committee that the right of a country to nationalize its natural resources, if it so desired, was a sovereign right recognized in international law and inalienable. Some representatives, among them those of Canada, China, Haiti, Honduras and Saudi Arabia, doubted that it was necessary to reaffirm this right. Moreover, to do so, they considered, might have the effect of weakening an implicit right possessed by all sovereign States. As an alternative, the representative of Honduras suggested, the Assembly might recommend that States respect the jurisdictional right of each Member State to protect its national sovereignty and to nationalize its property under appropriate conditions. The representatives of Iran and Mexico thought it might be useful to recommend that States should not exert political or economic pressure against a government that had exercised its right to nationalize its wealth. The Yugoslav representative held that there was no harm in reaffirming a right even if no State intended to violate it.



While agreeing with the principle involved in the draft resolution, the representatives of Australia, Belgium, Canada, Denmark, Haiti, Israel, the Netherlands, New Zealand, the Philippines and the United Kingdom, among others, were of the opinion that, if the United Nations were to affirm the right of a State to nationalize its wealth and resources, it might destroy the effectiveness of efforts to encourage foreign investments in under-developed countries, particularly if the United Nations did not, at the same time, stress the obligation of countries which nationalized their wealth to grant proper indemnity to the foreign interests affected.

The representatives of Chile, Ecuador, Mexico and Uruguay, among others, pointed out that their constitutions, as well as those of many other countries, provided for just compensation in the event of expropriation and that the resolution was not intended to alter this or to imply that such compensation was undesirable.

The representative of Syria believed that a resolution couched in moderate terms would not adversely affect investment in under-developed countries.

The representative of Poland denied charges made by Chile during the course of the debate that the countries in the "Soviet bloc" were carrying on a demagogic propaganda designed to worsen economic relations between the under-developed and the industrialized countries. The most cursory study of the actions of the delegations of the USSR and the peoples' democracies, he stated, showed that they had never failed to embark on any endeavour to promote real economic collaboration; the discussion of many problems, including that of the world economic situation, had been due to their initiative, he claimed.

The representatives of Haiti, Sweden, the Union of South Africa and the United Kingdom considered that the question of the nationalization of natural resources was essentially a matter of domestic jurisdiction and not within the competence of the United Nations. The representatives of the Union of South Africa and the United Kingdom also pointed out that the legislative bodies of all countries adopted laws regulating ownership and the use of property and that nationalization was only one form of controlling natural resources.

On the basis of the discussion, and taking into account the Bolivian amendment (A/C.2/L.166) which was withdrawn, the representatives of Bolivia and Uruguay submitted a joint revised draft resolution (A/C.2/L.165/Rev.1) at the Com-

mittee's 234th meeting on 9 December. The operative part of this draft would recommend that Member States

"maintain proper respect for the right of each country freely to use and exploit its natural wealth and resources as an indispensable factor in progress and economic development, and therefore to refrain from the use of any direct or indirect pressure such as might jeopardize, on the one hand, the execution of programmes of integrated economic development or the economic stability of the under-developed countries, or, on the other hand, mutual understanding and economic co-operation between the nations of the world."

The representatives of Argentina, Chile, Ecuador, Ethiopia, Guatemala, Poland, the USSR and Yugoslavia supported the joint revised draft resolution. The representatives of Ecuador and Ethiopia, however, were of the opinion that the corresponding principle of just and prior compensation ought to be included in the text to remove any apprehensions which might be felt by certain delegations. The representative of China, as well as the Ethiopian representative, thought that it might also be better to postpone further consideration of the question. The representative of Poland stated that, although the resolution had become merely an affirmation of already recognized principles, he nevertheless would vote for it. The New Zealand representative considered that the draft resolution was open to misinterpretation and would not assist in promoting economic development. The Canadian representative opposed it on the ground that it implied that centralized government planning of economic affairs was a necessity. In his opinion, a particular device could not be turned into a universal principle. Although approving the resolution in principle, the representative of Turkey thought the subject too difficult to be dealt with in the form of a simple resolution.

The representative of the Netherlands felt that if the purpose was to affirm the right to nationalize wealth and resources then the question should be considered by the Third Committee which was studying problems of self-determination. If the intention was to define or determine that right, then it was a legal matter and should be entrusted to a legal body. The Canadian representative stated that he thought it essentially a legal problem. The representatives of Denmark, France, the Philippines and Turkey thought that the Second Committee should wait until the Human Rights Commission had submitted to the Assembly the draft covenant on economic, social and cultural rights. The covenant, they pointed out, would include not only a declaration of economic rights, but provision for their implementation. The representative of Denmark, therefore, at the 236th

meeting on 10 December moved the adjournment of the debate on the revised joint draft resolution. This motion was rejected at the 237th meeting by a roll-call vote of 28 to 16, with 7 abstentions. However, a motion to take an immediate vote on the draft resolution was proposed by the representative of Saudi Arabia and adopted by 25 votes to 3, with 16 abstentions. In explaining his vote, the representative of the Union of South Africa later stated that there had not been sufficient time to consider the revised proposal and the amendments to it. He and a number of other representatives expressed regret that the debate had been closed so abruptly.

The Committee had before it a United States amendment (A/C.2/L.188) to substitute for the operative paragraph four new paragraphs which would have the Assembly:

(1) refer to the need to maintain mutual understanding and economic co-operation; (2) recommend proper respect for the right of a country to decide freely whether its natural wealth and resources could best be developed by private initiative or by government enterprise or by both; (3) recommend that when countries decided to exploit their natural wealth and resources, Member States should "refrain from consequential action of a nature contrary to the principles of international law and practices, and to the provisions of international agreements"; and (4) recommend that countries deciding to develop their natural wealth and resources refrain from action, on the same basis, against "the rights or interests of nationals of other Member States in the enterprise, skills, capital, arts or technology which they have supplied".

The first three paragraphs were adopted, by 34 votes to none, with 13 abstentions, 21 votes to 19, with 7 abstentions, and 20 votes to 18, with 8 abstentions, respectively. The last paragraph was rejected by a roll-call vote of 27 to 15, with 8 abstentions.

The sponsors of the draft resolution then accepted an amendment by India (A/C.2/L.189) substituting a new paragraph for the operative paragraph of the revised joint draft resolution. As amended, the resolution would recommend all Member States, in exercising their right freely to use and exploit their natural wealth and resources wherever they considered it desirable for their own progress and economic development, to have due regard, consistently with their sovereignty, to the need for maintaining mutual confidence and economic co-operation among nations. It would further recommend all Member States to refrain from acts, direct or indirect, designed to impede the exercise of the sovereignty of any State over its natural resources.

The United States amendment therefore automatically became an amendment to the Indian

proposal and a vote was taken on the adopted paragraphs as a whole. The amendment, as a whole, was rejected by a roll-call vote of 28 to 17, with 5 abstentions.

The revised draft resolution (A/C.2/L.165/Rev.1), as amended by India (A/C.2/L.189,) was adopted by a roll-call vote of 31 to 1, with 19 abstentions.

In explaining his vote against the resolution, the representative of the United States said that he considered the resolution unbalanced, since it failed to recognize any reciprocal responsibility towards private investors. This point, as well as those elaborated during the debate, were among the reasons given by the representatives of Australia, Belgium, France, the Netherlands, New Zealand and the Philippines in explaining their abstentions.

The representatives of Brazil, Colombia, Egypt, Iran, Indonesia, Pakistan, Saudi Arabia, Mexico and Yugoslavia supported the resolution giving, among others, the following reasons: (1) that it was a country's duty to consider the best interests of its people and it was useful to recommend that Members refrain from acts designed to impede the exercise of a State's sovereignty over its natural resources; and (2) that, in emphasizing the need for measures to promote understanding and co-operation among nations, the resolution was in line with the principles of the Charter and would encourage economic and social progress.

(2) Consideration by the General Assembly  
in Plenary Session

The General Assembly considered the draft resolution (A/2332 (VI)) proposed by the Second Committee at its 411th plenary meeting on 21 December 1952. It also had before it an amendment by India (A/L.143) to the first operative paragraph of the draft which would recommend that States in the exercise of their right to exploit their natural wealth and resources have due regard for maintaining the flow of capital in conditions of security, confidence and economic co-operation among nations. The Indian representative stated, as had others in the Second Committee, that to ask for recognition of a right which was considered inherent in every State would imply the power to deny that right. He agreed, however, that there were certain broad considerations concerned with the conduct of nations which should be dealt with in general terms and thought this had been facilitated by the omission of the word "nationalization" from the final version of the draft resolution recommended by the Second Committee. Had this not been omitted, India would have

insisted on the inclusion of a provision for compensation, arbitration and the like. His Government had submitted an amendment in the Second Committee because it believed that under-developed countries, anxious to maintain the flow of private or public capital, had to maintain conditions of stability and security without which capital would not be forthcoming. His amendment, he explained, was designed to amplify and clarify this point further.

The representatives of Colombia, Costa Rica, and Saudi Arabia, among others, supported the amendment. In explaining their votes in favour of the resolution, the representatives of Colombia and Costa Rica declared that fears that the resolution was in any way directed against foreign firms were unfounded; the resolution emphasized the need for mutual confidence and international co-operation.

The representative of Haiti stated that he would abstain for reasons already expressed in the Second Committee.

The amendment by India was adopted by the General Assembly by a roll-call vote of 39 to 5, with 16 abstentions, as follows:

In favour: Afghanistan, Argentina, Bolivia, Brazil, Burma, Canada, Chile, Colombia, Costa Rica, Dominican Republic, Ecuador, Egypt, El Salvador, Ethiopia, France, Guatemala, Haiti, Honduras, Iceland, India, Indonesia, Iran, Iraq, Israel, Lebanon, Liberia, Mexico, Netherlands, Nicaragua, Pakistan, Panama, Paraguay, Saudi Arabia, Syria, Thailand, Turkey, Uruguay, Venezuela, Yemen.

Against: Byelorussian SSR, Czechoslovakia, Poland, Ukrainian SSR, USSR.

Abstaining: Australia, Belgium, China, Cuba, Denmark, Greece, Luxembourg, New Zealand, Norway, Peru, Philippines, Sweden, Union of South Africa, United Kingdom, United States, Yugoslavia.

The draft resolution, as a whole, as amended, was adopted as resolution 626 (VII) by a roll-call vote of 36 to 4, with 20 abstentions, as follows:

In favour: Afghanistan, Argentina, Bolivia, Brazil, Burma, Byelorussian SSR, Chile, Colombia, Costa Rica, Czechoslovakia, Dominican Republic, Ecuador, Egypt, El Salvador, Ethiopia, Guatemala, Honduras, India, Indonesia, Iran, Iraq, Lebanon, Liberia, Mexico, Pakistan, Paraguay, Poland, Saudi Arabia, Syria, Thailand, Ukrainian SSR, USSR, Uruguay, Yemen, Yugoslavia.

Against: New Zealand, Union of South Africa, United Kingdom, United States.

Abstaining: Australia, Belgium, Canada, China, Cuba, Denmark, France, Greece, Haiti, Iceland, Israel, Luxembourg, Netherlands, Nicaragua, Norway, Peru, Philippines, Sweden, Turkey, Venezuela.

The resolution read:

"The General Assembly,

"Bearing in mind the need for encouraging the under-developed countries in the proper use and exploitation of their natural wealth and resources,

"Considering that the economic development of the under-developed countries is one of the fundamental requisites for the strengthening of universal peace,

"Remembering that the right of peoples freely to use and exploit their natural wealth and resources is inherent in their sovereignty and is in accordance with the Purposes and Principles of the Charter of the United Nations,

"1. Recommends all Member States, in the exercise of their right freely to use and exploit their natural wealth and resources wherever deemed desirable by them for their own progress and economic development, to have due regard, consistently with their sovereignty, to the need for maintaining the flow of capital in conditions of security, mutual confidence and economic co-operation among nations;

"2. Further recommends all Member States to refrain from acts, direct or indirect, designed to impede the exercise of the sovereignty of any State over its natural resources."

## b. INTEGRATED ECONOMIC DEVELOPMENT

In resolution 521 (VI)<sup>30</sup> the General Assembly requested the Economic and Social Council:

(1) to promote studies of a programme of rapid industrialization of under-developed countries, including the economic, social, fiscal, technical and organizational problems involved, and the role that the industrially advanced and the under-developed countries have to play in such a programme; and (2) to submit to the Assembly as soon as practicable concrete proposals for measures that may aid such countries in connexion with these problems.

During the discussion of this question, the Council at its 638th to 640th plenary meetings on 10 and 11 July 1952 had before it a proposal by Argentina (E/L.400) which would have the Council:

(1) recognize that a co-ordinated and integrated policy of economic development should make provision for industrial diversification with a view to ensuring the economic independence of the countries concerned and promoting the social well-being of their inhabitants; (2) recall Assembly resolution 519 A (VI) concerning technical assistance; (3) request the Secretary-General to appoint a small group of experts to prepare a report, for submission to the Council at its fifteenth session, containing recommendations on the concrete proposals referred to in General Assembly resolution 521 (VI); (4) ask the Secretary-General to continue his general and concrete studies of economic development of under-developed countries, with special attention to the barriers hampering or impeding rapid industrialization; (5) recommend that the Secretary-General and the specialized agencies give priority to those requests for technical assistance which in the opinion of the governments of the under-developed countries would be conducive to the rapid industrialization of these countries; and (6) draw the attention of governments to the technical assistance services provided by the United Nations and the specialized agencies.

On the basis of amendments by Pakistan (E/L.411), this proposal was subsequently re-

<sup>30</sup> See Y.U.N., 1951, p. 416.

vised (E/L.400/Rev.1) to modify the request for studies so that special attention would be given to the problems mentioned in General Assembly resolution 521 (VI) and to omit the request addressed to the Secretary-General and the specialized agencies concerning technical assistance.

The majority of representatives considered that the subject as outlined was too vast and too complex to be undertaken by a group of experts without a more precise definition of the problem to be studied and precise terms of reference. Others, among them the representatives of China, the Philippines and Sweden, thought that the General Assembly resolution was not too vague regarding the nature of the proposed studies, and were in favour of such a study by a group of experts, a procedure which had been used effectively in the past. The experts, it was held, would not attempt to draw up a general programme to be carried out by an international agency or to impose programmes of development on under-developed countries. They would instead be requested to prepare a study, dealing with the problem from a technical point of view, which could then serve as a concrete basis for recommendations as called for in Assembly resolution 521 (VI). Some representatives, including the representative of Canada, thought that since it was unlikely that a group of experts would be able to submit a report before the Council's sixteenth session, it might be preferable first to have the Secretary-General prepare a preliminary report which would enable the Council to define the problem and enable a group of experts to carry out its task more effectively, if the Council should so decide. It was also suggested by the representative of Uruguay that a working party of Council members, with which the Secretary-General would be requested to co-operate, might be set up for the preparation of such a study.

Some representatives, including those of Canada, France and Sweden, felt that, in view of the increasing emphasis which had been placed on the need for promoting agricultural productivity in under-developed countries, it would be inadvisable to stress only the industrial aspect of economic development. In this connexion, the representative of France proposed an amendment (E/L.410) by which the Council would recognize that ample provision should be made for industrial diversification in keeping with the development of agricultural production and international trade.

Some discussion also centred in the meaning of the term "ensuring the economic independence" which occurred in the preamble of the draft

resolution (E/L.400). Representatives supporting the proposal, including those of Pakistan, the Philippines and Uruguay, explained that the term did not mean that under-developed countries were seeking economic self-sufficiency. It implied the development by a country of the sectors of its economy essential to its progress in accordance with the desires of its people and to its participation on the basis of equality in the world community. The essential point, in their view, was that in the interests of world trade and economic stability the economies of all countries should be diversified. The representative of the Philippines suggested substituting instead the words "strengthening the economic position" (E/L.411).<sup>31</sup>

The representative of the USSR deplored the fact that the revised draft (E/L.400/Rev.1) omitted any reference to a study of the barriers to the rapid industrialization of under-developed countries. Rapid industrialization, he held, was an important prerequisite to the solution of problems of economic development. The representative of Argentina thought it unnecessary to reiterate ideas so clearly stated in Assembly resolution 521 (VI), which was referred to in the preamble of the revised draft.

At the conclusion of the discussion, a joint draft resolution (E/L.412) was presented by Argentina, Pakistan, Sweden and the United Kingdom. It took into account the amendments by the Philippines and French representatives and reconciled several of the different views expressed during the debate. It was adopted by the Council at its 640th plenary meeting on 11 July by 15 votes to none, with 3 abstentions, as resolution 416 F (XIV). By this resolution, the Council recognized that co-ordinated and integrated policies of economic development must make provision for industrial diversification in harmony with the development of agricultural production, with a view to ensuring the economic independence of the countries concerned, taking full advantage of the benefits of international trade, and promoting the social welfare of their inhabitants.

The Secretary-General was requested to prepare a working paper for submission to the Council, as soon as possible, regarding the concrete proposals referred to in Assembly resolution 521 (VI), and to continue his general and concrete studies of the economic development of the under-developed countries, giving special attention to the problems dealt with in that Assembly resolution.

<sup>31</sup> Put forward in an amendment by Pakistan.

The resolution also drew the attention of governments, in connexion with Assembly resolution 519 (VI), to the technical assistance services of the United Nations and the specialized agencies available to them.

### c. MIGRATION AND ECONOMIC DEVELOPMENT

The question of migration and economic development was discussed by the Second Committee during its debate on financing of economic development<sup>32</sup> and specifically at its 223rd and 224th meetings on 1 December 1952.

During the Second Committee's general debate on economic development at its 195th to 209th meetings from 23 October to 12 November, the representative of Uruguay had pointed out that in countries like Uruguay, which relied mainly on self-financing systems, the main obstacle to full development was under-population. He therefore proposed (A/C.2/L.164) that the Assembly should recommend the conclusion of bilateral agreements to encourage migration and ask the International Bank for financial co-operation. This, he stated, would help countries with surplus population problems as well as those with much cultivable land and great natural resources condemned to a low standard of living because of under-population.

At the 223rd meeting of the Committee, the representative of Uruguay presented a revised text (A/C.2/L.164/Rev.1) in which he had taken into account amendments tabled by:

(1) Australia (A/C.2/L.171) to include a reference to the inadequacy of capital as a factor in retarding economic development;

(2) Greece (A/C.2/L.178) to refer to unemployment and under-employment as two characteristic complaints of over-populated countries and to recall that ILO had made a large contribution toward the solution of the problem of migration; and

(3) Belgium and France jointly (A/C.2/L.168) to give the text a more general character by including a request for assistance from all competent international agencies and by referring to the conclusion of arrangements for multilateral as well as bilateral agreements.

The majority of the Committee favoured the resolution, in principle, and agreed generally with the statements of the representative of Uruguay. In particular they agreed that the problem of migration could only be solved by the under-populated countries, and that the question was closely linked with that of economic development. Lack of international financing was one of the main factors retarding European emigration, they stated. The representatives of Australia, Canada, Chile, New Zealand and the United States stressed the importance of it being understood that migra-

tion under private agreements would not be ruled out under the resolution.

Following the brief discussion, a second revised text (A/C.2/L.164/Rev.1/Corr.1) of the draft resolution was submitted to include an oral drafting amendment by China, a French drafting amendment (A/C.2/L.185) and a Greek oral amendment to provide for technical training of emigrants in countries of emigration as well as of immigration.

At the Committee's 224th meeting on 1 December an amendment by Haiti (A/C.2/L.184) to specify that there should be no racial or religious discrimination in international action regarding migration was adopted by a roll-call vote of 21 to none, with 28 abstentions.

The first five paragraphs of the draft resolution were adopted by 28 votes to none, with 19 abstentions, and the last paragraph by 28 votes to none, with 21 abstentions. The draft resolution, as a whole, as amended, was adopted by a roll-call vote of 29 to none, with 20 abstentions.

The General Assembly at its 411th plenary meeting on 21 December adopted the draft resolution as proposed by the Second Committee (A/2332-IV) by a roll-call vote of 36 to none, with 24 abstentions, as follows:

In favour: Argentina, Belgium, Bolivia, Brazil, Canada, Chile, China, Colombia, Costa Rica, Cuba, Denmark, Dominican Republic, Ecuador, El Salvador, France, Greece, Haiti, Honduras, India, Indonesia, Iran, Israel, Liberia, Luxembourg, Netherlands, Nicaragua, Norway, Pakistan, Panama, Paraguay, Peru, Philippines, Sweden, United Kingdom, United States, Uruguay.

Abstaining: Afghanistan, Australia, Burma, Byelorussian SSR, Czechoslovakia, Egypt, Ethiopia, Guatemala, Iceland, Iraq, Lebanon, Mexico, New Zealand, Poland, Saudi Arabia, Syria, Thailand, Turkey, Ukrainian SSR, Union of South Africa, USSR, Venezuela, Yemen, Yugoslavia.

The representative of Uruguay spoke in favour of the resolution. The USSR representative, explaining his abstention, stated that the resolution was based on the erroneous theory that the unemployment and poverty are due, not to prevailing social conditions, but to over-population or under-population.

The resolution (624(VII)) read:

"The General Assembly,

"Considering that the under-developed countries vary considerably in density of population,

"Considering that in many of these and other countries, owing to the insufficiency of suitable land and of opportunities of employment, over-population is reflected in unemployment, under-employment, poverty and under-consumption,

<sup>32</sup> See pp. 371 ff.

"Considering further that, in many countries with vast areas of cultivable land, sparseness of population and inadequacy of capital have been factors retarding economic development,

"Noting that the Director-General of the International Labour Office in his reports to the Economic and Social Council deals with the International Labour Organisation's proposal for further action regarding methods of assisting European migration,

"1. Recommends Member States and non-member States, classified variously as countries of emigration and of immigration, to conclude bilateral or multilateral

agreements with a view to the equipment, transfer and resettlement of groups of emigrants, without racial or religious discrimination, as a part of their general economic development;

"2. Requests the Secretary-General, the specialized agencies, in particular the International Bank for Reconstruction and Development, and other interested international organizations to continue their active cooperation in the equipment, transfer and technical training of groups of emigrants in the countries of emigration or immigration or both, by rendering such economic financial or administrative assistance as is consistent with their respective constitutional provisions."

## C. FULL EMPLOYMENT

At its fourteenth session, held from 20 May to 1 August 1952, the Economic and Social Council considered the question of full employment with particular reference to:

(1) the analysis and recommendations contained in a report entitled *Measures for International Economic Stability*,<sup>33</sup> prepared at the Council's request by a group of experts appointed by the Secretary-General; (2) the Council's agenda sub-item on integrated economic development and commercial agreements (Assembly resolution 523(VI)),<sup>34</sup> which, among other things, dealt with action taken by governments to bring about adequate production and equitable regulation of distribution and prices, and measures taken to combat inflation; and (3) the provisions of Council resolution 290(XI)<sup>35</sup>—that the subject of full employment be kept under continuous review.

Other aspects of the question of full employment were considered by the Council in the light of the replies of Governments (E/2232 and Addenda) to the annual questionnaire circulated by the Secretary-General concerning full employment objectives, policies and measures. An account of the Council's discussion of the replies of governments is given separately below, following an account of its consideration of the experts' report and of Assembly resolution 523 (VI).

### 1. Measures for International Economic Stability

#### a. REPORT OF GROUP OF EXPERTS

In accordance with Council resolutions 290-(XI) and 341 (XII),<sup>36</sup> the Secretary-General appointed the following experts:

James W. Angell, Professor of Economics and Executive Officer of the Department of Economics, Columbia University; G.D.A. MacDougall, Fellow of Nuffield College and Reader in International Economics, Oxford University; Javier Marquez, Alternate Executive Director, International Monetary Fund, formerly Professor of Economics, National School of Economics, Mexico; Hla Myint, Lecturer in Colonial Economics, Oxford

University, formerly Professor of Economics, Rangoon University; and Trevor W. Swan, Professor of Economics, Australian National University.

The group met from August to October 1951 and submitted a unanimous report, *Measures for International Economic Stability*, which was considered by the Council in 1952.

In their report the experts stated that they had been concerned to suggest policies which would help to improve international economic stability, and to discuss the conditions under which such policies might be made practicable and effective, rather than to draw up blueprints for rigid and automatic stabilization devices. They had also tried to rely as far as possible on the use of existing international agencies, they added, and to point to what it might be possible to achieve with the present constitutions and resources of such agencies, as well as to indicate the directions and circumstances in which these might need to be altered. The measures suggested fell under three main headings: (a) international commodity arrangements; (b) international flow of capital; and (c) international monetary reserves.

With respect to international commodity arrangements the experts stated that the essential objective should be, not the introduction of restrictions to help remove "burdensome surpluses", but the stabilization of world commodity markets in the face of the temporary ups and downs of demand and supply. It was suggested that schemes under which industrial countries continued to buy steadily from under-developed countries, at times when private demand declined temporarily, were more satisfactory for both parties than financial grants or loans which might otherwise be thought necessary to avoid a breakdown. The

<sup>33</sup> U.N.P., Sales No.: 1951. II. A. 2.

<sup>34</sup> See Y.U.N., 1951, pp. 418-19.

<sup>35</sup> See Y.U.N., 1950, pp. 472-74.

<sup>36</sup> See Y.U.N., 1951, pp. 366-67.

details of commodity arrangements would have to be worked out separately for each commodity by those with expert knowledge of the commodities and by those with power to negotiate on behalf of their governments.

While the experts did not rule out any particular type of international commodity arrangement, they gave reasons why certain types should be avoided. They favoured multilateral long-term agreements on prices and quantities, of the kind exemplified by the International Wheat Agreement, and international buffer stocks. Attention was drawn to the usefulness of combining arrangements of these two types. Mention was made of the possibility of reducing the funds required for the financing of buffer stock schemes through the operation of buffer stock agencies in futures markets that would induce appropriate changes in stocks privately held. The capital required by such schemes, they suggested, should be provided by both importing and exporting countries. It was also suggested that a portion (perhaps 50 per cent) of the capital should be derived from an international source of finance, and specific mention was made of the International Bank for Reconstruction and Development.

The experts stated that they did not believe that any new international agency to administer a comprehensive scheme for a range of different commodities was necessary or practicable. For co-ordination of general structure and policy among the various schemes, use should be made of existing international bodies, they recommended.

With respect to the international flow of capital it was stated that a strong case could be made for loans to some of the under-developed countries on especially easy terms or for outright grants, particularly in the event of a major recession; but these were issues which the experts did not consider themselves called on to examine. A basic objective of foreign investment policy, as of commodity policy, should be to keep the international flow of goods and services as steady as was consistent with long-term trends and with the inevitable structural changes in the world economy, they stated. The experts added that steadiness in the rate of economic development might be impossible to achieve without variations in the rate of foreign financing.

Governmental or intergovernmental agencies which supplied capital funds for foreign economic development, the report suggested, should be prepared to vary the rate at which they provided these funds, in the light of fluctuations in the foreign exchange receipts of the borrowing coun-

tries on current account and on other capital account and within a total burden of external debt which the borrowing country could reasonably assume.

The International Bank should stand ready to provide an increased outflow of funds to Member countries for development purposes in times of recession, the report recommended. The chief requisites for a practical programme of that nature were:

(a) that a general development programme be established well in advance, normally in co-operation with the Bank, so that, if necessary, the rate of the Bank's lending could be expanded without undue delay; and (b) that the Bank's resources be adequate to meet the additional demands. Specific proposals were made with a view to increasing these resources.

The monetary reserves of countries other than the United States, even when supplemented by recourse to the International Monetary Fund, were, the experts stated, insufficient to enable countries to maintain imports in the face of a recession in one or more major countries that sharply, though only temporarily, reduced the demand for exports throughout most of the world; hence the experts examined the various ways in which reserves might be increased. The possibility of achieving this by an increase in the price of gold (uniformly in terms of all currencies) was discussed, but in view of the political problems such a step would involve, the experts restricted their detailed analysis to measures whereby funds could be made available by an international authority at its discretion, limited only by agreed general principles and by its total resources.

Reference was made in the report to various methods of overcoming a shortage of monetary reserves, including the plan proposed by the previous Group of Experts in the report on National and International Measures for Full Employment under which countries experiencing a fall in their own effective demand would make their currency available to the rest of the world. It was pointed out that additional dollar reserves were unlikely to be provided unless there were firm assurances that the resulting contributions to international reserves would not be dissipated but would constitute a truly revolving fund.

It was further suggested that the Fund should be used to achieve the objects in question. A series of proposals was made for the effective use of the Fund's resources at the onset of a recession. It was also recommended that the Fund's resources be increased at the earliest possible moment and methods to effectuate such an increase were suggested.

b. CONSIDERATION BY THE ECONOMIC AND SOCIAL COUNCIL AT ITS FOURTEENTH SESSION

The Council considered the question at its 624th, 625th, 627th to 631st and 635th to 638th plenary meetings, held on 30 June and 1, 2, 3, 9 and 10 July 1952.

It had before it the following documents:

(1) a draft resolution on world economic stability and international arrangements concerning trade in primary commodities, submitted by Cuba<sup>37</sup> at the sixth session of the Assembly<sup>38</sup> and referred to the Council by the Assembly's Second Committee (E/2189); (2) replies from Member Governments<sup>39</sup> in response to Assembly resolution 523 (VI)<sup>40</sup> (concerning integrated economic development and commercial arrangements) on action taken concerning production, distribution and prices of commodities and measures to combat inflation (E/2243 and Addenda); (3) a note from the Secretary-General on various intergovernmental consultations and conferences sponsored by the regional economic commissions, as well as on several activities and studies undertaken by the Secretariat (E/2257) related to the objectives of Assembly resolution 523 (VI); (4) a communication dated 4 January 1952 from the Food and Agriculture Organization of the United Nations (FAO) on commodity control arrangements, giving the views of the FAO Conference (E/2194); and (5) a note by the Secretariat (E/L.313) summarizing the main suggestions in the experts' report.

Representatives of FAO, the International Labour Organisation (ILO), the International Bank for Reconstruction and Development and the International Monetary Fund took part in the debate, particularly with respect to recommendations and suggestions within their fields of competence. The Council also heard statements by representatives of the World Federation of Trade Unions (WFTU) and the International Confederation of Free Trade Unions (ICFTU).

(1) Views Expressed in the Council

In the course of the debate, most representatives expressed appreciation of the report. A number of representatives, including those of Argentina, Belgium, Canada, Cuba, Egypt, Pakistan, Sweden, the United Kingdom, the United States and Uruguay, expressed agreement with the general tenor of the analysis and policies contained in the report, and appreciation of the effort of the authors to offer practical and realistic suggestions. The view was advanced by the representatives of Belgium, Canada, China and France, among others, that while the current situation was not, in fact, characterized by the problems of economic recession with which the experts' report dealt, it was important to formulate policies well in advance to deal with such a contingency, particularly in the case of under-developed countries.

There were differences of view, however, with regard to the extent to which reliance should be placed on international rather than on national action for the mitigation of the effects of disequilibrium in international payments due to economic fluctuations. Among representatives who considered that greater emphasis should be placed on national measures were those of Canada, Sweden, the United Kingdom and the United States. (The United Kingdom presented a proposal embodying such recommendations (E/L.387—see below)).

The representatives of Czechoslovakia, Poland and the USSR expressed disagreement with both the analysis and the recommendations contained in the report. The representative of Poland, in particular, criticized the report on the grounds that it proposed financial manipulations to solve basic contradictions of capitalism, maintaining that its proposals would increase the dependence of the rest of the world on the United States, and criticizing the failure of the report to include, in its analysis, the peoples' democracies.

These representative found the report defective in not recommending a decrease in the United States armament programme and an increase in East-West trade as solutions to the unemployment which they found in Western Europe. They also considered the report's acceptance of a definition of full employment, which allowed for 2 to 5 per cent unemployment, inconsistent with the Charter. (Proposals embodying these points were made by the USSR (E/L.388/Rev.1—see below)).

The discussion of the experts' recommendations on international commodity arrangements showed a considerable range of opinion concerning the usefulness and practicability of such agreements.

Most representatives of industrialized countries, including the representatives of Belgium, Canada, France, the United Kingdom and the United States, supported international commodity arrangements as a useful stabilizing device and expressed their willingness to enter into such agreements under appropriate conditions. They

<sup>37</sup> At the 625th plenary meeting on 30 June, Cuba withdrew this draft, reserving the right to submit a proposal later.

<sup>38</sup> See Y.U.N., 1951, pp. 374-75.

<sup>39</sup> Australia, Belgium, Canada, Czechoslovakia, Denmark, Haiti, India, Iraq, Netherlands, New Zealand, Pakistan, Philippines, Sweden, Turkey, United Kingdom and United States. For an analysis of replies received before 1 August 1952, see Governmental Policies Concerning Unemployment, Inflation and Balance of Payments 1951-52 — U.N.P., Sales No.:1952:II.A.2. The replies also contained data relating to problems of economic stability.

<sup>40</sup> See Y.U.N., 1951, pp. 418-19.



expressed an awareness of the difficulties, both technical and political, attending the negotiation of international commodity agreements, but at the same time were confident of the possibility of overcoming these difficulties. They saw no practical basis for the negotiation of agreements covering a number of commodities simultaneously; nor did they support arrangements involving the stabilization by international agreement of price relationships between primary products and manufactured products entering into international trade. It was held that no new international machinery was required to facilitate the negotiation of commodity agreements, in view of the existence of the Interim Co-ordinating Committee for International Commodity Arrangements (ICCICA). It was proposed, accordingly, that governments give serious consideration to the possibility of entering into intergovernmental commodity agreements for individual primary commodities. In so far as governments desired international consultation and action with respect to such agreements, it was recommended that they should call upon the Secretary-General and ICCICA to facilitate such action and consultation in accordance with the procedures and principles approved by the Council in resolution 30 (IV) of 28 March 1947, 296 (XI) of 15 August 1950 and 373 (XIII) of 13 September 1951.<sup>41</sup> These proposals were later presented in the form of a joint draft resolution, sponsored by Belgium, Canada, Cuba, France, the United Kingdom and the United States (E/L.401—see below). The representatives of China and Sweden considered, however, that there was need for further study of commodity agreements and their implications, before the Council could take any decision on the issue. The representative of Sweden formally submitted a proposal to this effect (see below).

Representatives of under-developed countries whose economies are heavily dependent on the export of primary products were divided on the question of the reliance to be placed on international commodity agreements and also on the type of commodity agreements that might be most suitable.

Some of these representatives, including those of Egypt and Pakistan, felt that, even if there should be full employment and diversified development of under-developed countries, such commodity arrangements would only be relatively useful. In the event of a severe depression with extensive unemployment in developed countries, they might even break down completely; for demand for primary products would then suffer such a setback that even the severest restriction of output would

fail to keep up prices. Restrictions of output would, in turn, aggravate the chronic under-employment in countries producing raw materials. These representatives also felt that fixing quotas would tend to perpetuate uneconomic conditions of production by preserving, for high-cost producers, markets which they would otherwise lose. They stated further that under-developed countries, interested in obtaining manufactured goods in reasonable quantities at fair prices, would like to see international arrangements not only for primary products but also for capital goods.

The representatives of some under-developed countries, however, including those of Argentina and the Philippines, supported commodity recommendations of the type endorsed by the experts. The representatives of Cuba and Pakistan submitted proposals (E/L.405/Rev.1 and E/L.404/Rev.2, respectively—see below) which, while recognizing that the negotiation of intergovernmental commodity arrangements could be facilitated by the adoption of the procedures and principles established by the Council in resolution 30(IV), 296(XI) and 373(XIII), would not limit governments to any particular procedures or principles in negotiating intergovernmental commodity agreements that the governments concerned might deem appropriate.

The representative of the USSR stated that the experts' proposals on international commodity arrangements, like other recommendations in the report, were aimed at giving the United States a stronger hold on the economies of other countries. The representative of the United States, who stated that what was being sought was stability within the framework of a more dynamic economy, dismissed as propaganda the charges made by the USSR representative.

The representative of FAO recalled that, at the last Conference of that Organization, FAO had reaffirmed its support of international commodity agreements as a permanent instrument of stabilization. It felt, however, that the experts' report did not give sufficient emphasis to the political and technical difficulties in the conclusion of intergovernmental commodity agreements; he noted that despite a wide range of consultative activity, the International Wheat Agreement still remained the only fully intergovernmental agreement in existence. The representative of FAO stressed the difficulty of finding a formula for such agreements which would assure stability in real terms under conditions of substantial inflation or deflation. In considering intergovernmental corn-

<sup>41</sup> See previous Yearbooks.

modity stabilization techniques, he said, account must be taken of the extent to which price fluctuations of primary products performed a useful function. Several problems touched upon in the report would require further examination, particularly the determination of an appropriate price formula, the relationship of international stabilization measures to national policies and the question of quotas. The experts' conclusion that existing intergovernmental machinery was generally adequate was supported by FAO.

In connexion with the experts' suggestion that the Bank might provide a portion of the finance of international buffer stocks, some representatives, including those of Canada, France, the United Kingdom and the United States, shared the doubts of the representative of the Bank that international financing mechanisms would be required, and suggested that financing for such schemes should be obtained from national sources and should be provided by the participants. On the other hand, the representatives of China, Cuba, Pakistan, the Philippines and Uruguay recommended further study of the possibilities of financing mechanisms.

The representative of the International Monetary Fund stated that the Fund could not make its resources available to finance an international buffer stock scheme.

The discussion also revealed some differences of opinion regarding the desirability and the practicability of the suggestions made by the experts concerning long-term capital flow and, in particular, the policy of the International Bank in the event of a recession.

The representative of the Bank stated that the Bank viewed with sympathy the objective of avoiding periodic disruptions in the rate of economic development, but nevertheless doubted whether it could play a major part in anti-cyclical measures. Such a policy required the existence of a reserve of high priority projects, suitable for Bank financing, but the Bank's experience indicated that such a reserve existed hardly anywhere. Other factors in the under-developed countries also limited the scope for such action. The Bank, therefore, did not believe it would be in a position to adjust its rate of lending in any substantial degree as suggested by the experts; accordingly, the question of increasing the Bank's resources for this purpose did not arise. The Bank's main contribution to stability in under-developed countries would be to continue to invest at a steady pace, as it intended.

Some representatives, among them those of Canada and the United States, felt that the proposal

of the experts might conflict with the primary function of the Bank, which was to provide long-term capital on a continuous basis for economic development. There was support, however, from the representatives of Argentina, Belgium, Cuba, Egypt, the Philippines, Sweden and the United Kingdom, among others, for the experts' suggestion that the Bank's disbursements of loans committed to particular programmes might well be accelerated during a recession or that the Bank might increase its participation in a country's development programme, provided the country's long-run prospects were sufficiently good to warrant the assumption of increased debt. As regards the experts' suggestion that the Bank's resources be increased, the representative of France saw little probability of the Bank pressing against the limit of its resources. The representatives of Argentina and the Philippines were in favour of an increase in capital. The representatives of Sweden and the United Kingdom felt that more attention should have been given to the possibility of national lending policies of the sort proposed by the experts, in contrast to the emphasis on loans through the International Bank.

The representatives of certain under-developed countries, including those of Argentina, Pakistan and the Philippines, expressed their support of the experts' suggestions concerning the role of the International Bank as being both desirable and practical. They urged particularly that the Bank's assessment of credit-worthiness should not be governed by temporary difficulties affecting a country's balance of payments.

The representatives of Poland and the USSR sharply attacked the experts for counselling dependence on the Bank which, in their opinion, was an instrument of the policies of the United States. These representatives asserted that both the Bank and the Fund were being used to turn the economies of under-developed countries still further in the direction of primary production, and charged that the Bank had been according credits mainly to countries which were of strategic or economic importance to the United States.

The debate revealed two main lines of approach to the experts' analysis and suggestions concerning the adequacy of international monetary reserves and, in particular, the role of the International Monetary Fund. Some representatives, including those of Canada, the United Kingdom and the United States, felt that more attention should have been given to the corrective measures that individual governments might themselves be able to take to improve their reserve position. These representatives argued that the

Fund's resources were to be considered only as a second line of reserves and that the granting of assistance by the Fund should properly be on a case-by-case basis rather than by any automatic procedure. They feared that, in the absence of a domestic monetary policy and of international trade policies designed to correct a disequilibrium in the balance of payments, additional resources provided through the Fund might be rapidly dissipated. Expressing the view that the existing resources of the Fund were not inconsiderable, these representatives, together with those of Belgium and Sweden, stated that the Fund itself presented the best forum for a detailed discussion of the question of the adequacy of its resources in the event of a recession. Recommendations based on this view were presented jointly by Cuba and the United States (E/L.389—see below).

There was support, on the other hand, from the representatives of Cuba, Pakistan and the Philippines, among others, for the view that, while primary reliance in meeting temporary balance-of-payments difficulties must be placed on a country's own reserves, existing monetary reserves were seriously inadequate. The representative of the United Kingdom, supporting the experts' recommendations on the policies to be adopted by the Fund at the onset of a recession, stressed the desirability of such action as an alternative to restrictive measures which might tend to relieve one country's payments difficulties at the expense of another. Several representatives holding this view, including those of Sweden and the United States, nevertheless regarded it as premature to arrange for an increase in the Fund's resources at the present time. The representative of Pakistan stated that additional resources would be of little avail unless the Fund, contrary to its current policy, regarded drawing rights as automatic, this policy being, in his Government's view, the correct interpretation of the Fund's Articles of Agreement.

The representatives of Poland and the USSR criticized the experts for recommending an expanded role for the Fund which, in their opinion, had proved to be an instrument of intervention by the United States in the internal affairs of other countries.

The representative of the International Monetary Fund recalled that the Fund's Articles of Agreement assigned it the important function of providing a second line of international reserves to be used in accordance with the Fund's purposes and policies to help Members meet balance-of-payments deficits due to the onset of a depression abroad. The basic difficulties caused by de-

pression could not be overcome, however, merely through the freer availability of credit to be repaid in the next boom, whether the credit came from the Fund or from any other source, he said. With regard to the experts' proposal that the Fund's resources be enlarged, the representative of the Fund stated that the question of increasing the quotas had been under consideration, but that the conclusion had been reached that an increase in its resources was not a question for action at that time. The Fund's existing resources were by no means small as a source of aid for financing cyclical deficits in the balance of payments, especially if it were borne in mind that these resources constituted secondary reserves.

With regard to the suggestion that the Fund should protect the revolving character of its resources by more definite repayment obligations, the representative of the Fund pointed out that the Executive Board of the Fund had recently adopted policies and procedures which, while not identical with those suggested by the experts, should achieve the general objective suggested. The Executive Board of the Fund would give careful consideration to the other recommendations concerning its practices contained in the report, he stated. After reviewing the problem of the use of its resources in the light of the experts' report, the Fund was of the opinion that it could operate with sufficient flexibility to permit it to be helpful in a depression without changes in its Articles of Agreement.

#### (2) Proposals before the Council

At its 635th to 638th plenary meetings, held on 9 and 10 July, the Council considered the proposals before it.

##### (a) DRAFT RESOLUTION BY THE USSR

The Council first considered a draft resolution by the USSR (E/L.388/Rev.1). In its preamble, the Soviet draft would have the Council state that it considered that the policy of militarizing an economy, as pursued in the United States, the United Kingdom and a number of other countries, not only did not promote a solution to the problem of full employment in accordance with the provisions of the United Nations Charter, but was in opposition to those provisions, led to the curtailment of the production of goods for civilian purposes, and increased the number of unemployed and partially unemployed in many countries and in many branches of industry. The preamble to the draft would also have the Council take into account that the militarization of the economy in those countries adversely affected the flow to the under-developed countries of equipment and other

goods necessary for their economic development, thereby preventing increased employment in those countries.

In its operative part, the draft resolution by the USSR would have the Council recommend that Member States take effective measures to put an end to the curtailment of civilian production wherever it had taken place and to ensure an increased output of goods for civilian consumption, and also take measures to improve the situation of the unemployed and the partially unemployed, in particular by establishing state unemployment insurance and free medical care, by providing allowances and by improving housing conditions and living conditions in general. It would further have the Council recommend that the industrially developed countries, with a view to promoting increased employment in under-developed countries, take measures to increase the export of equipment and other goods necessary for the economic development of the under-developed countries. Finally, the Soviet draft would have the Council invite the Secretariat to submit to the Council at its fifteenth session a report on the implementation of the recommendations.

At its 635th plenary meeting on 9 July, the Council rejected, by 14 votes to 3, with 1 abstention, each paragraph of the preamble to the Soviet draft. It further rejected, by 10 votes to 3, with 5 abstentions, and 9 votes to 3, with 5 abstentions, the first two paragraphs of the operative part. Accordingly, it did not vote on the final paragraph of the draft, and the resolution as a whole was considered as rejected.

(b) SIX-POWER DRAFT RESOLUTION

Belgium, Canada, Cuba, France, the United Kingdom and the United States submitted a joint draft resolution (E/L.401), which superseded draft resolutions submitted by the United Kingdom (E/L.387) and by Cuba and the United States jointly (E/L.389), as well as an amendment to the United Kingdom draft submitted by France (E/L.390). The six-Power joint draft made a number of recommendations and requests to governments as well as to the Bank and the Fund, concerning measures to be taken on the question.

In terms of the preamble to the joint draft resolution, the Council would note the experts' report, the communication from FAO and the replies from governments and would recognize that domestic policies designed to maintain high and stable levels of employment, while an essential requisite for international economic stability, might not be sufficient to ensure such stability.

The draft would have the Council further express the view that, while main reliance for mitigating the effects of any disequilibria in international payments must be placed on appropriate national action by all countries concerned, there were fields in which international action might be of considerable assistance.

Concerning the role of the International Bank in the event of a recession, the six-Power draft resolution would have the Council recall that, in resolution 290 (XI), it had urged the Bank, while achieving and maintaining in ordinary times a high level and steady rate of flow of international investments for economic development, to utilize in case of recession all practical resources in order to expand the volume of its lending, among other things, by making the fullest use of its borrowing capacity. The draft would also have the Council recommend that governments which anticipated that, in case of recession, they might be in need of additional international financing in connexion with their economic development operations should prepare, in co-operation with the Bank, as appropriate, programmes which might better enable them to obtain such finance. It would also have the Council request the Bank, with the object of maintaining as rapid a rate as possible of sound economic development, to consider the desirability, where practicable, of meeting increased needs for financing by the Bank which might arise in times of recession because of temporary declines in other sources of finance for economic development, bearing in mind the long-run economic prospects of the borrowing countries.

The six-Power draft would also have the Council take note of the views of the experts that the monetary reserves of most Member States appeared to be inadequate to meet possible payments difficulties, even when account was taken of the possibility of supplementing national reserves by recourse to the International Monetary Fund. Noting the recent decisions taken by the Fund with respect to the use of its resources, the Council would express its confidence that the Fund would act with determination to assist its members in lessening the balance-of-payments impact of any future recession. It would urge the Fund, in supporting the efforts of its members to meet balance-of-payments difficulties arising from recession, to apply its rules flexibly and give careful consideration to the suggestions made in this connexion in the experts' report. It would also reaffirm its request to the Fund, made in resolution 290 (XI), that the Fund be prepared to use its resources as promptly and as fully as

was consistent with its Articles of Agreement. The Council would also request the Fund to keep under continuous review the adequacy of monetary reserves for the purpose of helping countries to meet temporary disequilibria in their balances of international payments, keeping in mind the desirability of:

(a) avoiding, to the extent practicable, recourse to restrictions on trade and payments imposed for balance-of-payments reasons, and of promoting general convertibility of currencies and liberalization of trade; and (b) creating conditions favourable to a steady expansion of international trade and to high levels of production and consumption. The Fund would be requested to furnish an analysis of this question to the Council in 1953.

Regarding international consultation, the draft resolution would also have the Council state that it considered that the method of initiating inter-governmental consultation and action, as well as the procedures and principles governing such action, already recommended in Council resolutions 30 (IV), 296(XI) and 373(XIII), should facilitate the negotiation of such agreements as the governments concerned might deem appropriate, with a view to alleviating pronounced fluctuations in the prices of primary commodities. It would further recommend that, for the purpose of reducing actual or anticipated instability in the world commodity markets, governments should:

(a) give serious consideration to the possibility of entering into intergovernmental commodity agreements for individual primary commodities; (b) in so far as they desired international consultation and action with respect to such agreements, call upon the Secretary-General and ICCICA to facilitate such consultation and action in accordance with the procedures and principles approved by the Council in resolutions 30(IV), 296(XI) and 373(XIII); and (c) take into account at the appropriate time and place the suggestions relating to such agreements contained in the report of the experts.

(c) **AMENDMENT BY PAKISTAN TO THE SIX-POWER DRAFT**

Pakistan submitted an amendment which, in its revised form (E/L.404/Rev.2), superseded two earlier amendments (E/L.398 and E/L.404/Rev.1).

The first part of the amendment would add to the preamble of the joint draft resolution (E/L.401) a paragraph which would have the Council note the importance attached by the experts in their report to the need for governments to pursue stable economic policies, particularly in the matter of their external currency disbursements and for maintaining an adequate international flow of capital for the financing of economic development in under-developed countries. (The Council, by a

vote of 11 to 1, with 6 abstentions, adopted this part of the amendment.)

The second part of the amendment would, among other things, delete from that part of the joint draft referring to intergovernmental consultations the reference to the aim of alleviating pronounced fluctuations in the prices of primary commodities. (This was not adopted by the Council; 6 Votes being cast in favour, 6 against, and 6 abstentions.)

The third part of the amendment would add to the preamble a paragraph stating that the Council believed that a further study should be made of the relative movements of prices of various classes of goods moving in international trade. (This was adopted by the Council by 15 votes to none, with 3 abstentions.)

The fourth part of the amendment would replace that part of the joint draft concerning measures recommended to governments for the purpose of reducing actual or anticipated instability in the world commodity market. In terms of the amendment, the Council would recommend that governments of developed countries, in pursuing their domestic economic policies, should bear in mind not only the possible effects of these policies on their own economies and balances of payments, but also on those of other countries, and the general advantages of a greater measure of stability on the international flow of finance capital and trade. (The Council adopted this by 13 votes to none, with 5 abstentions, after it had decided, by 9 votes to 8, with 1 abstention, to delete the original paragraph in the joint draft.)

Another part of the amendment by Pakistan sought to replace that part of the joint draft which would have the Council:

(1) recommend that governments anticipating, in case of recession, that they might be in need of additional international financing in connexion with their economic development programmes, should prepare, in co-operation with the Bank, programmes which might better enable them to obtain such finance; and (2) request the Bank, with the object of maintaining as rapid a rate as possible of sound economic development, to consider the desirability of meeting increased needs for financing by the Bank which might arise in times of recession.

In terms of the amendment, the Council would, instead, invite the Bank, with the object of maintaining the pace of economic development of under-developed countries, in assessing the creditworthiness of a country not to be unduly influenced by the economic situation of that country in time of temporary recession, but to give full consideration to the country's long-run prospects. It would also invite governments, independently

or in co-operation with the International Bank, to prepare programmes for additional investments to be made in case of a recession or depression. (The Council adopted the amendment by 17 votes to none, with 1 abstention, after deciding, by 10 votes to 7, with 1 abstention, to delete the original paragraphs of the joint draft.)

A final amendment by Pakistan would add to the joint draft a paragraph in terms of which the Council would request the Secretary-General to prepare, for consideration at an early session of the Council, a study of the relative movements of prices of various classes of goods moving in international trade. (The Council, by 15 votes to none, with 3 abstentions, adopted this part of the amendment.)

(d) AMENDMENT BY CUBA

Cuba proposed a two-part amendment to the joint draft.

The first part sought the deletion of that part of the joint draft which would have the Council state that it considered that the methods which it had earlier recommended should facilitate the negotiation of intergovernmental agreements which the governments concerned might deem appropriate with a view to alleviating pronounced fluctuations in the prices of primary commodities. The representative of Cuba proposed that the new text should state that these methods should facilitate the negotiation of such "intergovernmental commodity agreements, relating to the several primary commodities, as the governments concerned may deem appropriate." (The Council rejected this part of the Cuban amendment by 7 votes to 4, with 7 abstentions. In a separate vote, however, it rejected, by 11 votes to 7, that part of the original joint draft with which the representative of Cuba was not in accord, but adopted the first part of the paragraph by 12 votes to 4, with 1 abstention. It later rejected, in its entirety, the paragraph of the preamble, by 10 votes to 5, with 2 abstentions.)

The second part of the Cuban amendment would have the Council recognize that the under-developed countries did not generally have at their disposal, within the possibilities of domestic action, the means required for controlling the factors determining the recessions which occurred in their economies owing to great declines in the demand for, or in the prices of, their primary export products or to a deterioration of the terms of trade in relation to the manufactured products which they imported and that, in these cases, international action was essential. (The Council

adopted this part of the Cuban amendment by 8 votes to 6, with 4 abstentions.)

(3) Resolution Adopted by the Council

The Council was thus unable to agree on one major policy issue raised in the experts' report—the question of international commodity arrangements—and accepted none of the proposals made in this connexion (see above). The principal objection of the under-developed countries to the joint draft resolution was that it advocated international agreements for primary commodities and failed to give attention to the relation of the prices of primary products to manufactured goods or to the importance to the under-developed countries of the pursuit of stable economic policies by the industrialized countries. The resolution adopted by the Council, however, embodied a broad consensus of the major issues of policy raised in the experts' report.

At its 638th plenary meeting on 10 July, in a series of eleven separate votes, ranging from 16 votes to none, with 2 abstentions, to 9 votes to 8, with 1 abstention, the Council adopted the remaining parts of the joint draft resolution. It adopted the joint draft resolution as a whole, as amended, by 13 votes to 3, with 2 abstentions (resolution 427(XIV)). It read:

"The Economic and Social Council,

"Having considered the report entitled Measures for International Economic Stability (E/2156) prepared by a group of experts appointed by the Secretary-General in accordance with Council resolutions 290(XI) and 341(XII),

"Noting the importance attached by the experts in their report to the need for governments to pursue stable economic policies, particularly in the matter of their external currency disbursements and for maintaining an adequate international flow of capital for the financing of economic development in under-developed countries,

"Noting the communication dated 4 January 1952, received from the Director-General of the Food and Agriculture Organization on the subject of commodity agreements, and the importance attached by the experts in their report to inter-governmental commodity agreements for major primary commodities,

"Noting the replies of governments and the actions taken by the regional economic commissions in response to General Assembly resolution 523(VI) on integrated economic development and commercial agreements,

"Recognizing that domestic policies designed to maintain high and stable levels of employment, while an essential pre-requisite for international economic stability may not be sufficient to ensure such stability,

"Recognizing moreover that, while main reliance for mitigating the effects of any disequilibria in international payments must be placed on appropriate national action by all countries concerned, there are fields in

which international action may also be of considerable assistance,

"Recognizing furthermore, that, as a rule, the under-developed countries do not, within the possibilities of domestic action, dispose of the means necessary for controlling the factors responsible for the recessions which occur in their economies by reason of heavy declines in the demand for or in the prices of their primary export commodities or by reason of a deterioration in the terms of trade with respect to the manufactured goods which they import, and that in these cases international action is essential,

"Bearing in mind the recommendations of the Council to governments in paragraphs 9, 15 and 16 of resolution 290 (XI), its requests to the International Bank for Reconstruction and Development in paragraph 17 and to the International Monetary Fund in paragraph 18 of the same resolution,

"Noting the views of the experts in their report (E/2156) that the monetary reserves of most Member States appear to be inadequate, even when account is taken of the possibilities of supplementing national reserves by recourse to the International Monetary Fund, to help countries meet possible payments difficulties,

"Believing that a further study should be made of the relative movements of prices of various classes of goods moving in international trade,

"1. Recommends that governments of developed countries, in pursuing their domestic economic policies, should bear in mind the possible effects of these policies not only on their own economies and balance of payments but also on the economies and balance-of-payments of other countries, and the general advantages of a greater measure of stability for the international flow of finance capital and trade;

"2. Invites the International Bank for Reconstruction and Development, with the object of maintaining the pace of economic development of under-developed countries, in assessing the credit-worthiness of a country, not to be unduly affected by the economic situation of that country in time of temporary recession, but to give full consideration to the country's long-run economic prospects;

"3. Invites governments, independently or in cooperation with the International Bank for Reconstruction and Development, to prepare programmes for additional investments to be made in the case of a recession or depression;

"4. Notes the recent decisions taken by the International Monetary Fund with respect to the use of its resources; expresses its confidence that the Fund will act with determination to assist its members in lessening the balance of payments impact of any future recession and welcomes the statement made in this connexion by the representative of the Fund to the Council on 30 June 1952;

"5. Urges the International Monetary Fund, in supporting the efforts of its members to meet balance of payments difficulties arising from recession:

"(a) To apply its rules flexibly and, in this connexion, to give careful consideration to the suggestions contained in chapter IV of the report entitled Measures for International Economic Stability; and

"(b) To be prepared to use its resources as promptly and as fully as is consistent with its articles of agreement;

"6. Requests the International Monetary Fund:

"(a) To keep under continuing review the adequacy of monetary reserves for the purpose of helping countries to meet temporary disequilibria in their balances of international payments, having in mind the desirability of:

"(i) Avoiding, to the extent practicable, recourse to restrictions on trade and payments imposed for balance of payments reasons, and of promoting general convertibility of currencies and liberalization of trade;

"(ii) Creating conditions favourable to a steady expansion of international trade, and to high levels of production and consumption, employment and real income; and

"(b) To furnish an analysis of this question to the Council in 1953; and

"7. Requests the Secretary-General to prepare, for consideration at an early session of the Council, a study of the relative movements of prices of various classes of goods moving in international trade."

## 2. Replies of Governments Concerning Full Employment Objectives, Policies and Measures

At its 635th to 638th plenary meetings on 9 and 10 July, the Council had before it the replies of governments<sup>42</sup> to a questionnaire concerning their full employment objectives, policies and measures for the period 1951-52 (E/2232 and Addenda). In accordance with Council resolution 371 B (XIII),<sup>43</sup> the questionnaire had been amended by the Secretary-General in order to obtain data to facilitate the Council's discussion of the problem of reducing structural unemployment and under-employment in the under-developed countries and of eliminating obstacles to economic development.

The replies of governments were not received in sufficient time to permit an analysis of them to be made for the Council's consideration at the fourteenth session. The analysis was published subsequently under the title *Governmental Policies Concerning Unemployment, Inflation and Balance of Payments, 1951-52*<sup>44</sup>

In the discussion of the substantive problems of full employment and economic stability, most representatives were concerned particularly with the need for reconciling the attainment and maintenance of full employment with the avoidance of

<sup>42</sup> Before the Council were replies from: Australia, Belgium, Burma, Byelorussian SSR, Canada, Czechoslovakia, Denmark, Ethiopia, Italy, Luxembourg, Netherlands, New Zealand, Norway, Pakistan, Sweden, Union of South Africa, USSR, United Kingdom, United States and Yugoslavia (E/2232 & Add.1-4). For replies of Austria, Ceylon, China (Taiwan), Cuba, Ecuador, Finland, France, Italy, Philippines, Romania, Switzerland, Thailand and Vietnam, see E/2232, Add.6-10.

<sup>43</sup> See Y.U.N., 1951, pp. 422-23-

<sup>44</sup> U.N.P., Sales No.: 1952.II.A.2.

the dangers of inflation. It was felt that further consideration should be given to this matter. The consensus was that it would not be appropriate to appoint a committee of experts to make recommendations on this problem at this time; but rather that data should be collected and prepared to be available if it were decided at a later date to appoint such a group of experts so as to assist them in formulating their recommendations.

The representatives of Czechoslovakia, Poland, and the USSR stated that certain countries relied on production for military purposes as a means of solving the full employment problem, but that this actually led to a curtailment in supplies of consumer goods and to an increase in unemployment and partial unemployment. This policy, they felt, also adversely affected the flow of equipment and other necessary goods to under-developed countries and thus prevented increased employment in these countries.

On the other hand, it was maintained by the representatives of Canada, France, the United Kingdom and the United States, among others, that defence programmes, which automatically led to increased demand for goods, could not be said to cause unemployment; that, in fact, as pointed out in the discussion of the world economic situation, though some unemployment had appeared in certain sectors, an unemployment crisis did not, in fact, exist; production of both capital and consumer goods, they said, had increased, and so had the supplies of these goods to under-developed countries. At the same time these representatives agreed that efforts must be continued to improve national and international measures to maintain economic stability without introducing elements of rigidity that would hamper economic progress and development.

The Council had before it two proposals:

(1) A draft resolution by Sweden (E/L.396), which proposed a study be made by a group of experts appointed by the Secretary-General. The study would be of international and national measures designed to attain and maintain full employment while avoiding the harmful effects of inflation.

Opposition to the Swedish draft resolution was expressed by the representatives of Czechoslovakia and the USSR, who considered it a retrograde step. The representatives of Canada, China, France, the United Kingdom and the United States, however, supported the Swedish proposal. The representatives of Canada, the United Kingdom and the United States, nevertheless, considered that

preliminary studies should be made by the Secretariat before independent experts were called upon or recommendations proposed. The representative of Sweden, who declared his preference for direct study by a group of independent experts, subsequently revised (E/L.396/Rev.1 and E/L.396/Add.2) his proposal in the light of this suggestion.

At its 638th plenary meeting on 10 July the Council adopted the revised draft resolution by 11 votes to 3, with 3 abstentions, as resolution 426 B (XIV). It read:

"The Economic and Social Council,

"Bearing in mind that the attainment and maintenance of full employment are among the principal objectives of the United Nations,

"Appreciative of the reports thus far prepared in accordance with Council resolution 290 (XI) concerning certain aspects of the problems connected with full employment,

"Considering that, to attain and maintain a stable condition of full employment, it is necessary not only to prevent depression and structural unemployment but also to combat inflation,

"Considering, further, the possibility that full employment or rapid increases in employment rates may strengthen or give rise to inflationary tendencies unless adequate measures are taken to check such tendencies,

"Concluding that the problem of how to attain and maintain full employment without inflation needs further consideration,

"Requests the Secretary-General, after consultation with the appropriate specialized agencies, to prepare in the light of recent experience in various parts of the world and of pertinent United Nations and other reports and studies already available, a report on national and international measures designed to reconcile the attainment and maintenance of full employment with the avoidance of the harmful effects of inflation, for presentation to the Council in 1953."

(2) A draft resolution by Mexico and Uruguay (E/L.406/Rev.1). The sponsors of this draft felt that an analysis by the Secretary-General of the replies of governments to the questionnaire concerning full employment objectives, policies and measures should be made available to the Council regularly and in sufficient time for its annual discussion of the problem of full employment. They accordingly proposed, and the Council accepted, by 15 votes to none, with 3 abstentions, at its 636th plenary meeting on 9 July, as resolution 426 A (XIV), that the Secretary-General submit future questionnaires to governments as early as possible. By the same resolution, the Council also invited governments to submit adequate and timely replies, enabling the Secretary-General to prepare an analysis of such a nature as to facilitate the Council's consideration of the full employment problem.



## D. WORLD FOOD SUPPLIES

At its sixth session, the General Assembly adopted resolution 525 (VI)<sup>45</sup> urging governments to adopt a variety of measures to increase food production and facilitate food distribution. It also requested the Secretary-General, in consultation with the Directors-General of FAO and WHO and the executive heads of other organizations concerned, to prepare for consideration by the Economic and Social Council at its fourteenth session recommendations for procedures to ensure prompt concerted and effective action by governments, intergovernmental organizations and voluntary agencies in the event of actual or potential famines of an emergency character arising from natural disasters.

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

#### a. FOOD AND FAMINE

The Secretary-General accordingly presented a report (E/2220) to the Council's fourteenth session. The report suggested basic procedures which might be adapted to varying types of emergency circumstances. It reviewed:

The measures which could be taken in advance or on short notice by governments of countries subject to famine emergencies; the role of FAO in assessing potential famine situations and notifying the Secretary-General; the procedures available to the United Nations in co-ordinating assistance from governments, intergovernmental organizations and voluntary agencies; and possible procedures for assisting in the financing of emergency famine relief.

The Council also had before it, for information, a communication dated 14 June 1952 from the Director-General of FAO (E/2261) containing an extract from the report of the fifteenth session of the Council of FAO dealing with the question of food shortages and famine and, in particular, the establishment of an emergency food reserve. This report stated that a working party of experts would give further study to the problem involved in such a reserve and that a report of the Working Party and the secretariat would be presented to the next session of the FAO Council.

The Council discussed the Secretary-General's report and the communication from the Director-General of FAO at its 622nd and 623rd plenary meetings on 27 June and at its 625th plenary meeting on 30 June 1952.

It had before it a joint draft resolution by Iran, the United States and Uruguay (E/L.373/Rev.3)

based on the Secretary-General's report which had been revised to incorporate drafting changes orally suggested by Argentina and the United Kingdom.

The joint draft resolution (for text adopted by the Council see below) provided that the Council would recommend: arrangements to be made by governments of countries which might be subject to famine emergencies; encouragement of relief activities; the development of FAO arrangements for famine detection; and co-ordination by the Secretary-General of famine emergency relief activities.

The USSR submitted an amendment (E/L.385) to the joint three-Power draft resolution which would state, as a guiding principle, that the rendering of assistance to areas suffering from food shortages and famine should not be made conditional on the granting of political, economic or military privileges to the countries rendering assistance.

Cuba submitted an amendment (E/L.386) to the USSR amendment, to refer to Assembly resolution 525(VI) which had already contained the guiding principle embodied in the USSR amendment.

The representatives of Argentina, Belgium, Canada, China, Egypt, France, Iran, Pakistan, the United Kingdom and the United States, among others, made statements stressing the need for international action to combat famine and expressing their government's support for such action. There was general appreciation of the report of the Secretary-General and of the decision of FAO to continue its study of the problems presented by the possible establishment of an emergency food reserve. General support was also expressed for the joint three-Power draft resolution.

The representative of the USSR, after reviewing the progress achieved by his country in agricultural production and in combating famine, stated that some countries with food surpluses had agreed to help famine-stricken countries in exchange for political, economic or military privileges. He had therefore submitted his amendment which was designed to ensure that assistance would be genuinely humanitarian.

Several representatives, among them those of Canada, China, Cuba, Iran, the Philippines and the United States, considered that the USSR amendment cast a slur on the integrity of Members and was designed for propaganda purposes.

<sup>45</sup> See Y.U.N., 1951, pp. 435-36.

The principle stated in the USSR amendment had already been adopted by the Assembly in paragraph 8 of resolution 525(VI) and did not need to be repeated by the Council.

The representative of Cuba orally revised his amendment to the USSR amendment. The revised sub-amendment would have the Council "reaffirm" the guiding principle already adopted by the Assembly in resolution 525(VI) and then restate the principle as proposed by the USSR. The representatives of Iran and the United States said they could agree to the USSR amendment as amended by Cuba.

The representative of the USSR accepted the Cuban amendment to his amendment. The representative of Uruguay, however, proposed that the USSR amendment should be altered to refer only to areas suffering from famine and not to areas suffering from "food shortages and famine". His proposal was adopted by 7 votes to 3, with 8 abstentions.

At the request of the USSR, the vote on the USSR amendment, as amended by Cuba and Uruguay, was taken by roll call and was unanimously adopted, as follows:

In favour: Argentina, Belgium, Canada, China, Cuba, Czechoslovakia, Egypt, France, Iran, Mexico, Pakistan, Philippines, Poland, Sweden, USSR, United Kingdom, United States and Uruguay.

Against: None.

Abstentions: None

The joint draft resolution (E/L.373/Rev.3), as amended, was also adopted unanimously as resolution 425(XIV). It read:

"The Economic and Social Council,

"Being deeply conscious of the wish of the peoples of the United Nations, as expressed in resolutions of the General Assembly and of the Conference of the Food and Agriculture Organization, to be prepared to come to the aid of people in any country whenever the vagaries of nature may visit upon them famine emergencies with which their governments are unable to cope,

"Recognizing that such famine emergencies may sometimes occur despite every effort to solve the continuing problem of world food shortages through increases in food production,

"Having before it the report prepared by the Secretary-General on procedures for international action in the event of emergency famines arising from natural causes,

"1. Recommends:

"(a) That governments, inter-governmental organizations and voluntary agencies prepare themselves to act in concert promptly and effectively in the event of such famine emergencies, and, in particular, that governments of countries which may be subject to famine emergencies requiring international relief assistance

make appropriate advance arrangements for the designation of ministries or agencies to be responsible when need arises for carrying out famine relief activities in their territories; these activities should include: (i) the mobilization of local resources; (ii) liaison with other governments and organizations; (iii) the co-ordination of the activities of national voluntary agencies; (iv) the provision of transport, direct distribution mechanisms and other facilities for delivering available food to famine areas; (v) suitable publicity to assure fullest public co-operation in local and international relief activities; and (vi) the preparation of reports to the United Nations;

"(b) That governments obtain authority for the suspension of customs duties and other barriers to the emergency importation of food into their territories;

"(c) That, in these arrangements, the famine relief activities of local and international voluntary agencies be given fullest opportunity and encouragement, and support be given for the establishment and co-operation of duly organized voluntary organizations such as the national Red Cross and Red Crescent Societies noted in General Assembly resolution 55 (I);

"(d) That the Food and Agriculture Organization continue to develop and perfect its arrangements to detect famine emergencies as early as possible, ascertain their scope and probable duration, and advise the Secretary-General promptly when international action is needed; and

"(e) That the Secretary-General, as circumstances may require, arrange for co-ordination of the famine emergency relief activities, and seek the co-operation of inter-governmental organizations, governments and voluntary agencies through consultation and other appropriate mechanisms, and report to the Economic and Social Council on action under this resolution;

"2. Reaffirms the guiding principle already adopted by the General Assembly in resolution 525 (VI), namely that the rendering of assistance to areas suffering from famine should not be made conditional on the granting of political, economic or military privileges to the countries rendering such assistance; and

"3. Commends the Food and Agriculture Organization for the study, begun by its secretariat and being carried forward by a committee of experts set up by its Council, to determine whether suitable ways and means can be found for establishing an emergency food reserve which would increase the ability of the United Nations to come to the aid of peoples threatened by famine emergencies."

## b. INCREASE IN FOOD PRODUCTION

The Council at its fourteenth session also discussed ways and means of increasing food production. It had before it the report (E/2195/Add.1-3) of the Food and Agriculture Organization of the United Nations (FAO). The report consisted of four parts:

(1) a covering report to the Council (E/2195); (2) the report of the Director-General on the work of FAO (E/2195/Add.1); (3) programme of work (E/2195/Add.2); and (4) report of the sixth session of the Conference held in November 1951 (E/2195/Add.3).

The world food situation was also referred to during the discussion of the World Economic Report at the Council's 589th to 594th and 598th to 601st plenary meetings from 3 to 6 and from 10 to 12 June. At that time the representatives of Canada, France, the United Kingdom and the United States, in particular, maintained that urgent steps were necessary to increase world food supplies, which had lagged behind industrial production. The representative of the United States emphasized the necessity of increasing food supplies not only by reclamation of land but also by increasing the yield of land already in use.

The report of FAO stated that in 1937 the Mixed Committee of the League of Nations on Nutrition in Relation to Health, Agriculture and Economic Problems had reported that not less than half of the world's population suffered from malnutrition and in some degree from under-nutrition. It referred to papers presented at the sixth session of the FAO Conference which showed that the aggregate production of the principal food crops in all countries, excluding the USSR, was estimated in 1948-50 to be 7 per cent above pre-war 1934-38. Furthermore since from 1936 to 1948-50 the estimated population increased by 12 per cent, aggregate supplies per head in 1950-51 were still below pre-war level, which, as the findings of the Committee of the League of Nations showed, were seriously insufficient. The report then discussed the dependence of large areas of the world like the Far East and the Near East and, to a certain extent, Europe on food surplus areas like Argentina, Australia, Canada and the United States. It stated that if the position of food-importing countries was to be safeguarded, increases of food production in countries having considerable potential food resources were urgently required. Nevertheless, large supplies in exporting countries alone could never bridge the gap between food requirements and the level of food production. The entire scale of food production, especially in the less developed areas, must, the report said, be raised if the problem was to be solved.

The Council discussed FAO's report at its 604th, 610th and 611th meetings, held respectively on 13, 18 and 19 June, 1952.

The report was supplemented by a statement of the representative of FAO in which he said that the Conference of FAO at its sixth session, recognizing the gravity of the food problem, had called upon governments to secure an increase in food production in excess of the rate of population growth. Although it was technically possible greatly to expand world food production, there

were often considerable administrative, social and political difficulties. FAO tried to play its part in assisting governments to overcome those difficulties and it relied on the Economic and Social Council and the General Assembly to stress more insistently the need for improvements in the administrative and social fields so that food production could be increased. The growing awareness that inequitable land tenure systems were one of the main obstacles to increased food production was, he said, largely due to debates in the Council and the Assembly and to their recommendations to governments on that subject. The Conference had also recommended that all FAO member States should prepare five-year agricultural development plans suited to the conditions in their countries to meet the new production targets and carry them out without delay; it had further instructed the Director-General of FAO to assist governments, upon request, in the preparation of such plans. However, he stated, these plans could be put into effect only if action was taken in each country at the farm level. With this in view the FAO Conference had urged the need for the establishment and development of demonstration services. The representative of FAO also suggested that the Council consider price incentives to encourage production in order to enable farmers to sell their products in stable markets and at profit.

A majority of representatives, among them those of Argentina, Belgium, France, Iran, Pakistan, Sweden, the United Kingdom and the United States, generally commended FAO for its programme and urged the need for technical assistance to increase the output for food in underdeveloped countries. Pilot projects were mentioned as a useful means of demonstrating new production techniques to farmers. However, some representatives noted that the application of these new techniques often carried financial burdens which the farmers in many areas were not in a position to assume without financial assistance. The representative of Pakistan referred to the probability that the introduction of expensive machinery might prove difficult in some areas already under cultivation because it would involve outlay for imports and might cause unemployment.

The representative of France stated that in order to increase production it was necessary to give farmers an assurance of adequate returns.

The representative of Argentina noted that currency difficulties prevented the expansion of international trade in foodstuffs. The representative of the United States stressed the importance of land reform and welcomed the effort made in

that direction by the United Nations, FAO and other specialized agencies.

The representative of Poland stated that FAO had failed in its task of ensuring better production and distribution of agricultural products and foodstuffs and of raising the standards of living of rural populations. He held that FAO's technical activities had not yet contributed effectively to improving the food situation of many countries.

France and Iran submitted a joint draft resolution (E/L.362/Rev.1) which was adopted by the Council with a minor change, at its 611th plenary meeting on 19 June, by 15 votes to none, with 3 abstentions as resolution 424 (XIV). The only change was one proposed by the United Kingdom and accepted by the sponsors to note the FAO report "with satisfaction." The resolution read:

"The Economic and Social Council,

"Taking note with satisfaction of the report of the Food and Agriculture Organization of the United Nations to the Council at its fourteenth session.

"Noting the statement of the Director-General of the Food and Agriculture Organization to the effect that the production of foodstuffs is not increasing at the same rate as the population, and noting that food supplies per capita are still less than before the Second World War, when more than half the population of the globe was already suffering from malnutrition,

"Noting the opinion expressed by the Conference of the Food and Agriculture Organization that it is necessary to increase the production of the principal foodstuffs and other essential agricultural products in a co-ordinated manner and at an annual rate which exceeds by from 1 to 2 per cent the rate of increase of the population, and that the result thus to be attained is the minimum necessary to achieve some improvement in nutritional standards,

"1. Recommends that all Member States should help to achieve this general objective by preparing and executing agricultural development programmes adapted to conditions in their respective countries;

"2. Recommends that the Food and Agriculture Organization should continue to give special attention to any requests made by under-developed countries for technical assistance in the preparation and execution of such programmes."

## 2. Consideration by the General Assembly at its Seventh Session

The food situation was again discussed by the General Assembly at its seventh session during its consideration of Chapter II of the report (E/2172) of the Economic and Social Council. The problem was discussed at the 240th to 244th meetings of the Second Committee from 13 to 18 December and at the Assembly's 411th plenary meeting on 21 December 1952.

Discussion in the Second Committee centred on a draft resolution (A/C.2/L.194/Rev.1) submitted by Ecuador. According to this draft, the Assembly would note the statements of the Director-General of FAO that food production was not increasing at the same rate as population and recognize the urgency of the problem and the necessity of devising measures to increase food production with a view to fostering the economic development of the producing countries and relieving hardships in countries threatened by food shortage. Considering that such measures called for international action by all relevant international bodies, particularly the United Nations, the Assembly would draw the attention of the Economic and Social Council, of the specialized agencies and the Technical Assistance Board to the need for joint action. It would also request the Economic and Social Council to include in its annual reports a special section describing the action taken by the United Nations and the specialized agencies to deal with the problem.

Outlining the purpose of his draft resolution, the representative of Ecuador stressed the gravity of the world food situation and expressed the willingness of his Government to receive immigrants to develop the fertile coastal areas of Ecuador. He suggested also that a conference of representatives of governments and international organizations should be convened to discuss the problem.

The representative of Pakistan stated that while agricultural production was of great importance the fact should be kept in mind that industrial production also contributed to increases in agricultural output. For example, he said, development of hydro-electricity makes it possible for large areas to be irrigated and made productive.

The representative of Australia, while in favour of the draft resolution, suggested that the paragraph referring to specialized agencies should specifically mention FAO. The representative of Ecuador accepted the suggestion.

The representative of the USSR, while agreeing with the necessity of increasing food production, stated his opposition to the "neo-Malthusian" argument which, he said, ascribed the shortage of food to the increase in population. He suggested that land reform and the use of modern agricultural methods were the remedies. He considered the wording of the draft resolution open to misinterpretation as it might suggest that all food producing countries, including some industrialized countries, needed help in their economic development.

After further discussion, the representative of Ecuador accepted a suggestion by the representative of the Philippines to replace the words "producing countries" in the draft resolution by the words "under-developed countries".

At its 244th meeting on 18 December the Second Committee adopted the Ecuadorean draft resolution, by paragraphs, and then as a whole. The separate paragraphs and sub-paragraphs were adopted by votes, ranging from 36 votes to none, with no abstentions, to 31 votes to none, with 5 abstentions. The draft resolution as a whole, as amended, was adopted by 31 votes to none, with 5 abstentions.

The report (A/2350) of the Second Committee containing the draft resolution adopted by it was considered by the General Assembly at its 411th plenary meeting on 21 December 1952. The General Assembly adopted the draft resolution recommended by the Second Committee by 50 votes to none, without debate, as resolution 628 (VII). It read:

"The General Assembly,

"Bearing in mind the resolutions of the General Assembly and of the Economic and Social Council relating to the need for promoting the increased production of food in the world,

"Noting the statements of the Director-General of the Food and Agriculture Organization of the United Nations to the effect that the production of foodstuffs is not increasing at the same rate as the population, and noting that food supplies per capita are still less than before the Second World War when more than

half the population of the globe was already suffering from malnutrition,

"Recognizing:

"(a) That the problem of the shortage of foodstuffs is of extreme importance and the greatest urgency to all mankind since it affects its very existence—and particularly to the peoples of the countries most immediately threatened by food shortage,

"(b) That it is necessary to devise effective measures for increasing the aggregate production of foodstuffs with a view to fostering the economic development of under-developed countries and the relief of hardships caused by food shortages, particularly in the countries most immediately threatened,

"Considering:

"(a) That such measures call for co-ordinated, joint and effective international action by the Food and Agriculture Organization and all other international bodies which may be in a position to assist in increasing agricultural production, particularly of foodstuffs,

"(b) That it is incumbent upon these organizations, and particularly the United Nations, to give special attention to co-ordinated international action in this field,

"1. Calls the attention of the Economic and Social Council, of the specialized agencies concerned, and of the Technical Assistance Board to the increased need for co-ordinated and joint action with regard to the problem of increasing food production, particularly in the countries most immediately threatened by food shortage;

"2. Requests the Economic and Social Council to include in its annual reports to the General Assembly a special section with regard to action taken by the United Nations and the specialized agencies on the problem of continuing lack of an adequate production of foodstuffs."

## E. SHORTAGE OF INSECTICIDES

At its fourteenth session, the Economic and Social Council considered the report (E/2183 and Corr. 1) of the working party it had requested (resolution 377 (XIII)) to examine the world position regarding the supply and requirements of the insecticides DDT and BHC and to make recommendations if a significant shortage were disclosed. The Council considered the question at the 124th meeting of the Economic Committee on 24 June and at its 628th plenary meeting on 2 July.

The working party met in Geneva in February; it consisted of representatives of the following producing or consuming countries: Argentina, Brazil, Ceylon, Egypt, France, Italy, the Netherlands, Switzerland, the United Kingdom and the United States and was assisted by representatives from WHO, FAO and UNICEF. On the basis of available statistics for production, capacity, exports

and requirements for 1951 and estimates for 1952, the working party found that supplies of these insecticides had increased considerably since the middle of 1951 and that a significant shortage no longer existed. Further increases of supply could be anticipated both in the major producing countries and in countries such as Argentina, Ceylon, Egypt, India, Pakistan, and the Union of South Africa, where manufacturing plants are projected or nearing completion. The working party stressed, however, the inadequacy of its data, particularly as to agricultural requirements of insecticides and the increasing demand to be expected for both health and agricultural uses.

Since an immediate shortage was not disclosed, under its terms of reference the working party made no recommendations but instead offered various observations. It noted the increasing availability of raw materials for these insecticides and

the need for the continuation and extension of research in the entire field to meet problems such as that raised by the appearance of resistant insect strains. It expressed the hope that there would be a continuation of the tendency to reduce barriers to trade in insecticides. Certain trade difficulties, it considered, might be removed if: (1) different agencies co-ordinated their requests and thus avoided duplication of orders; (2) consumers placed their orders earlier to ensure continuous production and a lower and less fluctuating cost and maintained sufficient stocks to prevent short-term difficulties; (3) the terminology and specifications recommended by the WHO Expert Committee on Insecticides were adopted for health purposes and, perhaps, similar standards for agricultural requirements worked out; and (4) supplying countries eased the issuance of export licences. The working party also suggested the Statistical Office of the United Nations might consider whether some improvement could be made in the collection and dissemination of data on supplies and requirements of insecticides, and that a meeting in 1953 of a working party with wider terms of reference might be advisable.

In discussion of this report in the Council's Economic Committee the representatives of Canada, Egypt, France, Pakistan, the United Kingdom and the United States expressed agreement with the finding that no great shortage currently existed. They considered that the working party should not be reconvened at present, and that FAO and WHO were the appropriate agencies to watch developments. They agreed on the need for better statistical information. The representative of Czechoslovakia criticized the report for not making recommendations for the prevention of all discrimination in the granting of export licences, stating that many countries, especially the United States, secured a political advantage from a shortage of insecticides. The representatives of Argentina, China and Egypt stressed the need for an adequate supply of insecticides for both health and agricultural purposes, particularly in underdeveloped countries where, they suggested, the erection of manufacturing plants might be encouraged under the Expanded Programme of

technical assistance as well as by current assistance from UNICEF and WHO. The representative of the United Kingdom reminded the Committee of the existence of the Joint Working Party of the Economic Commission for Asia and the Far East (ECAFE), UNICEF, WHO and FAO which was studying the supply and needs for insecticides and considering the possibility of building new factories in the ECAFE area.

A draft resolution (E/AC.6/L.53) was proposed jointly by Argentina, Pakistan, the Philippines and the United States, who accepted an oral amendment proposed by the representative of Egypt to delete the reference in the fourth paragraph (see below) to the continuation of the "present favourable" situation. The representative of Egypt considered that the situation with regard to insecticides was not as favourable as was implied.

The draft resolution, as amended, was adopted by 15 votes to none, with 3 abstentions, by the Economic Committee (E/2273) and by the Council by 15 votes to none, with 3 abstentions, as resolution 422 (XIV). It read:

"The Economic and Social Council

"1. Takes note of the report of the Working Party which was convened in accordance with Council resolution 377 (XIII) to examine the world position regarding the supply of DDT and BHC;

"2. Expresses its appreciation to the members of the Working Party for their study of this question;

"3. Notes the finding of the Working Party that at the present time a significant shortage of these insecticides does not exist;

"4. Commends the report of the Working Party to the Members of the United Nations and of the specialized agencies concerned for their serious consideration and detailed examination, and urges them most strongly to pay particular attention to the implementation, in so far as possible, of the recommendations of the Working Party, particularly those relating to the need for continued research on the use of newer insecticides with special emphasis on the problem of the development of resistant insect strains, the time of placing of orders, and the further removal of restrictive trade barriers, in order that the situation may be further improved; and

"5. Decides to consider at some future date the need for any further meeting of the Working Party in the light of any significant change in the demand-supply situation in respect of insecticides."

## F. PRODUCTION AND DISTRIBUTION OF NEWSPRINT

At its 654th plenary meeting on 22 July 1952, the Economic and Social Council considered the question of the production and distribution of newsprint and printing paper. It had before it the report of the Secretary-General (E/2241),

submitted in accordance with resolution 374 (XIII),<sup>46</sup> describing the measures that had been taken to alleviate the immediate crisis in supply and to improve the long-term situation.

<sup>46</sup> See Y.U.N., 1951 pp. 428-29.

The report stated that UNESCO had intensified its campaign to warn the public of the serious consequences arising from a shortage of newsprint, and that to meet the immediate crisis the Pulp and Paper Committee of the International Materials Conference (IMC) had recommended emergency allocations during the eight months ended 31 January 1952. At its April 1952 meeting the Pulp and Paper Committee concluded that the shortage had been largely relieved and allocations were no longer necessary at that time, and in May the Timber Committee of the Economic Commission for Europe (ECE) noted the improvement in over-all supply since the third quarter of 1951.

As to long-term efforts aimed at increasing world supplies of newsprint and printing paper, the Conference of the Food and Agriculture Organization (FAO) meeting from November to December 1951 had concluded that FAO bore a major responsibility in this field and recommended actions to be taken by the organization and its Member Governments. Following the Conference, FAO initiated action concentrated mainly on: (1) the appraisal of future demand; (2) the expansion of capacity in the traditional producing areas; (3) technical progress in pulp-making methods; and (4) local exploration of conditions for the establishment of pulp and paper industries and selection of appropriate sites.

Included in the action reported was the issue by UNESCO to 147 countries and territories of a questionnaire prepared in consultation with FAO which requested information on consumption and on immediate and future requirements for newsprint and printing paper. A joint ECE/FAO study on European timber trends and a joint ECLA/FAO study on trends in pulp supply and requirements in Latin America were in hand. Surveys and inquiries were being conducted in a number of industrialized countries to secure information on plans for increasing pulp and paper capacity. FAO planned to hold a meeting of experts towards the end of 1952 to review the current state of

knowledge regarding the manufacture of pulp and paper from available raw materials and the possibilities of applying new processes on an industrial scale.

Governments of countries not currently major producers but which seemed to offer reasonable possibilities for the establishment of pulp and paper factories were advised by FAO of its willingness to send short-term exploratory missions. Arrangements for the dispatch of such missions were concluded with sixteen countries; seven others, where forestry missions were already at work, had requested pulp and paper experts. Competent authorities in the United Kingdom, France and Belgium were approached by FAO with regard to investment possibilities in their dependent territories, particularly in Africa. Paper experts for Burma and the Philippines had been provided by the United Nations, which also awarded or recommended thirteen fellowships for study in the field, and included special lectures on forestry in the training centres conducted by it in various regions. In the course of its normal duties the International Bank for Reconstruction and Development made or considered loans to assist in increasing pulp production or the manufacturing capacity of paper mills including a loan of \$20 million to the Bank of Finland.

The Council had before it also a draft resolution (E/L.438) proposed jointly by Canada, Egypt, France, Mexico and the United States. After referring to the report, the draft resolution would have the Council:

(1) note the improvement in supply since its previous session and the favourable short-term prospects; (2) express the opinion that, consequently, no immediate international action was necessary; (3) request the Secretary-General and the specialized agencies to continue their efforts in connexion with the long-term action requested in Council resolution 374 (XIII); and (4) ask the Secretary-General to report to the Council in 1954 unless fresh developments justified an earlier report.

The resolution was adopted by the Council as resolution 423 (XIV) by 15 votes to none, with 3 abstentions.

## G. TRANSPORT AND COMMUNICATIONS<sup>47</sup>

The Transport and Communications Commission, in accordance with Council resolution 414 (XIII), did not hold a session in 1952. Activities in the field of transport and communications continued and the preparatory work for the sixth session of the Commission, scheduled to be held in February 1953, was carried on in accordance

with the decisions taken by the Council in resolution 379 (XIII).<sup>48</sup>

<sup>47</sup> For ratifications of Convention on the Inter-Governmental Maritime Consultative Organization, see under that heading, Part II Specialized Agencies.

<sup>48</sup> See Y.U.N., 1951, pp. 436-43.

## 1. Entry into Force of the Convention on Road Traffic

The Convention on Road Traffic, opened for signature at the United Nations Conference on Road and Motor Transport in Geneva in 1949, entered into force on 26 March 1952. The following twelve States had ratified or acceded to the Convention as of 18 December 1952 (E/CN.2/138): Cuba, Czechoslovakia, France, Greece, Italy, Luxembourg, Monaco, the Netherlands, the Philippines, Sweden, the Union of South Africa and the United States. Cuba, France, Italy, Luxembourg, the Union of South Africa and the United States had also ratified the Protocol Concerning Countries or Territories at Present Occupied.

The Protocol on Road Signs and Signals, concluded at the same Conference, had, as of 7 December 1952, been ratified by Cuba, Czechoslovakia, Greece, Italy, Luxembourg, the Netherlands and Sweden and acceded to by Monaco. By the end of 1952 the Protocol had received the required number of ratifications or accessions and, in accordance with its Article 58, is to enter into force on 20 December 1953.

## 2. Road Signs and Signals

The Group of Experts on Road Signs and Signals, established in accordance with Council resolution 272(X), held its third session from 23 June to 18 July 1952 in New York and completed its study of the problem of devising a unified world-wide system of road signs and signals. It prepared a draft convention embodying such a system which was included in the final report of the Group of Experts to the Transport and Communications Commission (E/CN.2/119; E/CN.2/CONF.1/12). The system contained in the draft convention has many uniform features but in some cases permits the use of alternative solutions.

The Group of Experts, in their report, expressed the opinion that a gradual application of a uniform system would be the best method of securing eventual acceptance and thus uniformity on a world-wide scale, and therefore decided to omit from the draft convention any indication of a period of time during which the introduction of uniform signs and signals should be accomplished by governments.

Article 41 of the draft convention provides that it shall terminate and replace in the relations between Contracting States the provisions of the

1931 Convention Concerning the Unification of Road Signals and the 1949 Protocol on Road Signs and Signals.

## 3. Licensing of Motor Vehicle Drivers

The Committee of Experts on Licensing of Motor Vehicle Drivers, established in accordance with Council resolution 379 B (XIII) met from 29 September to 24 October and prepared a report (E/CN.2/133; E/CN.2/CONF.2/3 and Corr. 1 and 2 and Add.1) for submission to the Commission. The report contained draft uniform minimum regulations for the licensing of motor vehicle drivers, which were recommended for consideration by governments in connexion with their domestic laws and regulations; it also contained certain draft general provisions applicable to international traffic for consideration as an annex to the Convention on Road Traffic.

The Committee noted that its recommendations with regard to mental and physical fitness of drivers were provisional and recommended that the assistance of the World Health Organization (WHO) be sought with respect to the requirements and methods of determining mental and physical fitness of applicants for driving permits.

## 4. Transport of Dangerous Goods

The Economic and Social Council, in resolution 379 E (XIII), instructed the Secretary-General to examine, in consultation with international and, where appropriate, national bodies, the various aspects of the problem of the transport of dangerous goods with a view to determining which of these aspects are appropriate for uniform, or approximately uniform, regulation with respect to the various means of transport. He was asked to report to the Commission at its sixth session on the results of the examination.

The Secretary-General carried out this examination during 1952 in consultation with the competent organizations. The results of the examination and recommendations for further action were embodied in a report to the Commission (E/CN.2/126 and Corr.1).

## 5. Customs Formalities for the Temporary Importation of Private Vehicles and for Tourism

Council resolution 379 D(XIII) instructed the Secretary-General to circulate to governments the draft International Customs Convention on Tour-



ing, prepared under the auspices of the Economic Commission for Europe, together with the proposals submitted jointly by the World Touring and Automobile Organization (OTA) and the International Union of Official Travel Organizations (IUOTO). He was asked to request the views of governments on:

(1) the desirability of concluding international conventions on customs formalities for: (a) the temporary importation of private vehicles and their equipment,

and (b) tourism (i.e., the personal effects of tourists travelling by any means of transport); and (2) the suitability of the drafts mentioned above as a basis of discussion for concluding such conventions.

The Secretary-General, accordingly, circulated the documents to governments for comment, and prepared a report containing these documents, together with the comments from governments for consideration by the Commission at its sixth session (E/CN.2/135).

## H. FISCAL QUESTIONS

The Fiscal Commission, whose fourth session is scheduled to be held from 27 April to 8 May, 1953, did not meet in 1952. Accordingly, the Secretariat continued in the fiscal field to carry out the work programme recommended by the Fiscal Commission at its third session and approved by the Economic and Social Council in its resolution 378(XIII).<sup>49</sup> In implementing this programme, the Secretariat, in compliance with the priorities set up in this resolution, was mainly concerned with:

(1) rendering technical assistance to under-developed countries in the fiscal field; (2) expanding and developing its activities as an international fiscal information service; (3) carrying on work on budgetary management for economic development; and (4) investigating the impact of tax factors on private foreign investment.

In addition, the Secretariat initiated, jointly with the Food and Agricultural Organization (FAO), a study on the tax burdens of agriculture and undertook a certain number of tasks in connexion with the requirements of regional economic commissions.

In the field of technical assistance, new requests for experts on budgetary and tax policy and fiscal administration were acted upon during the year; United Nations missions sent to El Salvador, Libya and Afghanistan included fiscal experts. Expert advice was given to the Government of Israel. Missions to Colombia, Ecuador and Haiti, organized in previous years, continued their work on fiscal problems.

To evaluate the growing fund of knowledge and experience accumulated by technical assistance missions in the fiscal field, a conference on comparative fiscal administration was organized in Geneva from 16 to 25 July, 1951.<sup>50</sup> The conference brought together experts who had given technical assistance and those from countries which had received such assistance. They jointly undertook a comparative evaluation of proposed fiscal techniques so as to provide significant factual information and develop policy approaches that

could serve as guidance for future missions. The report on this conference, published in 1952, summarizes the discussions at the conference, which covered mainly the fields of personal income taxation, taxation of business, capital gains taxation, net worth taxation, taxation of agriculture and the technique of indirect taxation. The report also contains digests of fiscal recommendations included in reports of selected technical assistance missions.

The Fiscal Division of the Department of Economic Affairs of the Secretariat also co-operated during the year with the Technical Assistance Administration in the selection, briefing and training of fellows and scholars in the fiscal field.

Through its fiscal information service, established originally in pursuance of Economic and Social Council resolution 67(V), the Secretariat continued to publish and work for the improvement of public finance statistics. In preparing the country tables contained in the public finance chapter of the Statistical Yearbook, 1951-1952, further refinements and additional data were provided. In addition, a study, "Public Finance Statistics, 1938-1950", was initiated, giving more detailed information on government expenditure, receipts and public debt outstanding. Such information has hitherto been available only for countries covered by Public Finance Surveys and Public Finance Information Papers.<sup>51</sup>

In the budgetary field, a study was published, entitled *Government Accounting and Budget Execution*<sup>52</sup> dealing with the general requirements for an adequate system of central government accounting and budget execution. The study

<sup>49</sup> See Y.U.N., 1951, p. 443-46.

<sup>50</sup> See Y.U.N., 1951, p. 443.

<sup>51</sup> See Y.U.N., 1951, p. 445. Public Finance Surveys: Venezuela, India, U.N.P. Sales Nos.: 1951.XVI.2 and 1952.XVI.1; Public Finance Information Papers: Iran, Iraq, Egypt, Colombia, Italy, Peru, U.N.P. Sales Nos.: 1951.XVI.4,6,7,8 and 9, and 1952. XVI.2, respectively.

<sup>52</sup> U.N.P. Sales No.: 1952.XVI.3.

examines the nature of accountability and sets forth the accounting practices which are necessary for effective management and control of government operations. In a separate section a detailed examination was made of the execution and accounting systems employed in France, the Netherlands, Sweden and the United States.

Work was also initiated on a "Manual for the Classification of Government Accounts", which is to serve as a working tool for budget administrators, especially in connexion with technical assistance requirements. The Manual will contain recommendations on the practical application of the principles analysed in an earlier study published in 1951, entitled *Budgetary Structure and Classification of Government Accounts*,<sup>53</sup> Model sets of accounts will be provided with item-by-item classifications of government expenditures and receipts, according to their object and character, as well as model sets of accounts for public undertakings and social insurance schemes.

The practice of publishing a regional public finance survey each year as a separate chapter of the Economic Survey for Asia and the Far East, at the request of the Economic Commission for Asia and the Far East, was continued. The chapter in the 1951 survey placed particular emphasis on the effects of fiscal policy in combating the inflationary pressures arising from the Korean conflict.

In pursuance of its continuing inquiry into the role of taxation in promoting the flow of private investment capital to under-developed countries, the Secretariat initiated a study, entitled "Taxation in Capital-Exporting and Capital-Importing Countries of Foreign Private Investment in Latin America." The special orientation toward Latin America was in accordance with requests by the Economic Commission for Latin America (resolution 3(IV) and the Economic and Social Council (resolution 416 D (XIV)).<sup>54</sup>

A first volume of this study, entitled *United States Income Taxation of Private United States Investment in Latin America*, was prepared for publication in March 1953. It is the purpose of this volume to evaluate the impact of United States tax law on income derived from outside the United States, both from the viewpoint of the United States investor—using different forms of doing business with varying tax results—and from the perspective of the Latin American countries and their tax systems. The study also analyses the proposals currently under discussion for changes in the relevant provisions of the United States Internal Revenue Code.

It is intended to continue this study through similar inquiries into the tax systems of other capital exporting countries and of selected countries in Latin America. Among the latter, studies on Brazil, Chile and Mexico were in preparation at the end of the year.

A new study on "Corporate Tax Problems" (E/CN.8/66 and Addenda),<sup>55</sup> in the nature of a progress report, was issued late in 1952. This study, which is a continuation of the first preliminary report submitted to the third session of the Fiscal Commission under the title "Comparative Approach to National and International Corporate Tax Problems" (E/CN.8/55), deals with corporate tax problems in both developed and under-developed countries, and gives special consideration to the contribution of corporate taxation to economic development.

In the field of international tax problems, the Secretariat has continued the analysis of the taxation of foreign nationals, assets and transactions undertaken under Economic and Social Council resolution 378 B II (XIII).<sup>56</sup> A first comparative study (E/CN.8/68), "Taxation of Foreign Taxpayers and Foreign Income", presents an integrated picture of the tax treatment in selected countries of foreign taxpayers and foreign income as it results from the combined impact of national legislation and international tax agreements. This study is limited to taxation of income and profits and covers Argentina, Canada, Israel and New Zealand.

The Secretariat continued the publication of the series, *International Tax Agreements*, which contains the texts of all international agreements for the avoidance of double taxation and the prevention of fiscal evasion. Volume IV, scheduled for publication toward the end of 1953, will contain some 50 new agreements signed since the beginning of 1951 and a few earlier agreements not previously published. It will also bring up-to-date the preceding volume, *World Guide to International Tax Agreements, 1843-1951*,<sup>57</sup> which contains comprehensive and detailed tables giving the current legal status of all known tax agreements.

<sup>53</sup> U.N.P. Sales No.: 1951.XVI.3 See Y.U.N., 1950, p. 496.

<sup>54</sup> See p. 371.

<sup>55</sup> The addenda provide summaries of the corporate tax systems of Argentina, Belgium, Canada, France, the Netherlands, the United Kingdom and New Zealand. Further summaries on Egypt, India, Israel and the United States were in preparation.

<sup>56</sup> See Y.U.N., 1951, p. 444.

<sup>57</sup> See Y.U.N., 1951, p. 445.

A review of fiscal developments, 1951-1952 (E/CN.8/74) was issued in December 1952, providing a brief factual summary of outstanding fiscal changes in Member countries during 1951 and 1952, including important legislative and administrative developments.

In accordance with Council resolution 378 I 2. (XIII)<sup>58</sup> investigations were pursued jointly during 1952 with the Food and Agriculture Organization on the tax burdens of agriculture. The first—fact-finding—stage covers the structure and yield of the principal types of taxes levied in different countries on land income and land produce. It is intended to undertake an analysis of these tax systems in terms of their adjustment to institu-

tional and economic changes in the post-war period and to the needs of economic development.

The Secretary-General accepted an offer of co-operation in the World Tax Service project tendered by Harvard University in response to Economic and Social Council resolution 378 G (XIII). Through the Harvard Law School Program in International Taxation, the University plans:

(1) to undertake studies in comparative and international tax problems which fit into the over-all research plan of the Secretariat; (2) to provide specialized training to tax specialists from under-developed countries who have received United Nations technical assistance scholarships; and (3) to consider the publication of a World Tax Service designed to provide a continuous service of internationally comparable information on national tax laws and administration.

## I. STATISTICAL ACTIVITIES

During 1952 the efforts of the United Nations in the field of statistics were directed toward carrying out the programme approved by the Economic and Social Council as incorporated in the previous reports of the Statistical Commission. There was no session of the Commission in 1952.

Because of the increased need expressed in many countries for adequate statistical data on which to base programmes of economic and social development, the Secretary-General in carrying out the recommendations of the Statistical Commission placed increased emphasis during 1952 on assisting countries in the development of national statistics. The rendering of this assistance was made possible to an increased extent by the availability of funds under the United Nations expanded programme of technical assistance.

The responsibility of the United Nations for the improvement of international comparability and the development of international standards in the field of statistics was carried forward concurrently, as was the regular collection and dissemination of statistical data.

### 1. Improvement of National Statistics

During 1952 the assistance given the statistically under-developed countries by the Statistical Office in co-operation with the Technical Assistance Administration was considerably expanded. The efforts of the United Nations in this direction were co-ordinated with the technical assistance activities of the specialized agencies. The nature of the assistance given varied, depending on the particular needs of a country or area, while

at the same time efforts were made to improve national statistical services on a more general basis; for example, work was carried forward in preparing guides and manuals for the collection of economic data designed to improve basic statistical methods and procedures.

Direct assistance to requesting countries takes the following forms:

(1) The assignment of individual experts to a requesting country. Depending on the over-all needs of the country, the expert's assignment may cover the development of a specific field of statistics, his task may be the initiation or the improvement of a statistical service, or he may be requested to devote his time principally to the training of government statisticians through a national training centre.

During 1952, statistical experts were assigned to the following countries: Afghanistan, Burma, Chile, Colombia, Cuba, Greece, Haiti, Israel, Jamaica (British West Indies), Libya, Panama, Philippines and Thailand.

(2) The convening of regional training centres, conferences and seminars. The purpose of regional training centres is to bring together the technicians in a given area dealing with a particular type of statistics so as to examine, by demonstration, discussions and lectures, recommended methods and techniques in collecting and processing statistical data. During August and September 1952 the Training Centre on Vital and Health Statistics for the Western Pacific area was held in Tokyo, in co-operation with the World Health

<sup>58</sup> See Y.U.N., 1951, p. 446.

Organization and the Japanese Government; 32 technicians from eight countries participated. The United Nations co-operated with the Food and Agriculture Organization of the United Nations (FAO) in the Latin American Training Centre on Agricultural Statistics held from July to October 1952 in Quito, Ecuador; the Centre was attended by 60 participants from eleven countries. The United Nations continued its assistance to the International Statistical Training Centre in Calcutta, India, by the assignment of short-term lecturers.

In August 1952 the Inter-American Centre on Biostatistics was initiated in Santiago, Chile; this Centre was organized by the United Nations with the co-operation of the World Health Organization and the Government of Chile. It provides training in vital and health statistics to selected government statisticians from Latin America and is designed as a long-term project.

Seminars and conferences are intended to bring together senior government officials for the purpose of discussing common problems in a particular field of statistics. In July 1952 a seminar on Production and Price Statistics was held in Beirut, Lebanon, in co-operation with FAO. At this seminar 23 government officials from eight Middle Eastern countries discussed selected problems connected with the collection and processing of production and price data, as well as United Nations standards and recommended practices in this field.

The Second Regional Conference of Statisticians for the Asia and Far East Area, held in Bangkok in September 1952, dealt with the same subject and was sponsored by the secretariat of the Economic Commission for Asia and the Far East (ECAFE), FAO and the United Nations; 41 statisticians from seventeen countries participated.

In executing programmes of assistance in specific fields of statistics, it had become clear that a discussion of over-all organizational problems by officials directly responsible for their national statistical services would prove extremely useful. To this end, the United Nations (Technical Assistance Administration and the Statistical Office) in co-operation with the Canadian Government organized the United Nations International Seminar on Statistical Organization in Ottawa in October 1952. Thirty-two senior statistical officials from 27 countries which had previously requested United Nations assistance in statistics attended this Seminar. The lecturing staff was provided by the United Nations Statistical Office, the specialized agencies and several national statistical offices.

(3) The award of United Nations fellowships in statistics to promising statisticians from under-developed countries. The award enables the fellow to observe statistical methods and procedures in the statistically more advanced countries and has been found to meet some of the needs of the under-developed countries for personnel trained both in the theoretical as well as in the practical operational aspects of statistics. During 1952, 41 fellowships in statistics were awarded under the United Nations programme of technical assistance.

## 2. Development of Recommended Practices and Improvement of the International Comparability of Statistics

During the year progress was made in establishing recommended standards and practices in the following fields: the Standard International Trade Classification, definitions for trade statistics, basic industrial statistics, wholesale price index numbers, national income and social accounts, vital statistics, social statistics, and statistical sampling.

By the end of 1952 countries accounting for more than 60 per cent of the world's trade were reporting their trade figures according to the Standard International Trade Classification, adopted by the Economic and Social Council in July 1950.<sup>59</sup> Direct assistance was given to countries in the Far East and in Central America with a view to arriving at a rearrangement of trade data enabling international comparisons according to the Classification. As requested by the Statistical Commission, the preparation was begun of a coding manual and alphabetical index to the Classification to assist countries in coding their trade data according to the Classification.

At its sixth session held in May 1951 the Statistical Commission had recommended that the Secretary-General in consultation with qualified experts prepare a report on definitions to be applied to external trade statistics.<sup>60</sup> At the invitation of the Secretary-General, a group of experts met in June 1952 at United Nations Headquarters and presented a set of principles to be applied to questions of coverage, valuation, origin and destination and other aspects of trade statistics for consideration by the Statistical Commission at its seventh session in February 1953.

Following the consideration by the Statistical Commission at its fifth session in May 1950 of

<sup>59</sup> See Y.U.N., 1950, p. 493.

<sup>60</sup> See Y.U.N., 1951, p. 448.

various aspects of the collection of basic industrial statistics, proposals containing basic definitions covering items previously recommended and clarifying a number of points were prepared for submission to the Commission's seventh session.

The recommendations of a group of experts upon systems of wholesale price index numbers were circulated to national statisticians and proposals were prepared for consideration by the Statistical Commission.

In view of the fact that many countries have recently started compiling statistics of their national income and expenditure, the Statistical Commission at its sixth session had recommended that the Secretary-General should formulate guiding concepts, classifications and definitions for the measurement of national income and the construction of social accounts.

At the invitation of the Secretary-General a group of experts met at Headquarters in July 1952 and submitted a report entitled "A System of National Accounts and Supporting Tables." Following consultations with national offices and interested agencies, this report, with appropriate comments, was to be submitted to the Commission's seventh session, as well as recommendations regarding methods of collecting capital formation statistics.

As a consequence of recommendations made by the Population Commission and the Statistical Commission, the Secretary-General prepared for submission to the Commission a memorandum on the principles for a vital statistics system. These proposals incorporate comments previously made by the Commission as well as comments received from national statisticians; the principles as set forth in this memorandum are not designed as regulations or mandatory requirements but are intended to serve as guides to the establishment of vital statistics records and to improve comparability of data collected.

A preliminary study of the needs for various kinds of social statistics was also prepared for submission to the Commission's seventh session.

During 1952 the Statistical Office continued its advice to national governments upon sampling

matters and published another issue of "Sample Surveys of Current Interest".

### 3. Collection and Dissemination of Statistical Data

During 1952 the Statistical Office continued the regular collection and publication of data in the fields of external trade, production and prices, transport, national income, population and vital statistics as well as such other special fields as were required. The data published are obtained from official government returns.

The Statistical Yearbook 1952 containing major economic data and the Demographic Yearbook 1952, which gives a summary of demographic data, were prepared, as well as the Yearbook of International Trade Statistics 1951, presenting commodity and trade by country data for 52 countries. These three annual publications present summary data on selected subjects and are designed as basic reference works; the need for more up-to-date information is being met by the following periodicals: Monthly Bulletin of Statistics containing current statistical information on economic and social conditions for more than 70 countries; Commodity Trade Statistics (quarterly) presenting value of imports and exports classified according to the Standard International Trade Classification; Direction of International Trade (quarterly) published jointly with the International Monetary Fund and the International Bank for Reconstruction and Development and containing monthly trade origin and destination figures for some 95 countries; Population and Vital Statistics Reports (quarterly) presenting most recently available birth and death rates and population totals for some 250 countries and territories; Statistics of National Income and Expenditure (semi-annual) presenting available up-to-date data in this field.

In addition, several publications appeared on special subjects, such as: World Energy Statistics in Selected Years 1929-1950, Retail Price Comparisons for International Salary Determination and several reports of training centres.

## J. ACTIVITIES OF THE REGIONAL ECONOMIC COMMISSIONS

Increasingly effective co-ordination of global and regional economic activities, through collaboration between Headquarters, the secretariats of the regional economic commissions and several of the specialized agencies, was achieved during

the year. Active co-operation between the three regional economic commissions themselves—the Economic Commission for Europe (ECE), the Economic Commission for Asia and the Far East (ECAFE), and the Economic Commission for

Latin America (ECLA)—also increased, notably in regard to inter-regional trade and the development of the iron and steel industry.

### 1. Economic Commission for Europe (ECE)<sup>61</sup>

The Economic Commission for Europe held its seventh session from 3 to 18 March 1952 at Geneva (E/2187, Parts III and IV). Representatives of 25 European countries, the United States and various specialized agencies and non-governmental organizations participated.

Before the Commission were:

(a) a Note by the Executive Secretary on the decisions of the Economic and Social Council and the General Assembly bearing upon the Commission (E/ECE/144); (b) the Economic Survey of Europe in 1951 (E/ECE/140/Rev.1); (c) reports of the committees of the Commission on their activities from 13 June 1951 to 18 March 1952 (E/ECE/142-A-G) and an additional Note to the reports of the committees by the Executive Secretary (E/ECE/142-H); and (d) a Note by the Executive Secretary on other activities of the Commission and its secretariat (E/ECE/143). The latter dealt principally with ECE co-operation with ECAFE and ECLA; special studies; technical assistance; relations with specialized agencies; intergovernmental and non-governmental organizations; and relations with the Allied Control Authorities in Germany.

The Commission noted, *inter alia*, the decisions of the General Assembly and the Economic and Social Council concerning the continuation of the Commission, the amendments to its terms of reference and noted their decisions and the recommendations of the Council regarding its rules of procedure.<sup>62</sup> It accordingly requested its subsidiary bodies to grant voting rights to European nations not Members of the United Nations admitted to participate in the work of the Commission. The Commission also decided to ask the Executive Secretary to inform the competent authorities of the urgent necessity for taking appropriate steps to ensure the complete implementation of its rule of procedure designating English, French and Russian as working languages.

Following a discussion of the General Assembly's resolution on integrated economic development and commercial agreements (523(VI))<sup>63</sup> the Commission unanimously noted the joint trade studies already being carried out by ECE, ECLA and FAO on the one hand, and ECE, ECAFE and FAO on the other hand, as well as the work relating to inter-regional co-operation being undertaken by the committees of the Commission. Further, it decided to seek closer collaboration with ECLA and ECAFE and instructed its committees to carry out the terms of the General As-

sembly's resolution within their respective fields. The Commission invited the Executive Secretary to maintain contact with interested governments and to continue consultations on the secretariat level with Headquarters and with the Executive Secretaries of the other Regional Economic Commissions, with a view to finding ways of giving effect to the recommendations of the General Assembly's resolution, and to report on this subject to the next session of the Commission.

The Commission reviewed the economic situation in Europe, using as a basis the Economic Survey for Europe in 1951, issued by the Commission's secretariat. In the course of the general review of the work of its committees, prefaced by a statement of the Executive Secretary which emphasized especially the importance of fuller participation, particularly of Eastern European Governments, in the committees' activities, the delegates reiterated their belief in the actual and potential importance of the Commission's subsidiary bodies in terms of all-European economic co-operation.

The Commission discussed separately the report by each committee on its past and planned activities and unanimously adopted resolutions with respect to the Industry and Materials Committee and the Committee on the Development of Trade.

In the first resolution the Commission stated that consideration of fundamental problems relating to the supply of raw materials and equipment for investment and consumer goods industries, indispensable for raising the standard of living, constituted an important task of the Industry and Materials Committee. It outlined procedures for the possible convening of a plenary meeting of the Committee and decided to continue to convene *ad hoc* working parties to deal with specific economic, industrial, legal and institutional problems, or with a series of problems relating to a particular branch of industry.

The second resolution followed a full exchange of views on the problem of East-West trade, based, *inter alia*, on a Note by the Executive Secretary reviewing his consultations with governments since the Commission's previous session (E/ECE - 142-H).

<sup>61</sup> For the work of the Commission prior to 1 January 1952, see previous issues of the Yearbook. (For the revised terms of reference of the Commission, see E/2152, Appendix II).

<sup>62</sup> See Y.U.N., 1951, pp. 66-67.

<sup>63</sup> See Y.U.N., 1951, pp. 418-19.

The Commission unanimously adopted a resolution expressing its belief that the expansion, by means of mutually satisfactory agreements, of trade between, on the one hand, countries of Eastern Europe and, on the other, countries of Western Europe, would benefit all European countries. It noted with satisfaction the steps already taken by the Executive Secretary to explore the possibilities of such an expansion and the statements made by the representatives of governments participating in the work of the Commission about their willingness to achieve that expansion.

It invited the Executive Secretary to continue to explore with interested Governments the practical possibilities of trade expansion, on a mutually advantageous basis, including deliveries and counter-deliveries, and if his explorations indicated a reasonable prospect of concrete results, to convene in the autumn of 1952 a consultation of trade experts at the end of which consideration would be given to the desirability of an ad hoc Meeting on Trade.

The Commission further instructed its committees to assist the Executive Secretary in his task by examining export availabilities and import requirements in their respective fields, and reminded governments that the services of the secretariat were available to facilitate the intergovernmental solution of specific trading problems or to explore trade proposals which governments might wish to put forward.

The Commission outlined certain desiderata concerning what the experts attending the Consultation should be prepared to do.

#### a. WORK OF THE SUBSIDIARY BODIES OF THE COMMISSION

##### (1) Committee on Agricultural Problems

Due to the fact that Eastern and Western European countries could not agree on a programme of common interest, the Committee on Agricultural Problems did not meet during the year 1952 (E/ECE/142-A and E/ECE/153-A).

Work on standardization of perishable foodstuffs, however, continued. The second and third sessions of the Working Party dealing with this problem were held in Geneva in February and September. At the third session a number of recommendations were approved regarding the general provisions to be applied in Europe for the commercial standardization and quality control of certain foodstuffs. It was agreed that the Executive Secretary would contact Governments after a period of a year in order to have their opinion on the possibility of going further with

these recommendations by incorporating them in a convention.

The secretariat continued the study on prices decided upon at the Committee's second session and issued a paper *Prices of Agricultural Products and Fertilisers in 1951/2* (AGRI/41) for general distribution.

##### (2) Coal Committee

The Coal Committee held its 23rd to 26th sessions in February, May, August and November 1952 (E/ECE/142-B and E/ECE/153-B). The work of the Committee during the year was concerned with European coal trade, coal production and consumption, efficient utilization of solid fuels, coal classification and coal statistics.

During 1952, the increase in coal production over 1951 in most countries, both in Eastern and Western Europe, fell below expectations. The total increase in Western Europe was 11 million tons, compared with 21 million tons in the previous year. In Poland and Czechoslovakia planned increases were not achieved.

However, the demand for solid fuel in Western Europe increased very little over that of 1951. Consumption of steam coals and coals for power production was lower in some countries, for example the United Kingdom, than it had been in the previous year, and increases were mainly in coking coals and coals for domestic consumption. The market saw very considerable changes during 1952. In the first quarter, the imports from the United States were at a record level of 9 million tons and by the end of the year they had fallen off very considerably. In the spring, stocks of steam coal and industrial coals began to accumulate, first at the pitheads in Belgium and later in France and in the United Kingdom. Industrial activity remained low and it was only towards the end of the year that consumption trends began to move in an upward direction again.

During the year, as the result of the accumulation of stocks, fears of a glut of coal were widely expressed and there was strong criticism of the continued import of coal from the United States. This led the Coal Committee, during the summer, to study urgently the causes of disorganization and fluctuation in the European coal market. It was clear from this study that, on the one hand, the main causes of fluctuation were situated in the chief producing countries but that, on the other hand, the most serious effects of fluctuations were to be seen either in the small importing countries or the small producing countries, in the latter case particularly Belgium. Following this survey, the Coal Committee decided

that, in the future, one of its main tasks should be to attempt to bring greater stability to the European coal market.

The Committee was particularly interested in problems of stocking and de-stocking and in consumption trends studies—both in individual countries and on an international level—in problems of solid fuel qualities, and in prices.

The work of the Coal Committee was continued against a background of considerable change in the organization of the industry. Many participants in the Committee and their governments were seriously preoccupied with the setting up of the European Coal and Steel Community and this affected the Committee's work. However, the importance of the Committee's remaining the centre for a free exchange of views among interested countries on the problems facing the European coal industry as a whole was recognized during the meetings towards the end of the year.

Owing to the easing of the general supply situation, it was possible to reach agreement in the Coal Trade Sub-Committee at each of the quarterly meetings throughout the year on the recommended allocations of European export availabilities. However, owing to the shortage of coking coals, difficulty was experienced in meeting the requirements from European sources, including Western Germany.

The Classification Working Party met in July and December and drew up and adopted a report recommending unanimously an international scientific classification for hard coal by rank. Work was continued on a commercial classification for hard coal and on the classification of lignites and brown coal.

Work was also continued on a number of problems of utilization, in particular, the development of technical advisory services, the proper use of measuring instruments to improve results from existing plant, and development of a satisfactory system for exchanging technical experience.

During the year, the Monthly Bulletin of Coal Statistics was replaced by a Quarterly Bulletin of Coal Statistics for Europe. The Monthly Coal Statistical Summary continued to appear and a monthly News Sheet was circulated giving information on the main items of interest to the coal industry taking place each month.

### (3) Committee on Electric Power

The Committee on Electric Power held its ninth session on 23 and 24 June. Following decisions taken at the session, detailed consideration

was given to specific problems by a number of ad hoc groups of experts, various studies were undertaken by the secretariat and certain negotiations were conducted under its auspices (E/ECE/152-C and E/ECE/153-C).

In addition to a series of meetings on rural electrification, there were nine sessions of other expert groups throughout the year.

Thus legal questions concerning the hydro-electric development of rivers which cross common frontiers were the subject of study and proposals by a group of legal experts. Difficulties arising out of the harnessing and operation of the Drava River led to negotiations, through the secretariat, between Austria and Yugoslavia.

With the co-operation and financial support of the Technical Assistance Administration and FAO, a combined seminar and expert study group on rural electrification was held in Geneva over a period of two months. Sixteen European countries, the United States and Costa Rica sent participants and, as a result, a detailed study was prepared embodying recommendations on the electrification of rural communities. Proposals were also drafted for periodic examination of this question by experts.

A definitive study on Transfers of Electric Power across European Frontiers (E/ECE/151) was issued by the secretariat. This study, approved by the Committee, establishes the broad lines on which international trade in electricity might develop and defines the relatively few regions which are potentially suited to support large-scale exports over a number of years. In furtherance of its conclusions, preliminary discussions and negotiations were started between interested countries on the possibilities of systematic export of electric power from Yugoslavia.

Other studies issued by the secretariat included one on Prospects Opened up by Technical Progress in Electric Power Production (E/ECE/EP/127) and a second on Some Technical Aspects of the Transmission of Electric Power (E/ECE/EP/128). Another large-scale project carried to an advanced stage was a pioneer survey to determine how much electricity could be produced by Europe's rivers and lakes. The survey involves comparisons between different regions in respect of technical and economic limits to exploitable resources. A series of general studies of this type was carried out during the year and the first of the periodic surveys of the electric power situation in European countries was made in accordance with a decision taken at the Committee's ninth session.



The objectives and functions of the Electric Power Committee, as exemplified in these various activities, continued through the year to remain threefold in character. Both consumption of power and the natural sources for its production are very unevenly distributed in Europe, although demand everywhere has continued to show a rapid rate of increase. There has thus been a constant need to facilitate the efforts of different countries and to promote the optimum development of natural resources through co-operative measures. The Committee endeavoured to work towards this objective in three ways. It acted as a forum for the exchange of views on fundamental issues, maintaining in the process a close and constructive contact with other international bodies. In furtherance of this end the secretariat has at all times been available as a medium of contact between governments on specific issues for which they might wish to negotiate. Secondly, certain of the general studies of the Committee, including those of a statistical character, served the purpose of assembling documentation on subjects of current importance. Finally, a number of the year's results, including those in the field of rural problems, were obtained in areas of inquiry initiated by the Committee and now distinctively its own.

#### (4) Industry and Materials Committee

During 1952 most of the shortages in industry and materials experienced after the outbreak of the war in Korea eased, especially in the case of non-ferrous metals and sulphur. With a few exceptions, delivery periods for most types of engineering products had returned to normal in most European countries, while in the United Kingdom shortage of steel, especially of plates, limited the activities of certain industries, such as the ship-building industry. In various branches of industry, for example in the motor-vehicle industry, in continental European countries, capacity was not fully utilized.

The Industry and Materials Committee did not meet in 1952 (E/ECE/142-D and E/ECE/153-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 met in January, May and December and agreed on the text of general conditions for the supply of plant and machinery for export. These general conditions embody a number of standard clauses for optional use in sales contracts for European engineering equip-

ment and are available to interested parties. The ad hoc Working Party also decided to examine the possibility of preparing a set of permissive clauses for the setting up of plant, in view of the importance of that aspect in trade in engineering products with under-developed areas.

Work continued on 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 precise equivalents in several languages, according to methods devised by a UNESCO expert. The preparation of definitions and drawings for one thousand selected concepts to be embodied in the glossary was proceeding.

The state of supplies of engineering products for export overseas, especially to Latin America and to Asia and the Far East, was kept under review with the co-operation of the regional commissions concerned. Two appendices, one on exports of textile machinery from Europe to Latin America and the other on Latin American markets for tractors, were prepared for inclusion in A Study of Trade between Latin America and Europe.<sup>64</sup>

#### Housing Sub-Committee

The Housing Sub-Committee, which met in September 1952 (E/ECE/IM/HOU/42) continued to develop work on housing and building in response to the wishes of the governments. Its work was also aimed at implementing, in Europe, the programme on housing and town and country planning recommended by the Social Commission and approved by the Economic and Social Council (E/ECE/142-D and E/ECE/153-D).

In most countries the number of dwellings under construction in 1952 was higher than in 1951 and in many countries greater than at any time since the war. This expansion was made possible by measures designed to encourage new building. In Western European countries such measures included lowering interest rates, relaxing licensing and granting credits and subsidies, as well as by the improvement in the supply of building materials. Despite progress in the rate of house construction in all European countries, most of these measures had failed to make any significant contribution in the backlog of unfulfilled needs.

The most important problems facing many countries were: the provision of finance for housing at low interest rates; the need for a long-

<sup>64</sup> U.N.P., Sales No.: 1952. IL G.2.

term rent policy which would reduce the disparity between rents of pre-war and new housing; and the necessity of stemming and reducing the rising cost of building.

The Building Research Organizing Committee, one of the subsidiary organs of the Housing Sub-Committee, completed its task of formulating recommendations on the type of arrangements required for permanent systematic international collaboration in building research (E/ECE/IM/HOU/39). The close relationship between building research and documentation was especially stressed.

The solution which appeared to the Organizing Committee to offer the greatest degree of integration of efforts in these two fields, and greater economy than appeared possible if the work were to be divided between two separate organizations, was the amalgamation into a single organization of the International Council for Building Documentation (CIDB), established following a recommendation of the Housing Sub-Committee, with the organization envisaged for international collaboration in building research.

On the basis of recommendations of the Organizing Committee, the Housing Sub-Committee instructed its officers, in conjunction with the Executive Secretary, and in consultation with the representatives of interested governments and organizations, to take the necessary steps to organize international co-operation in building research on the general lines proposed. Preparations were made to bring the new arrangements into force by the middle of 1953.

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 economic studies, the Sub-Committee drew to the attention of governments the completed study on "Methods and Techniques of Financing Housing in Europe" (E/ECE/IM/HOU/38), and in particular, to a number of points discussed in the study concerning the provision of finance for housing at low interest rates and the increasing responsibility of government institutions in the financing of housing. The Sub-Committee decided that current developments with regard to financing and investment in the field of housing should be treated in an annual report on housing policies pursued and results achieved, to be prepared as a basis for an annual examination by the Sub-Committee.

The Sub-Committee also examined a preliminary report on "European Rent Policies". The report analysed the problem of reducing the disparity between rents of old and new houses and providing adequate repairs and maintenance of the existing dwelling stock.

The Sub-Committee continued consideration of what further steps it could take to reduce the cost of building and, in particular, to increase the productivity of the industry. In this connexion it had before it a general study, entitled "Measures to Reduce the Cost of Building", containing recommendations for measures capable of yielding immediate or fairly short-term results. The Sub-Committee suggested that the final report should be examined, jointly, in each country by representatives of the government and the industry in the light of the particular problems and experiences in the country, and that the results of such studies and action taken should be regularly communicated to the ECE secretariat for transmission to other governments.

A series of specialized studies in the technical field were also in preparation, largely by rapporteurs. They concerned: productivity measurement; model building codes and regulations; contract practices; strength, stability and safety factors; more rational use of building materials; lifetime of a house; the role of the architect and the engineer; trends in mechanization; and the scale and continuity of demand.

A working Party on Housing and Building Statistics made detailed preparations for launching in 1953 a Quarterly Bulletin of Housing and Building Statistics for Europe.

#### (5) Inland Transport Committee

The Inland Transport Committee held two sessions during 1952, its first special session from 7 to 11 January and its ninth session from 15 to 19 July. The Committee's main attention continued to be directed towards problems relating to the formulation of a general transport policy designed to eliminate wastage and reduce transport cost. Questions such as co-ordination of transport and of development programmes, drawing up of international tariffs for Europe considered as a single economic unit, calculation of costs, and the establishment of internationally comparable transport statistics, were given priority (E/ECE/142-E and E/ECE/153-E).

Work continued on the economic studies necessary before any policy of international transport co-ordination can be examined. To enable the Committee to consider the co-ordination of capital expenditure programmes, the secretariat was asked

to compile a list of such programmes in the various countries, and covering rail, road and inland waterway transport.

The Committee recommended that governments should set up special funds for the construction of roads as had already been done or was about to be done by certain countries, including France and Belgium. In collaboration with the International Road Federation (IRF), a first draft statute for a European Road Investment Fund was being prepared by the secretariat.

The Committee drew the attention of governments to the importance of using the same system of electrification in zones of heavy traffic for international services between neighbouring countries. It requested the International Railway Union (UIC) to keep it informed of bilateral conversations on this question and to submit to it a report analysing the economic advantages of the various possible solutions in the field of electrification. The UIC was also requested to lay down the basis for a future programme which would indicate the main lines, most advantageous from the economic standpoint, to be equipped so as to ensure the fullest possible efficiency of future electrification schemes.

The Committee attached particular importance to work on costs and tariffs, since there is a tendency in many countries to relate tariffs more closely to costs. The determination of costs and studies which would make it possible to compare costs as between the various means of transport are also essential for purposes of co-ordination.

The continuing work on rail tariffs has two main purposes:

(1) to bring harmony into the structure of these tariffs (the basis of which varies from country to country there being, for example, differences in the classification of goods, in the minimum tonnage needed before cheaper rates are applied, and in the way in which charges per kilometre fall as distance increases) and thereby considerably facilitate trade and simplify the work of consignors and consignees; and (2) to harmonize the presentation of tariffs by drawing up model internal and international tariffs. The possibility of establishing tariffs for road and waterway transport was also under study.

Although the Committee and its subsidiary bodies devoted special attention during the year to problems relating to the laying down of a general transport policy, the study of various operational or other short-term problems was also continued. For example, questions arising out of the application of the Customs conventions and the agreements removing restrictions on the freedom of road transport received attention. Efforts were made to co-ordinate regular international passenger services by road, operated by railways

and by private companies, and to improve the standard of such services. Measures for the prevention of road traffic accidents and for increasing the degree of safety at level crossings were also being considered.

Work on the transport of perishable food-stuffs and dangerous goods continued and studies concerning containers and pallets got under way.

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, were signed by eight countries in January 1952. By the end of the year considerable improvements in the timetables of certain rail journeys had followed the signing of these conventions and the recommendations of the Committee's subsidiary body dealing with the simplification of frontier formalities.

Several governments had agreed to implement a resolution for the elimination of currency restrictions on the transfer of rail transport charges. As a result of another resolution, governments had granted facilities to privately owned railway wagons passing frontiers by rail.

With regard to road transport, a standard set of rules which governments propose to enforce through a general agreement, and which will be applicable to all international carriers, was prepared. The application of the TIR carnet scheme, which enables goods vehicles, after inspection and sealing in the country of departure, to proceed to a chosen point in the country of destination without detailed inspection and unloading at intervening frontier Customs stations, was brought up to date in the light of technical progress. This system also enables lorries to take their loads to a clearance point in the country of destination, thus avoiding disturbance of the load at the frontier.

A scheme for the introduction of an international insurance certificate covering third-party risks was prepared.<sup>65</sup>

On a recommendation adopted by the Committee, an international non-governmental organization was set up to represent the interests of inland waterway carriers.

#### (6) Manpower Committee

No meetings of the Committee were held during 1952, its programme having been taken over, on the decisions of the governments, by ILO in April 1948.

<sup>65</sup> This entered into force in several countries during January 1953.

### (7) Steel Committee

Meetings were held by the Committee and its Working Party on Scrap and Panel of Statistical Experts in February 1952 (E/ECE/142-F and E/ECE/153-F). During 1952 the problems before the Steel Committee were of a more varied nature than during the previous year. Supplies of raw materials, particularly ore coke and pig iron, had much improved. Scrap, however, still remained short. The Committee noted that, in response to earlier recommendations, the majority of European countries had substantially increased their scrap prices in 1951 and 1952 and many had organized scrap campaigns. Among other things, it approved the proposal of its Working Party on Scrap for the collection of statistics, through scrap merchants, of scrap deliveries according to types of consumers and origin of the scrap.

Despite the shortage of scrap, European steel production (excluding the USSR) rose still further to 73.9 million tons of crude steel as against 67.6 million tons in 1951.

The demand for steel products showed a tendency to slacken during the later part of the year, particularly in certain overseas areas so that some main European exporters, for want of orders, had difficulty in maintaining full production.

The secretariat of the ECE prepared and presented to the Steel Committee two major studies, one on trends in production and consumption of flat steel products and the other on Europe's position and prospects as an exporter of steel to other parts of the world.

The first study, entitled *The European Steel Industry and the Wide-Strip Mill*,<sup>66</sup> is concerned with the growth of demand for flat steel products and the potential results of the installation of continuous wide-strip mills in Western European countries. It analyses trends in production of flat products in the United States during the past 30 years, comparing them with the more recent developments in Western Europe. It reviews present and planned capacity for production of flat products in Western Europe, and the levels of output that might, on various assumptions, be attained by 1956, discussing, among other factors, the question of obsolescence. A chapter is devoted to production in the USSR and other countries of Eastern Europe, but sufficient details were not available to enable the analysis to be carried out as fully as that for Western Europe. The study examines the possible growth of the industries which are the principal consumers of flat products: the motor-vehicle, shipbuilding, con-

tainers, durable consumer goods and capital goods industries; it also makes a brief survey of Western Europe's export markets for flat products. It ends with a tentative assessment of future demand and draws a number of conclusions on the prospects of balancing production and consumption and on the measures which appear necessary if Europe is to derive the full potential benefit from the continuous wide-strip mill.

The second study, *European Steel Exports and Steel Demand in non-European Countries* (E/ECE/163) analyses the importance of trade in steel products both for European exporting countries and importing countries in other parts of the world. In particular, it discusses the main factors influencing steel demand in under-developed countries. Trends in consumption, and their probable development up to 1960, are also considered. The study reviews such factors as demand for particular steel products, the price policies of European steel exporters, and the relationship between the economic policies of industrialized countries and demand for steel in under-developed countries. This analysis is followed by statistics of production, consumption, imports and exports for more than 40 countries outside Europe and a brief factual account of steelmaking raw materials and sources of energy, the steel industries and any plans for development of these in each country considered.

During the year, collaboration between the secretariat of ECE and of the Economic Commission for Asia and the Far East (ECAFE) continued. Collaboration with the Economic Commission for Latin America (ECLA) also developed, particularly in connexion with the first meeting of the Expert Working Group on the Iron and Steel Industry in Latin America, sponsored jointly by ECLA and the Technical Assistance Administration of the United Nations, which was convened in October 1952 at Bogota.

The *Quarterly Bulletin of Steel Statistics* for Europe, the first issue of which appeared in December 1950, continued to be published. The Foreign Trade section was expanded in the course of the year so as to include data on finished steel products conforming to the Standard International Trade Classification, and new tables were added covering production and exports of raw materials in selected overseas countries. Data on the production and consumption of steelmaking raw materials and foreign trade in steel of the USSR were also added.

<sup>66</sup> U.N.P., Sales No.: 1953. I.I.E.6.

## (8) Timber Committee

The Committee held two sessions in 1952, one in May and the other in October. At the May session, the Committee noted that since the end of 1951 the European market had undergone a complete change due to a sharp decline in the intensive demand for all types of timber. Estimates of prospective demand from Europe, the Middle East and other overseas countries for sawn softwood were established at 2.8 to 3 million standards for 1952, representing a reduction of 500,000 to 650,000 standards below actual imports in 1951. By the beginning of July, the downward price trend had been checked and buying had been resumed. By the end of September, a considerable amount of business had been done and the Committee's provisional estimates for the year 1952 essentially confirmed the forecasts made at its meeting in May (E/ECE/142-G and E/ECE/153-G).

The Committee considered that no difficulties should arise in obtaining supplies of pitprops for 1952 and this was borne out by events. Similarly, the supply situation for pulpwood had greatly improved.

A review of expected import requirements and export availabilities for sawn softwood, pitprops and pulpwood in 1953 indicated that the demand could be met.

At the May session the following progress reports were presented by the secretariat and noted by the Committee:

(a) timber price statistics and indices; (b) research on new methods for utilization of wood waste; (c) logging techniques; (d) other projects (definition of principles of the grading of commercial timber, study of problems in connexion with the use of wood in packaging, and the training of woodworking technicians).

At its October session, the Committee met with the European Forestry Commission of FAO to discuss the draft of a study of European Timber Trends and Prospects<sup>67</sup> prepared by the secretariats of FAO and ECE. The joint session recommended that, prior to publication, the study be revised in the light of observations made during the meeting and taking into account those observations which might be subsequently submitted by governments and experts. It further recommended the establishment of a Working Party composed of experts in the fields of forest policy, timber production, woodworking industry and the timber trade to consider proposals for future action so that the secretariat could make recommendations for submission to Member Governments well in advance of the next joint session.

## (9) Committee on the Development of Trade

No meeting of the Committee on the Development of Trade was held in 1952, but work in this field was continued by the secretariat (E/ECE/142-H and E/ECE/153-H/Rev.1).

The secretariat received information from the governments concerned regarding the progress of relevant bilateral negotiation following the Consultation on Preparations for an Ad Hoc Meeting on Trade<sup>68</sup> and the views of governments on the question of a further ad hoc meeting. This information was communicated to governments in confidential communications and a consolidated statement summarizing the information to date was transmitted to governments on 20 February 1952.

Pursuant to the resolution concerning the Industry and Materials Committee, adopted at the seventh session of the Commission,<sup>69</sup> the Executive Secretary explored with governments the possibilities of calling a Consultation of Trade Experts and proposed that the Consultation be convened on 9 September 1952. Replies from fourteen governments indicated that they were, on the whole, favourable to the Consultation, including the date indicated, and a further three Governments, Ireland, the Netherlands and Switzerland, had no objection to the Consultation being held. No answer, however, was received from the Governments of Albania, Bulgaria, Czechoslovakia, Hungary, Poland, Portugal, Romania and the USSR, in time for the convening of the Consultation contemplated for 9 September, and the Executive Secretary therefore considered that the Consultation could not take place.

In an Interim Report to governments on 18 August (E/ECE/153-H, Appendix B), he stated that, in view of the importance of the question of East-West trade, its current unsatisfactory state, and the unanimous decisions of the Commission expressing the willingness of governments to tackle this problem on a practical level utilizing the machinery of the Commission, he intended to continue his explorations with interested governments in order to examine the possibility of arranging a Consultation to take place later in the year, provided it could effectively help or supplement bilateral negotiations.

On 10 September 1952 the Executive Secretary conferred with the Minister of the USSR in Switzerland and explained why he wished,

<sup>67</sup> U.N.P., Sales No.: 1953.IIE.3.

<sup>68</sup> See Y.U.N., 1951, pp. 456-57.

<sup>69</sup> See p. 417.

prior to approaching all ECE Governments anew, to consult the Government of the USSR as the major trading country in Eastern Europe concerning the desirability of holding a Consultation of trade experts in the latter part of December 1952 or early in January 1953. No reply was received from the Government of the USSR in time to convene a Consultation during these periods. But the Consultations were subsequently scheduled for the spring of 1953.

The Research and Planning Division of the secretariat prepared a detailed note on recent development in intra-European trade, published in Volume 4, No. 3, of the Economic Bulletin for Europe under the title: "Developments in Trade between Eastern and Western Europe from 1950 to mid-1952".

The secretariat was instrumental in bringing together, and arranging for, bilateral trade negotiations, with the consent of the Governments concerned, between the representatives of the Greek and Polish Chambers of Commerce. The talks took place from 1 September to 22 October 1952 in Geneva; and on 22 October a one-year trade agreement was signed for the exchange of goods totalling about \$4 million in value each way.

#### b. ECONOMIC SURVEY OF EUROPE IN 1951

The Economic Survey of Europe in 1951 (E/ECE/140/Rev.1),<sup>70</sup> published in February 1952, was the fifth annual survey prepared by the secretariat of the Commission.

The Survey, based on official statistics and statistical estimates made by the secretariat, showed that in the sixth post-war year production in Europe (excluding the USSR) continued to expand, but, as in previous years, agriculture lagged behind industry. Agricultural production in Europe as a whole in 1951 had exceeded the level reached in the late 'thirties by only a few per cent, whereas industrial production was about 40 per cent higher. The increase in total industrial production in Europe as a whole during the war amounted to 12 per cent. In the USSR the index of gross industrial output rose by 16 per cent and was about twice as high as in 1940. By the third quarter of the year, production in Western Europe began to be noticeably affected by the recession in consumer demand. The European grain harvest in 1951 was bigger than that of 1950, but the potato crop was inferior.

The Survey pointed out that very considerably increased demands were placed on the engineering industries of Western Europe during the year.

The engineering industry of Western Europe, taken as a whole, was able to meet these increased demands for private investment and export without undue strain because: (1) that industry, especially in Western Germany, had been operating well below its 1950 capacity; and (2) in 1951 investment in plant and equipment was sharply reduced in national industries and non-nationalized industries mainly operated as public enterprises.

In the field of trade, the Survey indicated, two major changes were primarily responsible, along with speculative capital flows, for the abrupt reversal of the dollar fortunes of the United Kingdom in 1951. One of these was the great rise in imports in 1951, in turn attributable chiefly to the necessity of building up again its stocks of raw materials and foodstuffs after the reductions which had been made in 1950. The violent rise and fall in international raw material prices since the start of the Korean war was the second major cause of the new payments crisis. Mainly because of these two factors, the trade of the sterling area as a whole with dollar countries and with continental Europe took a sudden adverse turn equivalent to over \$2 billion per year in the middle of 1951.

The Survey declared that no contribution to the solution of Western Europe's growing balance-of-payments problems, or to certain difficulties experienced in developing production in Eastern Europe, had come from revived trade between the two areas. On the contrary, trade between Eastern and Western Europe in 1951 declined further from the already abnormally low level it had reached by 1950.

From data available on trade among Eastern European countries during the period under review the Survey suggested that three main tendencies appeared to emerge:

(1) a very considerable increase in Eastern Germany's trade with the other countries of the area; (2) a further large increase in trade between the Soviet Union and other Eastern European countries; and (3) a rather small increase, compared with previous years, in the volume of trade among the countries of the region other than the Soviet Union and Eastern Germany.

In addition to the review of general economic developments in Europe, the Survey contained two special chapters, one dealing with the European coal problem and the other with economic developments in the Soviet Union. The chapter about coal described production problems and investment plans in Belgium, France, Western

<sup>70</sup> Published as Vol. 3, No. 3 of the Economic Bulletin for Europe.

Germany, Poland and the United Kingdom, and coal consumption trends and policies. It described the coal shortage experienced during the year as both the most serious and the most unnecessary of Europe's post-war commodity shortages, and urged vigorous measures both to expand European production of coal and to economize in its use. The chapter about the Soviet Union discussed Soviet statistical sources, analysed the trend of industrial and agricultural production and the trend and allocation of the national income, and also dealt with the question of monetary stability.

### c. CONSIDERATION BY THE ECONOMIC AND SOCIAL COUNCIL AT ITS FOURTEENTH SESSION

The Council considered the Fourth Annual Report of ECE (E/2187 and Add.1) at its 594th to 596th plenary meetings from 6 to 9 June. It also had before it the Economic Survey of Europe in 1951 and a note by the Secretary-General (E/2221) concerning the Commission's work programme and priorities for 1952-53.

In introducing the Annual Report, the Executive Secretary of the Commission stated that there were two basic problems, both of which arose from the division of Europe into two large political groups. The first problem was the lack of participation of certain European countries in the committees of ECE, and the second was that there had been little progress in utilizing the organization for promoting East-West trade.

Representatives in the Council expressed general satisfaction with the work of the Commission and commended its efforts towards promoting East-West trade. It was also generally agreed that growing co-operation between ECE, ECAFE and ECLA was a significant and beneficial development.

Several representatives, among them those of Belgium, France, Pakistan, the Philippines, Sweden, the United Kingdom and the United States, expressed appreciation of the Survey and various studies undertaken by the Commission. The representatives of Belgium, France and Sweden emphasized that, while research and studies were very useful, the major objective of the Commission was to devise practical activities leading to concrete achievements. In this connexion, the representative of France cited the importance of the work of the Commission's subsidiary technical bodies, particularly the Coal and Inland Transport Committees.

The representatives of Poland and the USSR declared that the Survey had not given an accurate

and objective picture of the European economy. The USSR representative felt that the Commission had been inadequate in promoting the export of capital equipment to under-developed countries.

The representative of the United States noted with regret that a number of Eastern European countries had not participated in several of the subsidiary bodies of the Commission. He felt that their continued absence was hard to reconcile with their professed interest in the problems of the region. The representative of the USSR stated that the USSR, itself, was in the best position to determine the subsidiary organs of ECE in which it could most usefully participate. He and the representatives of Czechoslovakia and Poland were of the opinion that the economic situation in Western Europe had deteriorated due to the influence exerted by the United States and its rearmament programme.

The Council at its 596th plenary meeting on 9 June 1952 rejected by 9 votes to 3, with 6 abstentions, a Czechoslovak draft resolution (E/L.354) which proposed that the Council grant voting rights in the Economic Commission for Europe to States non-members of the United Nations which participated in a consultative capacity in the work of the Commission.

The Council unanimously adopted as resolution 418 (XIV) the draft resolution proposed by the Commission (E/2187), taking note of the Annual Report of ECE and of the views expressed by the Commission during its seventh session.

## 2. Economic Commission for Asia and the Far East (ECAFE)

The Economic Commission for Asia and the Far East (ECAFE) held its eighth session<sup>71</sup> in Rangoon, Burma, from 29 January to 8 February 1952 and reported (E/2171) to the Economic and Social Council at its fourteenth session, held from 20 May to 1 August 1952. An account of action taken by the Commission at its eighth session and of consideration by the Council of the Commission's report, covering the period 8 March 1951 to 8 February 1952, together with a description of other activities of the Commission during 1952, is given below.

### a. PROBLEMS OF INDUSTRY AND TRADE

At its eighth session, the Commission approved (E/CN.11/343) the report of its Committee on

<sup>71</sup> For a list of meetings of the Commission and its main subsidiary bodies, see p. 53.

Industry and Trade (E/CN.11/314), subject to minor amendments, thus approving a number of work projects, studies, conferences and surveys, as well as reports of other subsidiary bodies. Among the projects approved by the Commission were:

The convening of a regional conference on mineral resources development; a resolution requesting supplying countries to make increased efforts to assist countries of the region in the supply of pig iron, semi-finished and finished steel products; a group visit of experts to study methods and techniques of the iron and steel industry in Japan, with the assistance of the United Nations Technical Assistance Administration (TAA); work on small-scale industries and handicraft marketing, including a working party to be held in July 1952; dissemination of information on industrial organizations in the public sector and a seminar on the structure and management of such organizations; continued work on the supply position and availability of DDT and antibiotics; increased attention to building and housing materials, including an inter-secretariat working party with the Food and Agriculture Organization of the United Nations (FAO) and the World Health Organization (WHO); continued work on trade promotion; the convening of a second ECAFE Conference on Trade Promotion in the Philippines early in 1953; projects on trade analysis including marketing and distribution surveys, working of financial and trade agreements; the joint ECAFE/ECE/FAO study of trade between the ECAFE region and Europe; intensification of work on problems relating to financing economic development and mobilization of domestic capital, including a working party to be held in September 1952.

#### (1) Industrial Development

Electric power: The Sub-Committee on Electric Power held two sessions during 1952 (one in January and one in September to October) at which reports were considered concerning power projects and organizational problems; the relationship between industrial and power development; rural electrification; techniques of estimating future power demands; requirements of electric power plant and equipment; lignite resources of the region, their exploration and utilization (E/CN.11/EP/3, 5, and 13 to 16).

Iron and steel: The Sub-Committee on Iron and Steel did not meet in 1952. A group of iron and steel experts, however, visited Japan during September and October. The group, which included participants from most countries of the region, was organized in co-operation with TAA. Advisory services on iron and steel industries were provided for Ceylon and Burma. Work was continued during 1952 on the amplification of the Directory of Laboratory Facilities; the formulation of uniform statistical reporting methods; and on scrap classification. Information was collected on import requirements of pig iron, semi-finished and finished steel for 1952 and 1953,

and forwarded to ECE, whose Steel Committee drew them to the attention of the supplying countries.

Mineral resources: During 1952, the secretariat's report on coal and iron ore resources of Asia and the Far East<sup>72</sup> was published. Preparations were made for a mineral resources conference to be held in Tokyo in April 1953, with the co-operation of TAA. A secretariat study on activities in the field of mineral resources development (E/CN.11/I&T/75, Annexes A to E) was issued; its annexes included a report on the kaolin resources of the region and a paper on mining development in Asia and the Far East during 1951.

Cottage and small-scale industries: The second meeting of the Working Party on Small-Scale Industries and Handicraft Marketing was held in July 1952. The draft outline for a study of the economic aspects of cottage industries (E/CN.11/I&T/CIWP.2/6) was approved and a report on research and training facilities (E/CN.11/I&T/CIWP.2/2) was considered. The Working Party also considered problems of marketing the products of cottage and small-scale industries and handicrafts.

Production of DDT and medical supplies: In view of the improved supply situation, with emphasis shifting from procurement to distribution and utilization of available supplies, it was not felt necessary to convene during 1952 the joint ECAFE/UNICEF/WHO/FAO inter-secretariat Working Party on DDT and Medical Supplies.

Fields of economic development handicapped by lack of trained personnel: The joint ECAFE/ILO/UNESCO inter-secretariat Working Party, at its second session in October 1952, reviewed the progress made and the problems involved in meeting specific shortages of trained personnel, and recommended that seminars on management techniques be organized on a national basis. It emphasized the importance of large-scale training of workers, artisans and village craftsmen and of undertaking manpower surveys in the countries of the region.

Power alcohol: The seminar on production and use of power alcohol was held in October and November 1952, under the joint auspices of ECAFE and TAA, in co-operation with FAO. The seminar emphasized the imperative need for a supplementary source of fuel in the form of power alcohol pressed from raw materials avail-

<sup>72</sup> U.N.P., Sales No.: 1952. II.F.I.



able in the region. Recommendations included the organizing of a survey of raw materials, the increasing of the cultivation of heavy alcohol-yielding crops, investigations on the hydrolysis of cellulosic materials, storage of molasses, analytical control of production, and the need for the supply of gasoline of standard quality.

Housing and building materials: The first meeting of the inter-secretariat Working Party on Housing and Building Materials was held in November 1952, with a secretariat staff attending from FAO, ILO, UNESCO, WHO, the United Nations Department of Social Affairs and ECAFE. A preliminary report by ECAFE on housing and building materials in the ECAFE region (E/CN.11/I&T/HBWP/L.4) was considered and a work programme for ECAFE, FAO, ILO, UNESCO and WHO recommended. ECAFE was considered a suitable agency for regional co-ordination at the secretariat level of work carried out by the various agencies in the field. The Working Party welcomed: (1) action taken by the Government of India in organizing an international exhibition on low-cost housing; and (2) its assistance in connexion with a regional seminar on housing and building materials, to be held in New Delhi early in 1954, with the co-operation of TAA.

#### (2) Trade and Finance

In considering the report of the Committee on Industry and Trade (E/CN.11/314), the Commission also considered a report on capital goods and materials (E/CN.11/315), and adopted a resolution (E/CN.11/343) approving the report, the work undertaken by the secretariat and the recommendations contained in the report. The Commission made additional recommendations concerning the financing of electric power development, supplies of machinery and equipment, supplies of sulphur, capital goods and material requirements and the expansion of exports.

The Commission recommended, among other things, that special consideration be given by the General Assembly, the Economic and Social Council and the International Bank to the urgent need of the under-developed countries for financial assistance for electric power projects. It urged countries producing electric power plant and machinery for the iron and steel industry to give high priority to the requirements of under-developed countries. It recommended that supplying countries also give priority to import requirements of the countries of the ECAFE region for projects already under way. The Commission further recommended exchange of information con-

cerning the need for and supply of capital and essential goods and that the regional conference on trade promotion in 1953 make proposals for a programme of work in regard to measures for increasing exports and the proceeds therefrom from countries of the region.

Mobilization of domestic capital: ECAFE's Working Party on the Mobilization of Domestic Capital held its second session in Bangkok in September 1952. It surveyed the experience of countries in mobilizing domestic capital, discussed development and finance corporations, examined the relationship between foreign capital and the mobilization of domestic capital, and made recommendations in all these fields. A progress report on the analysis of financial aspects of development plans (E/CN.11/I&T/82) was issued, outlining a scheme for the classification of development expenditures to facilitate analysis of development plans and methods for the estimation of foreign exchange requirements of development programmes.

Trade between ECAFE countries and Europe: Work on the study of trade between ECAFE countries and Europe, jointly undertaken by the secretariats of ECAFE, ECE and FAO, continued in 1952. A preliminary report (E/CN.11/TP/8) was nearing completion at the end of the year.

Supply of capital goods and materials: A report indicating the progress of work regarding the supply of capital goods and materials (E/CN.11/I&T/79) was issued in 1952. It showed the secretariat's activities in collecting information about urgent requirements of ECAFE countries in certain capital goods and materials. This information was transmitted to ECE and through ECE brought to the attention of the supplying countries.

Advisory services concerning better postal savings facilities and related matters to assist in the mobilization of domestic capital were rendered in 1952 to Pakistan.

Trade promotion: Preparations were made during 1952 for the second ECAFE conference on trade promotion to be held in Manila in February and March 1953. Papers prepared for the conference covered implementation of recommendations of the first ECAFE conference on trade promotion (E/CN.11/TP/6); technical and marketing research as an aid to trade (E/CN.11/TP/7); preliminary report on trade between the ECAFE region and Europe (E/CN.11/TP/8) (in co-operation with the secretariats of ECE and FAO); regional organization of trade associations (E/CN.11/TP/4); suggested form and content of market reports by trade representatives

abroad (E/CN.11/TP/3); training in trade promotion techniques (E/CN.11/TP/5; and selected import needs and export availabilities (E/CN.11/TP/10).

The ECAFE secretariat, in co-operation with TAA, during 1952 continued to assist governments in the improvement of their trade-promotion machinery and in the provision of facilities for the training of trade-promotion personnel. The form and content of Trade Promotion News was revised and issues published every two months. A "Glossary of Commercial Terms", first prepared in 1951, was circulated to governments and was to be published for wider circulation.

An exhibition of handloom textiles from the countries of the region was organized in connexion with the Working Party on Small-Scale Industries and Handicrafts Marketing, with exhibits from ten countries on display. In the deliberations of the working party, considerable attention was paid to marketing problems and TAA experts in marketing and design examined and analyzed the exhibited handicrafts for their export suitability. A Japanese spinning machine was also demonstrated.

Travel: In the field of travel promotion, ECAFE transferred its activities as from 1 August 1952 to the newly established Asian and Far Eastern Travel Commission of the International Union of Official Travel Organizations, including the publication of Asian Travelways and the compilation of Travel Formalities.

## b. INLAND TRANSPORT

At its eighth session, the Commission considered the report of the first session of the Inland Transport Committee (E/CN.11/312), held at Bangkok from 17 to 22 December 1951, and adopted a resolution (E/CN.11/340) approving the report and the general lines of the work set out in it. The Committee was due to hold its second session in January 1953.

The Highway Sub-Committee of the Inland Transport Committee met during August 1952; meetings of the Railway Sub-Committee and Inland Waterway Sub-Committee were scheduled for January 1953. Quarterly publication of the Transport Bulletin and the Railway Statistical Bulletin continued.

Co-ordination of transport: The secretariat continued studies on this subject during 1952. A preliminary document (E/CN.11/TRANS/88) analysing and summarizing basic information supplied by governments was prepared.

Highways: During 1952, the Highway Sub-Committee considered the standard highways maintenance register (E/CN.11/TRANS/Sub.2/3), as finalized by the secretariat; standard forms for recording data on cement concrete road pavements (E/CN.11/TRANS/Sub.2/4); highway bridge register (E/CN.11/TRANS/Sub.2/5); highway project schemes (E/CN.11/TRANS/Sub.2/6); vehicle maintenance and repair, and training of mechanics (E/CN.11/TRANS/Sub.2/7); and reclamation of worn automotive equipment (E/CN.11/TRANS/Sub.2/8).

Inland waterways: A draft was prepared during 1952 for the final report of the Expert Working Group on Inland Water Transport from Asia and the Far East; the chapter of this report containing recommendations for various countries of the region was revised (E/CN.11/TRANS/Sub.3/3 and Add.1, 2 and 3). Preparations continued, in co-operation with TAA, for the establishment of two demonstration/pilot projects in India and Pakistan on improved design and operation of craft.

The following studies were undertaken during 1952: uniform craft measurement (E/CN.11/TRANS/Sub.3/5); current inland waterway development (E/CN.11/TRANS/Sub.3/7) and inclusion of coastal shipping in the terms of reference of the Inland Transport Committee (E/CN.11/TRANS/Sub.3/6).

Railways: During 1952, preparations continued, in co-operation with TAA, for the establishment of a regional railway training centre to be opened in 1953 for operating and signalling officers at Lahore, Pakistan. A group of sixteen senior Asian railway officials made a study trip to Europe, North America and Japan to observe modern systems of train working and signalling and to make detailed recommendations for the curriculum and demonstration equipment for the new regional training centre.

The following studies were undertaken during 1952: economic use of firewood in steam locomotives (E/CN.11/TRANS/Sub.1/5, 19 and 19/Add.1); use of low grade coal as locomotive fuel (E/CN.11/TRANS/Sub.1/1); techniques of burning fuel oil (E/CN.11/TRANS/Sub.1/2); best types of Diesel locomotives and railcars for the region (E/CN.11/TRANS/Sub.1/6 and Add.1 and 16); productivity of labour in railway workshops (E/CN.11/TRANS/Sub.1/9L.1 and L.2); improved methods of track construction and maintenance (E/CN.11/TRANS/Sub.1/1); and standardization of railway rolling stock (E/CN.11/TRANS/Sub.1/3 and E/CN.11/TRANS/Sub.1/20).

## c. FLOOD CONTROL

At its eighth session, the Commission considered the annual report of its Bureau of Flood Control (E/CN.11/311) and commended the work of the Bureau. In particular, it welcomed the shift of emphasis of the Bureau's work from flood control to the wider aspects of water resources development, and expressed the view that the study on methods and problems of flood control prepared by the Bureau was a valuable work of reference for flood control engineers in the region. A resolution was adopted (E/CN.11/338), approving the programme of work of the Bureau and requesting TAA to give favourable consideration to the organization of a training centre on water resources development for engineers of the region.

Multiple-purpose river basin development: In response to the Commission's resolution, the Bureau of Flood Control in 1952 formulated a work programme aiming at the promotion of multiple-purpose river basin development. It comprised the following main projects:

(1) A country-by-country survey of water resources, present status and future plans of development, and a study and analysis of problems and difficulties encountered in water resources development. (Surveys for Burma, Ceylon, China (Taiwan), India, Japan and the Philippines have since been completed, and surveys for Cambodia, Indonesia, Laos, Pakistan, Thailand and Vietnam are under way.)

(2) A manual giving the general principles and detailed methods of planning multiple-purpose river basin development for the use of engineers of the region.

(3) Organization of a training centre on water resources development, in co-operation with TAA, to open in 1954.

(4) Regional technical conference on water resources development, to be held in 1954.

Flood control methods: Work continued during 1952 on flood control problems of common interest to the region, such as silting, bank protection and river training. A study on the silt problem was being conducted jointly with the East Punjab Irrigation Research Institute of India and the Hydraulic Laboratory of the Royal Irrigation Department of Thailand. A preliminary report on bank protection and river training (FLOOD/9) was prepared.

Technical advice and assistance to governments: Services rendered to governments in 1952 included: (1) field investigations and advice to the State Government of Orissa, India, on flood control and extension of irrigation in the delta area of the Mahanadi River; and (2) a report to the State Government of Pepsu, India, on flood control of the Patiala and East Punjab States Union.

Flood control of international rivers: A technical study of the lower Mekong river basin was undertaken during 1952 in co-operation with the governments of Cambodia, Laos, Thailand and Vietnam, and a preliminary report on technical problems relating to flood control and water resources development of the Mekong (FLOOD/-8) was issued. Further detailed field investigations were conducted to ascertain the technical feasibility of developing irrigation, water power and navigation on an 800 km. stretch where the river forms a common border between Laos and Thailand.

Hydraulic research stations: Information on the personnel, essential equipment and problems under investigation in the various hydraulic laboratories of the region was published in the Bureau's Flood Control Journal.

Dissemination of technical reports: In co-operation with TAA, a considerable volume of technical handbooks, standard works, research publications and technical reports were made available during 1952 to technical organizations of the region.

## d. RESEARCH AND STATISTICS

At its eighth session, the Commission had before it a note by the Executive Secretary on the annual Economic Survey of Asia and the Far East and the quarterly Economic Bulletin (E/CN.11/316). The Commission expressed general commendation of both these publications as valuable works of reference; it was suggested, however, that a more analytical approach would be useful, especially in the Survey. It was generally agreed that it would be valuable for future sessions of the Commission to open with a discussion on the economic situation of the region, such discussion to be based on the most recent Survey and the half-yearly review published in the quarterly Bulletin. A proposal to shorten the Survey, by concentrating on the developments of the year under review and by the inclusion of articles of a more general character in the Bulletin instead of in the Survey, was welcomed. Various suggestions were made regarding the timing, scope and structure of future Surveys, and the Executive Secretary, while pointing out certain difficulties, assured the Commission that he would give careful consideration to those suggestions.

Economic Survey of Asia and the Far East: Work was completed during 1952 on two editions of the Economic Survey of Asia and the Far East: that for 1951 was published in the latter half of 1952 and the publication date of the 1952 edition was advanced so that printed copies

would be available early in 1953, when the Commission and the Economic and Social Council were expected to discuss the regional and world economic situations respectively.

The 1951 Survey consisted of three parts (production; international trade and payments; money, prices and finance). Chapters of a general background character were omitted, making the edition appreciably shorter.

The 1952 Survey described and analysed economic developments, mainly during the first half of that year, though later developments were noted where data was available. Subsequent Surveys would cover the period from mid-year to mid-year.

The 1952 Survey stated that strongly conflicting tendencies had marked economic developments in the Asian region up to the autumn of 1952. Production had continued to increase although the per capita volume in agriculture had remained below the pre-war level. Raw material production had expanded and industrial production benefited from the supply of new equipment, the Survey stated. The advance was uneven, however, and there were signs of a slowing down of the pace of economic activities in India and Japan. Foreign trade had been adversely affected by a decline in demand, and the drop in export prices had made deep inroads into export earnings. The Survey showed a sharp worsening in the terms of trade of all but the rice-producing countries; adding that progress in production had failed to bring about a corresponding increase in real income. The decline in export incomes had affected purchasing power, which had not kept pace with the increase in home supplies, the Survey said. Inflationary pressures had been gradually neutralized and had finally given way to a tendency for prices to weaken.

As a result of the collapse of the export boom many governments had begun to suffer loss in revenue and, to make up for this decline, were trying to tap new sources of income and achieve savings in expenditure, the Survey said.

At the same time, foreign exchange reserves had decreased and gains in reserves made during the boom had, in some cases, been practically wiped out. The Survey observed that these changes were very rapid and had once again proved the great economic vulnerability of countries of the region which depended heavily on the exports of a small range of commodities.

The trade recession had turned the financing of imports into an acute problem, the Survey stated. The decline in foreign exchange reflected

to no small extent the subsiding of abnormal demands caused by the war in Korea. It was pointed out, however, that at the same time the world supply of raw materials had increased and that this factor might assume increasing significance in the future as a restraint on prices.

The Survey noticed evidences of a change in the composition of primary production, with expansion continuing in the case of many commodities—not only food. The prices of many commodities were still attractive to producing countries.

The Survey expected import requirements in the developing countries to grow, causing heavy pressure on foreign exchange. In this situation consumption and development would compete strongly for import finance, the Survey stated.

Quarterly Economic Bulletin: Publication of the Economic Bulletin for Asia and the Far East continued in 1952. Governments of the region co-operated in the regular supply of current statistical data for the preparation of the semi-annual review of economic developments in the region and the quarterly sections on Asian statistics of production, transport, trade, prices, money and banking. The Bulletin, which is intended to provide a regular review of economic conditions in the area during the intervals between publication of the annual Economic Survey, also contained a number of special articles on economic problems of the region.

Standard international trade classification: The Commission, at its eighth session, had before it the report of the Working Party on the Standard International Trade Classification (SITC), conducted jointly by the ECAFE Secretariat and the Statistical Office of the United Nations (E/CN.11/317). The report was generally commended. A resolution (E/CN.11/336) was adopted, requesting the Executive Secretary, in collaboration with the United Nations Statistical Office, to discuss with governments the application of the SITC in the light of the Working Party's report and of any subsequent action by the United Nations Statistical Commission.

Statistical conferences and secretariat activities in the field of statistics: At its eighth session, the Commission considered a note by the Executive Secretary on the secretariat's activities in the field of statistics (E/CN.11/318), a report on Statistical Organization and Activities (E/CN.11/322 and Annexes A-K), and a report on Methods of National Income Estimation (E/CN.11/323 and Add.1 and Annexes A-C). These reports were generally commended, several delegations

expressing the view that the secretariat's activities in the field of statistics constituted one of its most important contributions to Asian economic development. A resolution (E/CN.11/337) was adopted, which, *inter alia*, requested the Executive Secretary, subject to the concurrence of the second regional conference of statisticians and in co-operation with the Statistical Office and TAA, to convene a third regional conference in 1953-54 to consider the adaptation, to the special conditions of the region, of standard practices for the estimation of national income.

During 1952, work continued on the compilation of files on basic statistical series on production, transport, trade, finance and prices. The index of economic statistics was expected to be ready for publication towards the end of 1953.

The second regional conference of statisticians was held in September 1952 by ECAFE in collaboration with the United Nations Statistical Office, FAO and TAA, in response to the Commission's request. Main items were agricultural production statistics, industrial production statistics, and wholesale price statistics. The Conference concurred with the Commission's recommendation to hold a third regional conference of statisticians in the ECAFE area in 1953 or 1954 to consider the application and promotion of international standards in the estimation of national income.

#### e. AGRICULTURE

At its eighth session, the Commission, noting the analysis of food and agricultural conditions in Asia and the Far East contained in a report by FAO (E/CN.11/320) and a statement by the representative of FAO, gave special attention to the fact that production was falling behind the rate of population increase. It noted with approval the recommendation of the FAO General Conference that countries should intensify work on agricultural development plans, with a view to expanding production by means of improved agricultural techniques, price stabilization and agrarian reforms, including land tenure changes. It emphasized the desirability of further developing paper and pulp production in the region.

The Commission adopted a resolution on land reform (E/CN.11/341). It also recommended that increased attention should be given to agricultural problems in the region, and urged still closer working relations between the secretariats of the Commission and FAO. In this connexion, the Commission noted the forthcoming discussions between the Director-General of FAO and the

Executive Secretary regarding the possibility of establishing an agricultural division in the secretariat, on a joint basis with FAO, similar to the divisions established in the secretariats of ECE and ECLA. The Commission supported this development in principle.

A joint ECAFE/FAO agriculture division was set up during 1952 and located at the temporary headquarters of the Commission, with staff jointly provided by the two organizations. A work programme of the joint division was established; it included a continuing review of economic developments in the fields of food and agriculture, agricultural development planning, agrarian reform, supplying of regional information on marketing and assistance to FAO headquarters in the preparation of the regional FAO conference on the agricultural situation.

#### f. RELATIONS WITH TAA AND ILO

At its eighth session, the Commission noted with satisfaction various aspects of closer co-operation with TAA as well as increasingly close working relations between the ECAFE secretariat and ILO.

During 1952, close co-operation was maintained between ECAFE and TAA. The ECAFE secretariat brought to the notice of TAA many regional needs for technical assistance and TAA, in turn, sought the secretariat's advice in the preparation of its own operational programmes and in the implementation of requests from countries. The secretariat continued to comment on fellowship and scholarship applications, in accordance with the Commission's request, and on requests by governments to TAA for technical assistance.

During 1952, TAA co-operated with ECAFE in the following activities: study trip of Asian railway experts to Europe, America and Japan; study trip of Asian iron and steel experts to Japan; seminar on the production and utilization of power alcohol; second regional conference of statisticians; and distribution of technical documentation.

#### g. REPRESENTATION, MEMBERSHIP AND AMENDMENTS OF THE RULES OF PROCEDURE

At its eighth session, the Commission considered two proposals by the USSR calling for: (1) the exclusion of the "representative of the Kuomintang" and the invitation of the Central People's Government of the People's Republic

of China to participate in the work of the Commission; and (2) the exclusion of the "representatives of South Korea and of Bao-Dai Vietnam" on the ground that they did not represent Korea and Vietnam respectively. The Commission adopted a motion for adjournment of the debate on the first motion, on the ground that it was inappropriate for the Commission to deal with this question while it was under consideration by the General Assembly, and the second proposal was ruled out of order by the Chairman on the ground that these countries had been elected associate members of the Commission.<sup>73</sup>

The recommendation of the Commission to admit Japan as an associate member of the Commission (E/2171) was considered by the Economic and Social Council at its 597th plenary meeting on 10 June 1952. The Council also had before it a draft resolution by Pakistan (E/L.306), consideration of which had been postponed at the Council's resumed thirteenth session in December 1951.

The representative of Pakistan withdrew his draft resolution, which also sought the admission of Japan as an associate member, in favour of the text recommended by the Commission. He moved an amendment, however, according to which the Council would amend (instead of resolve to amend) the terms of reference of the Commission, on the ground that this would enable the Commission to invite representatives of Japan to participate forthwith in the work of the Commission. After support for the Commission's draft resolution had been expressed by the representatives of China, Egypt, Sweden, the United Kingdom and the United States, the Council adopted, by 17 votes to none, with 1 abstention, both the amendment and the draft resolution as amended and incorporated it in resolution 419 (XIV). By this resolution it amended the Commission's terms of reference to include Japan in the geographical scope of the Commission and among its associate members.

Amendments to the rules of procedure were also adopted (E/CN.11/339/Rev.1) by the Commission at its eighth session, on the basis of a note by the Executive Secretary (E/CN.11/329) regarding the recommendations of the Economic and Social Council at its thirteenth session (resolution 414 (XIII)).<sup>74</sup> The Council's recommendations related to the date and place of sessions of regional economic commissions and consultative arrangements between regional economic commissions and non-governmental organizations.<sup>75</sup>

#### h. INVITATIONS CONCERNING ECAFE HEADQUARTERS AND THE NINTH SESSION OF THE COMMISSION

At its eighth session, the Commission had before it an invitation from the Government of the Philippines for it to establish its headquarters in Manila (E/CN.11/330). The representative of the Philippines suggested that closer relations could be developed between the countries and peoples of the region if the temporary headquarters of the Commission were established in a different part of the region every three or four years. The representative of Ceylon stated that his Government was equally anxious to act as host to the Commission. As regards the permanent headquarters, however, this was a matter for the General Assembly to decide.

The Commission agreed to consider the question further at its ninth session.

It unanimously recommended the acceptance of an invitation from the Government of Indonesia to hold the ninth session, and the meetings immediately preceding it, in Bandung (E/CN.11/L.46).

#### i. CONSIDERATION BY THE ECONOMIC AND SOCIAL COUNCIL AT ITS FOURTEENTH SESSION

At its fourteenth session, held from 20 May to 1 August 1952, the Economic and Social Council considered, at its 597th meeting on 10 June, the report of ECAFE on its eighth session (E/2171), held from 29 January to 8 February 1952.

The Council had before it a draft resolution in two parts, recommended by the Commission for adoption by the Council. The first part would have the Council take formal note of the report and the programme of work and priorities it contained. The second part concerned the admission of Japan as an associate member of the Commission and amendment of the Commission's terms of reference accordingly.

The representatives of France, Pakistan, the Philippines, Sweden, the United Kingdom and the United States commended the report and the work achieved by the Commission. Generally speaking, these representatives felt that the Commission had made progress in wide fields under difficult circumstances; that it was helping the countries of the ECAFE region to draw greater

<sup>73</sup> For members of the Commission, see p. 38.

<sup>74</sup> See Y.U.N., 1951, pp. 66-67.

<sup>75</sup> See p. 553.

benefit from their relations with each other and with countries outside the area; and that it was helping to hasten economic development and to reduce poverty, hunger and disease.

The Council, by 17 votes to none, with 1 abstention, adopted as a whole a resolution (resolution 419(XIV)) in which it took note of the report.

### 3. 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 four sessions up to 1 January 1952. At this time it was committed to a work programme laid down at the fourth session, involving several continuing projects as well as new activities.

The Committee of the Whole met in Santiago from 11 to 14 February 1952, when it reviewed and approved the Commission's programme of work for 1952, which was divided into the following broad categories: economic development; economic problems of agriculture; international trade; the Economic Survey of Latin America. The Committee also noted proposals for seminars, meetings of experts and round-table discussions which had been envisaged in implementation of the Commission's programme. The programme of work and the proceedings of the Committee of the Whole are fully described in the Commission's fourth annual report to the Economic and Social Council (E/2185).

Close co-ordination between ECLA and other United Nations organs and agencies continued, as well as between ECLA and the Inter-American Economic and Social Council. A new feature was the joint work undertaken by ECLA and the Technical Assistance Administration (TAA) both in the field of industrial studies and the Training Centre for Economic Development.

The practical work of the Commission became more pronounced during 1952. The following is an account of its principal activities.

#### a. RESEARCH PROGRAMME

During the year, the ECLA secretariat was engaged in a large-scale programme of research, which the Commission at its fourth session had asked should be furnished to the fifth session at Rio de Janeiro in 1953. This research programme may be classified broadly under the following headings:

(a) Economic development, including the Economic Survey of Latin America 1951-1952, problems of the technique of programming, the economic integration of Central America and a special study on Ecuador;

(b) Industry, including special studies on iron and steel, and on paper and pulp;

(c) Trade, covering both intra-regional trade and trade between Europe and Latin America;

(d) Agriculture, including an analysis of factors hampering increased agricultural production, and country studies (Brazil, Peru, Ecuador).

While most of these projects were scheduled for completion in 1953, the secretariat in 1952 completed the studies on the iron and steel industry in Latin America, on economic integration and reciprocity in Central America, and on economic development in Ecuador. In view of the fact that ECLA did not hold a regular session in 1952, it was decided not to issue separately during the year the Economic Survey for 1951 but to cover both 1951 and 1952 in one issue. In accordance with the recommendation of the Commission at its fourth session, work was also undertaken on technological research and training.

Many of the projects described below also involved research, as, for example, the transportation survey in Central America, which was conducted on the basis of active research in the field.

#### b. ECONOMIC INTEGRATION AND RECIPROCITY IN CENTRAL AMERICA

##### (1) Meeting of Ministers of Economy

The Commission at its fourth session had requested the Secretariat to study means and plans for the progressive attainment of economic integration in Central America. Five Central American countries—Costa Rica, El Salvador, Guatemala, Honduras and Nicaragua—were primarily concerned, while the Government of Panama also expressed interest.

The first session of the ECLA Committee of the Ministers of Economy of Central America on the subject of economic integration and reciprocity, met in Tegucigalpa at the invitation of the Government of Honduras, from 23 to 28 August (see E/CN.12/296).

The basic objective of the Committee is to promote the economic development of Central America. The Central American Republics have inadequate local markets, and the Committee felt that the gradual development of an integrated regional market would raise productivity and real income, stabilize economic activities at higher levels, strengthen the balance-of-payments position and contribute to the economic development of the region as a whole.

At the initial meeting in August, the Committee on Economic Co-operation was established as a standing committee of ECLA, and two resolutions were adopted defining its functions and laying down measures for internal co-ordination between the governments and with ECLA. The Republic of Panama was officially invited to become a member. A sub-committee was set up to study the question of standardizing customs tariff nomenclature for Central American countries. The sub-committee was to begin work in December 1952.

Later, an Inter-Secretariat Working Group which had been set up in November 1952, met to analyse the resolutions adopted and to determine the part to be played by the various United Nations organizations participating in the project. The group was presided over by a member of ECLA. One representative each from TAA, FAO and ILO participated.

In agreement with the Committee, the Inter-secretariat Working Group also laid down a system of priorities for technical assistance requests. It was decided, in principle, that no more than one mission should be working in a given country at any one time. In view of their urgency, however, three projects were excluded from this proviso. These were: for an institute for industrial technological research; for a senior school of public administration; and for technical training in the industrial and administrative fields.

The Working Group, in its report to the Technical Assistance Board, recommended priority in 1953 for five missions covering: electric power; livestock and dairy products; cotton and the textile industry; forest products, pulp and paper; and vegetable oils and fats.

#### (2) ECLA/TAA Mission on Transport in Central America

This Mission, which forms an integral part of the programme for economic integration and reciprocity, resulted from specific requests for technical assistance from the Governments of Costa Rica, El Salvador, Guatemala, Honduras, Nicaragua and Panama in May and June 1952. The Mission began its field work on 31 August 1952, returning to Mexico on 18 December after visiting the five Central American Republics and Panama. It included experts on railways, civil aviation, roads, ports and sea transport, and the economics of transportation.

The Mission investigated the various means of transport and compiled direct information concerning transport problems from the offices of the Governments concerned and from other sources.

On the basis of its findings, the Mission is to prepare a report to be submitted to the ECLA/TAA Seminar on Transportation in Central America and subsequently to the Committee on Economic Co-operation of Ministers of Economy in Central America.

#### c. ECLA/TAA MEETING ON IRON AND STEEL INDUSTRY

A meeting of the Expert Working Group on Iron and Steel Industry in Latin America was held in Bogota at the invitation of the Government of Colombia from 13 to 31 October 1952. A total of 117 experts participated in the meeting, and 82 background papers were contributed. The participants and the authors of the papers were chosen from nineteen different countries, and included European and North American experts. The agenda covered: fuel problems; iron ore reduction problems; steelmaking problems; and economic problems.

The economic section of the meeting studied four papers prepared by the ECLA Secretariat. The papers analysed conditions in seven countries of the region, in which either an integrated steel-making industry existed or which possessed, according to a preliminary investigation, the best possibilities for the establishment of such an industry. These countries were: Argentina, Brazil, Chile, Colombia, Mexico, Peru and Venezuela. Research was directed towards five main objectives:

- (1) analysis of the evolution of consumption and supply of iron and steel products;
- (2) study of the hypothetical costs of steel production in selected Latin American countries;
- (3) approximate investments necessary for establishing integrated steel plants, appropriate to the size of the respective markets in selected Latin American countries;
- (4) technical problems hindering the development of the steelmaking industry in the region; and
- (5) structure of the existing metallurgical industry and its relation to manufacturing activity in general.

The main results of the study may be summarized briefly as follows: Analysis of consumption in Argentina, Brazil, Colombia, Cuba, Chile and Mexico showed that their supply of steel products had fallen short of their requirements because of their limited capacity to import from abroad.

The size of the plant was found to be the most important single influence bearing on costs. If the scale of operation was small, the costs and the investment per unit of production were high and productivity was low.

The consumption rates of even those Latin American countries using the largest amount of



steel, were too small to justify the installation of modern specialized plants.

A detailed analysis of the most important factors affecting costs in Latin American steel industry showed that costs compared favourably with plants of the same sizes located at Sparrows Point, in the United States. However, generally speaking, plant sizes in the United States and Europe were much larger, and therefore costs were lower. This advantage, however, was offset by transportation costs from the industrialized countries to Latin American countries, except in the cases of Peru and Venezuela.

In all cases analysed, even in those which would result in high costs, and after allowing for the cost of imported materials and equipment, Latin American local steel production would result in a saving of foreign exchange per unit of steel manufactured.

Objections against establishing steel industries in Latin America had been based in the past on the fact that they required a high investment per unit of production. However, since iron and steelmaking are basic to many other transforming industries, the question of whether the establishment of iron and steel industries would not prove more economic in the long run needed to be studied.

Not every problem of interest to the Latin American steel industry was included in the agenda of the Bogota meeting; the basic objective was to discuss thoroughly the different problems involved rather than to reach specific agreements or recommendations.

A full report on the findings of the meeting is to be submitted to the fifth session of ECLA (E/CN.12/293).

#### d. ECLA/TAA ECONOMIC DEVELOPMENT TRAINING PROGRAMME

At the fourth session of the Commission, a resolution was passed requesting the Secretariat to consider means of establishing a training programme for Latin American economists in the field of economic development, and, in agreement with the Director General of TAA, to adopt administrative and financial measures for putting the programme into effect.

The participants had the opportunity of working in close contact with ECLA's economists, who had the requisite practical experience. Since this type of training cannot be imparted on a large scale, it was decided to limit the trainees to ten or twelve Latin American economists.

Ten fellowships were therefore granted for the programme, distributed as follows: Brazil, three; Chile, two; Cuba, Ecuador, El Salvador, Mexico and Paraguay, one each.

The first programme was due to end in February 1953.

#### e. OTHER ACTIVITIES

Pursuing the policy initiated in 1951, the Executive Secretary during the course of 1952, accompanied by the Deputy Executive Secretary and the Chief of Economic Studies in the Mexico Office, visited the Central American countries. The purpose of the visit was to discuss problems related to the project for economic integration in Central America, prior to the meeting of the Ministers of Economy in Tegucigalpa. The round-table discussions held in each country also included major internal economic problems.

An agricultural credit seminar met in Guatemala City from 15 September to 15 October, under the joint auspices of ECLA, FAO and the Government of Guatemala, for the purpose of exchanging ideas and experiences on this subject and improving agricultural credit services in the participating countries. For a month, delegates from nine countries in the northern part of Latin America and credit experts from other parts of the world thoroughly discussed all aspects of agricultural credit in the nine countries concerned. The means for increasing agricultural production through improvements in credit facilities were studied. A summary of the proceedings and a report is being prepared.

In addition to the projects undertaken jointly by ECLA and TAA, which are mentioned above, the following are examples of specific co-operative undertakings carried out during the year by ECLA and other United Nations bodies and agencies.<sup>76</sup>

As part of the programme for the economic development of Latin American agriculture, a special study was undertaken with FAO on incentives for agricultural production. The information gathered covered the size of farms, managerial ability, the use of farm machinery and fertilizers, the adequacy of power (mechanical or otherwise), the quality of seeds, the extensiveness of irrigation, the level of prices and the availability of markets. In addition, separate studies were undertaken of agriculture in different countries, the first studies covering Chile, Brazil, Peru and Ecuador, the last being a condensation and synthesis of the broader economic study made earlier in the year by ECLA.

<sup>76</sup> See also under Fiscal Questions, for a study undertaken by the United Nations Fiscal Division at the request of ECLA, and under International Labour Organisation.

A joint ECLA/FAO study on development of paper and pulp industry in Latin America was undertaken by the Industry and Mining Division as part of its studies on industry. The study covered Argentina, Brazil, Chile, Colombia, Cuba, Mexico and Peru. The report was to discuss the following factors: 1) location, accessibility and size of natural resources; 2) an evaluation of the physical and chemical characteristics of the raw materials; and 3) demand trends and estimates of future requirements for the consumer goods to be produced, such as paper, newsprint and rayon.

A joint ECLA/ECE/FAO study of trade between Latin America and Europe was brought up-to-date during the year and published as a printed document.<sup>77</sup>

The Fiscal Division of the United Nations collaborated with ECLA and the Inter-American Economic and Social Council in preparing a joint study on the incidence and effects of taxation on the sugar industry in the Central American and Caribbean countries.

At its fourth session, the Commission recommended that the Executive Secretary should consult with the executive heads of other international organizations concerned on immigration problems with a view to establishing an Inter-Agency Regional Co-ordination Committee on Migration. This Committee was duly set up, consisting of representatives of ECLA, ILO, FAO, UNESCO and WHO, as well as of the Intergovernmental Committee for European Migration, and has held three meetings.

The second meeting of the Inter-Secretariat Co-ordination Committee of ECLA and the Inter-American Economic and Social Council was held in Santiago on 8, 9 and 11 February and the third meeting in Washington, D. C., on 12 and 27 June 1952. They discussed in particular the financing of economic development and monetary and fiscal problems and agreed on the preparation of a joint study on the incidence and effects of taxation on the sugar industry in Central American and Caribbean countries (see above).

Plans for the participation of the Inter-American Economic and Social Council in the Monetary and Fiscal Seminar to be held at the end of 1953 were also discussed.

#### f. CONSIDERATION BY THE ECONOMIC AND SOCIAL COUNCIL AT ITS FOURTEENTH SESSION

The Council considered the Fourth Annual Report of ECLA (E/2185 and Add.1/Corr.1) at its 596th plenary meeting on 9 June 1952. The

majority of the Council commended the Commission for the valuable contribution it was making in furthering the objectives of economic development in the ECLA region, and for the practical measures of assistance which were being evolved.

Several representatives, among them those of Latin American countries and of France and the United States, commented on the importance of the studies designed to work out techniques for the programming of economic development, which would help to define the needs for capital investment in the process of development of Latin American countries. The study of monetary and fiscal policies, the representative of France considered, would be particularly valuable and would help each of the Latin American countries to decide for itself to what extent and under what conditions the expansion of bank credits could contribute to the financing of development plans. The representative of Belgium drew attention to the part of the report which dealt with the monetary difficulties hindering trade with Latin American countries and hoped that ECLA's work in that connexion would make it possible to resume the traditional flow of trade between Europe and Latin America. The United States representative also stressed the importance of the study undertaken by ECLA on the problems of trade within the region.

The representatives of France and the United States also expressed their satisfaction that the Commission, at the request of the countries concerned, had taken up studies of the economic integration of the countries of Central America, and observed that these countries were approaching the problem of integration at the early stages of their industrialization. The representative of Pakistan praised the valuable work ECLA was doing in training economists in the South American countries. He also stressed the value of monographs such as the Study of Labour Productivity of the Cotton Textile Industry in Five Latin-American Countries.<sup>78</sup> The representative of Uruguay expressed satisfaction that the Commission had devoted some time to the urgent problem of the shortage of pulp and paper.

The Council adopted by 16 votes to none, with 2 abstentions, the draft resolution proposed by the Commission (E/2185). By this resolution (420(XIV)) the Council took note of ECLA's annual report, and, considering the 1952-53 work programme of primary importance, endorsed the priorities allocated by ECLA's Committee of the Whole to the individual work projects.

<sup>77</sup> U.N.P., Sales No.: 1952.II.G.2.

<sup>78</sup> U.N.P., Sales No.: 1951.II.G.2.

The Council also had before it a recommendation by ECLA to study the possibility of adopting Portuguese as an official and working language of the Commission. The Council felt that the issue was largely financial and that the decision had to be made by the General Assembly and its Fifth Committee. However, members of the Council saw no objection to the use of Portuguese as an official and working language during the Commission's next session at Rio de Janeiro, a course which involved no additional cost to the United Nations.

#### 4. Consideration by the General Assembly at its Seventh Session

The General Assembly considered the activities of the regional economic commissions during the Second Committee's general debate on economic development at its 195th to 209th meetings from 23 October to 12 November and specifically at its 239th and 240th meetings on 12 and 13 December, and at its 411th plenary meeting on 21 December 1952.

The representative of Chile, presenting a draft resolution on the activities of the regional economic commissions and economic development (A/C.2/L.155), emphasized that economic development should be considered from an inter-regional or inter-continental angle. Only international co-ordination of economic development programmes would make it possible to utilize the resources of each of the Latin American States, for example, in a suitable way. Such co-ordination would provide a remedy for excessive division of the market, competition between the various economic development programmes and excessive exploitation of the standard of living of the population in certain countries. The regional economic commissions, he stressed, were in a very good position to bring about international co-ordination by studying objectively the individual needs of each country and were thus able to address appropriate recommendations to the Economic and Social Council.

The representative of Ecuador thought the scope of the Chilean draft resolution should be enlarged and proposed (A/C.2/L.192), *inter alia*, the addition of two new paragraphs. The first of these would have the Assembly recommend that the already established economic commissions, individually and collectively, pay attention to promoting trade between the countries of their respective regions and those of the Middle and Near East. The second would recommend that ECLA continue certain studies on a larger scale.

However, he subsequently withdrew the proposal to add these paragraphs in favour of an oral United States proposal to add a statement that the collaboration of the regional economic commissions in promoting trade between countries of their respective regions should be furthered not only among these countries but also with those of other regions.

The representative of Chile at the 240th meeting presented a revised text (A/C.2/L.155/Rev.1) which incorporated the above amendment, the substance of drafting amendments by the United States (A/C.2/L.190) and the United Kingdom (A/C.2/L.191) and an amendment by France (A/C.2/L.193) which would add a paragraph on the contribution of ECE to the economic development of under-developed countries.

The representative of Ecuador considered that it was particularly important to mention ECLA's activities in the matter of basic industries and therefore he maintained a further amendment (A/C.2/L.190) which he had proposed to the original draft resolution. This would commend ECLA's initiation of integrated studies of the economic potentialities and development of various Latin American countries and the meetings of experts in basic industries, such as the meeting of the Expert Working Group on the Iron and Steel Industry in Latin America, held in Bogota.

A number of representatives, among them those of India, Indonesia, Peru and the Philippines, thought that this proposal would make the resolution unbalanced; either all three commissions should be mentioned in detail or the amendment specifically singling out ECLA should be deleted. An oral amendment by Saudi Arabia, as amended by India, to add a reference to the work of ECAFE was accepted by the representative of Ecuador who also agreed to accept a French oral amendment to delete the specific reference to the meeting of the Expert Working Group in Bogota. The Chilean representative accepted the revised amendment as well as a United States drafting amendment.

The draft resolution, as amended, was adopted by the Committee (A/2332 (VII)) at its 240th meeting on 13 December by 37 votes to none, with 8 abstentions, and by the General Assembly at its 411th plenary meeting on 21 December by 52 votes to none, with 5 abstentions, as resolution 627 (VII). It read:

"The General Assembly,

"Considering that the report of the Economic and Social Council (chapter III, section V) gives an account of the interesting activities of the Economic Commissions for Latin America and for Asia and the Far East in the

field of economic development of under-developed countries.

"Considering the important contribution which the Economic Commission for Europe can make to the economic development of the under-developed countries, not only by its action on behalf of the less-developed regions of Europe, but also by the collaboration it has established with the other regional economic commissions in carrying out joint studies,

"Bearing in mind that the economic development of under-developed countries, consistent with the objectives set forth in Article 55 of the Charter, namely, the promotion of "higher standards of living, full employment and conditions of economic and social progress and development", can best be carried out through co-ordination among the countries of a region and among the various regions,

"Bearing in mind that the regional economic commissions have become effective instruments of international economic co-operation, and, for that reason, should continue to play an important part in the work of stimulating co-ordinated economic development in their respective regions and should co-operate in the efforts of the countries to that end as well as in the work of resolving other problems connected with world economic stability,

"1. Notes with satisfaction that the Economic Commissions for Latin America and for Asia and the Far East have been especially active in promoting the acceleration of economic development of the countries in their respective regions, in accordance with the instructions of the General Assembly and of the Economic and Social Council, and believes that this activity should be further intensified;

"2. Commends in particular:

"(a) The collaboration established between the Economic Commissions for Europe, for Latin America and

for Asia and the Far East in promoting more trade between the countries of their respective regions, and declares that this collaboration should be furthered not only among these countries but also with countries of other regions, bearing in mind the objectives mentioned in General Assembly resolution 523 (VI) of 12 January 1952 and in particular its paragraph 1 (b), relevant policy decisions of the Economic and Social Council and the terms of reference of the Commissions;

"(b) The way in which the Economic Commission for Asia and the Far East, through its integrated studies, meetings of experts, specialized conferences and training centres on various aspects of economic development, is promoting trade and exerting efforts to develop the natural resources and industries of the countries of the region;

"(c) The activities of the Economic Commission for Latin America in the matter of the economic development of the countries of the region, and especially:

"(i) Its initiative in inviting the governments of the Central-American Republics to carry out a joint programme of great potential significance with a view to the economic integration of these countries, and believes it would be useful to explore the possibility of similar initiatives;

"(ii) The integrated studies it has initiated of the economic potentialities and development of various Latin-American countries;

"(iii) The meetings of experts on basic industries;

"(d) The improvements brought about by the Commissions in the inland transport of their respective regions."

## K. HUMAN RIGHTS

### 1. The Right of Peoples and Nations to Self-Determination

The General Assembly, at its sixth session, decided (resolution 545 (VI)) that, in reaffirmation of the principle enunciated in the United Nations Charter, an article on the right of all peoples and all nations to self-determination should be included in the covenant or covenants on human rights. The article would, it declared, be drafted in the following terms: "All peoples shall have the right of self-determination" and would stipulate that all States, including those having responsibility for the administration of Non-Self-Governing Territories, should promote, in relation to the peoples of such States and Territories, the realization of that right, in conformity with the Purposes and Principles of the United Nations. By the same resolution the Assembly asked the Commission on Human Rights to prepare recommendations concerning international respect for the self-determination of peoples and in another resolution (549 (VI)) asked the Economic and Social Council to instruct the Commission to give priority to this question.

Both resolutions were formally transmitted to the Commission by the Economic and Social Council at a special session, held on 24 March 1952 (415 (S-1)).<sup>79</sup>

#### a. CONSIDERATION BY THE COMMISSION ON HUMAN RIGHTS AT ITS EIGHTH SESSION

At its eighth session, held from 14 April to 14 June 1952 (E/2256), the Commission considered the question of the right of peoples and nations to self-determination as the first substantive item on its agenda.

It adopted the text of an article which it decided to include as article 1 both in the draft covenant on civil and political rights and in the draft covenant on economic, social and cultural rights. The article proclaimed the right of all peoples and nations to self-determination, namely, the right freely to determine their political, economic, social and cultural status. It declared that all States, including those having responsibility for the administration of Non-Self-Governing and Trust Territories and those controlling in what-

<sup>79</sup> See p. 447.

soever manner the exercise of that right by another people, should promote the realization of that right in all their Territories, and respect its maintenance in other States in conformity with the provisions of the Charter. The right of peoples to self-determination, it further stated, should include permanent sovereignty over their natural wealth and resources and in no case could a people be deprived of its means of subsistence on the grounds of any right claimed by other States.

The Commission also adopted two resolutions containing recommendations concerning international respect for the self-determination of peoples and nations, and asked the Council to transmit these to the Assembly.

The first would have the Assembly recommend (E/2256 A) that States Members of the United Nations:

(1) uphold the principle of self-determination of peoples and nations and respect their independence; (2) recognize and promote the realization of the right of self-determination of the people of Non-Self-Governing and Trust Territories under their administration; and (3) grant this right on a demand for self-government on the part of these people, the popular wish being ascertained, in particular, through a plebiscite held under the auspices of the United Nations.

In its second resolution (E/2256 B) the Commission proposed that the Council request the General Assembly to recommend that States Members of the United Nations responsible for the administration of Non-Self-Governing Territories voluntarily include in the information transmitted by them under Article 73e<sup>80</sup> of the Charter "details regarding the extent to which the right of peoples to self-determination is exercised by the peoples of these territories, and in particular regarding their political progress and the measures taken to develop their capacity for self-administration, to satisfy their political aspirations and to promote the progressive development of their free political institutions."

#### b. CONSIDERATION BY THE ECONOMIC AND SOCIAL COUNCIL AT ITS FOURTEENTH SESSION

The Council, at its 666th to 668th plenary meetings on 30 and 31 July 1952, considered the two draft resolutions A and B recommended by the Commission concerning international respect for the self-determination of peoples and nations.<sup>81</sup>

Those States administering dependent territories opposed the recommendations on various grounds.<sup>82</sup> Among these were that they were an attempt to amend the Charter, that certain terms,

such as "peoples" or "self-determination of peoples" had not been defined; that various interpretations could result which might give rise to separatist or subversive movements; that the conditions, precautions, and obligations necessary for the effective realization of the right of self-determination had not been outlined; that the relationship between the Administering Powers and the peoples of the Non-Self-Governing Territories might be adversely affected; and that the recommendations drew distinctions between States, and were therefore discriminatory.

On the other hand, the representatives of Egypt, India, Lebanon, Pakistan, the Philippines, Poland and Uruguay disagreed with those opposing the recommendations. Among other things, they considered that the Commission's recommendations were in keeping with the spirit of the Charter; that the availability of accurate information by the Administering Powers on Non-Self-Governing Territories was essential to guarantee respect for the self-determination of peoples; that the provisions of the Charter itself justified the distinction between Member States administering dependent territories and other Member States; and that the Commission's recommendations had been adopted by a substantial majority, despite the arguments against them.

The United States representative said that he would vote for draft resolution A since he considered that its basic purpose was to encourage the Metropolitan Powers to improve their methods of ascertaining the political aspirations of the peoples under their administration. However, he pointed out, it was generally recognized that self-determination was a long-term problem to be resolved in stages. Further, he did not agree that a plebiscite was the only means of determining the wishes of the people, nor could he subscribe to certain provisions in the preamble to the draft resolution which referred to the existence of slavery where an alien people hold power over the destiny of a people, and he therefore submitted an amendment (E/L.445/Rev.1) to cover these points.

A number of representatives, among them those of Argentina, Canada, India, Pakistan, Poland, the USSR and Uruguay, expressed the view

<sup>80</sup> For text of this Article, see pp. 16-17.

<sup>81</sup> The text of the draft article on the right of peoples and nations to self-determination was not considered, since the Council in resolution 440 (XIV) had decided not to discuss the draft covenants on human rights but to instruct the Commission to complete its work on them, see pp. 447-48.

<sup>82</sup> For fuller explanation of views, see under General Assembly.

that, since the Assembly had requested the Commission to submit to it directly recommendations concerning international respect for the self-determination of peoples, any Council discussion should be confined to the procedure for transmitting the recommendations to the Assembly.

The majority agreed and the United States' amendment was therefore not voted on.

An oral Philippine amendment to forward to the Assembly the records of the Council's discussion was rejected by 8 votes to 8, with 2 abstentions.

The Polish representative had submitted a draft resolution (E/L.462) which would refer both draft resolutions to the General Assembly. He agreed to amend his draft resolution to add the words "without comment" as proposed by Cuba (E/L.464). The draft resolution, as amended, was adopted at the Council's 668th plenary meeting on 31 July 1952 by a roll-call vote of 14 to 3, with 1 abstention, as follows:

In favour: Argentina, Canada, China, Cuba, Czechoslovakia, Egypt, Iran, Mexico, Pakistan, Philippines, Poland, USSR, United States, Uruguay.

Against: Belgium, France, United Kingdom.

Abstaining: Sweden.

The representatives of Iran and the United States explained that their votes signified neither approval nor disapproval of the Commission's recommendations. The representative of Sweden had abstained because, although he thought the Commission's work excellent, he considered the material inadequately prepared for consideration by the Assembly at this stage.

By this resolution (440 B (XIV)) the Council transmitted without comment the two draft resolutions prepared by the Commission for the Assembly's consideration at its seventh session.

#### c. CONSIDERATION BY THE GENERAL ASSEMBLY AT ITS SEVENTH SESSION

The General Assembly discussed the recommendations of the Commission on Human Rights concerning international respect for the self-determination of peoples at the 443rd to 464th meetings of its Third Committee from 12 November to 3 December and its 403rd plenary meeting on 16 December 1952.

It had before it the relevant section of the report of the Economic and Social Council (A/2172) and a memorandum by the Secretary-General outlining the previous action taken on the question (A/2165).

#### (1) Views Expressed in the Third Committee

While supporting the principle of self-determination, representatives of States administering dependent territories opposed the Commission's recommendations. The majority of the Committee, however, expressed general support of the proposals.

Those opposing the recommendations held that they would do more to retard than advance the exercise of the right of self-determination. Moreover, the exercise of the right must be subordinated to the maintenance of world peace. The recommendations, they held, were not in accordance with the Charter, but attempted to amend and extend its scope. In particular it was argued that they discriminated against certain States, which was contrary to the principle of equality contained in Articles 1 and 2<sup>83</sup> of the Charter of the United Nations; that they sought to impose on certain States obligations which were not laid down in Chapters XI and XII<sup>83</sup> of the Charter; that the transmission of political information by States responsible for the administration of Non-Self-Governing Territories had been deliberately excluded from Article 73e and was now being requested under draft resolution B; that the Charter imposed a "sacred trust" on States responsible for administering Non-Self-Governing Territories to assist the inhabitants to govern themselves but recognized the need to take into account a people's capacity for full self-government, which was ignored under draft resolution A; that no attention had been paid to the "particular circumstances of each territory" mentioned in Articles 73 and 76<sup>83</sup> of the Charter; that the administration of a territory fell within the domestic jurisdiction of the State responsible; and that the recommendations were discriminatory since they applied only to Non-Self-Governing Territories.

The representatives of Australia, the United Kingdom and the United States pointed out that no definition of terms such as "peoples", "nations" and "the right of self-determination" had been established and the conditions of the exercise of the right of self-determination had not been clearly laid down. It was emphasized that the word "peoples" was open to different interpretations, each giving rise to extremely complex problems which had not been sufficiently studied. In this connexion the representatives of Australia, Belgium, France, the Netherlands, New Zealand and the United Kingdom mentioned the question of minorities claiming the right of self-determination, the duties of the various States con-

<sup>83</sup> For text, see under Charter of the United Nations, pp. 10 ff.

cerned in such cases, and the criteria to be regarded as applying in any particular interpretation of the word "peoples". The exercise of the right of self-determination without any limitations or safeguards might be a cause of friction and disturb the friendly relations between nations and might lead to anarchy, the French and New Zealand representatives, among others, maintained.

The representatives of France and New Zealand also thought that the recommendations should be studied in their relation to the article on the right of self-determination included in the draft covenants on human rights. It was argued that the purpose of the two draft resolutions was to implement that article and, since the covenants themselves were not yet in final form, the General Assembly could not effectively consider the application of any single article. The representative of China said that it would perhaps be wiser to draft a third covenant on the right of peoples to self-determination.

Among the arguments advanced in support of the recommendations, emphasis was given to the urgency of taking some action immediately. It was argued that the recommendations were in keeping with the principles of the Charter; that since the transmission of political information was not included in Article 73e, the States concerned had been asked to supply such information voluntarily; that Chapter XI provided that Non-Self-Governing Territories would be held "in sacred trust" by the States responsible for their administration until they were able to govern themselves, but not that they would be owned by such States; that the provisions relating to Non-Self-Governing and Trust Territories must be interpreted in the light of Article 1, paragraph 2, and Article 55 of the Charter. The representative of Iraq expressed the view that Article 2, paragraph 7, of the Charter, relating to domestic jurisdiction, could not be applied in respect of territories geographically removed from the sovereign States responsible for their administration. Moreover, the Yugoslav representative stated that the question was not one of domestic jurisdiction, because the right of self-determination, as a principle enshrined in the Charter, prevailed.

Some representatives, among them those of India, Indonesia, Israel, Lebanon and Pakistan, pointed out that precise definitions of legal concepts were not a prerequisite for the inclusion of those concepts in a legal instrument. Examples from the Charter and from the covenants on human rights were given to illustrate the fact that fundamental concepts which had not yet

been ultimately defined and appeared incapable of definition had nevertheless been included in those instruments. The representative of Pakistan further stressed that to attempt to draw up precise legal definitions would mean unwarranted delay in implementing the right of peoples to self-determination. Problems which became the concern of the international community could not be solved by a purely technical juridical approach since they were not exclusively legal in character but were indivisibly linked with the economic, social and political elements. Moreover, some latitude of interpretation to fit particular circumstances and situations had to be allowed in the case of all the rights included in the covenants on human rights.

With regard to draft resolution B, the representatives of Guatemala, India and Norway pointed out that its recommendation that information should be provided on the exercise of the right of people to self-determination would make it possible for the United Nations to have before it authentic information from official sources on which to base its decisions.

The representatives of Australia, Belgium, Ecuador, Honduras, New Zealand, Norway, the Union of South Africa, the United Kingdom, the United States and Venezuela, among others, criticized the reference to slavery contained in the preamble to draft resolution A and said that the use of the word was unjustified. The representatives of India and Poland argued that those paragraphs of the preamble should be considered from the point of view of the principle it proclaimed, which was respect for human dignity, and that to the dependent peoples a state of subjugation to another Power was little better than slavery. It was generally agreed, however, that slavery in that context was not used in the sense of the definition contained in article I of the International Slavery Convention of 1926, namely, ownership of one human being by another.

Several representatives, among them the Belgian and United States representatives, commented on the fact that a plebiscite might not be the only method nor necessarily the best method of ascertaining the will of the people. As an illustration of methods other than plebiscites, reference was made to the fact that the will of the people was in many countries expressed by means of general elections. It was emphasized, however, that such other methods must be recognized democratic methods and therefore have an electoral character and have generally demonstrated their validity. The representative of Honduras thought that it should be clearly stated that

a plebiscite would be held only when emancipation took place by peaceful means.

(2) **Draft Resolutions** Considered and Resolutions Adopted

(a) **DRAFT RESOLUTION A**

Draft resolution A, submitted by the Commission in the form of a draft resolution (E/2256 A) for adoption by the General Assembly, recommended that Member States should:

(1) uphold the principle of self-determination of peoples and nations and respect their independence; and (2) recognize and promote the realization of the right of self-determination of the peoples of Non-Self-Governing and Trust Territories who were under their administration and grant that right on a demand for self-government on the part of those peoples, the popular wish being ascertained in particular through a plebiscite held under the auspices of the United Nations.

Amendments to this draft resolution were submitted by the United States (A/C.3/L.294 and Rev. 1), jointly by Costa Rica, Guatemala, Haiti, Honduras and Nicaragua (A/C.3/L.295), by Saudi Arabia (A/C.3/L.296) and by Syria (A/C.3/L.298 and Rev. 1).

Sub-amendments to the United States amendment were submitted by India (A/C.3/L.297 and Rev. 1), by Ethiopia (A/G3/L.301), by Greece (A/C.3/L.303) and by Afghanistan (A/C.3/L.307).

Sub-amendments to the amendment proposed by India were submitted by Greece (A/C.3/L.302), jointly by Brazil, Chile, Colombia, Costa Rica, Dominican Republic, Ecuador, El Salvador, Guatemala, Haiti, Honduras, Mexico, Nicaragua, Panama, Uruguay and Venezuela (A/C.3/L.304), by Argentina (A/C.3/L.306), by Afghanistan (A/C.3/L.308) and jointly by Iraq and Pakistan (A/C.3/L.309 and Rev.1).

Alternative draft resolutions were submitted by the United Kingdom (A/C.3/L.299) and by Lebanon (A/C.3/L.305).

The following decisions on the draft resolution and amendments were taken by the Committee.

(1) It adopted by a roll-call vote of 34 to 12, with 6 abstentions, a new first paragraph to the preamble (for text, see resolution adopted below) proposed by Saudi Arabia (A/C.3/L.296).

(2) By 31 votes to 11, with 5 abstentions, the Committee adopted a United States proposal (A/C.3/L.294/Rev.1) to delete two paragraphs of the preamble which would have the Assembly declare it essential to abolish slavery and that it exists where an alien people hold power over the destiny of a people.

(3) It adopted by 26 votes to none, with 24 abstentions, two new paragraphs (see the third and fourth paragraphs of the preamble) proposed by the United States (A/C.3/L.294 and Rev.1). The statement that

the Charter "affirms the principles which should guide them" was first adopted in a separate vote of 14 to 6, with 30 abstentions.

(4) An Ethiopian sub-amendment (A/C.3/L.301), to add a phrase expressing recognition of the principle that the interests of the inhabitants of non-self-governing territories are paramount, was withdrawn.

(5) As regards the operative part of the draft resolution, the Committee adopted by 33 votes to 6, with 11 abstentions, a United States amendment (A/C.3/L.294/Rev.1), as amended by India, to delete the words "and respect their independence" at the end of the first operative paragraph. The United States representative had originally proposed to substitute the phrase "and respect the independence of all States" but had agreed to the Indian proposal (A/C.3/L.297) to refrain from any reference to independence.

(6) A sub-amendment by fifteen Latin American delegations (see above) (A/C.3/L.304) to rephrase paragraph 1 to refer to the upholding of the principle of "the equality of rights" and the self-determination of all peoples and nations was withdrawn.

(7) On the basis of an Indian sub-amendment (A/C.3/L.297 and Rev. 1) to a United States amendment (A/C.3/L.294/Rev.1),<sup>84</sup> the Committee adopted the second operative paragraph, as a whole, by a roll-call vote of 31 to 15, with 7 abstentions (for text, see resolution adopted below).

Prior to this the Committee adopted the following changes to the Indian sub-amendment.

(i) By 33 votes to 5, with 16 abstentions, a proposal by the fifteen Latin-American delegations (A/C.3/L.304) to replace the phrase "shall grant this right to the people of such territories" with the words "shall facilitate the exercise of this right by the peoples of such Territories."

(ii) By a roll-call vote of 21 to 9, with 23 abstentions, an Afghanistan sub-amendment (A/C.3/L.308)<sup>85</sup> to replace the words "particular circumstances of" with the phrase "principles and spirit of the Charter of the United Nations in regard to."

(iii) Following India's acceptance of a sub-amendment (A/C.3/L.304) by the fifteen Latin American delegations replacing the words "a plebiscite under the auspices of the United Nations or other recognized democratic means with "plebiscites or other recognized democratic means, preferably under the auspices of the United Nations," the Committee adopted the word "preferably" by 18 votes to 11, with 20 abstentions.

The Committee rejected by a roll-call vote of 24 to 11, with 18 abstentions, an amendment by Iraq and Pakistan (A/C.3/L.309/Rev.1) to replace the last phrase of the second operative paragraph by "The wishes of the peoples concerned shall be ascertained through a plebiscite

<sup>84</sup> The United States proposal for a new operative paragraph 2 differed from the Indian sub-amendment in that it would refer to people in all territories, including the Non-Self-Governing Territories. It was not voted on as a result of the adoption of the amended Indian sub-amendment.

<sup>85</sup> Also submitted as sub-amendments (A/C.3/L.307 & A/C.3/L.312) to the United States amendment and to the Argentine sub-amendment (A/C.3/L.306).



or other recognized democratic means when necessary under the auspices of the United Nations".

The following sub-amendments were withdrawn as a result of the voting on paragraph 2 of the operative part of the resolution.

(i) By Greece (A/C.3/L.302) to the Indian sub-amendment and (A/C.3/L.302) to the United States amendment to add, as orally amended by the Greek representative, the words "consistent with the principles contained in this resolution" after the words "democratic means."

(ii) By Argentina (A/C.3/L.306) to replace the Indian text with a new paragraph the principal difference of which was that it would call for recognition and promotion of the right of self-determination of all people and would call on States administering dependent territories to grant this right.

(iii) By Costa Rica, Guatemala, Haiti, Honduras and Nicaragua (A/C.3/L.295) to amend the Commission's draft resolution (E/2556 A) by replacing the word "grant" with "acquiesce" and the last phrase with a provision for a plebiscite under United Nations auspices if it became necessary to ascertain the popular wish.

(iv) By Ethiopia (A/C.3/L.301) to replace the United States text with one introducing, in particular, the idea of the wishes of the people and their ability to exercise the right of self-determination being ascertained by the United Nations through recognized and established procedures.

(8) The Committee adopted by 29 votes to 9, with 15 abstentions, a new third paragraph as proposed (A/C.3/L.298/Rev.1) and orally amended by Syria (for text, see resolution adopted below).

The draft resolution proposed by the Commission, as amended, was adopted by the Third Committee, as a whole, at its 460th meeting on 1 December by a roll-call vote of 34 to 13, with 6 abstentions. (See below for text.)

The General Assembly considered the Third Committee's recommendation (A/2309 and Corr.1) at its 403rd plenary meeting on 16 December. The representative of the United States reintroduced two amendments (A/L.132) to the second operative paragraph. The first, which was rejected by 28 votes to 22, with 5 abstentions, would have called for the recognition and promotion of the realization of the right of self-determination of the peoples of all territories, including those of the peoples of Non-Self-Governing and Trust Territories. . . . The second, which was rejected by 30 votes to 13, with 12 abstentions, would have provided for the ascertainment of the wishes of the people through plebiscites under the auspices of the United Nations or other recognized democratic means. In view of the rejection of the second amendment, a Greek amendment, accepted by the United States, to add the words "consistent with the

principles contained in this resolution", was not voted on.

The Assembly voted separately on the first paragraph of the preamble of the draft resolution and on paragraph 3 of the operative part, as follows (for texts, see below):

First paragraph of the preamble: Adopted by a roll-call vote of 38 to 13, with 9 abstentions, as follows:

In favour: Afghanistan, Argentina, Bolivia, Brazil, Burma, Byelorussian SSR, Chile, Colombia, Costa Rica, Cuba, Czechoslovakia, Dominican Republic, Egypt, El Salvador, Ethiopia, Greece, Guatemala, Haiti, Honduras, India, Indonesia, Iran, Iraq, Lebanon, Liberia, Mexico, Pakistan, Panama, Philippines, Poland, Saudi Arabia, Syria, Ukrainian SSR, USSR, Uruguay, Venezuela, Yemen, Yugoslavia.

Against: Australia, Belgium, Canada, Denmark, France, Iceland, Luxembourg, Netherlands, New Zealand, Norway, Union of South Africa, United Kingdom, United States.

Abstaining: China, Ecuador, Israel, Nicaragua, Paraguay, Peru, Sweden, Thailand, Turkey.

Paragraph 3 of the operative part: Adopted by a roll-call vote of 39 to 3, with 17 abstentions, as follows:

In favour: Afghanistan, Argentina, Bolivia, Brazil, Burma, Byelorussian SSR, Chile, China, Colombia, Costa Rica, Cuba, Czechoslovakia, Dominican Republic, Egypt, El Salvador, Ethiopia, Guatemala, Haiti, Honduras, India, Indonesia, Iran, Iraq, Israel, Lebanon, Liberia, Mexico, Pakistan, Panama, Philippines, Poland, Saudi Arabia, Syria, Ukrainian SSR, USSR, Uruguay, Venezuela, Yemen, Yugoslavia.

Against: Belgium, France, Union of South Africa.

Abstaining: Australia, Canada, Denmark, Greece, Iceland, Luxembourg, Netherlands, New Zealand, Nicaragua, Norway, Paraguay, Peru, Sweden, Thailand, Turkey, United Kingdom, United States.

The draft resolution, as recommended by the Third Committee (A/2309 and Corr.1) was adopted, as a whole, by a roll-call vote of 40 to 14, with 6 abstentions, as resolution 637 A (VII). The voting was as follows:

In favour: Afghanistan, Argentina, Bolivia, Brazil, Burma, Byelorussian SSR, Chile, China, Colombia, Costa Rica, Cuba, Czechoslovakia, Dominican Republic, Egypt, El Salvador, Ethiopia, Greece, Guatemala, Haiti, Honduras, India, Indonesia, Iran, Iraq, Lebanon, Liberia, Mexico, Pakistan, Panama, Peru, Philippines, Poland, Saudi Arabia, Syria, Ukrainian SSR, USSR, Uruguay, Venezuela, Yemen, Yugoslavia.

Against: Australia, Belgium, Canada, Denmark, France, Iceland, Luxembourg, Netherlands, New Zealand, Norway, Sweden, Union of South Africa, United Kingdom, United States.

Abstaining: Ecuador, Israel, Nicaragua, Paraguay, Thailand, Turkey.

The representatives of Australia, Belgium, the Byelorussian SSR, France, Poland, the USSR, the United Kingdom and the United States explained

their votes on the basis of reasons given in the debates.

Resolution 637 A (VII) read:

"Whereas the right of peoples and nations to self-determination is a prerequisite to the full enjoyment of all fundamental human rights,

"Whereas the Charter of the United Nations, under Articles 1 and 55, aims to develop friendly relations among nations based on respect for the equal rights and self-determination of peoples in order to strengthen universal peace,

"Whereas the Charter of the United Nations recognizes that certain Members of the United Nations are responsible for the administration of Territories whose peoples have not yet attained a full measure of self-government, and affirms the principles which should guide them,

"Whereas every Member of the United Nations, in conformity with the Charter, should respect the maintenance of the right of self-determination in other States,

"The General Assembly recommends that:

"1. The States Members of the United Nations shall uphold the principle of self-determination of all peoples and nations;

"2. The States Members of the United Nations shall recognize and promote the realization of the right of self-determination of the peoples of Non-Self-Governing and Trust Territories who are under their administration and shall facilitate the exercise of this right by the peoples of such Territories according to the principles and spirit of the Charter of the United Nations in regard to each Territory and to the freely expressed wishes of the peoples concerned, the wishes of the people being ascertained through plebiscites or other recognized democratic means, preferably under the auspices of the United Nations;

"3. The States Members of the United Nations responsible for the administration of Non-Self-Governing and Trust Territories shall take practical steps, pending the realization of the right of self-determination and in preparation thereof, to ensure the direct participation of the indigenous populations in the legislative and executive organs of government of those Territories, and to prepare them for complete self-government or independence."

(b) **DRAFT RESOLUTION SUBMITTED BY  
THE UNITED KINGDOM**

The alternative draft resolution submitted by the United Kingdom (A/C.3/L.299) proposed that self-determination be defined as a principle rather than as a right. Inter alia, it would call on Member States to uphold and recognize this principle and to promote its application in relation to peoples of all territories and nations under their control, in a manner appropriate to the particular circumstances.

Saudi Arabia moved, as an amendment (A/C.3/L.296) to this draft resolution, the amendment it had submitted to the preamble of draft resolution A. Afghanistan submitted, as an amendment (A/C.3/L.310) to the United Kingdom

text, the amendments (A/C.3/L.307 and A/C.3/L.308) it had submitted as sub-amendments to the United States amendment to draft resolution A and the Indian sub-amendment thereto.

However, following the adoption of draft resolution A, as amended, the United Kingdom withdrew the alternative proposal.

(c) **DRAFT RESOLUTION SUBMITTED BY  
LEBANON**

Lebanon also submitted an alternative text (A/C.3/L.305) to which the same amendments were moved by Afghanistan (A/C.3/L.311) and Saudi Arabia. This text, inter alia, would recommend that Members, resorting where necessary to the use of plebiscites or other recognized democratic means under the auspices of the United Nations to ascertain the wishes of the peoples concerned, should: (1) ensure the free exercise of the right of self-determination to people having capacity for self-government; and (2) prepare for the exercise of this right those peoples in the Non-Self-Governing Territories which have not yet achieved the capacity for self-administration.

The Committee, however, at its 461st meeting on 2 December, by 21 votes to none, with 26 abstentions, adopted an oral proposal by Saudi Arabia not to vote on the Lebanese proposal in view of the adoption of draft resolution A, as amended.

(d) **DRAFT RESOLUTION B**

The representative of Lebanon submitted a draft resolution (A/C.3/L.293/Rev.1) the text of which differed only in form from draft resolution B recommended by the Commission on Human Rights. The latter had been in the form of a recommendation to the Council. As altered, the draft resolution would have the Assembly recommend States Members of the United Nations responsible for the administration of Non-Self-Governing Territories voluntarily to **include** in the information transmitted by them under Article 73e of the Charter details regarding the extent to which the right of peoples to self-determination is exercised by the peoples of those territories. It was also proposed that this information should include details, in particular, regarding the political progress of the peoples of those territories and the measures taken to develop their capacity for self-administration, to satisfy their political aspirations and to promote the progressive development of their free political institutions.

The representative of Lebanon accepted amendments by Haiti (A/C.3/L.314) adding the words

"and nations" after "peoples" in the preamble and in the operative paragraph. He also accepted, after it had been revised and orally amended, an amendment by India (A/C.3/L.315/Rev.1) calling for the addition of a second operative paragraph, under which the General Assembly would decide to place the resolution on the agenda of the Committee on Information from Non-Self-Governing Territories at its next session in 1953. In view of the revision of the Indian amendment, Saudi Arabia withdrew amendments (A/C.3/L.316) to the original Indian text (A/C.3/L.315) which would have addressed the recommendations to the Committee on Information from Non-Self-Governing Territories and not directly to Member States.

The representative of Afghanistan withdrew an oral amendment to the revised Indian text which would have called on the Committee on Information to consider the resolution in the light of the discussions in the Third Committee. He also withdrew an oral amendment proposing the "regular" rather than "voluntary" transmission of information.

The revised Indian amendment was adopted by 30 votes to 8, with 12 abstentions.

The draft resolution, as amended, was adopted by the Third Committee (A/2309 and Corr.1) at its 464th meeting on 3 December by a roll-call vote of 38 to 10, with 4 abstentions, and by the General Assembly at its 403rd plenary meeting on 16 December 1952 by 39 votes to 12, with 5 abstentions.

In the plenary meeting, the representatives of the Byelorussian SSR, Poland and the USSR explained their votes in favour and the representatives of Australia, Belgium, France and the United Kingdom their votes against the resolution, on the same grounds as given during the debates.

The resolution (637 B (VII)) read:

"The General Assembly,

"Considering that one of the conditions necessary to facilitate United Nations action to promote respect for the right of self-determination of peoples and nations, in particular with regard to the peoples of Non-Self-Governing Territories, is that the competent organs of the United Nations should be in possession of official information on the government of these Territories,

"Recalling its resolution 144(II) of 3 November 1947 in which it declared that the voluntary transmission of such information was entirely in conformity with the spirit of Article 73 of the Charter, and should therefore be encouraged,

"Recalling its resolution 327(IV) of 2 December 1949 in which it expressed the hope that such of the Members of the United Nations as had not done so might voluntarily include details on the government of

Non-Self-Governing Territories in the information transmitted by them under Article 73 e of the Charter,

"Considering that at the present time such information has not yet been furnished in respect of a large number of Non-Self-Governing Territories,

"1. Recommends States Members of the United Nations responsible for the administration of Non-Self-Governing Territories voluntarily to include in the information transmitted by them under Article 73 e of the Charter details regarding the extent to which the right of peoples and nations to self-determination is exercised by the peoples of those Territories, and in particular regarding their political progress and the measures taken to develop their capacity for self-administration, to satisfy their political aspirations and to promote the progressive development of their free political institutions;

"2. Decides to place the present resolution on the agenda of the Committee on Information from Non-Self-Governing Territories for its next session in 1953."

#### (e) EIGHT-POWER DRAFT RESOLUTION

Afghanistan, Argentina, Chile, Guatemala, Iraq, Lebanon, Mexico and Pakistan submitted a draft resolution (A/C.3/L.317) under which the Commission on Human Rights would be instructed to continue preparing recommendations concerning international respect for the right of self-determination of peoples and particularly steps which might be taken by the various organs of the United Nations and the specialized agencies, and to submit its recommendations to the General Assembly. Oral amendments proposed by the representative of the United States, according to which the General Assembly's request and the Commission's recommendations would be transmitted through the Economic and Social Council, were accepted by the sponsors.

The Committee rejected by 22 votes to 16, with 14 abstentions, an amendment (A/C.3/L.318) by the Ukrainian SSR calling for the addition, at the end of the first operative paragraph 1, of the words "including the peoples of Non-Self-Governing and Trust Territories" (see below).

The draft resolution, as amended, was adopted by the Third Committee (A/2309 and Corr.1) by a roll-call vote of 38 to 7, with 8 abstentions.

Following the rejection by 30 votes to 17, with 12 abstentions, of the same Ukrainian amendment (A/L.133), the General Assembly at its 403rd plenary meeting on 16 December 1952 adopted the resolution proposed by the Third Committee by 42 votes to 7, with 8 abstentions.

In the plenary meeting, the representative of the United Kingdom opposed the resolution on the ground that the Commission was not the proper organ for a discussion of the question of self-determination. The representatives of Po-

land and the USSR stated that they might have voted for the resolution if the Ukrainian amendment had been adopted.

The resolution (637 C (VII)) read:

"The General Assembly,

"Considering that it is necessary to continue the study of ways and means of ensuring international respect for the right of peoples to self-determination,

"Considering that the recommendations it has adopted at its seventh session do not represent the only steps that can be taken to promote respect for such right,

"1. Requests the Economic and Social Council to ask the Commission on Human Rights to continue preparing recommendations concerning international respect for the right of peoples to self-determination, and particularly recommendations relating to the steps which might be taken, within the limits of their resources and competence, by the various organs of the United Nations and the specialized agencies to develop international respect for the right of peoples to self-determination;

"2. Requests the Commission on Human Rights to submit through the Economic and Social Council its recommendations to the General Assembly."

## 2. Draft International Covenants on Human Rights and Measures of Implementation

At its sixth session the General Assembly had discussed, in detail, the report of the seventh session of the Commission on Human Rights (E/1992) and had adopted a series of resolutions.<sup>86</sup> These, *inter alia*, recommended that:

(1) the Commission draft two covenants—one to contain civil and political rights and the other economic, social and cultural rights; (2) when revising the draft articles on economic, social and cultural rights, the Commission take into consideration the views expressed during the discussion of the covenants and also any views which Member States, the specialized agencies and non-governmental organizations might advance; (3) an article on the right of peoples and nations to self-determination be included in one or both covenants and that the Commission should prepare recommendations concerning international respect for that right;<sup>87</sup> (4) the Commission prepare for inclusion in both covenants one or more clauses relating to the admissibility or non-admissibility of reservations and to the effect to be attributed to them; (5) the words *derechos humanos* instead of *derechos del hombre* be used in all United Nations working documents and publications in Spanish; and (6) the Council forward certain documents on measures of implementation to the Commission as basic working papers for its consideration in connexion with the drafting of provisions on measures of implementation.

As further instructed by the General Assembly (resolution 549(VI)) the Council held a special session on 24 March 1952 and by 14 votes to none, with 3 abstentions, transmitted all the above recommendations to the Commission so that it

might complete its work in connexion with the draft covenants in time to allow the Council, at its fourteenth session, to transmit the draft covenants and recommendations thereon to the Assembly at its seventh session (415 S.I).<sup>88</sup>

The Commission on Human Rights held its eighth session from 14 April to 14 June 1952 (E/2256) and considered the draft covenants on human rights in the light of the General Assembly's resolutions. On the basis of the preliminary work undertaken at its seventh session (E/1992) it adopted articles on economic, social and cultural rights and on civil and political rights. It also adopted an article on the right of peoples and nations to self-determination.<sup>89</sup> The Commission was not able, in the period of time available, to carry out the other instructions of the General Assembly and did not discuss the existing provisions or proposals relating to measures of implementation or proposals for additional articles on civil and political rights. Nor was it able to consider the question of reservations, the problem of the federal State clause, or the other final clauses of the draft covenants.

The Commission recommended to the Council that it be authorized to complete its work on the two covenants in 1953, so that they might then be submitted simultaneously to the Council and the General Assembly.

The Council considered the Commission's report (E/2256) at its 665th and 666th plenary meetings on 30 July 1952. It had before it a draft resolution (E/L.457) by the USSR which would invite the Assembly to reconsider its decision to draft two covenants (resolution 543 (VI)), with a view to instructing the Commission to prepare a single draft covenant at its next session. Those supporting this resolution, among them the representatives of Czechoslovakia, Mexico and Poland, stressed, as did the USSR representative, that the enjoyment of economic, social and cultural rights was so closely linked with that of civil and political rights that to separate the two groups into two covenants would create an artificial division. It was argued, moreover, that the two categories of rights had been linked in the Universal Declaration of Human Rights and, further, that the decision to prepare two covenants represented a retrograde step compared with the recommendations which the General Assembly had adopted at its fifth session. They

<sup>86</sup> See Y.U.N., 1951, pp. 481-94.

<sup>87</sup> See also p. 439.

<sup>88</sup> Adopted on the basis of a Philippine draft resolution (E/L.312).

<sup>89</sup> See pp. 439-40.

also pointed out that the Assembly had only decided by a small majority, and after long debate, to reverse its decision and request the preparation of two covenants.

Some representatives, among them those of Argentina, Cuba and Pakistan, while favouring a single covenant rather than two covenants in principle, were of the opinion that the Council was not the appropriate organ to recommend a change in the decision of the Assembly at this stage. It was also stressed by the representatives of Canada, France, the Philippines, the United Kingdom and the United States, among others, that any attempt to change the decisions of the General Assembly at this time would cause delay and confusion, since the Commission on Human Rights had already done considerable work on the preparation of two covenants. In this connexion, the representatives of Argentina and Pakistan pointed out that the two covenants could be merged into one at a later stage if the General Assembly wished to reverse its decision.

The representatives of France and the United Kingdom, among others, expressed the view that nothing had happened since the adoption of Assembly resolution 543 (VI) to justify a recommendation that its decision be reversed and that the interdependence of economic, social and cultural rights and civil and political rights was not a strong enough argument in favour of having only one covenant.

At its 666th plenary meeting on 30 July 1952 the Council rejected the USSR draft resolution by 10 votes to 6, with 2 abstentions. On the basis of a proposal by the Philippines, Sweden and the United States (E/L.449), it decided (resolution 440 A (XIV)) by 11 votes to 3, with 4 abstentions, to instruct the Commission to complete its work on the two covenants at its next session in 1953 and to submit them simultaneously to the Council.

### 3. Communications Concerning Human Rights

The Commission on Human Rights held its eighth session from 14 April to 14 June 1952. A non-confidential list (E/CN.4/CR.21) of communications on human rights prepared by the Secretary-General and dealing with principles involved in the promotion of universal respect for and observance of human rights was circulated to members of the Commission. A confidential list, summarizing other communications concerning human rights, was presented to the Commis-

sion, as at previous sessions, in a private meeting, together with fifteen replies from governments.

The Commission decided, for the first time, to include in its report a statement on the lists of communications dealt with during the period 3 April 1951 to 7 May 1952. The statement revealed, *inter alia*, that of a total of 25,279 communications, the great majority (24,194) dealt with alleged persecution on political grounds; other communications principally alleged genocide (305), violation of the right of freedom of assembly and association (119), discrimination and violation of rights of minorities (64), violation of trade union rights (83) and 478 communications alleged various violations. Of the total, 36 dealt with principles involved in the promotion of universal respect for and observance of human rights and were distributed in the non-confidential lists.

The Commission discussed a proposal that it should request the Council to reconsider resolution 75(V), as amended,<sup>90</sup> and authorize the Commission to make reports and recommendations to the Council on communications regarding human rights. That part of the proposal requesting the Council to reconsider resolution 75(V) was rejected and the remainder of the draft resolution withdrawn.

The question of communications concerning human rights was discussed by the Economic and Social Council at its 656th plenary meeting on 23 July. The General Assembly in resolution 542 (VI)<sup>91</sup> had invited the Council to instruct the Commission on Human Rights for its ninth session with regard to such communications, and to request the Commission to formulate its recommendations on them.

The Council had before it two proposals:

(1) a joint draft resolution (E/L.447) by Egypt and Uruguay by which the Council would: (a) request the Commission to report or make recommendations to it on communications alleging violations of human rights which, in the Commission's opinion, merited the attention of the Council; (b) suggest certain criteria to the Commission in deciding which communications merited the Council's attention; and (c) request that such communications be transmitted to the Council together with any relevant replies or observations by governments. The Commission would further be asked, under the resolution, to recommend any modifications to resolution 75(V), as amended, which might be necessary to give effect to this resolution.

(2) a draft resolution (E/L.445) by Canada under which the Council, considering that the Commission on

<sup>90</sup> This provided for a procedure for the examination of communications relating to human rights. For the procedure, as amended, see Y.U.N., 1950, p. 534.

<sup>91</sup> See Y.U.N., 1951, p. 495.

Human Rights at its eighth session had rejected a proposal to request the Council to reconsider resolution 75(V), would decide not to take action on this matter at this time and to inform the General Assembly of this decision.

In support of their draft resolution, the representatives of Egypt and Uruguay maintained that the procedure set up by resolution 75(V) was unsatisfactory. The Commission's inability to act on those communications not only diminished its prestige but also damaged the reputation of the United Nations. If the Council decided to wait until machinery was set up under the covenants on human rights to deal with alleged violations, there would be considerable delay, since, after drafting and adoption, the covenants would still require ratification by 27 States before coming into force. Moreover, it was said, the machinery at present proposed in the covenants provided for action only in cases of complaints by States. It was also argued that, under the Charter, Member States had undertaken to promote respect for human rights and fundamental freedoms, and that the Commission's terms of reference would allow it to make recommendations concerning any questions relating to human rights, including communications.

The representatives of Belgium, Canada, China, France, Poland and the United Kingdom, however, felt that a real solution could be found only within the framework of the covenants on human rights, which would have the necessary legal force to enable the United Nations to ensure their execution.

Since the Canadian draft resolution had been submitted first, it was put to the vote first and was adopted by 11 votes to 3, with 4 abstentions, as resolution 441 (XIV). A vote was not taken on the joint draft resolution by Egypt and Uruguay.

#### 4. Yearbook on Human Rights

The Yearbook on Human Rights for 1950, the English edition of which was published in 1952, introduced several new features in response to resolution 303 H (XI)<sup>92</sup> of the Economic and Social Council.

Part I contains all new constitutional provisions on human rights promulgated throughout the world and legislative texts enacted during 1950, with explanatory notes. In addition, pursuant to the above mentioned resolution, for the first time, summaries of, or references to decisions of national courts were included in this part. A total of 71 sovereign States (among them 53

Member States) are represented with twelve constitutions, 272 statutory texts (or summaries of texts) and summaries of 98 decisions given by national courts. Part II contains laws and other texts on human rights in Trust and Non-Self-Governing Territories. (The previous Yearbook was limited to the reproduction of basic laws in such territories.) Part III contains agreements concluded under the auspices of specialized agencies, and other multilateral treaties and agreements, including the Rome Convention for the protection of human rights and fundamental freedoms, as well as bilateral treaties. Part IV records the activities of the United Nations in the field of human rights. For the first time, summaries of judgments and advisory opinions of the International Court of Justice were published in the Yearbook.

The Commission on Human Rights did not have time, during its eighth session, to consider the plan for the Yearbook on Human Rights prepared by the Secretary-General (E/CN.4/522).<sup>93</sup>

#### 5. Prevention of Discrimination and Protection of Minorities

##### a. CONSIDERATION BY THE COMMISSION ON HUMAN RIGHTS AT ITS EIGHTH SESSION

The Commission on Human Rights, at its eighth session, held from 14 April to 14 June 1952, had before it the report (E/CN.4/641 and Corr.1) of the fourth session of the Sub-Commission on Prevention of Discrimination and Protection of Minorities, held in October 1951.<sup>94</sup> The Sub-Commission had revised the definition of minorities and the draft resolution on interim measures to be taken for their protection. It had also recommended various provisions and amendments for the draft covenants on human rights.

The Sub-Commission also recommended that the Commission include in its agenda two items: (1) definition of and measures for the protection of political groups; and (2) redress of injuries suffered by groups through the total or partial destruction of their media of culture and their historical monuments.

The Sub-Commission also requested the Commission to recommend that the Council recon-

<sup>92</sup> See Y.U.N., 1950, p. 533.

<sup>93</sup> See for this plan Y.U.N., 1951, p. 495.

<sup>94</sup> For a summary of the Sub-Commission's recommendations, see Y.U.N., 1951, pp. 496-97.

sider its decision to discontinue the Sub-Commission.

Owing to lack of time, the Commission on Human Rights did not consider the report of the Sub-Commission. However, it discussed a number of recommendations put forward by the Sub-Commission, especially those relating to the draft international covenants on human rights,<sup>95</sup> and included, *inter alia*, a general article on non-discrimination in both covenants. It also dealt with certain other matters in the field of prevention of discrimination and protection of minorities, that is the right of peoples and nations to self-determination, and communications.<sup>96</sup>

#### b. CONSIDERATION BY THE ECONOMIC AND SOCIAL COUNCIL AT ITS FOURTEENTH SESSION

The Council considered the question at the 220th and 221st meetings of its Social Committee on 20 June and at its 620th and 621st plenary meetings on 26 June 1952. It had before it a report by the Secretary-General (E/2229), prepared in accordance with resolution 414 B.II (XIII),<sup>97</sup> on future work concerning the prevention of discrimination and the protection of minorities. The report summarized the results of an inquiry among Member States concerning:

(1) items relating to the prevention of discrimination and protection of minorities which should be placed on the agenda of forthcoming Council sessions; (2) procedures for the preliminary study of these items and for the preparation of reports to provide a basis for discussion by the Council; and (3) the lines along which the Council might be called upon to continue its task in this field. The Secretary-General, in the report, also reviewed the Sub-Commission's recommendations on future work and made supplementary suggestions.

The Council at its fourteenth session decided not to discuss the substance of the Secretary-General's report. The debate centred instead in procedural questions arising from the General Assembly's invitation (resolution 532 B (VI))<sup>98</sup> that the Council authorize the Sub-Commission to continue its work and especially to convene a session of the Sub-Commission in 1952, while also taking any practical steps that might be necessary for the continuance within the framework of the United Nations of the work on prevention of discrimination and protection of minorities.

Members of the Council were agreed that the problem of discrimination against minority groups was of the utmost importance, but differed with regard to the procedure to be followed in dealing with the problem. The Swedish representative

held that the Sub-Commission had not achieved practical results and he said he would have preferred a new approach emphasizing UNESCO's work. The majority, however, were of the opinion that the Sub-Commission should be revived, though differences arose as to whether it should hold its fifth session in 1952 or in 1953. Some representatives, among them those of Czechoslovakia, Egypt, Mexico, Poland and the USSR, considered the Assembly's invitation mandatory. Others, among them the representatives of Belgium, Canada, China, Pakistan, the United Kingdom and the United States, stressed that the Assembly had invited, not recommended, the Council to convene a 1952 session. They urged that the Sub-Commission should not be convened until after the Commission on Human Rights had discussed the report on the work so far accomplished and had set out new terms of reference.

A joint draft resolution (E/AC.7/L.120) to this effect was submitted by France and the United Kingdom and amendments to it were submitted by Sweden (E/AC.7/L.121) to stress the importance of UNESCO's work in this field and by the United States (E/AC.7/L.122) to clarify the text.

The joint draft resolution and the amendments to it were withdrawn following the adoption by the Social Committee of a draft resolution, submitted by Poland (E/AC.7/L.119) as amended by Mexico (E/AC.7/L.123) and, orally, by Argentina and Egypt.

The Mexican amendment, which was accepted by the representative of Poland, substituted for an enumeration of the forms of discrimination a request to the Sub-Commission to take up in 1952 its work at the point at which it had been suspended, with special emphasis on the prevention of discrimination of any kind. The amendments by Argentina and Egypt, which the Polish representative also accepted, indicated that the work undertaken should be within the terms of reference of the Sub-Commission and that it should report to the Commission on Human Rights on its future work.

After rejecting by 41 votes to 1, with 11 abstentions, an oral Egyptian proposal which would have the Sub-Commission also report on its terms of reference, the Social Committee adopted the Polish draft resolution, as amended, by 9 votes to 8, with 1 abstention, on 20 June. The operative

<sup>95</sup> See under this heading.

<sup>96</sup> See under those headings.

<sup>97</sup> See Y.U.N., 1951, pp. 62-63.

<sup>98</sup> See Y.U.N., 1951, pp. 65-66.

part of the draft resolution adopted by the Committee (E/2264) proposed that the Council authorize the Sub-Commission to continue its work and convene the fifth session in 1952, taking up its work where it had left off, with special emphasis on the prevention of discrimination of any kind within its terms of reference. The Commission on Human Rights, it proposed, should be invited to consider at its ninth session the reports of the fourth and fifth sessions of the Sub-Commission.

During the discussion in plenary session, the representatives of France and the United Kingdom presented a joint amendment (E/L.375) to substitute for the operative part of the draft resolution a request to the Commission on Human Rights to study as soon as possible, in the light of work already undertaken by the United Nations, the Sub-Commission's recommendations and the extent to which it had fulfilled its task and to make recommendations concerning the terms of reference and future work of the Sub-Commission in sufficient time for a further session of the Sub-Commission to be convened in 1953. The amendment would also invite UNESCO, as a matter of high priority, to continue its work on discrimination.

With the exception of the invitation referring to UNESCO, which was retained by Sweden, the joint amendment was withdrawn in favour of a compromise amendment by Sweden (E/L.377/Rev.1) authorizing the Sub-Commission to meet in 1952 but to devote its session to considering a future plan of work which might then be approved by the Commission on Human Rights.

On the suggestion of the representatives of Canada and Pakistan, the Swedish proposal was amended to make it clear that the Council intended that the Sub-Commission should continue its work. This point was further emphasized by the adoption, by a roll-call vote of 10 to 5, with 3 abstentions, of a Philippines proposal, as amended by Poland, to the effect that the Sub-Commission continue its work for the prevention of discrimination and the protection of minorities in accordance with General Assembly resolution 532 B (VI).<sup>99</sup>

Voting was as follows:

In favour: Canada, Cuba, Czechoslovakia, Egypt, Iran, Mexico, Philippines, Poland, USSR, Uruguay.

Against: Belgium, France, Sweden, United Kingdom, United States.

Abstaining: Argentina, China, Pakistan.

The Swedish amendment, as amended, was adopted by 14 votes to none, with 4 abstentions,

and the amended draft resolution, as a whole, was adopted by 16 votes to none, with 2 abstentions, at the Council's 621st plenary meeting on 26 June.

The resolution (443 (XIV)) read:

"The Economic and Social Council,

"Noting that at its sixth session the General Assembly, in its resolution 532 B (VI), invited the Council:

"(a) To authorize the Sub-Commission on the Prevention of Discrimination and the Protection of Minorities to continue its work so that it may fulfil its mission, and especially to convene a session in 1952,

"(b) To take any practical steps that may be necessary for the continuance within the framework of the United Nations of the work on prevention of discrimination and protection of minorities.

"1. Decides to convene a session of the Sub-Commission in 1952;

"2. Requests the Sub-Commission to continue its work for the prevention of discrimination and the protection of minorities in accordance with General Assembly resolution 532 B (VI) and, in the light of a descriptive list presented by the Secretary-General of the various research projects and action programmes on discrimination and minority problems already initiated or being planned by various United Nations organs and bodies and specialized agencies, to prepare, during its fifth session in 1952, for submission to the Commission on Human Rights, a report on future work in the field of the prevention of discrimination and the protection of minorities;

"3. Invites the Commission on Human Rights at its ninth session to consider the reports of the Sub-Commission on the Prevention of Discrimination and the Protection of Minorities on its fourth and fifth sessions and to report to the Council; and

"4. Invites the United Nations Educational, Scientific and Cultural Organization, as a matter of high priority, to continue its studies and work on educational methods and projects best designed to overcome prejudice and discriminatory attitudes and measures, and to report thereon to the Council in 1953."

#### c. REPORT OF THE FIFTH SESSION OF THE SUB-COMMISSION

The Sub-Commission on Prevention of Discrimination and Protection of Minorities held its fifth session in New York from 22 September to 10 October 1952 (E/CN.4/670). Its recommendations concerned the prevention of discrimination, the protection of minorities, the relevant work of UNESCO, technical assistance, and publications. It also drew up a programme of work for approval by the Commission on Human Rights.

##### (1) Prevention of Discrimination

The Sub-Commission recommended that the Secretary-General arrange for the collection of all

<sup>99</sup> Proposed by Poland and accepted by the Philippines.



anti-discrimination provisions formulated by the League of Nations or by the United Nations. This information, it considered, should be kept up to date and made available to serve as a body of suitable precedents for use in elaborating constitutional or statutory provisions, particularly in the case of new States.

It recommended that the Council appeal to non-governmental organizations for co-ordinated efforts to eradicate prejudice and discrimination and asked the Secretary-General to consult these organizations and the specialized agencies concerned on the advisability of holding periodic conferences to exchange views and co-ordinate work in this field.

The Sub-Commission suggested that UNESCO, on the basis of a thorough study of views contributing to discrimination against certain religious groups, to inter-religious hostility and to tensions in general, should prepare a series of suggestions explaining and clarifying the misrepresentations, misinterpretations and misunderstandings of any religion by the adherents of any other religion.

It proposed that Member States be recommended to review their national legislation and administrative practices with a view to abolishing all discrimination and to taking effective measures for the protection of minorities.

The Commission on Human Rights was asked to approve the Sub-Commission's proposal to study, among other measures to combat discrimination, those in the fields of education, employment and occupation, political rights, religious rights and practices, residence and movement, immigration and travel, the enjoyment of family rights and the right to choose a spouse. The Sub-Commission decided to begin the study of discrimination in education immediately and appointed a special rapporteur to draw up a provisional plan of work.

#### (2) Protection of Minorities

Emphasizing that an approved definition of minorities was required if further work were to be undertaken for their protection, the Sub-Commission asked that the Commission on Human Rights record its precise views on the definition submitted by the Sub-Commission at its fourth session. It called to the Commission's attention, in particular, the importance of the use of minority languages in courts and schools.

The Sub-Commission proposed that the Council should recommend that special attention be given to the protection of minorities in the preparation of international treaties, decisions of interna-

tional organs, or other acts establishing new States or new boundary lines between States. To provide a body of precedents for use in drafting minorities clauses in such instruments, it recommended that the Secretary-General arrange for a complete up-to-date collection of provisions for the protection of minorities.

As regards its work programme, the Sub-Commission asked that the Commission on Human Rights approve its study, at its sixth session, of the variety and scope of measures for the protection of all minority rights through legislative measures, judicial decisions and administrative practices.

#### (3) Other Recommendations

UNESCO, the Sub-Commission recommended, should be invited to prepare a special report each year, reviewing the activities undertaken to eradicate prejudice and discrimination and to protect minorities.

It proposed that the Council recommend that organizations participating in technical assistance programmes consider sympathetically the requests of governments for technical assistance to eradicate prejudice or discrimination or to protect minorities, and that the Secretary-General be authorized to render expert technical advice and other services to Member States, at their request, in this field. Such services, it decided, should include, but need not be restricted to, technical expert advice on drafting legislation and in establishing administrative and judicial machinery and should also extend to educational programmes designed to combat prejudice and discrimination.

The Sub-Commission further requested the Secretary-General to produce a popular booklet on its work and to publish a pamphlet on the work of the United Nations regarding prevention of discrimination and protection of minorities. He was also asked to publish, for the general public, a printed booklet containing an up-to-date analysis of information supplied by Members and non-members of the United Nations concerning (1) legislation and judicial decisions and other types of action which they had found useful in the prevention of discrimination and (2) legislative measures they had taken to protect minorities within their jurisdiction.

## 6. Trade Union Rights

At its fourteenth session the Economic and Social Council had before it several communications (E/2154 and Add.1 to 48) alleging that

trade union rights were being infringed in various countries. They were submitted in accordance with resolution 277(X)<sup>100</sup> by which the Council had requested the Secretary-General to bring any allegations received from governments or trade union or employers' organizations to its attention. The Council also had before it a note (E/2222) submitted by the Secretary-General on pending allegations regarding infringements of trade union rights under Council resolution 351 (XII).<sup>101</sup>

In this note, the Secretary-General stated that he had no further information to add to the report he had made to the Council at its thirteenth session apart from the observations of the Government of Japan (E/2175/Add.1 and Add.1/Corr.1) and his report (E/2202) on the applicability of resolution 277(X) to allegations regarding infringements in Japan. In addition to the observations of the Government of Japan, the Council had before it replies of the Government of Bolivia (E/2175 and Corr.1 and Add.2).

At the 571st plenary meeting of the Council, during the discussion of the provisional agenda, the representative of the United States made the following proposals:

(1) That in accordance with rule 15 (a)<sup>102</sup> of the Council's rules of procedure and in keeping with Council resolution 277(X), all new allegations regarding infringements of trade union rights which related to States that were members of the ILO should be transmitted to that body for consideration.

(2) That allegations concerning States that were not members of ILO should be discussed by the Council at the appropriate time, preferably after the discussion of the report of ILO.

(3) That the Secretary-General's note (E/2222) should be included in documentation for the discussion of the item on allegations regarding infringements of trade union rights at the Council's current session.

The United States proposals were opposed by the representatives of Czechoslovakia, Poland and the USSR who stated that these proposals were designed to shelve the question of infringements of trade union rights which the Council, under the Charter, was bound to consider. They held that the aim of the proposals was to avoid discussion of several complaints against the United States of infringements. The membership and political trends in ILO were such that the questions would never be decided by that body, these representatives maintained.

The representative of the United States replied that rule 15(a) of the rules of procedure provided that the specialized agency, in this case ILO, would report to the Council on its work. That meant that the Council would review the agency's findings. The proposal aimed only at

putting into effect the Council's rules of procedure.

The first United States proposal was adopted by 14 votes to 3, the second by 14 votes to none, with 4 abstentions, and the third by 14 votes to none, with 2 abstentions. As a result of these decisions, the replies of Japan and Bolivia, both members of ILO, were referred to that organization.

At its 648th and 649th plenary meetings on 17 and 18 July, the Council considered the sections of the sixth report of ILO (E/2240) dealing with the Fact-Finding and Conciliation Commission on Freedom of Association and with the Committee on Freedom of Association. The Commission had been established by ILO on its own behalf and on behalf of the United Nations to deal with allegations of infringements of trade union rights. The Committee on Freedom of Association<sup>103</sup> had been established by the Governing Body of the International Labour Office for preliminary examinations of the allegations and their reference to the Commission. The section of the report dealing with the Commission outlined the procedure followed by the Commission under which allegations of infringements are first examined by the Committee on Freedom of Association.

During the debate in the Council, the representative of the World Federation of Trade Unions contended that the transfer of complaints to ILO without prior discussion in the Council was an abdication of the Council's responsibility and stated that all future allegations addressed to the Council should be placed on its agenda at each session. She stated that all complaints submitted to the eleventh, twelfth and thirteenth sessions of the Council had been rejected at the preliminary stage of examination after receipt by ILO of statements from the governments concerned, and maintained that ILO was in reality working in the interests of governments rather than of the workers. This point of view was also expressed by the representatives of Czechoslovakia, Poland and the USSR.

Other representatives, including those of Belgium, Canada, France and Sweden, and the United States considered that the procedure devised by ILO had proved reliable. It provided, said the

<sup>100</sup> See Y.U.N., 1950, pp.539-40.

<sup>101</sup> See Y.U.N., 1951, pp. 499-500.

<sup>102</sup> Rule 15(a) provides that the Council may refer items without preliminary debate to a specialized agency with the proviso that the agency report at a subsequent session of the Council.

<sup>103</sup> See under International Labour Organisation.

United States representative, for careful examination of allegations; cases were studied impartially and, when the information provided was incomplete, every effort was made to obtain more detailed and accurate data. Appreciation was expressed of the valuable work which the Committee of the Governing Body and the Commission had done within a short time.

The Council, at its 649th meeting on 18 July, rejected, by 15 votes to 3, a Polish draft resolution (E/L/420) which proposed that it decide to place all allegations regarding infringement of trade union freedom addressed to it on its agenda at each session.

At the same meeting, it also rejected, by 12 votes to 3, with 3 abstentions, a draft resolution (E/L.393/Rev.1) by Czechoslovakia which would request the President of the Council to approach the Spanish authorities with a view to invalidating the sentences of 27 convicted Spanish trade unionists and/or obtaining their acquittal and release.

At its 649th meeting the Council also considered the alleged failure of Romania, Spain and the USSR, to reply to communications addressed to them under Council resolution 351 (XII)<sup>104</sup> regarding infringements of trade union rights, and the question of infringements of trade union rights in Spain, Trieste and the Saar.

The representatives of Canada and the United States submitted a draft resolution (E/L.422) under which the Governments of Romania, Spain and the USSR would again be invited to reply to the communications and the attention of the governments concerned would be called to the alleged infringements in the Saar, Spain and Trieste.

The representative of the USSR opposed the joint draft resolution, stating that, without adducing any proof, it sought to discredit the Soviet trade unions. While freedom of association was guaranteed by the Soviet Constitution, he said, no similar provision existed in the United States Constitution and he spoke of the "semi-fascist reactionary Taft-Hartley Act" which, he said, regulated labour and management relations in the United States.

The representative of the United States said that in view of the glowing accounts of the trade union situation in the USSR given by its representative, it was surprising that the USSR was not willing to submit documents to the Fact-Finding Commission which would confirm those accounts. It appeared to him that the USSR was afraid of an impartial and careful analysis of trade union rights in the Soviet Union.

The joint draft resolution was voted on in paragraphs, which were all adopted by votes ranging from 11 to 4, with 3 abstentions, to 13 to 4, with 1 abstention. The draft resolution was adopted as a whole by 11 votes to 4, with 3 abstentions, as resolution 444(XIV). It read:

"The Economic and Social Council,

"Having noted that no replies have been received to the communications sent, pursuant to Council resolutions 277 (X) and 351(XII), to the Governments of Romania, Spain and the Union of Soviet Socialist Republics, regarding allegations of infringements of trade-union rights in those countries (E/1882, section I, E/1882/Add.1 and E/1882, section IV, respectively), and

"Having taken note of the allegations regarding infringements of trade-union rights transmitted by the Secretary-General contained in documents E/2154/Add. 18, 20, 21, 30, 34, 41, 43 and 48,

"1. Requests the Secretary-General again to invite the Governments of Romania, Spain and the Union of Soviet Socialist Republics to reply to the requests previously addressed to them under resolution 351 (XII);

"2. Requests the Secretary-General, in consequence of the communications received from the Norwegian Trade Union Federation (E/2154/Add.18), representatives of trade unions of the state of Nuevo Leon, Mexico (E/2154/Add.21), the Confederation dos Trabalhadores do Brasil (E/2154/Add.30, second paragraph), the World Federation of Trade Unions (E/2154/Add.34 and 41) and the Union internationale des Syndicats des travailleurs du bâtiment, du bois et des matériaux de construction (E/2154/Add.48), to bring to the attention of the Government of Spain the allegations regarding infringements of trade-union rights 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;

"3. Requests the Secretary-General, in consequence of the communication from the Trade Unions International of Land and Air Transport Workers (E/2154/Add.20) to bring to the attention of the Allied Military Government of Trieste the allegations regarding infringement of trade-union rights in Trieste, as well as the provisions of resolution 277(X), under which allegations regarding infringement 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

"4. Requests the Secretary-General, in consequence of the communications from the Unity Trade Union Workers, Employees and Officials of the Saar (E/2154/Add.43) to bring to the attention of the competent authorities of the Saar, through the appropriate channels, the allegations regarding infringement of trade-union rights in the Saar, as well as the provisions of resolution 277 (X), under which allegations regarding infringement of trade-union rights may be referred

<sup>104</sup> See Y.U.N., 1951, pp. 499-500.

for examination to the Fact-Finding and Conciliation Commissions on Freedom of Association, and to invite those authorities to submit their observations on the matter."

## 7. Forced Labour

The Ad Hoc Committee on Forced Labour,<sup>105</sup> appointed by the Secretary-General and the Director-General of ILO in accordance with the Economic and Social Council's resolution 350 (XII), held its second and third sessions, respectively, from 2 June to 1 July and from 14 October to 22 November 1952.

The Committee devoted its second session to the study of the documentation submitted to it, and to hearing representatives of non-governmental organizations and other witnesses invited by the Committee. It also had before it replies from 42 governments to a questionnaire (E/2153) circulated by the Committee to all governments concerning (1) punitive, educational or corrective labour; and (2) other cases of compulsion to work.

The Committee also examined documents transmitted at its first session by the Governments of France, the United Kingdom and the United States (E/AC.36/4), and supplementary information transmitted by the United States Government (E/AC36/4/Add.1). It further studied documentation relating to over 50 countries and territories assembled by the Secretariat as requested, on the basis of the allegations made in Council debates as well as a number of communications relating to forced labour which had been received by the United Nations or ILO.

Memoranda from various non-governmental organizations and individuals were received by the Committee. These contained requests to be heard or to submit documentary evidence in accordance with the procedure laid down by the Committee. The Committee heard nine non-governmental organizations and a number of private individuals and invited several non-governmental organizations and private individuals to submit documentary evidence referred to in their memoranda.

The Committee decided to renew the Chairman's authority to arrange for the appointment and to define the duties of regional consultants to collect information and relevant documentary evidence, such as laws and regulations on the existence of systems of forced labour. It discussed the possibility of informing governments of the specific allegations made and the evidence sub-

mitted, and of dispatching communications to that effect after its third session for comment by the governments concerned. It decided to postpone until its third session further consideration of the question of on-the-spot inquiries. Finally, it gave specific instructions concerning the Secretariat's programme of work.

On 1 July 1952, the Committee adopted its second progress report (E/2276) to the Economic and Social Council and to the Governing Body of the International Labour Office.

At its third session the Committee heard the representatives of several other non-governmental organizations as well as two private individuals. The main task of the Committee at this session was, however, to prepare a summary of allegations of forced labour and of the material available to the Committee for transmittal to the governments concerned. Documents containing these summaries were prepared by the members of the Committee in a series of informal discussions covering the major part of the session.

The Committee emphasized that at the current stage of its work it had come to no conclusions, either on the relevancy of the allegations or on the value as evidence of the information and documentary material summarized in these documents, and that the documents were being communicated confidentially only to the governments concerned for comment.

Other business discussed by the Committee at its third session included a request to the Chairman to prepare a draft for the Committee's final report after considering the allegations, documentary materials and replies of governments and the assignment of further work to the Secretariat.

This included work in connexion with the implementation of the Committee's decisions and the preparation of its fourth session, summarizing replies to the questionnaire received from governments after the third session together with research concerning legal and other texts quoted in these replies, and assistance in the drafting of the Committee's report. On 22 November 1952 the Committee adopted its third progress report (E/2341) to the Economic and Social Council and to the Governing Body of the International Labour Office.

The question of forced labour was not considered by the Economic and Social Council during 1952.

<sup>105</sup> See Y.U.N., 1951, pp. 501-502.

## 8. Plight of Survivors of Nazi Concentration Camps

The Secretary-General presented to the Council, at its fourteenth session, a third progress report (E/2259) on the plight of survivors of so-called scientific experiments in Nazi concentration camps. It stated that in accordance with resolution 386(XIII)<sup>106</sup> of the Economic and Social Council, the Secretary-General had transmitted to the Government of the Federal Republic of Germany the information in his possession concerning the number and nature of the various cases. As of 20 June 1952, information had been transmitted on 225 cases.

On 29 February 1952, the report said, the Secretary-General, after consultation with the Director-General of the World Health Organization, had made certain suggestions to the Government of the Federal German Republic concerning the investigation and certification of requests for indemnification.

On 23 April the Federal Government had sent a note which stated that, up to 1 April 1952, a total of 521 applications had been received from persons claiming welfare benefits under the decision of the Cabinet of 26 July 1951. Of these, 268 had originated abroad and 253 in Germany itself. The Federal Government, it was stated, noted with satisfaction the active support given to it by the United Nations, the specialized agencies, governments and private groups concerned in collecting and sifting individual cases. The note stated that the Federal Government welcomed the suggestions made to it by the Secretary-General on 29 February concerning the assistance of experts in clarifying cases which were open to dispute, and that it might wish to refer to these suggestions again. The note said further that, although all applications were in the course of being dealt with, it had not been possible to avoid some delay in the necessary examination of cases. However, the first decisions on the granting of welfare benefits were to be made soon. In those cases where a claim was recognized as justified, the payments were to be made without delay since sufficient funds had already been made available for the purpose.

Regarding the administration of allocations from the Paris Reparation Fund,<sup>107</sup> the Secretary-General's report said that the total available for allocation amounted to \$125,000. This amount was channelled through two voluntary agencies participating in the administration of the Reparation Fund as follows:

(1) National Catholic Welfare Conference (for Polish and non-German and non-Austrian victims of non-Jewish religion).

(2) International Rescue Committee, Inc. (for Austrian and German victims of non-Jewish religion).

These two organizations, the report said, had been left free to work out the most suitable arrangements, the only stipulation being that quarterly financial returns and periodic audited statements of accounts were to be rendered, and that the names and addresses of victims, together with the amount of assistance granted to each, were to be furnished to the Reparations Office of the Committee for the Movement of Migrants. The agencies had been requested to take all possible action to facilitate the earliest distribution of funds to needy victims.

The National Catholic Welfare Conference had dealt with approximately 100 cases in thirteen different countries. The procedure set up had been for "field committees" to make an official evaluation of each applicant's claim that he was the subject of experiments, taking into account certain specified factors as corroborating evidence. Field committees were authorized to make an immediate payment of a lump sum as soon as eligibility was established, after which each case history was submitted to the headquarters of the National Catholic Welfare Conference in order to decide whether additional payments should be made in the light of the claimant's current physical condition or family needs.

The International Rescue Committee, it was stated, had handled approximately 30 cases. Early payments were made in fifteen cases whose authenticity had been established. In other urgent pending cases, advance relief was granted.

The Provisional Inter-Governmental Committee for the Movement of Migrants from Europe, which had taken over certain operations of The International Refugee Organization after the cessation of the activities of that organization, had informed the Secretary-General that there was some hope that additional payments into the Reparation Fund might permit further grants to be made to victims. The report concluded by stating that the Secretary-General had maintained contact with the National Catholic Welfare Council and the International Rescue Committee.

As requested by the Council's resolution 386 (XIII), the Secretary-General continued to collect

<sup>106</sup> See Y.U.N., 1951, p. 507.

<sup>107</sup> The fund was established by the Paris Conference on Reparations, December 1945.

material on individual cases and, since June 1952, transmitted to the Federal Government information concerning an additional 243 cases. Altogether, as of 31 December 1952, the Secretary-General had transmitted 468 claims to the Federal Government.

Supplementing its communication of 23 April, the Federal Government, on 10 July 1952, informed the Secretary-General of the measures taken by it to compensate victims up to that date. It stated that on 6 May 1952, the first meeting of an inter-ministerial committee took place entrusted with the examination of application for welfare measures by virtue of the Federal Government's decision of 26 July 1951. In the view of the committee, all persons, who were proved to have been victims of so-called scientific experiments in Nazi concentration camps and who had not yet received any other compensation, had a claim, in principle, to welfare benefits. The Committee decided to dispatch a commission of government delegates to the Netherlands and Belgium to expedite work by a preliminary examination on the spot. Applicants domiciled abroad, the note stated, would be informed by the Commission through the diplomatic representatives of the Federal Republic. The payment of welfare benefits would also be effected by the diplomatic representatives, and would be made in the currency of the country in which the applicant had permanent residence.

The Secretary-General addressed a note to the Federal Government seeking information on the situation as of 1 September 1952 regarding measures for compensating survivors, including particulars regarding each claim for compensation. In reply, the Federal Government stated that as of that date, payments amounting in all to 351,673.20 Deutsche marks had been made to 108 applicants, while 48 claims had been rejected. The 108 successful claimants had received sums ranging from 25,000 DM for sulfonamide experiments to 2,000 DM, or less, for sterilization.

The 108 cases were divided as follows: sterilization—87; malaria—nine; injections—two; hormone transplantation—one; typhus—two; low temperature—one; serum—one; X-rays—two; sulfonamide—one; phlegmon—two.

The 48 rejections were made on the following grounds: in 27 cases, the applicants were not victims of so-called scientific experiments; in fifteen cases, the applicants were not in need of assistance; in four cases, the applicants had received compensation previously; and in two

cases, the applicants did not suffer impairment of health.

A number of claimants, in letters addressed to the Secretariat, paid tribute to the efforts which the United Nations had made on their behalf. On the other hand, a large number of claimants complained of the inadequacy of the compensation they had received, of the rejection of their claims, of the method of investigation employed by representatives of the Federal Authorities, and of delay on the part of the Federal Government in reaching a decision in their case. The Secretary-General transmitted the substance of a number of such communications to the Federal Government.

## 9. Prisoners of War

The Ad Hoc Commission on Prisoners of War<sup>108</sup> was established (427(V)) by the General Assembly in 1950 to seek a settlement of the question of prisoners taken in the Second World War and not yet repatriated or otherwise accounted for.

The Commission held its first session in New York from 30 July to 15 August 1951,<sup>109</sup> and its second and third sessions from 22 January to 9 February and from 26 August to 13 September 1952 respectively, in Geneva. In view of the special character of the work entrusted to it, the majority of meetings were held in private.

In order to establish direct consultations with the governments most concerned in the problem of prisoners of war, the Commission invited the Governments of Australia, Belgium, France, the Federal Republic of Germany, Italy, Japan, Luxembourg, the Netherlands, the USSR, the United Kingdom and the United States to name representatives to attend its second session. With the exception of the USSR, all those invited named representatives. In addition, Denmark named an observer.

On the basis of information provided by these representatives and of information previously submitted, the Commission (A/AC.46/8) took the following steps, among others, to carry out its task. The Commission noted that the information relating to former prisoners of war sentenced for war crimes, or being held for such crimes, was incomplete and decided to ask all governments detaining persons charged with war crimes, or under sentence for such crimes, for detailed in-

<sup>108</sup> For members, see p. 32.

<sup>109</sup> See Y.U.N., 1951, p. 508.

formation concerning the judicial procedure under which such persons had been tried and sentenced and their present status. It also decided to address a further letter to the USSR, requesting information on prisoners of war who had died while in the custody of that country. The Commission recognized that, owing to war devastation, certain available records and archives might have been destroyed and therefore asked the USSR to furnish the Commission with a list, as complete as possible, of such deceased persons and, at least, a list of those who had died since 1947.

On the basis of its examination and evaluation of other information transmitted to it, the Commission decided to ask certain governments for supplementary information. It also took action on certain specific requests from governments which called for immediate decision.

The Commission reported that, in view of the detailed information furnished by the Governments of the Federal Republic of Germany and of Japan, and taking into account the strictly objective and impartial method it had followed from the outset, it had decided not to accept the invitations from those Governments to visit their countries to examine the original records containing data about prisoners of war who were as yet unrepatriated or unaccounted for.

Before its third session the Commission once more decided that its task would be greatly assisted if certain governments most concerned named representatives to meet with it, specifically the Governments of the Federal Republic of Germany, Italy, Japan and the USSR. With the exception of the USSR, the Governments invited named their representatives who met with the Commission and were available for consultation. In addition, the Commission let it be known to other governments which had on previous occasions provided the Commission with valuable information that they were welcome to name representatives or observers. The following named representatives: Australia, Belgium, France, Luxembourg, the Netherlands, the United Kingdom and the United States. In addition Brazil expressed its interest in the Commission's work and named a representative and Denmark named an observer.

At its third session (A/AC.46/11) the Commission continued the examination and evaluation of information before it and held consultations with representatives of a number of governments. In response to requests made at the second session, the Federal Republic of Germany, Italy and

Japan had also supplied additional information about unrepatriated war prisoners.

The Commission requested a number of governments to furnish additional information and addressed an inquiry to the Government of the People's Republic of China concerning Japanese prisoners of war who might still be under the control of that Government or who might have died while in its custody. The Commission decided that it would hold its fourth session in New York in May 1953, when it would prepare its final report.

Meanwhile, on September 12, the Commission transmitted a special report (A/AC.46/10) to the Secretary-General, informing him that it had been unable to secure the co-operation of the USSR. Therefore the Commission had regretfully come to the conclusion that it was unable to perform the basic task for which it had been set up, namely to settle "the question of the prisoners of war in a purely humanitarian spirit and on terms acceptable to all Governments concerned." It recalled that the Government of the USSR had not responded, as had other governments concerned, to the Commission's invitation to name a representative to meet with it at its session. The USSR Government had not replied to the Commission's letter of 9 February 1952 requesting information concerning prisoners of war who had died while in its custody. It had made no reply to the Commission's request contained in letters dated 18 April 1952 and 31 July 1952 for information concerning prisoners of war detained on charges of war crimes. The Commission stated that it considered it to be its duty to inform the Secretary-General that this obstacle was paralysing its work and increasing the difficulty of verifying the large amount of information furnished by other governments directly concerned in the repatriation of prisoners who have not yet returned to their homes.

The Commission asked that the Secretary-General circulate the special report to United Nations Members prior to the Assembly's seventh session.

The Commission intended to prepare at its next session the final report on the results of its work together with such conclusions as might be drawn from the documentation in its possession. It expressed the hope that a fresh appeal for international co-operation among the Members of the United Nations and to their spirit of humanity might have the effect of giving a more promising direction to the work that it had so far carried on, with only limited success.

## L. FREEDOM OF INFORMATION

During 1952, the question of freedom of information was considered by: (1) the Sub-Commission on Freedom of Information and of the Press, at its fifth session, held from 3 to 21 March; (2) the Economic and Social Council, at its fourteenth session, at the 214th to 220th meetings of its Social Committee, from 4 to 10 June and at its 602nd to 604th plenary meetings, on 12 and 13 June; and (3) the General Assembly, at its seventh session, at the 421st to 442nd meetings of its Third Committee, from 22 October to 11 November and at its 403rd plenary meeting on 16 December.

In these organs, a number of interrelated aspects of the question of freedom of information were the subject of consideration, including:

(1) the work of the Sub-Commission on Freedom of Information and of the Press; (2) conventions on freedom of information and on the international right of correction; (3) the draft international code of ethics; (4) the establishment of an international institute of press and information; (5) information facilities in under-developed regions of the world; (6) dissemination of resolutions of the United Nations; (7) the question of false or distorted information; (8) freedom of information as a means of promoting friendly relations among nations; (9) the closing down of the newspaper *La Prensa*; and (10) the future work of the United Nations in the field of freedom of information. The discussions and decisions of the various United Nations organs are dealt with below under these headings.

### 1. Sub-Commission on Freedom of Information and of the Press

By resolution 414 B.I. (XIII),<sup>110</sup> adopted on 18 September 1951, the Economic and Social Council decided that the Sub-Commission on Freedom of Information and of the Press should hold a final meeting to complete its work on the draft international code of ethics for information personnel.

In accordance with the Council's resolution, the Sub-Commission held its fifth session consisting of 26 meetings from 3 to 21 March 1952, and reported (E/2190) to the Council at its fourteenth session, held from 20 May to 1 August 1952.

The report of the Sub-Commission contained a number of specific recommendations of which an account is given below.

The report was considered by the Council's Social Committee at its 214th to 220th meetings, from 4 to 10 June and at the 602nd to

604th plenary meetings of the Council, on 12 and 13 June 1952.

In the general discussion in the Social Committee and in the Council the representatives of Czechoslovakia, Poland and the USSR stated that in its work the Sub-Commission had concerned itself with matters outside its competence; instead of endeavouring to make freedom of information serve the campaign for peace and the development of friendship between nations, it had preferred to condemn certain governments. The representatives of Iran and Pakistan, on the other hand, congratulated the Sub-Commission on its work.

The Committee, at its 220th meeting on 10 June, by 13 votes to 3 and, on its recommendation (E/2251), the Council, at its 604th plenary meeting on 13 June, by 12 votes to 3, adopted a resolution (442 A (XIV)) formally taking note of the report of the Sub-Commission.

That part of the report of the Economic and Social Council (A/2172) dealing with the question of freedom of information came before the General Assembly at its seventh session, and was discussed by the Assembly's Third Committee during its consideration of the agenda item "Freedom of Information" at its 421st to 442nd meetings, from 22 October to 11 November

Views similar to those expressed in the Council were put forward.

Chile, the Dominican Republic, Honduras, Indonesia, Iraq, Mexico, Pakistan and Saudi Arabia submitted a joint draft resolution (A/C.3/L.262) concerning the Sub-Commission. Under this joint draft the General Assembly would refer to the constructive work done by the Sub-Commission during its five sessions and to the fact that the Assembly had not hitherto had an opportunity to declare an opinion on that work. The Assembly, further, would express appreciation of what the Sub-Commission had accomplished, requesting the Secretary-General to convey its thanks for the service rendered by the Sub-Commission.

After the sponsors had accepted two oral drafting amendments, the joint draft resolution was approved, at the 440th meeting of the Third Committee on 7 November, by 41 votes to 5, with 6 abstentions. The draft resolution recommended by the Committee (A/2294) was adopted by the Assembly at its 403rd plenary meeting on 16 December, without discussion, by 50 votes

<sup>110</sup> See Y.U.N., 1951, p. 513.



to 5, with 1 abstention as resolution 632 (VII). It read:

"The General Assembly,

"Considering the constructive work done by the Sub-Commission on Freedom of Information and of the Press during its five sessions,

"Considering that it has not hitherto had an opportunity to express an opinion on the work of the Sub-Commission,

"1. Decides to express its appreciation for the work which the Sub-Commission on Freedom of Information and of the Press has accomplished;

"2. Requests the Secretary-General to convey its thanks for the service which the Sub-Commission has honourably rendered in discharging its duties."

## 2. Conventions on Freedom of Information and the International Right of Correction

The General Assembly, at the second part of its third session, approved (resolution 277 C (III)) a draft Convention on the International Transmission of News and the Right of Correction,<sup>111</sup> which consisted of the amalgamation, with certain revisions, of two draft conventions, one on the gathering and international transmission of news and the other on the institutions of an international right of correction, adopted by the United Nations Conference on Freedom of Information, held in Geneva from 23 March to 21 April 1948. The Assembly at the same time, in resolution 277 A (III), decided not to open this draft convention for signature until it had taken definite action on the third draft convention adopted by the Conference, a general draft Convention on Freedom of Information.

At its fifth session, the Sub-Commission on Freedom of Information and of the Press recommended (E/2190) that the Economic and Social Council appeal to the General Assembly to open for signature at its seventh session the Conventions on Freedom of Information and on the International Transmission of News and the Right of Correction.

During the general discussion on freedom of information at the Council's fourteenth session at the 214th to 216th meetings of the Social Committee, from 4 to 6 June, the representative of France, supported by the representative of Egypt, drew attention to the fact that, of three draft conventions with which the Council had been concerned, not one had up to that time been opened for signature.

The recommendations of the Sub-Commission were considered by the Council's Social Committee at its 219th and 220th meetings on 9 and 10 June.

The Committee also considered an amendment by France (E/AC.7/L.114), which would substitute for the draft resolution recommended by the Sub-Commission, a resolution in which the Council would state that it was aware of the need effectively to counteract false and distorted news,<sup>112</sup> and would invite the Assembly to open for signature at its next session a convention on the international right of correction, consisting of the relevant articles contained in the Convention on the International Transmission of News and the Right of Correction approved in resolution 277 C (III).

The representatives of Canada, China, the Philippines, Sweden, the USSR, the United Kingdom and the United States opposed any dissociation of the three draft conventions. The representative of Mexico, while agreeing with this principle, stated that he would support the French proposal. The representative of Iran made the compromise suggestion that an article embracing the right of correction might be added to the text of the draft international code of ethics.<sup>113</sup>

That part of the French amendment which would have the Committee state its awareness of the need effectively to counteract false and distorted news was adopted by the Committee, by a roll-call vote of 7 to 4, with 7 abstentions. Also by roll-call vote, the Committee, by 8 votes to 4, with 6 abstentions, rejected the proposal concerning the opening for signature of the convention. The French amendment, as a whole, was rejected by roll-call vote of 8 to 7, with 3 abstentions, and the recommendation of the Sub-Commission on the same question, after being rejected in parts, by votes ranging from 4 to 2, with 12 abstentions to 9 to 1, with 7 abstentions was rejected as a whole by 9 votes to 4, with 4 abstentions.

The Committee, accordingly, made no recommendation in this connexion to the Council.

At the seventh session of the General Assembly, during the general debate in the 421st to 428th meetings of the Third Committee from 22 to 29 October, a number of different opinions were expressed concerning: (1) the draft general convention on freedom of information and (2) the draft convention containing provisions on the international right of correction.

With regard to the draft convention on freedom of information, the following were the main points of view expressed:

<sup>111</sup> See Y.U.N., 1948-49, pp. 564-67.

<sup>112</sup> See also pp. 471-72.

<sup>113</sup> See pp. 465-66.

A number of representatives, among them those of Afghanistan, Bolivia, Brazil, Colombia, Ecuador, Egypt, India, Indonesia, Iraq, Israel, Lebanon, Pakistan and Saudi Arabia, pointed out that the draft convention on freedom of information had been under consideration in various organs of the United Nations, including the General Assembly, since 1948, and expressed the view that the Assembly was morally bound to take steps to ensure that the work of the Committee on the Draft Convention on Freedom of Information, which the General Assembly itself had set up at its fifth session, was not dissipated.

Other speakers, including the representatives of Belgium, Chile, China, Iran, Sweden, the United Kingdom and the United States, recalled the controversy which had always attended discussion of the draft convention especially in regard to article 2 (which lists permissible restrictions on freedom of information) and doubted that the prevailing political climate was propitious to further work on the draft.

A number of representatives, including those of the Byelorussian SSR, Czechoslovakia, Poland, the Ukrainian SSR and the USSR, on the other had, contended that the draft convention would facilitate foreign intervention and hostile propaganda, since it lacked certain necessary precautionary measures, such as steps to ensure that freedom of speech and of the Press was not used for war propaganda and racial discrimination, to create enmity between peoples and to disseminate slanders.

Other representatives, including those of Australia, Brazil, China, Greece, the Netherlands, Turkey, the United Kingdom and the United States, maintained that the appointment by the Council of a rapporteur charged with the preparation of a substantive report on problems in the field and on ways and means of overcoming them represented a new approach by the United Nations, and considered that action on the draft convention should therefore be postponed until the Council had received and studied the rapporteur's report.

Afghanistan, Burma, Egypt, Haiti, Honduras, India, Indonesia, Iraq, Lebanon, Liberia, Pakistan, Saudi Arabia, Syria, Thailand, Yemen and Yugoslavia submitted a joint draft resolution (A/C.3/L.256) proposing that the Committee, considering that the procedures previously followed for the purpose of reaching agreement on the provisions of the draft convention on freedom of information had not been successful and having heard the statements made in the general debate

on the draft convention, should decide after the conclusion of the general debate to proceed to a detailed consideration of the draft convention with a view to reaching agreement on the contentious parts thereof.

Honduras submitted an amendment (A/C.3/L.257) proposing that a paragraph be added concerning the preparation of an annual report on freedom of information in each of the States Members of the United Nations. The amendment was later submitted to the Committee as a separate resolution (A/C.3/L.257/Rev.2) and an amendment by India (A/C.3/L.283), stipulating that the proposed report would be based on data which the Secretary-General might collect from various sources, was accepted by the representative of Honduras. At the 438th meeting on 6 November, however, the representative of Honduras withdrew his proposal.

The USSR submitted a number of amendments (A/C.3/L.254) to the draft convention on freedom of information as drafted by the Committee on the Draft Convention on Freedom of Information (A/AC.42/7, annex). The amendments related to the text of the preamble and articles 1, 2, 4, 5, 7 and 12 of the draft convention. The Committee decided at its 429th meeting, by 42 votes to none, with 12 abstentions, however, that action should first be taken on the sixteen-Power proposal (A/C.3/L.256). On a roll-call vote, the joint draft resolution (A/C.3/L.256) was not adopted, 23 votes being cast in favour and 23 against, with 8 abstentions. Voting was as follows:

In favour: Afghanistan, Burma, Ecuador, Egypt, Ethiopia, Guatemala, Haiti, Honduras, India, Indonesia, Iraq, Lebanon, Liberia, Mexico, Nicaragua, Pakistan, Philippines, Saudi Arabia, Syria, Thailand, Uruguay, Yemen, Yugoslavia.

Against: Australia, Belgium, Byelorussian SSR, Canada, China, Colombia, Cuba, Czechoslovakia, Denmark, El Salvador, France, Greece, Israel, Luxembourg, Netherlands, New Zealand, Norway, Poland, Sweden, Ukrainian SSR, Union of South Africa, USSR, United States.

Abstaining: Argentina, Brazil, Chile, Dominican Republic, Iran, Turkey, United Kingdom, Venezuela.

The representative of the USSR said he would not press for action on his proposed amendments (A/C.3/L.254) since he considered it preferable to defer them until the next session of the General Assembly.

The Assembly therefore took no decision at its seventh session on the general draft convention on freedom of information.

With regard to a draft convention on the international right of correction, some representatives, including those of Egypt, Guatemala and

Pakistan, said there was no danger that the draft convention, approved by the General Assembly in resolution 277 C (III), in its existing form might lead to restrictions on freedom of information.

Egypt, France, Lebanon, Uruguay and Yugoslavia submitted a joint draft resolution (A/C.3/L.252) which would urge all Members of the United Nations and the other States invited to the United Nations Conference on Freedom of Information to sign the text of a convention on the international right of correction, and by which the Assembly would decide that the convention should be opened for signature at the end of its seventh regular session. The text of the convention was given in an annex to the joint draft resolution (A/C.3/L.252/Add.1) reproducing the provisions relating to the right of correction contained in the preamble and articles of the Draft Convention on the International Transmission of News and the Right of Correction approved by the General Assembly in resolution 277(III) of 13 May 1949.

The representatives of Lebanon and Yugoslavia stated that article IX of the draft convention as presented in the annex to the joint draft resolution (A/C.3/L.252/Add.1)<sup>114</sup> and dealing with the application of the convention in territories for the international relations of which a contracting State was responsible, had been rendered obsolete by General Assembly resolution 422(V), concerning the territorial application of the international covenant on human rights.

Egypt, France, Lebanon, Uruguay and Yugoslavia presented a revised text of their joint draft resolution (A/C.3/L.252/Rev.1) proposing that articles IX, X, paragraph 2<sup>115</sup> and XIII (c)<sup>116</sup> of the draft convention as presented in A/C.3/L.252/Add.1 should be deleted.

Lebanon and Yugoslavia introduced an amendment (A/C.3/L.264) to the joint draft resolution, the purpose of which was to replace article IX of the draft convention, corresponding to article XVIII of the Draft Convention on the International Transmission of News and the Right of Correction annexed to General Assembly resolution 277 C (III), by a new article IX. This new article, which conformed to the text given in General Assembly resolution 422(V), would state that the provisions of the Convention on the International Right of Correction extended to or were applicable equally to a signatory Metropolitan State and to all the territories, be they Non-Self-Governing Territories, Trust or Colonial Territories, administered or governed by such Metropolitan State.

The proposal of the representatives of Lebanon and Yugoslavia was adopted at the 432nd meeting on 1 November, by a roll-call vote of 32 to 7, with 15 abstentions.

The joint draft resolution (A/C.3/L.252/Rev.1) as thus amended was adopted by a roll-call vote of 25 to 19, with 10 abstentions.

The recommendation by the Third Committee (A/2294) was considered by the Assembly at its 403rd plenary meeting on 16 December. It also considered two drafting amendments presented jointly by Lebanon and Yugoslavia (A/L.131), which the sponsors described as purely formal changes, intended solely to bring the text into conformity with the intentions of the Assembly. Without discussion, the Assembly adopted the amendment in two parts, by 30 votes to 5, with 20 abstentions and by 29 votes to 5, with 22

<sup>114</sup> This article (corresponding to article XVIII of the Draft Convention on the International Transmission of News and the Right of Correction annexed to General Assembly resolution 277 C (III) read as follows:

"1. Any State may, at the time of signature or at any time thereafter, declare by notification addressed to the Secretary-General of the United Nations that the present Convention shall extend to all or any of the territories for the international relations of which it is responsible. This Convention shall extend to the territory or territories named in the notification as from the thirtieth day after the day of receipt by the Secretary-General of the United Nations of this notification.

"2. Each Contracting State undertakes to take as soon as possible the necessary steps in order to extend the application of this Convention to such territories, subject, where necessary for constitutional reasons, to the consent of the Governments of such territories.

"3. The Secretary-General of the United Nations shall communicate the present Convention to the States referred to in article XV(1) for transmission to the responsible authorities of:

"(a) Any Non-Self-Governing Territory administered by them;

"(b) Any Trust Territory administered by them;

"(c) Any other non-metropolitan territory for the international relations of which they are responsible."

<sup>115</sup> This paragraph (corresponding to paragraph 2 of article XIX of the Draft Convention on the International Transmission of News and the Right of Correction annexed to General Assembly resolution 277 C (III) read:

"2. Any Contracting State which has made a declaration under article XVIII (1) may at any time thereafter, by notification to the Secretary-General of the United Nations, declare that the Convention shall cease to extend to such territory six months after the date of receipt of the notification by the Secretary-General."

<sup>116</sup> This paragraph (corresponding to paragraph (d) of article XXII of the Draft Convention on the International Transmission of News and the Right of Correction annexed to General Assembly resolution 277 (III)) read:

("The Secretary-General of the United Nations shall notify the States referred to in article VI (1) of the following:)

"(c) Notifications received in accordance with article IX and article X (2);".

abstentions, respectively. It adopted the draft resolution, as amended, by 25 votes to 22, with 10 abstentions as resolution 630(VII). It read:

"The General Assembly,

"Considering that establishment of the right of correction on an international basis would help to curb the dissemination of false news and to strengthen peace,

"1. Urges all Members of the United Nations and the other States which were invited to the United Nations Conference on Freedom of Information to become parties to the Convention on the International Right of Correction, the text of which is annexed hereto and consists of the provisions relating to the right of correction contained in the preamble and articles of the draft Convention on the International Transmission of News and the Right of Correction approved by the General Assembly in resolution 277 C (III) of 13 May 1949 with the deletion of articles XVIII, XIX paragraph 2, and XXII paragraph (d), of the latter draft Convention and with the introduction as a new article (article IX), replacing the former article XVIII, of the following text: "The provisions of the present Convention shall extend to or be applicable equally to a contracting metropolitan State and to all the territories, be they Non-Self-Governing, Trust or Colonial Territories, which are being administered or governed by such metropolitan State.";

"2. Decides that the said Convention shall be opened for signature at the close of the present session of the General Assembly."

#### ANNEX

#### CONVENTION ON THE INTERNATIONAL RIGHT OF CORRECTION

##### PREAMBLE

The Contracting States,

Desiring to implement the right of their peoples to be fully and reliably informed,

Desiring to improve understanding between their peoples through the free flow of information and opinion,

Desiring thereby to protect mankind from the scourge of war, to prevent the recurrence of aggression from any source, and to combat all propaganda which is either designed or likely to provoke or encourage any threat to the peace, breach of the peace, or act of aggression,

Considering the danger to the maintenance of friendly relations between peoples and to the preservation of peace, arising from the publication of inaccurate reports,

Considering that at its second regular session the General Assembly of the United Nations recommended the adoption of measures designed to combat the dissemination of false or distorted reports likely to injure friendly relations between States,

Considering, however, that it is not at present practicable to institute, on the international level, a procedure for verifying the accuracy of a report which might lead to the imposition of penalties for the publication of false or distorted reports,

Considering, moreover, that to prevent the publication of reports of this nature or to reduce their pernicious effects, it is above all necessary to promote a wide circulation of news and to heighten the sense

of responsibility of those regularly engaged in the dissemination of news,

Considering that an effective means to these ends is to give States directly affected by a report, which they consider false or distorted and which is disseminated by an information agency, the possibility of securing commensurate publicity for their corrections,

Considering that the legislation of certain States does not provide for a right of correction of which foreign governments may avail themselves, and that it is therefore desirable to institute such a right on the international level, and

Having resolved to conclude a Convention for these purposes,

Have agreed as follows:

#### ARTICLE I

For the purpose of the present Convention:

1. "News dispatch" means news material transmitted in writing or by means of telecommunications, in the form customarily employed by information agencies in transmitting such news material, before publication, to newspapers, news periodicals and broadcasting organizations.

2. "Information agency" means a Press, broadcasting, film, television or facsimile organization, public or private, regularly engaged in the collection and dissemination of news material, created and organized under the laws and regulations of the Contracting State in which the central organization is domiciled and which, in each Contracting State where it operates, functions under the laws and regulations of that State.

3. "Correspondent" means a national of a Contracting State or an individual employed by an information agency of a Contracting State, who in either case is regularly engaged in the collection and the reporting of news material, and who when outside his State is identified as a correspondent by a valid passport or by a similar document internationally acceptable.

#### ARTICLE II

1. Recognizing that the professional responsibility of correspondents and information agencies requires them to report facts without discrimination and in their proper context and thereby to promote respect for human rights and fundamental freedoms, to further international understanding and co-operation and to contribute to the maintenance of international peace and security,

Considering also that, as a matter of professional ethics, all correspondents and information agencies should, in the case of news dispatches transmitted or published by them and which have been demonstrated to be false or distorted, follow the customary practice of transmitting through the same channels, or of publishing, corrections of such dispatches,

The Contracting States agree that in cases where a Contracting State contends that a news dispatch capable of injuring its relations with other States or its national prestige or dignity transmitted from one country to another by correspondents or information agencies of a Contracting or non-Contracting State and published or disseminated abroad is false or distorted, it may submit its version of the facts (hereinafter called "communiqué") to the Contracting States within whose territories such dispatch has been published or disseminated. A copy of the communiqué shall be for-

warded at the same time to the correspondent or information agency concerned to enable that correspondent or information agency to correct the news dispatch in question.

2. A communique may be issued only with respect to news dispatches and must be without comment or expression of opinion. It should not be longer than is necessary to correct the alleged inaccuracy or distortion and must be accompanied by a verbatim text of the dispatch as published or disseminated, and by evidence that the dispatch has been transmitted from abroad by a correspondent or an information agency.

#### ARTICLE III

1. With the least possible delay and in any case not later than five clear days from the date of receiving a communique transmitted in accordance with provisions of article II, a Contracting State, whatever be its opinion concerning the facts in question, shall:

(a) Release the communique to the correspondents and information agencies operating in its territory through the channels customarily used for the release of news concerning international affairs for publication; and

(b) Transmit the communique to the headquarters of the information agency whose correspondent was responsible for originating the dispatch in question, if such headquarters are within its territory.

2. In the event that a Contracting State does not discharge its obligation under this article with respect to the communique of another Contracting State, the latter may accord, on the basis of reciprocity, similar treatment to a communique thereafter submitted to it by the defaulting State.

#### ARTICLE IV

1. If any of the Contracting States to which a communique has been transmitted in accordance with article II fails to fulfil, within the prescribed time-limit, the obligations laid down in article III, the Contracting State exercising the right of correction may submit the said communique, together with a verbatim text of the dispatch as published or disseminated, to the Secretary-General of the United Nations and shall at the same time notify the State complained against that it is doing so. The latter State may, within five clear days after receiving such notice, submit its comments to the Secretary-General, which shall relate only to the allegation that it has not discharged its obligations under article III.

2. The Secretary-General shall in any event, within ten clear days after receiving the communique, give appropriate publicity through the information channels at his disposal to the communique, together with the dispatch and the comments, if any, submitted to him by the State complained against.

#### ARTICLE V

Any dispute between any two or more Contracting States concerning the interpretation or application of the present Convention which is not settled by negotiations shall be referred to the International Court of Justice for decision unless the Contracting States agree to another mode of settlement.

#### ARTICLE VI

1. The present Convention shall be open for signature to all States Members of the United Nations, to

every State invited to the United Nations Conference on Freedom of Information held at Geneva in 1948, and to every other State which the General Assembly may, by resolution, declare to be eligible.

2. The present Convention shall be ratified by the States signatory hereto in conformity with their respective constitutional processes. The instruments of ratification shall be deposited with the Secretary-General of the United Nations.

#### ARTICLE VII

1. The present Convention shall be open for accession to the States referred to in article VI(1).

2. Accession shall be effected by the deposit of an instrument of accession with the Secretary-General of the United Nations.

#### ARTICLE VIII

When any six of the States referred to in article VI (1) have deposited their instruments of ratification or accession, the present Convention shall come into force among them on the thirtieth day after the date of the deposit of the sixth instrument of ratification or accession. It shall come into force for each State which ratifies or accedes after that date on the thirtieth day after the deposit of its instrument of ratification or accession.

#### ARTICLE IX

The provisions of the present Convention shall extend to or be applicable equally to a contracting metropolitan State and to all the territories, be they Non-Self-Governing, Trust or Colonial Territories, which are being administered or governed by such metropolitan State.

#### ARTICLE X

Any Contracting State may denounce the present Convention by notification to the Secretary-General of the United Nations. Denunciation shall take effect six months after the date of receipt of the notification by the Secretary-General.

#### ARTICLE XI

The present Convention shall cease to be in force as from the date when the denunciation which reduces the number of parties to less than six becomes effective.

#### ARTICLE XII

1. A request for the revision of the present Convention may be made at any time by any Contracting State by means of a notification to the Secretary-General of the United Nations.

2. The General Assembly shall decide upon the steps, if any, to be taken in respect of such request.

#### ARTICLE XIII

The Secretary-General of the United Nations shall notify the States referred to in article VI(1) of the following:

(a) Signatures, ratifications and accessions received in accordance with articles VI and VII;

(b) The date upon which the present Convention comes into force in accordance with article XIII;

(c) Denunciations received in accordance with article X (1);

- (d) Abrogation in accordance with article XI;
- (e) Notifications received in accordance with article XII.

#### ARTICLE XIV

1. The present Convention, of which the Chinese, English, French, Russian and Spanish texts shall be equally authentic, shall be deposited in the archives of the United Nations.

2. The Secretary-General of the United Nations shall transmit a certified copy to each State referred to in article VI (1).

3. The present Convention shall be registered with the Secretariat of the United Nations on the date of its coming into force.

### 3. Freedom of Information and of the Press: Draft International Code of Ethics

At its fifth session, the Sub-Commission on Freedom of Information and of the Press considered the draft international code of ethics for information personnel, revision of the previous text<sup>117</sup> and the question of calling an international professional conference in this connexion. The text drawn up by the Sub-Commission at its fourth session had been referred to information enterprises and professional associations for their comments, and the Council, in resolution 306 E (XI) had requested the Sub-Commission to re-examine the text in the light of these comments. The Council, in resolution 414 B (XIII), adopted on 18 September 1951, had decided to continue the Sub-Commission to enable it, at a final session, to complete this revision.<sup>118</sup>

The Sub-Commission presented to the Council the text of the draft international code adopted at its fifth session (E/2190, annex A). It recommended that the Council request the Secretary-General to establish an ad hoc committee of professional workers in all media of information, charged with the preparation of an international conference on the draft code, to be held in 1953 and for which, in terms of the recommendation, funds would be made available by the General Assembly. The Secretary-General, the Sub-Commission further recommended, should be requested to communicate relevant documents concerning the draft code to national and international professional associations, informing them of the opinion of those organs of the United Nations associated with the drafting of the code that its further development was an entirely professional matter, to be carried out without government interference on either the national or the international plane.

During the general debate in the Council's Social Committee at its 214th to 216th meetings, from 4 to 6 June, the representatives of Belgium, Canada, China, Egypt, France, Iran, the United Kingdom and the United States spoke in favour of continued work on the draft code, but there was some difference of opinion regarding the manner in which this should be carried out. At its 217th meeting on 6 June, the Committee considered three amendments to the recommendations of the Sub-Commission:

(1) The United States submitted an amendment (E/AC.7/L.113) which would, in effect, reject the recommendation for the establishment of an ad hoc committee, the calling of an international professional conference and the request to the General Assembly for funds for that purpose. The representative of the United States maintained that, while he was not opposed in principle to such a conference, the draft code should thenceforth be handled by the professional associations concerned, who should themselves take the initiative on the question of a conference. He was opposed to any attempt by public authorities to interfere with journalists and their work. The representatives of Canada, China and the United Kingdom expressed similar views during the general debate. By 12 votes to none, with 6 abstentions, the Committee adopted those parts of the United States amendment; the part concerning the transmission of documents to the professional associations was withdrawn by the sponsor in favour of an amendment by Sweden (see below).

(2) Amendments by France (E/AC.7/L.114) and Sweden (E/AC.7/L.116): The representative of France proposed that the draft code should be communicated to information enterprises and national and international professional associations with an assurance that the United Nations would be prepared to co-operate with them in organizing an international professional conference, if they so desired. The amendment by Sweden proposed further that the relevant documents should also be communicated. The representatives of Belgium, Cuba, Mexico and the Philippines, supporting these amendments, said that while they agreed that there should be no question of the United Nations imposing such a conference on the profession, the French amendment gave some suggestion of how the code might be handled at an international level. After some modification, both amendments were adopted by the Committee—the Swedish amendment by 15 votes to none, with 3 abstentions, and the French amendment by 11 votes to 2, with 5 abstentions.

The draft resolution, thus amended, was adopted as a whole by the Committee (E/2251), by 15 votes to none, with 3 abstentions, at its 217th meeting on 6 June and by the Council, by the same vote, without discussion, at its 602nd plenary meeting on 12 June. By this resolution (442 B (XIV)), the Council, having noted the revised text of the draft international code of ethics, requested the Secretary-General to communicate the draft code, together with informa-

<sup>117</sup> See Y.U.N., 1951, p. 509.

<sup>118</sup> See p. 459.

tion concerning its preparation, to national and international professional associations and information enterprises, informing them that if they thought it desirable, the United Nations might co-operate with them in organizing an international professional conference for the purpose of drawing up an international code of ethics.

During the Assembly's seventh session at the 440th meeting of the Assembly's Third Committee on 7 November 1952, a joint draft resolution on the question of the draft international code of ethics was introduced by Ecuador, India, Indonesia, Iraq, the Philippines, Saudi Arabia and Yugoslavia (A/C.3/L.263).

The draft resolution would refer to the action taken by the Council on the report of the Sub-Commission, note that the draft code had been drawn up by experts and was a workable code of professional conduct and would commend it for the consideration of members of the journalistic profession all over the world. It would further request the Council to invite international professional organizations to hold a professional conference to consider the question of drawing up a final text of the code and would request the Secretary-General to offer facilities and assistance for the holding of such a conference. Pakistan later became a co-sponsor and a revised text (A/C.3/L.263/Rev.1) was submitted. Egypt then became a co-sponsor and a second revised text (A/C.3/L.263/Rev.2) was submitted.

The new text would have the Assembly express the opinion that all further work connected with the draft code should be undertaken by professionals of information enterprises with no interference from governments, either on the national or the international level, and would request the Secretary-General, if a representative group of information enterprises and of national and international professional associations expressed a desire to do so, to co-operate in organizing an international professional conference for the purpose of preparing and adopting a final text of an international code of ethics and taking such further steps concerning implementation of the code as it might deem advisable. The revised draft resolution would further request the Secretary-General to bring the text of that decision to the notice of the information enterprises and national and international professional associations to which he had communicated the draft code.

Support for the revised draft resolution was expressed in the Third Committee by Afghanistan, Cuba, France, Greece, Netherlands, New Zealand and the United States. It was again emphasized

by the representatives of Canada, Lebanon, New Zealand, Sweden and the United States that the independence of professional journalists should be respected, that no pressure should be exercised by governments and that the initiative in respect of calling an international conference should be taken by the professional associations themselves. The sponsors of the joint draft resolution expressed agreement with these views and felt that such principles were safeguarded by the text of the revised draft.

The representatives of the Union of South Africa and the USSR referred to the expense involved in convoking an international professional conference and stated that the resolution before the Committee should be interpreted in the light of the memorandum (A/C.3/L.273) in which the Secretary-General had stated that the costs resulting from the holding of such a conference could be absorbed, provided it were held at United Nations Headquarters at a time when no other major conferences were taking place, that travel and subsistence costs were borne by the professional organizations and that the conference would not involve additional printing costs.

The revised joint draft resolution (A/C.3/L.263/Rev.2) was adopted by the Committee (A/2294) at its 441st meeting on 10 November by a roll-call vote of 43 to 5, with 7 abstentions, and by the General Assembly, without discussion, at its 403rd plenary meeting on 16 December 1952, by 50 votes to 5, with 2 abstentions, as resolution 635 (VII). It read:

"The General Assembly,

"Noting the action taken by the Economic and Social Council in resolution 442 B (XIV) of 12 June 1952 on the draft International Code of Ethics drawn up by the Sub-Commission on Freedom of Information and of the Press at its fifth session,

"Considering that all further work connected with the draft Code should be undertaken by professional members of information enterprises with no interference from governments, either on the national or the international level,

"1. Requests the Secretary-General, if a representative group of information enterprises and of national and international professional associations expresses a desire to do so, to co-operate with it in organizing an international professional conference for the purpose of:

"(a) Preparing and adopting a final text of an International Code of Ethics;

"(b) Taking such further steps concerning implementation of the Code as it may deem advisable;

"2. Requests the Secretary-General to bring the text of the present resolution to the notice of the information enterprises and national and international professional associations to which he communicated the draft Code."

#### **4. Establishment of an International Institute of Press and Information**

At its fifth session, the Sub-Commission on Freedom of Information and of the Press recommended (E/2190) that the Economic and Social Council urge UNESCO to expedite the establishment on a universal basis of the International Institute of Press and Information.

At the Council's fourteenth session its Social Committee considered the recommendation at its 219th and 220th meetings on 9 and 10 June. The Committee also considered an amendment by France (E/AC.7/L.114), in terms of which UNESCO would be invited: (1) to prepare a model statute for the establishment of national information institutes; and (2) to promote meetings and conversations between the representatives of international and national information institutes, representatives of professional organizations and experts in the field of information.

The Committee rejected the French amendment by 5 votes to 4, with 6 abstentions, after opposition was expressed by the representatives of the United Kingdom and the United States. Those representatives felt that such institutes should be self-established; they also felt that it would be difficult, if not impossible, to evolve a model statute to meet all needs. By 6 votes to 5, with 5 abstentions, the Committee also rejected the recommendation by the Sub-Commission which the French proposal sought to amend.

Accordingly, no action in this connexion was taken by the Council at its fourteenth session.

#### **5. Information facilities in Under-Developed Regions of the World**

In connexion with the question of information facilities in under-developed regions of the world, the Sub-Commission on Freedom of Information and of the Press, at its fifth session, recommended (E/2190) that the Economic and Social Council request UNESCO to pursue its studies and work on technical assistance for the purpose of encouraging and developing domestic information agencies. The Sub-Commission also recommended that the Council request the Secretary-General, in conjunction with the Council's Technical Assistance Committee and UNESCO, to report to the Council on this question at its fifteenth session.

During the general debate on freedom of information in the Social Committee of the Council, at its 214th to 216th meetings, from 4 to 6

June, the representatives of Egypt, France, Iran, the Philippines, the United Kingdom and the United States, among others, expressed the view that UNESCO should continue its studies on this question and that the United Nations should actively aid efforts to promote freedom of information.

The draft resolution recommended by the Sub-Commission was considered by the Social Committee at its 219th meeting on 9 June, when the representative of France submitted an amendment (E/AC.7/L.114). This amendment would add to the preamble a statement that the Council was convinced of the desirability of developing domestic information agencies in each country. It would also replace the operative part of the draft resolution by an invitation to the Secretary-General, in conjunction with UNESCO and the Technical Assistance Committee, to study ways and means of ensuring the development of domestic information agencies and to report thereon to the Council. The French representative stated that his amendment was aimed at ensuring that the studies would be carried out under the guidance of the Secretary-General.

The representative of France accepted a number of oral amendments suggested by the United States representative to the effect, among other things, that the report should be made to the Council in 1953 and that reference to the Technical Assistance Committee should be deleted as its activities depended on requests from governments and because the Secretary-General could, as a matter of course, consult any United Nations body that he felt might be able to assist him in his studies. The representatives of Canada and Egypt expressed their preference for the text of the draft recommended by the Sub-Commission. The Social Committee, however, by 10 votes to 3, with 5 abstentions, adopted the French amendment to the operative part of the draft recommended by the Sub-Commission, and the resolution as a whole, as amended, by 17 votes to none, with 1 abstention. At its 604th plenary meeting on 13 June, the Council in turn adopted, by 14 votes to none, with 2 abstentions, the resolution recommended by the Committee as resolution 442 E (XIV). By this resolution, the Council noted that it had not been possible for the Sub-Commission to examine the question of the encouragement and development of independent domestic information enterprises (agencies), and invited the Secretary-General, in conjunction with UNESCO, to study ways and means of encouraging and developing such information enterprises and to report to the Council thereon in 1953.



During the general debate on freedom of information at the Assembly's seventh session in the Third Committee, the importance of building up the information services of under-developed countries was again stressed by, among others, the representatives of Afghanistan, Chile, France, Liberia and the United States. Lack of such facilities, those representatives said, was one of the tangible obstacles to freedom of information which could probably be removed in the near future by concerted action. Such action which, some representatives, including the representative of Egypt, stressed, should be taken through the United Nations and not by any one country, would have the effect of increasing the amount of information available to the peoples of under-developed areas of the world, and of ensuring the independence of their information services. It would also serve to protect those areas from the disproportionate influence of the powerful information agencies and enterprises of the larger, more developed countries, with their world-wide ramifications.

The representative of the Philippines submitted a draft resolution (A/C.3/L.258) concerning the development of information facilities in under-developed regions of the world. The draft would have the Assembly take note with approval of the decision of the Council (resolution 442 E (XIV)), note that the scope of the decision was limited and invite the Council to consider the desirability of expanding the area of its study. The Assembly would also invite the Council to recommend to the organizations participating in the technical assistance and other programmes providing aid or assistance at the request of Member States that they should give sympathetic consideration to requests which governments might submit for aid or assistance with a view to improving information facilities and increasing the quantity and improving the quality of information available.

Another draft resolution aimed at broadening the field covered by the decisions of the Council on this subject was submitted jointly by Afghanistan, Chile, Egypt, France, Guatemala, India, Lebanon and Yugoslavia (A/C.3/L.261). The draft resolution would invite the Secretary-General, when working out, in collaboration with UNESCO, the report called for by the Council, to elaborate a programme of concrete action with a view to technical assistance for the furthering and development of independent domestic information enterprises. The programme, the draft resolution stated, should take into consideration measures for technical assistance to help countries

develop national media of information, to alleviate the newsprint shortage, to eliminate economic and financial obstacles in the field of information and to organize and promote the exchange of information personnel among countries. The Council would be called upon to submit its programme concerning those matters to the Assembly at its eighth session.

Reference to technical assistance for the development of news media was also made in a draft resolution by Australia, Belgium, Denmark, Greece, the Netherlands, Norway and Sweden (A/C.3/L.260), which would have the Assembly recommend that the Council and UNESCO give special attention to assisting Members in the development of news media, through such means as fellowships and training activities under the regular technical assistance programme and through regional seminars of publishers and journalists.

At the 432nd meeting of the Third Committee on 1 November, a joint draft resolution was submitted by Afghanistan, Chile, France, Guatemala, India, Lebanon, the Philippines and Yugoslavia (A/C.3/L.266 and Corr.1) covering the provisions of the eight-Power proposal (A/C.3/L.261), those of the proposal of the Philippines (A/C.3/L.258) and part of a draft resolution by Australia, Belgium, Denmark, Greece, the Netherlands, Norway and Sweden (A/C.3/L.260) relating to technical assistance. The joint draft resolution would have the Assembly note with approval the decision by the Council regarding the encouragement and development of independent domestic information enterprises, but note also that the decision referred only to the encouragement and development of such enterprises. The draft would then have the Assembly invite the Council to consider, in the light of discussions at the Assembly's seventh session, the desirability of expanding the area of its study of the question. To that end, the Secretary-General would be requested, in preparing the report called for by the Council, to elaborate a programme of concrete action which would include suggestions for measures which might be taken in a number of specific fields. The Council would be requested to submit the programme, together with recommendations thereon, to the Assembly at its eighth session. The Council would be further invited to recommend that the organizations participating in the technical assistance and other programmes should provide aid or assistance at the request of Member States and give sympathetic consideration to requests which governments might submit for such aid or assistance within the framework of those programmes, with a view to improving information

facilities and increasing the quantity and quality of information available to the peoples of the world.

During the discussion, the Committee heard statements from the representatives of the Secretary-General and of UNESCO at the 439th meeting on 7 November concerning measures already taken or being taken to assist countries in matters related to information under the regular programme of technical assistance and under the Expanded Programme.

Afghanistan submitted an amendment (A/C.3/L.268/Rev.1) calling for the insertion of a new paragraph in the operative part of the joint draft resolution (A/C.3/L.266 and Corr.1), inviting whichever organ of the United Nations became seized of the problem of completing work on the draft convention on freedom of information to consider the inclusion in the convention of an article based on the right of all nations to nationalize foreign information enterprises.

The draft resolution and the amendment were considered by the Third Committee at its 438th to 440th meetings on 6 and 7 November.

Support for the joint draft resolution was expressed by a number of representatives, among them those of Argentina, Australia, Bolivia, Brazil, Cuba, El Salvador, Greece, Guatemala, Haiti, Honduras, Iran, Iraq, Israel, New Zealand, Sweden, Syria, Turkey, the USSR, the United States and Uruguay.

Support for the Afghanistan amendment was expressed by the representatives of Bolivia, Indonesia, Syria, the USSR and Yugoslavia; a number of representatives, on the other hand, including those of Argentina, Australia, China, Cuba, Egypt, El Salvador, Greece, Haiti, Honduras, India, Iran, Israel, New Zealand, Norway, the Philippines, Sweden, Turkey, the United States and Uruguay, stated either that there was no need for such an amendment and that such rights as the right to nationalize could not be considered to be within the scope of international agreements, or that, while they did not oppose the principle, they could not vote in favour of it as it created certain difficulties. The representative of Afghanistan, however, stated that his amendment did not raise the question of a Committee decision on the right of nationalization; it merely expressed a desire that this right should be taken into consideration.

At its 440th meeting on 7 November, the Committee adopted some drafting amendments to the joint draft resolution. It rejected, however, by a roll-call vote of 26 to 13, with 13 abstentions, the

amendment by Afghanistan and adopted the joint draft resolution, as amended, by 47 votes to none, with 5 abstentions.

The draft resolution recommended by the Committee (A/2294) was adopted by the General Assembly, without discussion, at its 403rd plenary meeting on 16 December 1952, by 52 votes to none, with 5 abstentions, as resolution 633 (VII). It read:

"The General Assembly,

"Considering that it is essential for the proper development of public opinion in under-developed countries that independent domestic information enterprises should be given facilities and assistance in order that they may be enabled to contribute to the spread of information, to the development of national culture and to international understanding,

"Convinced that the development of information media contributes greatly to the economic and social progress of peoples,

"Convinced that the time has arrived for the elaboration of a concrete programme and plan of action in this respect,

"Taking note with approval of the decision taken by the Economic and Social Council in resolution 442 E (XIV) of 13 June 1952 with regard to the study of ways and means of encouraging and developing independent domestic information enterprises,

"Noting, however, that the above decision only refers to the encouragement and development of independent domestic information enterprises, including Press, radio, newsreels and television, therefore,

"1. Invites the Economic and Social Council to consider, in the light of the discussions at the seventh session of the General Assembly, the desirability of expanding the area of its study of this question; and, to that end,

"2. Requests the Secretary-General, in preparing the report called for under the above-mentioned resolution of the Council, also to elaborate a programme of concrete action which would include, inter alia:

"(a) Measures to reduce economic and financial obstacles in the field of information;

"(b) Measures to organize and promote among countries the exchange of information personnel;

"(c) Measures to assist the training of information personnel, the raising of professional and technical standards, the provision of fellowships and the holding of regional seminars;

"(d) All necessary measures in connexion with the supply of newsprint;

"3. Calls upon the Economic and Social Council to submit the above-mentioned programme, together with recommendations thereon, to the General Assembly at its eighth session;

"4. Further invites the Council to recommend to the organizations participating in the technical assistance and other programmes providing aid or assistance at the request of Member States that they give sympathetic consideration to requests which governments may submit for such aid or assistance within the framework of those programmes with a view to improving information facilities and increasing the quantity and improving the quality of information avail-

able to the peoples of the world, as one means of implementing the right of freedom of information as enunciated in the provisions of Article 1, paragraph 3, and Article 55 of the Charter of the United Nations and in article 19 of the Universal Declaration of Human Rights."

## 6. Dissemination of Resolutions of the United Nations

At its fifth session, the Sub-Commission on Freedom of Information and of the Press recommended (E/2190) to the Economic and Social Council that it should, in turn, recommend that the General Assembly urge governments, upon receipt of any resolution of any organ of the United Nations communicated to them by the Secretary-General, to give the widest possible dissemination to those resolutions through customary channels in accordance with their procedures for releasing news concerning international affairs.

This recommendation was adopted by the Council's Social Committee at its 219th meeting on 9 June 1952, without discussion, by 15 votes to none, with 3 abstentions, and by the Council at its 604th meeting on 13 June, without discussion, by 14 votes to none, with 1 abstention, as resolution 442 D (XIV).

A draft resolution similar to that adopted by the Council came before the Assembly during its seventh session at the 442nd meeting of the Third Committee on 11 November 1952. Submitted by Egypt, the draft (A/C.3/L.247/Rev.1) would, in addition, have the Assembly recommend to governments that they should take special measures to disseminate any resolution communicated to them by the Secretary-General at the special request of the organ adopting that resolution. In terms of the draft, further, the Assembly would also request the Secretary-General to give the fullest possible assistance in the dissemination of all resolutions of United Nations organs, with particular attention to resolutions communicated to governments at the request of the organ adopting that resolution. An appeal would also be made to the media of information to co-operate in disseminating information concerning resolutions of United Nations organs. The representative of Egypt stressed that United Nations information centres throughout the world should distribute the texts of resolutions in the countries in which they were situated.

General support for the Egyptian draft was expressed in the Committee by the representatives of Belgium, China, France, Greece, India, Iraq, Lebanon, New Zealand, Saudi Arabia, Syria, the

United States and Yugoslavia. A number of amendments, however, were submitted.

The representatives of France and the United States felt that it was inadvisable for the Assembly to recommend the wide dissemination of purely procedural resolutions or of resolutions of subsidiary organs, which were provisional in character. The representative of Egypt accepted that part of their joint amendment (A/C.3/L.285/Rev.1) which would limit the resolutions to those dealing with questions of substance. He also accepted two further amendments: one, an oral proposal by the representative of Lebanon, that the draft should urge the rapid dissemination of resolutions; the other, submitted by Greece (A/C.3/L.291/Rev.1), which would stipulate that the appropriate United Nations services should be used for the presentation in non-technical language of these resolutions.

In 14 separate votes, ranging from 18 votes to 17, with 16 abstentions, to 46 votes to 1, with 4 abstentions, the Committee adopted an amended version of the Egyptian draft and adopted the draft as a whole by a roll-call vote of 44 to 5, with 1 abstention.

Among the amendments adopted by the Committee was part of a joint amendment by France and the United States (A/C.3/L.285/Rev.1), adopted by 28 votes to 13, with 10 abstentions, to include a qualification that the resolutions, the dissemination of which was to be recommended, should be those of any principal organ of the United Nations. Consequential modifications were made to the text. The Committee, however, by 16 votes to 16, with 19 abstentions, rejected that part of the joint amendment which would apply the same qualification to the proposed appeal to the media of information for co-operation in disseminating information concerning resolutions of United Nations organs.

The Committee, by 15 votes to 12, with 25 abstentions, also decided not to recommend that governments should be urged to take special measures for dissemination. It adopted an amendment by the USSR (A/C.3/L.284) to this effect, calling for the deletion of the recommendation from the Egyptian draft. The representative of the USSR stated that governments could not be obliged to take special measures for the dissemination of what he called unjust resolutions, against which they had voted. As a result of the adoption of the Soviet amendment, two suggested modifications of the deleted paragraph of the Egyptian draft, proposed jointly by France and the United States (A/C.3/L.285/Rev.1) and orally by the representative of New Zealand, were not voted

upon. Two further proposals by the USSR, contained in the same amendment, were rejected by the Committee: one, which would delete from the Egyptian draft the request to the Secretary-General to assist in the dissemination of resolutions, was rejected by 23 votes to 13, with 14 abstentions; the other, which would add to the request to governments a condition concerning dissemination ("providing that they agreed with the particular resolution") was rejected by 35 votes to 5, with 10 abstentions.

By 18 votes to 17, with 16 abstentions, the Committee decided to delete from the Egyptian draft a reference to the manner in which governments should be urged to disseminate resolutions ("in accordance with their procedures for releasing news concerning international affairs").

The resolution recommended by the Third Committee (A/2294) was considered by the General Assembly at its 403rd plenary meeting on 16 December 1952.

The representative of the USSR introduced a two-part amendment (A/L.129) similar to that rejected by the Third Committee. By 37 votes to 6, with 12 abstentions, the Assembly rejected the addition of the proviso that governments should agree with the particular resolution to be disseminated. By 42 votes to 5, with 5 abstentions, the Assembly also rejected the Soviet proposal for the deletion of a request to the Secretary-General to assist in the dissemination. It adopted, by 53 votes to 5, with 1 abstention, the resolution recommended by the Committee. The resolution (636 (VII)) read:

"The General Assembly,

"Having regard to resolution 442 D (XIV) adopted by the Economic and Social Council on 13 June 1952,

"1. Urges governments, on receipt of any resolutions dealing with questions of substance adopted by any principal organ of the United Nations, to make every effort to disseminate such resolutions through the customary channels;

"2. Requests the Secretary-General to assist to the fullest possible extent in the rapid dissemination of all such resolutions of principal organs of the United Nations, particular attention being given to resolutions communicated to governments at the special request of the organ adopting those resolutions;

"3. Appeals to information media to co-operate in disseminating information concerning such resolutions of organs of the United Nations, drawing on the appropriate services of the United Nations for the presentation of those resolutions."

## 7. The Question of False or Distorted Information

At its fifth session, the Sub-Commission on Freedom of Information and of the Press recom-

mended (E/2190) that the Economic and Social Council should place on the agenda of forthcoming sessions a number of items (E/2190, annex) relating to freedom of information and of the Press. Among those items was the further consideration of effective measures to combat false and distorted news.

At its fourteenth session, the Council's Social Committee considered the recommendation of the Sub-Commission at its 218th and 219th meetings on 9 June. The Committee also had before it an alternative proposal—an amendment by France (E/AC.7/L.114) which, after oral amendment by the sponsor, would invite the Secretary-General to pursue studies on an international statute for foreign correspondents and of measures to prevent misuse of the name and emblems of the United Nations. The amendment would also invite UNESCO to study the question of exchange of staff members of information enterprises and problems of copyright at the international level.

There was some difference of opinion in the Committee as to whether, in view of the earlier adoption by the Committee of a recommendation concerning the future work of the United Nations on freedom of information and of the Press, the recommendation of the Sub-Commission and the amendment by France should be discussed. The representatives of Belgium, the United Kingdom and the United States felt that no such formal resolution was necessary. The representatives of Egypt, the Philippines and the USSR, on the other hand, felt that the Committee should consider the question, expressing the view that the dissemination of accurate news might alleviate international tension and serve as a safeguard to peace. The representative of France, who felt that the studies outlined by him might usefully be started without delay, accepted an oral proposal by Mexico, however, to present his proposal as a separate draft resolution and not as an amendment to the Sub-Commission's recommendation. France also proposed, and the Committee by 10 votes to 5, with 3 abstentions, decided, to defer consideration of the Sub-Commission's recommendation until 1953, when the report of the Secretary-General on freedom of information<sup>119</sup> would be before the Council.

The Committee voted separately on the various studies proposed by France. By 8 votes to 6, with 4 abstentions, it rejected the request to the Secretary-General to continue studies for the purpose of completing an international statute for foreign correspondents. By votes varying from 6

<sup>119</sup> Seep.469.

to 3, with 9 abstentions, to 10 to none, with 8 abstentions, it adopted the remainder of the proposals concerning studies. In the voting on the French draft resolution as a whole, however, 7 votes were cast in favour, 7 against and 4 abstentions, and the draft resolution as a whole, accordingly, was not adopted.

During the Assembly's seventh session, at the 441st meeting of the Third Committee on 10 November, a joint draft resolution was submitted by El Salvador and Guatemala (A/C.3/L.281) on the question of false or distorted information. The draft resolution incorporated the substance of an amendment previously submitted by Guatemala (A/C.3/L.271/Rev.2) to a joint draft resolution by Australia, Belgium, Denmark, Greece, Lebanon, the Netherlands, Norway, the Philippines and Sweden (A/C.3/L.265).<sup>120</sup> It would have the Assembly state that it considered that the dissemination of false or distorted news by national as well as international information enterprises was one of the causes of the lack of mutual understanding among nations, to the detriment of international harmony. That problem, the draft would further state, should be studied in connexion with the general item entitled "Freedom of information", and it would recommend that United Nations bodies studying the problems of freedom of information should bear in mind the need to protect national prestige against the dissemination of false or distorted information.

Presenting the joint draft resolution, the representative of El Salvador stated that its purpose was to make clear to United Nations bodies studying freedom of information the interest of the Assembly in the investigation of methods to remove the difficulties faced by countries which were victims of abuses of information. Support for the principle embodied in the joint draft resolution was expressed by the representatives of Afghanistan, India, Iran, Iraq, Lebanon, Pakistan, the Philippines, Saudi Arabia and Syria, though many of those representatives commented on the text and form of the draft. The representatives of the Netherlands, New Zealand and the United Kingdom, however, felt that the resolution if adopted might give rise to misrepresentation.

Two amendments, one by Iran (A/C.3/L.286) and one by Lebanon (A/C.3/L.289), seeking textual changes to the joint draft, were withdrawn by their sponsors and a third, presented jointly by India and the United States (A/C.3/L.287), was not voted on in view of the Committee's adoption, by 32 votes to 13, with 5 abstentions, of an amendment by France (A/C.3/L.288). In terms

of that amendment, the General Assembly would recommend that United Nations bodies studying the problems of freedom of information should consider appropriate measures for avoiding the harm done to international understanding by the dissemination of false or distorted information. The Committee adopted the draft resolution, as amended, by 37 votes to 1, with 12 abstentions, and this recommendation (A/2294) was adopted in turn by the General Assembly, without discussion, at its 403rd plenary meeting on 16 December 1952, by 50 votes to none, with 10 abstentions, as resolution 634(VII). It read:

"The General Assembly,

"Considering that the dissemination of false or distorted information by national as well as international information enterprises is one of the causes of the lack of mutual understanding among nations, to the detriment of international harmony,

"Considering that this specific problem should be studied in connexion with the general item entitled 'Freedom of information',

"Decides to recommend that United Nations bodies studying the problems of freedom of information should consider appropriate measures for avoiding the harm done to international understanding by the dissemination of false and distorted information."

## 8. Freedom of Information as a Means of Promoting Friendly Relations Among Nations

During the general debate on freedom of information in the Social Committee of the Economic and Social Council, at its 214th to 216th meetings, from 4 to 6 June, the representatives of Czechoslovakia, Poland and the USSR emphasized that freedom of information should be genuinely exercised and put at the service of peace and international concord; it should not serve, those representatives stated, as a pretext for the propagation of false news or of war propaganda.

At the 602nd plenary meeting of the Council on 12 June, those representatives recalled General Assembly resolution 110(II) entitled "Measures to be taken against propaganda and the inciters of a new war" in which the Assembly condemned all forms of propaganda wherever conducted, which was either designed or likely to provoke or encourage any threat to the peace, breach of the peace, or act of aggression, and invited each Member Government to take appropriate steps, within its constitutional limits, to combat all propaganda aimed against the Charter, to promote friendly relations among nations and to encourage

<sup>120</sup> See p. 477.

the dissemination of all information designed to give expression to the undoubted desire of all peoples for peace.

Those representatives said that it was the Council's duty to prepare and adopt a resolution reminding Member States and their Press of the categorical terms of resolution 110(II) and of the part they had to play in the peoples' fight for the maintenance of peace. The Council should also realize that effect should be given to Assembly resolution 110(II) which was designed to promote friendly relations among nations. That was the spirit in which the USSR delegation had drafted the resolution which it was submitting to the Council's consideration (E/L.360).

The Council considered the Soviet draft at its 604th plenary meeting on 13 June. In its preamble, the draft would have the Council: (1) note that since the adoption of Assembly resolution 110(II) in November 1947, propaganda in support of Fascism and a new war had become even stronger in some countries and that new restrictions on freedom of information were being imposed; and (2) set itself the task of combating propaganda of aggression and war likely to provoke a threat to or a breach of the peace.

The draft would have the Council recognize the urgent necessity of studying a number of questions with a view to preparing and submitting to the Assembly practical recommendations to ensure that:

(1) Assembly resolution 110(II) was carried into effect; (2) the use of freedom of information was not tolerated for the purpose of propagating Fascist ideology and of arousing enmity between nations or for racial discrimination or the dissemination of slanderous rumours and false and distorted information; and (3) the development of friendly relations and co-operation between nations was encouraged by all possible means, with the assistance of truthful and objective information, independent of the dictates of private monopolies, trusts and syndicates.

The representatives of Canada, the Philippines, the United Kingdom, the United States and Uruguay announced in the Council that they would vote against the Soviet draft. The representatives of Sweden, the United Kingdom and the Philippines emphasized that freedom of information and of the Press was not to be achieved by the imposition of further restrictions. The representatives of Canada and the United Kingdom described the resolution as propaganda.

The representative of Poland, on the other hand, spoke in support of the Soviet draft. The representative of Egypt, however, supported by the representative of France, felt that a compromise could be achieved between the conflicting views

expressed in the Council and suggested voting on the Soviet draft in parts.

By 8 votes to 3, with 5 abstentions, and 7 votes to 7, with 4 abstentions, the Council rejected two paragraphs of the preamble which would, respectively, note an increase of propaganda in support of Fascism and a new war and have the Council set itself the task of combating propaganda of aggression and war likely to provoke a threat to the peace.

The Council voted separately on that part of the Soviet draft which would have it recognize the urgent necessity of studying three questions with a view to preparing and submitting to the Assembly practical recommendations.

On the first of these questions—to ensure that General Assembly resolution 110(II) was carried into effect—the Council decided by a roll-call vote of 8 to 6, with 4 abstentions, to reject it. Voting was as follows:

In favour: Czechoslovakia, Egypt, Iran, Pakistan, Poland, USSR.

Against: Belgium, Canada, China, Cuba, Philippines, United Kingdom, United States, Uruguay.

Abstaining: Argentina, France, Mexico, Sweden.

On the second question—to ensure that the use of freedom of information for the purpose of arousing enmity between nations, for racial discrimination and the dissemination of slanderous rumours and false and distorted information was not tolerated—the Council, after amending the Soviet proposal, rejected it by a roll-call vote of 8 to 5, with 5 abstentions. Voting was as follows:

In favour: Czechoslovakia, Egypt, Pakistan, Poland, USSR.

Against: Belgium, Canada, China, Cuba, Philippines, United Kingdom, United States, Uruguay.

Abstaining: Argentina, France, Iran, Mexico, Sweden.

On the third question—to ensure that the development of friendly relations between nations was encouraged and promoted by all possible means—the Council after amending the proposal rejected it by a roll-call vote of 7 to 7, with 4 abstentions. Voting was as follows:

In favour: Argentina, Czechoslovakia, Egypt, Iran, Pakistan, Poland, USSR.

Against: Belgium, Canada, China, Cuba, Philippines, United Kingdom, United States.

Abstaining: France, Mexico, Sweden, Uruguay.

Under rule 63 of the rules of procedure, the Soviet proposal was considered to have been rejected as a whole, as all operative parts of the resolution had been rejected.

During the general debate on freedom of information at the Assembly's seventh session, at the

421st to 428th meetings of the Third Committee from 22 to 29 October 1952, a number of representatives, including those of the Byelorussian SSR, Czechoslovakia, Poland, the Ukrainian SSR and the USSR, emphasized that the Press should be an instrument for counteracting and not for disseminating war propaganda and propaganda of hatred, aggression and discrimination, and that it should work actively for peace. Those representatives maintained that legislative steps should be taken to implement previous decisions of the General Assembly on this matter.

Other representatives, on the other hand, including those of the United Kingdom and the United States, claimed that no responsible media of information sought to promote another world war as was alleged and that measures to restrict propaganda would, in practice, restrict freedom of information itself.

At the 435th meeting of the Assembly's Third Committee on 4 November, the USSR introduced a draft resolution (A/C.3/L.255/Rev.1) in terms similar to that introduced in the Council. By this draft resolution, the Assembly would recommend that all States Members of the United Nations should take all necessary steps, including legislative steps, with a view to ensuring the implementation of General Assembly resolution 110(II).

Four amendments to the Soviet draft were presented in the Committee.

(1) India submitted a four-part amendment (A/C.3/L.269) which was adopted by the Committee. By 21 votes to 5, with 27 abstentions, it decided to delete from the Soviet draft the specific request for legislative steps in this question by States Members of the United Nations (a similar proposal was made in an amendment by Saudi Arabia (A/C.3/L.270)—see below). By 32 votes to 2, with 18 abstentions, it adopted a paragraph proposed by India to replace part of the Soviet draft, and by this action recommended that all States Members of the United Nations should take all necessary steps to promote "by all means of publicity and propaganda available, friendly relations among nations based upon the principles of the Charter." By 18 votes to 6, with 29 abstentions, it adopted a new text for part of the Soviet draft which, in its amended form, would recommend that States Members of the United Nations take steps with a view to "promoting in every way the dissemination, independent of dictation from any source, of truthful and objective information, thereby maintaining and strengthening international peace and security, developing friendly relations and international co-operation in strengthening peace and in solving international problems of an economic, social, cultural and humanitarian character, and strengthening economic and trade relations between nations on the basis of equality and mutual respect for the independence and sovereignty of States".

By 28 votes to 8, with 15 abstentions, the Committee also adopted the Indian proposal to delete

that part of the Soviet draft which referred to the General Assembly's having assumed the task of counteracting propaganda in favour of aggression and war.

(2) Saudi Arabia submitted an amendment (A/C.3/L.270) in terms of which part of the preamble of the Soviet draft would be amended to have the Assembly note "that since the (Assembly) resolution (110(II)) was adopted, war propaganda has increased and has been accompanied by limitations on freedom of information".

This amendment, in favour of which the representative of India withdrew part of his amendment (A/C.3/L.269—see above) was adopted by the Committee by 16 votes to 6, with 29 abstentions. By a vote of 17 to 10, with 23 abstentions, however, the Committee, in voting on the paragraph as amended, rejected the amended text.

(3) Afghanistan submitted an oral amendment, in terms of which the resolution would refer merely to "propaganda" and not "war propaganda", which was not adopted by the Committee, 9 votes being cast in favour and 9 against, with 30 abstentions.

(4) Lebanon submitted an oral amendment which sought the deletion of that part of the Soviet draft which would urge States Members of the United Nations to take steps with a view to preventing the use of information media for propaganda of any kind in favour of aggression and war, of incitement to hatred between nations, of racial discrimination and of dissemination of slanderous rumours and of false and distorted reports. The Lebanese amendment was adopted by the Committee by 32 votes to 8, with 12 abstentions.

At its 435th meeting on 4 November, the Committee, by a roll-call vote of 21 to 19, with 12 abstentions, rejected the Soviet draft resolution, as amended, as a whole.

At the 403rd plenary meeting of the Assembly on 16 December 1952, the representative of the USSR introduced a draft resolution (A/L.125), in terms similar to those of the draft resolution introduced by the USSR in the Third Committee (A/C.3/L.255/Rev.1).

The Assembly did not discuss the Soviet draft, but a number of delegations explained their votes. The representative of Saudi Arabia asked that separate votes should be taken on individual paragraphs, phrases and words, and the President, with the concurrence of the Assembly, put the requested divisions as amendments for deletion. Four of the five Saudi Arabian amendments were adopted by the Assembly, in votes ranging from 6 to 5, with 43 abstentions, to 13 to 6, with 36 abstentions. As a result, the Assembly deleted from the Soviet draft references to: (1) the introduction of new limitations on freedom of information; (2) "Nazi, Fascist and any other" propaganda; (3) the proposed recommendation by the Assembly to Governments to take legislative steps; and (4) steps

to prevent the use of information media for propaganda for aggression and war, incitement to hatred between nations, racial discrimination, dissemination of slanderous rumours and false and distorted reports. The fifth amendment by Saudi Arabia, which sought the deletion of a reference to "all" necessary steps, was not adopted, 5 votes being cast in favour and 5 against, with 45 abstentions.

The Assembly rejected by a roll-call vote of 35 to 9, with 14 abstentions, the Soviet draft resolution (A/L.125) as amended. Voting was as follows:

In favour: Afghanistan, Byelorussian SSR, Czechoslovakia, Iraq, Poland, Saudi Arabia, Syria, Ukrainian SSR, USSR.

Against: Australia, Belgium, Brazil, Canada, China, Colombia, Costa Rica, Cuba, Denmark, Dominican Republic, Ecuador, El Salvador, France, Greece, Haiti, Honduras, Israel, Lebanon, Luxembourg, Netherlands, New Zealand, Nicaragua, Norway, Panama, Paraguay, Peru, Philippines, Sweden, Thailand, Turkey, Union of South Africa, United Kingdom, United States, Uruguay, Venezuela.

Abstaining: Argentina, Bolivia, Burma, Chile, Egypt, Ethiopia, India, Indonesia, Iran, Liberia, Mexico, Pakistan, Yemen, Yugoslavia.

## 9. Closing Down of the Argentine Newspaper La Prensa

At its 106th meeting on 18 March the Sub-Commission considered a draft resolution (E/CN.4/Sub.1/170) concerning the closing down of the newspaper La Prensa, of Buenos Aires, submitted by the member for Chile, Silva Carvallo. The resolution, which was adopted by the Commission, without amendment, by 10 votes to 1, read:

"Whereas

"On 1 March 1951 the newspaper La Prensa of Buenos Aires was closed by the Argentine police authorities, against the will of its lawful owners and staff,

"This act called for the protests from many newspapers in various countries throughout the world,

"Similar protests were also made by numerous professional associations of journalists of various countries,

"The closing down of La Prensa of Buenos Aires constitutes an infraction of freedom of the Press as conceived, defined and protected by the basic instruments of the United Nations,

"The Sub-Commission on Freedom of Information and of the Press resolves:

"To condemn this infraction of freedom of information and of the Press and to communicate its resolution to the Commission on Human Rights and the Economic and Social Council of the United Nations, with a recommendation that the Council, in considering future work on freedom of information, should

consider measures to prevent future infractions of this kind."

No recommendation in this connexion was made to the Council.

## 10. Future Work of the United Nations in the Field of Freedom of Information

By resolution 414 B. III (XIII), adopted on 18 September 1951,<sup>121</sup> the Economic and Social Council had requested the Secretary-General, after consultation with the United Nations Educational, Scientific and Cultural Organization (UNESCO), to conduct an inquiry among Member States regarding the Council's future work in connexion with freedom of information and to report the results to the Council in 1952.

At its fourteenth session, the Council had before it the replies of governments to the Secretary-General's inquiry (E/2178 and Add.1 to 8) as well as the Secretary-General's report on the inquiry (E/2217 and Add.1).

Among the recommendations (E/2190) made by the Sub-Commission on Freedom of Information and of the Press concerning the future work of the United Nations in the field of freedom of information was a recommendation that the Council set up an expert committee on freedom of information to carry out an active inquiry into the degree of freedom of information existing in the world and to report directly to the Council.

The Sub-Commission also recommended (E/2190) that the Council decide that a number of items relating to freedom of information and of the Press would be placed on the agenda of forthcoming sessions. Among those items were:

(1) an annual survey on freedom of information; (2) an annual survey of information facilities; (3) the activities of the specialized agencies in the field of freedom of information; (4) the activities of non-governmental organizations in the same field; (5) the elaboration of a technical assistance programme; (6) further consideration of effective measures to combat false and distorted news;<sup>122</sup> and (7) organization and promotion of the exchange between the various countries of members of the Press and of other information media.

The future work of the United Nations in the field of freedom of information and of the Press was the subject of a number of statements during the general debate on freedom of information in the Council's Social Committee, at its 214th to 216th meetings, held from 4 to 6 June. The representatives of Belgium, Canada, China, Czecho-

<sup>121</sup> See Y.U.N., 1951, p.513.

<sup>122</sup> See pp. 471-72.



Slovakia, Egypt, France, Iran, Pakistan, the Philippines, Poland, Sweden, the USSR, the United Kingdom and the United States felt, generally speaking, that the importance of the principle of freedom of information and of the Press and of work in this field should be emphasized. The main decisions to be taken by the Social Committee, they considered, concerned the manner in which freedom of information should be achieved and the nature of the procedures which should be adopted in working towards that aim.

The representative of Pakistan, who maintained that the United Nations should assume direct responsibility, was supported by the representatives of Belgium, Canada, the United Kingdom and the United States, among others.

Among those who supported the view that a committee of twelve members should be set up were the representatives of Egypt, France and the Philippines; the representatives of Belgium, Canada, China, Sweden, the USSR, the United Kingdom and the United States, on the other hand, did not feel that such a body would help solve the problem. The responsibility should be that of the Council, some of these representatives maintained.

The two recommendations by the Sub-Commission concerning future work were considered by the Social Committee at its 217th to 219th meetings, from 6 to 9 June. The Committee decided to adjourn the debate on the second recommendation, which concerned subjects for consideration by the Council at subsequent sessions, but considered the Sub-Commission's other recommendation for the setting up of an expert committee, together with four amendments and sub-amendments:

(1) An amendment by France (E/AC.7/L.114) which would replace the operative part of the draft resolution recommended by the Sub-Commission with proposals requesting the Secretary-General to appoint a committee of five which would be instructed not later than 30 April 1953: (a) to collect evidence of de facto and de jure elements of freedom of information throughout the world; (b) to ascertain the conditions of freedom of information in the present-day world; and (c) to define the areas in which international action could profitably be undertaken and to suggest the conditions under which such action could be conducted. By the same amendment, the Council would decide to include discussion of the report of the proposed committee in the agenda of its sixteenth session. This amendment was later withdrawn by the sponsor.

(2) An amendment by the United States (E/AC.7/L.115) which would, among other things, replace the operative part of the recommendation made by the Sub-Commission and have the Council decide to appoint from among its members and for a trial period

of one year a rapporteur on freedom of information. In terms of the amendment, the rapporteur, in cooperation with the Secretary-General and the appropriate specialized agencies and non-governmental organizations, would prepare, for the sixteenth session of the Council, a substantive report covering major contemporary problems and developments in the fields enumerated in the list of subjects recommended by the Sub-Commission, together with recommendations regarding specific and practical action which might be taken to advance freedom of information as a basic human right. By the same amendment, the Council would decide to include in the agenda of its sixteenth session an item on freedom of information, which it could consider in the light of the report. Presenting his amendment, the representative of the United States said that he had suggested a trial period of one year, after which the Council could review the proposed system.

(3) An amendment by the United Kingdom (E/AC.7/L.118) to the United States amendment proposing a number of drafting changes and stipulating that the rapporteur would be appointed in his individual capacity. Presenting his amendment, the representative of the United Kingdom said that changes had been recommended to allow for greater latitude in some cases and to clarify terms of reference in others. All amendments proposed by the United Kingdom were accepted by the United States.

(4) An amendment by Egypt (E/AC.7/L.117) to the United States amendment which would, among other things, replace the operative part of the United States draft except for that part concerning the appointment of a rapporteur on freedom of information. In terms of the Egyptian amendment, a three-member expert standing committee of investigation and surveillance would be chosen by the Secretary-General to consider what political and economic factors were likely to constitute obstacles to freedom of information throughout the world and to report annually to the Council. UNESCO, according to the Egyptian amendment, would be requested to study the technical aspects of the problem of freedom of information and to report annually to the Council. In presenting his amendment, the representative of Egypt said that he was aiming at the establishment of a permanent organ in the field of freedom of information.

The Committee, after rejecting, by 14 votes to 3, with 1 abstention, references to the proposed committee as a standing committee and the provision that it should report yearly to the Council, rejected the Egyptian amendment, as a whole, by 12 votes to 6.

By 10 votes to 5, with 3 abstentions, the Committee rejected the United States proposal, as amended by the United Kingdom, concerning the appointment of a rapporteur. The remainder of the amendment was adopted in parts by the Committee, by votes of 10 to 6, with 2 abstentions, and 10 to none, with 8 abstentions. At its 218th meeting on 9 June, the Committee adopted the amended draft resolution as a whole, by 10 votes to 2, with 6 abstentions. According to the draft resolution adopted by the Committee, the Council would

recommend that the Secretary-General, in co-operation with the appropriate specialized agencies and non-governmental organizations, prepare for submission to the Council in 1953 a substantive report covering major temporary problems and developments in the field of freedom of information, together with a number of recommendations. By the same draft resolution the Council would include in its agenda for 1953 an item on freedom of information for the purpose of reviewing problems in the light of the Secretary-General's report and taking action thereon.

The draft resolution recommended by the Committee (E/2251) was considered by the Council at its 603rd plenary meeting on 13 June. The Council also considered four amendments:

(1) An amendment by France (E/L.357), which would add to the draft resolution requests to the Secretary-General and to UNESCO to undertake certain studies, similar to the proposal made also by France in connexion with the question of false and distorted news.<sup>123</sup> The representative of France, however, later withdrew this proposal.

(2) An amendment by Uruguay, which would have the Council recommend that an agenda item "Freedom of Information: Measures to ensure its implementation" should be included in the agenda for 1953. The Uruguayan amendment would also have the Council recommend to the Secretary-General that Member Governments be consulted as to the advisability and usefulness of adopting international conventions on freedom of information, including the Convention on the International Right of Correction.<sup>124</sup> This amendment was rejected by the Council by 8 votes to 5, with 5 abstentions.

(3) A joint amendment by Belgium, France and the United States (E/L.359), calling for the appointment of a rapporteur for a trial period of one year and similar to the proposal introduced into the Social Committee by the United States (E/AC.7/L.115).

(4) An oral amendment by Egypt to the joint amendment by Belgium, France and the United States, which would add to the persons and organizations with whom the rapporteur would be requested to co-operate, "the professional organizations, both national and international." The amendment was accepted by the sponsors of the joint draft amendment.

The Council adopted the joint draft amendment, as amended, by 12 votes to 3, with 3 abstentions, after having adopted separately, by 10 votes to 4, with 4 abstentions, those parts of the amendment dealing with the decision to appoint a rapporteur and the nature of his requested report. By this resolution (442 C (XIV)) the Council decided to appoint for an experimental period of one year, and in a personal capacity, a rapporteur on matters relating to freedom of information and to request him, in co-operation with the Secretary-General, the specialized agencies, particularly UNESCO, and the professional

organizations concerned, to prepare for the Council in 1953 a substantive report covering major contemporary problems and developments in the field of freedom of information, together with recommendations regarding practical action which might be taken by the Council to surmount those obstacles to the fuller enjoyment of freedom of information which could be surmounted at the present time. The Council also decided to include in its agenda for 1953 an item on freedom of information for the purpose of reviewing and taking appropriate action on problems of freedom of information in the light of the rapporteur's report.

At its 660th meeting, on 25 July 1952, the Council elected Salvador P. Lopez (Philippines) rapporteur on matters relating to freedom of information.

The Council's recommendations were considered by the General Assembly at its seventh session, when, at the 429th meeting of the Third Committee on 1 November, Australia, Belgium, Denmark, Greece, the Netherlands, Norway and Sweden submitted a draft resolution (A/C.3/L.260) which would note the decision of the Council in resolution 442 C (XIV) and would decide to consider further at the eighth session of the Assembly the problem of promoting and safeguarding freedom of information after the Council had examined the rapporteur's report.

Egypt, Lebanon and the Philippines also submitted a draft resolution (A/C.3/L.259) noting the interest of the Assembly in problems of freedom of information, requesting the Secretary-General to communicate the records of the Third Committee on the subject of freedom of information to the Council and further inviting the Council to submit to the Assembly at its eighth session a statement of its views and plans regarding future work in connexion with freedom of information.

Subsequently Australia, Belgium, Denmark, Greece, Lebanon, the Netherlands, Norway, the Philippines and Sweden submitted a joint draft resolution (A/C.3/L.265) covering those parts of the above proposals relating to the future work of the United Nations in the field of freedom of information. The reference in the draft resolution by Australia, Belgium, Denmark, Greece, the Netherlands, Norway and Sweden (A/C.3/L.260) to technical assistance was later embodied in a separate proposal (see above).

<sup>123</sup> See p. 471.

<sup>124</sup> See pp. 463-65.

The draft resolution and amendments were considered by the Committee at its 435th to 438th meetings, from 4 to 6 November.

Amendments to the new joint draft resolution (A/C.3/L.265) were submitted by Poland (A/C.3/L.267); Guatemala (A/C.3/L.271/Rev.2); India, Iraq, Lebanon, Mexico, Pakistan and Saudi Arabia, jointly (A/C.3/L.274); India and Saudi Arabia, jointly (A/C.3/L.275); France (A/C.3/L.276); Saudi Arabia (A/C.3/L.277/Rev.1); the United States (A/C.3/L.278); and China (A/C.3/L.280). In addition, oral suggestions were made by the Philippines.

Two of these amendments were withdrawn. The representative of Guatemala withdrew his amendment (A/C.3/L.271/Rev.2), which concerned ways and means of preventing "international informational enterprises from undertaking campaigns against particular countries" and subsequently presented it as a separate draft resolution, co-sponsored by El Salvador (A/C.3/L.281, see above). The representative of the United States also withdrew his amendment (A/C.3/L.278) seeking a change in that part of the text referring to United Nations interest in the problem of freedom of information.

The sponsors of the joint draft accepted a number of the suggested amendments and revised the joint draft (A/C.3/L.265/Rev.1). By this draft which was presented to this Committee at its 437th meeting on 6 November, the Assembly would note the decision of the Council to appoint a rapporteur and that the rapporteur had already undertaken, in co-operation with the Secretary-General, the specialized agencies, particularly UNESCO, and the professional organizations concerned, the preparation, for submission to the Council in 1953, of a substantive report covering major contemporary problems and developments in the field of freedom of information, together with recommendations regarding practical action. It would request the Secretary-General to communicate the records of the Third Committee on the subject of freedom of information to the Council. The Assembly would also decide to consider further at its eighth session the problem of promoting and safeguarding freedom of information, including the draft convention on freedom of information, after the Council had examined the rapporteur's report,<sup>125</sup> and invite the Council to submit to the Assembly at its eighth session a statement of its views and plans regarding future work in connexion with freedom of information.

At its 437th meeting on 6 November, the Committee voted on the following outstanding

amendments which had not been accepted by the sponsors of the joint draft resolution:

(1) An amendment by Poland (A/C.3/L.267), which, among other things, would delete three paragraphs of the preamble and one of the operative part and would, in effect, remove all reference to the rapporteur and his work, was rejected in five separate votes, ranging from 40 to 6, with 5 abstentions, to 22 to 14, with 14 abstentions.

(2) An amendment by Saudi Arabia (A/C.3/L.277/Rev.1) which would add to the preamble a paragraph stating that it was taken into consideration that the Third Committee had not studied the draft convention on freedom of information at its sixth and seventh sessions. This was adopted by the Committee by 26 votes to 2, with 21 abstentions.

(3) A joint amendment by India and Saudi Arabia (A/C.3/L.275) to delete a phrase stating that the report on freedom of information was being undertaken in order to surmount those obstacles to the fuller enjoyment of freedom of information which could be surmounted at the present time. The Committee rejected the joint draft amendment by 21 votes to 14, with 15 abstentions.

(4) An amendment by China (A/C.3/L.280) which would amend that part of the joint draft resolution in terms of which the Assembly would decide to consider further at its eighth session the problem of promoting and safeguarding freedom of information. The Chinese amendment, which sought to replace the words "in particular the draft convention on freedom of information" by the wording "including the draft convention on freedom of information", was adopted by 17 votes to 15, with 8 abstentions.

(5) An oral drafting amendment by El Salvador, which was adopted by 15 votes to 14, with 22 abstentions.

The Committee, after adopting in parts, by votes ranging from 40 to none, with 11 abstentions, to 32 to 14, with 5 abstentions, the joint draft resolution as amended, adopted it as a whole by a roll-call vote of 38 to 2, with 13 abstentions.

The draft resolution recommended by the Third Committee (A/2294) came before the General Assembly at its 403rd plenary meeting on 16 December. At the same meeting, the representative of Poland submitted a three-part amendment (A/L.126), substantially similar to that presented by his delegation in the Third Committee. The Assembly, by votes ranging from 35 to 10, with 10 abstentions, to 43 to 5, with 8 abstentions, rejected the Polish amendment and adopted, by 50 votes to none, with 7 abstentions, the draft resolution recommended by the Committee as resolution 631(VII). It read:

"The General Assembly,

"Reaffirming that freedom of information is a fundamental human right and is the touchstone of all the freedoms to which the United Nations is consecrated, the promotion of which is one of the fundamental tasks of the United Nations,

<sup>125</sup> See p. 477.

"Considering that in 1946 the General Assembly initiated the study in the United Nations of the problems of freedom of information and continues to take great interest in the said problems and to concern itself with them directly,

"Considering the continuing need for study, inquiry and investigation with a view to positive action for the removal of obstacles to the free flow of information,

"Considering that the Third Committee has not studied the draft Convention on Freedom of Information during the sixth and seventh sessions of the General Assembly,

"Noting the decision of the Economic and Social Council in its resolution 442 C (XIV) of 13 June 1952 to appoint, for an experimental period of one year, and in a personal capacity, a rapporteur on matters relating to freedom of information,

"Noting that the rapporteur designated by the Council has already undertaken, in co-operation with the Secretary-General, the specialized agencies, in particular the United Nations Educational, Scientific and Cultural Organization, and the professional organizations concerned, both national and international, the preparation,

for submission to the Council in 1953, of a substantive report covering major contemporary problems and developments in the field of freedom of information, together with recommendations regarding practical action which might be taken by the Council, in order to surmount those obstacles to the fuller enjoyment of freedom of information which can be surmounted at the present time,

"1. Requests the Secretary-General to communicate the records of the Third Committee on the subject of freedom of information to the Economic and Social Council, in order that they may be taken into consideration by the Council during its studies and discussions;

"2. Decides to consider further at its eighth session the problem of promoting and safeguarding freedom of information, including the draft Convention on Freedom of Information, on the basis of the rapporteur's report to the Economic and Social Council in 1953 and after the Economic and Social Council has had an opportunity to examine the rapporteur's report; and accordingly,

"3. Invites the Economic and Social Council to submit to the General Assembly at its eighth session a statement of its views and plans regarding future work in connexion with freedom of information."

## M. STATUS OF WOMEN

The Commission on the Status of Women at its sixth session, held from 24 March to 5 April 1952, discussed, among other things: the political rights of women; the nationality of married women; the status of women in public and private law; educational opportunities for women; equal pay for equal work for men and women workers; economic opportunities for women; the participation of women in the work of the United Nations; communications concerning the status of women; the programme of work of the Commission; and the report of the Inter-American Commission of Women on its activities during the year (E/CN.6/190).

The report of the Commission (E/2208 and Corr.1 and Add.1) was discussed by the Economic and Social Council at its fourteenth session, at the 575th to 580th and 583rd plenary meetings on 22, 23, and 26 to 28 May 1952. The majority commended the work of the Commission. The representatives of Czechoslovakia, Poland and the USSR, however, criticized the Commission as not being fully effective.

The Council at its 583rd plenary meeting on 28 May, by 14 votes to none, with 3 abstentions, took note (445 A (XIV)) of the Commission's report.

The draft convention on the political rights of women was subsequently considered by the

General Assembly at its seventh session. The action taken on the various items mentioned above is given below.

### 1. Political Rights of Women

#### a. REPORT OF THE SECRETARY-GENERAL

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 for public offices and functions (A/1911). The report stated that, since the fifth session of the Commission, two countries, El Salvador and Haiti, had adopted new constitutions containing provisions relating to political rights of women, but that no other changes in legal instruments relating to the subject had been brought to the attention of the Secretary-General. The Commission requested (E/2208) that future reports include an additional table showing the dates on which women in the various countries had been granted the right to vote. It also invited the Secretary-General to prepare for the next session of the Commission a report containing information received from governments designed to show the actual participation of women in the political and public life of their countries.

b. DRAFT CONVENTION ON POLITICAL RIGHTS OF WOMEN

(1) Consideration by the Commission on the Status of Women at its Sixth Session

The Commission had before it, in this connexion, a report by the Secretary-General containing comments and suggestions of twenty governments (E/CN.6/184 and Add.1 and 2) on the text of the draft convention which the Commission had adopted at its fifth session and which had been circulated to governments in accordance with Council resolution 385 B (XIII).<sup>126</sup> The Commission noted that several governments had commented favourably on the text and had agreed that a convention on political rights of women was desirable in order to promote full equality for women in the field of political rights, particularly in countries where women have not yet been granted the right to vote. Particular importance was attached to the fact that it provided, *inter alia*, for the right of women to be appointed to all public offices and functions.

The Commission, following the adoption of minor drafting changes, forwarded the draft convention to the Council and proposed (E/2208 B) that the Council recommend that the Assembly open the convention for signature and ratification by Member States. The draft convention contained a preamble and three substantive articles.

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

During the debate in the Council the representatives of Egypt and Sweden expressed the view that the convention duplicated the work of the covenants on human rights and that there was no need for two instruments dealing with the same subject. Moreover, the representative of Egypt considered that it was not the function of the Commission, though competent, to draft the convention.

The representatives of Cuba and the United States, however, pointed out that this convention would probably come into force before the proposed covenants on human rights. The guarantee of equal political rights, they stated, should not be delayed on the grounds that the principle would be contained in the human rights covenants. The representative of Belgium, while supporting the draft convention, had reservations with regard to its application in Belgium's overseas territories. The customs, traditions and degree of evolution of the indigenous population were such, he said, that complete equality could not be imposed at once.

The representative of Czechoslovakia stated that it was useless to guarantee equality between men and women in cases where political rights

existed only in theory. The convention, he said, would be without value unless the USSR amendments (E/L.325 — see below) were adopted.

The representative of Sweden submitted a substitute draft resolution (E/L.329) which, *inter alia*, would have requested the Commission on Human Rights to embody pertinent provisions in its draft covenants on human rights, instead of adopting another convention. However, he subsequently withdrew the text.

The USSR amendments (E/L.325) provided for the addition of a statement in each of the three articles that there would be no discrimination of any kind on grounds of race, colour, nationality, social position, property, language or religion. The representatives of Sweden and the United States opposed these amendments, primarily because they considered that the convention had been intended to deal with discrimination against women and not with every other possible type of discrimination. The Council rejected these amendments by separate votes of 8 to 5, with 3 abstentions.

The USSR also proposed that article 2 should be further amended to provide that women would be eligible for election to all publicly elected bodies, governmental or public, central or local.... This was rejected by the Council by 6 votes to 5, with 6 abstentions. Finally, the USSR amendment proposed two new articles to state that (1) States participating in the Convention assumed the obligation to take all the necessary action, including legislative action, to guarantee to all women the effective possibility of exercising the rights provided for in the preceding articles; and (2) that these States assumed the obligation to publish the provisions of the convention within the shortest possible time in all the territories under their jurisdiction, including Non-Self-Governing and Trust Territories.

The representative of Uruguay had presented an amendment (E/L.332) to the USSR amendment to broaden the scope of the first of the proposed new articles and to ensure that the Secretary-General would be kept informed of government action to implement the convention. However, he stated that since the Belgian representative, among others, had pointed out that a similar amendment had been rejected in the Commission because it might hinder the ratification of the convention, he would withdraw his amendment and would support the draft convention as proposed by the Commission.

<sup>126</sup> For text, see Y.U.N., 1951, pp. 514-15.

The new articles proposed by the USSR were rejected by the Council by 7 votes to 6, with 3 abstentions, and 8 votes to 5, with 4 abstentions.

The Council also rejected by 7 votes to 1, with 9 abstentions, an Egyptian proposal (E/L.323) to forward to the Assembly the text of the preamble, deleting the substantive articles. It adopted by 11 votes to none, with 6 abstentions, and 9 votes to none, with 6 abstentions, two United States amendments (E/L.33) of form.

The Commission's draft resolution, as amended, was adopted (445 B (XIV)) by a roll-call vote of 11 to none, with 6 abstentions, one delegation not being represented at the time of the vote. The voting was as follows:

In favour: Argentina, Belgium, China, Cuba, France, Mexico, Pakistan, Philippines, Sweden, United States, Uruguay.

Against: None.

Abstaining: Canada, Czechoslovakia, Egypt, Poland, USSR, United Kingdom.

Absent: Iran.

In explaining his vote, the French representative indicated that, although he had certain reservations, he had not wished to give the impression that his delegation was opposed to the principles of the Convention and had therefore voted for it. The Polish representative had abstained since he considered the draft convention incomplete and unsatisfactory. The representatives of the United Kingdom and Canada also explained their abstentions on the ground that, while they doubted the utility of the draft convention, they did not wish to impede it in any way. The latter also pointed out that in a Federal State, such as Canada, it might present legal difficulties.

In its resolution, the Council, considering the time appropriate for an international convention to eliminate all discrimination against women in the field of political rights, requested the Secretary-General to draft the necessary formal clauses and recommended that the Assembly open for signature and ratification a convention embodying a preamble and substantive clauses. The latter would provide that women would be entitled, on equal terms with men: to vote (article 1); to be elected to publicly elected bodies established by national law (article 2); and to hold public office and to exercise all public functions established by national law (article 3).

### (3) Consideration by the General Assembly at its Seventh Session

The General Assembly considered the draft Convention at the 474th to 481st meetings of its Third Committee from 12 to 17 December and

at its 408th and 409th plenary meetings on 20 December 1952.

#### (a) CONSIDERATION BY THE THIRD COMMITTEE

The Committee had before it a note by the Secretary-General (A/2156) containing the text of the Council's resolution and the preamble and substantive clauses of the draft Convention. It also had before it a memorandum by the Secretary-General (A/2156/Add.1) containing, inter alia, the draft formal clauses prepared by him at the Council's request.

The Committee decided not to have a general debate on the subject, but that members might comment on the draft convention in connexion with the consideration of the draft resolutions and the amendments before it.

The majority of the Committee were strongly in favour of a convention on political rights of women and approved the simple form of the proposed substantive articles. The representative of Egypt, however, considered that the convention was unnecessary in view of the fact that an article to the same effect had been proposed for inclusion in the human rights draft covenant on civil and political rights. The representatives of the Byelorussian SSR, Czechoslovakia, Poland, the Ukrainian SSR, the USSR and Yugoslavia felt that the wording of the draft convention was not strong enough and that it would therefore remain an instrument of a declaratory nature. The USSR again submitted several amendments (A/C.3/L.327/Rev.1),<sup>127</sup> substantially the same as those submitted in the Council and the same arguments were advanced for and against them (see above).

The Committee had before it a joint draft resolution submitted by Bolivia, Cuba, Denmark, Dominican Republic, France, Norway and Sweden (A/C3/L.330) which would provide that the Assembly open the attached convention for signature and ratification. The text of the convention, as attached, included the preamble and substantive clauses as proposed by the Economic and Social Council (A/2156).

The formal clauses proposed differed specifically from those proposed by the Secretary-General (A/2156/Add.1) in that the sponsors of the draft resolution had not included a colonial clause.

The majority of the Committee felt that some provision should be made for extending the convention to Non-Self-Governing Territories and

<sup>127</sup> Originally submitted as A/C.3/L.327 and A/C.3/L.328.

amendments were submitted to this effect (see under article 8, below).

The Secretary-General had also proposed three possible reservation clauses: the first would provide for reservations at the time of signature and permit subsequent withdrawal of these reservations; the second would permit signature, ratification or accession conditional upon enumerated reservations; and the third would provide that the Secretary-General would communicate the text of reservations made at the time of signature, ratification or accession to all States which were or might become parties to the convention. Any State thus objecting to the reservation might then notify the Secretary-General and in such cases the convention would not enter into force between such State and the State making the reservation. The sponsors of the draft resolution had chosen the third to include in the draft convention.

The action taken by the Committee on the individual articles of the draft Covenant is summarized below.

#### Preamble

A drafting amendment by the Netherlands to the second paragraph of the preamble (A/C.3/L.329/Rev.2) was adopted by 37 votes to 2, with 10 abstentions.

#### Articles 1—3 (Substantive Clauses)

The USSR proposed (A/C.3/L.327/Rev.1) to amend articles 1 to 3 by adding in each instance the words "without any discrimination on the grounds of race, colour, national or social origin, property status, language or religion."

The Committee voted first on an Afghanistan sub-amendment (A/C.3/L.331) to delete the words "national or" from the USSR amendment and rejected it by 12 votes to 7, with 32 abstentions. It considered the USSR amendment to each article separately.

#### Article 1

The words "without any discrimination" were voted on separately and adopted by 13 votes to 12, with 21 abstentions; the remainder of the phrase proposed by the USSR was rejected by 19 votes to 9, with 21 abstentions.

Article 1, as amended, was adopted by 31 votes to 1, with 16 abstentions.

#### Article 2

The words "without any discrimination" were adopted by 17 votes to 16, with 17 abstentions; no vote was taken on the remainder of the USSR amendment.

A USSR amendment (A/C.3/L.327/Rev.1) providing that women would be eligible for election to all publicly elected State and public bodies, both central and, local, was rejected by 20 votes to 7, with 22 abstentions, and by 15 votes to 9, with 23 abstentions.

Article 2, as amended, was adopted by 32 votes to 2, with 16 abstentions.

#### Article 3

The Committee decided by 20 votes to 11, with 16 abstentions, not to include the words "without any discrimination". The USSR amendment was voted on as a whole and was rejected by a roll-call vote of 27 to 7, with 17 abstentions.

Several representatives, among them those of Brazil, Denmark, France, Greece, Guatemala, India, Israel, Mexico, New Zealand, Pakistan, the Philippines, Sweden and the United States, expressed their understanding that the terms "public office" and "public functions" in article 3 did not include military service for women and this interpretation was not questioned.

Some representatives, among them those of Pakistan and the United States, were of the opinion that the expressions of "public office" and "public functions" were basically the same in meaning and therefore repetitions. However, the majority felt that the two terms had different meanings and that it was unlikely that any single term expressing both ideas adequately in all official languages could be found.

Article 3 was adopted by 37 votes to none, with 11 abstentions.

#### Articles 4—11 (Formal Clauses)

Articles 4, 5 and 6 concerning Signature and Ratification, Accession, and Entry into Force, were adopted, respectively, by 44 votes to none, with 2 abstentions, 46 votes to none, with 2 abstentions, and by 47 votes to none, with 3 abstentions.

#### Article 7 (Reservations)

The representative of Mexico considered that the convention was not an instrument under which States had reciprocal obligations and therefore the second part of the proposed article (providing for the notification and effect of objections to reservations) in his opinion needlessly complicated the article and made it impossible to apply in practice. At his request the article was voted on in two parts.

The first part was adopted by 32 votes to 2, with 14 abstentions, and the second part by 26 votes to 7, with 17 abstentions.

Article 7, as a whole, was adopted by 32 votes to 3, with 14 abstentions.

#### Article 8 (new) (Colonial Clause)

The USSR proposed a new article (A/C.3/L.327/Rev.1), as it had previously in the Economic and Social Council, providing for the immediate extension of the rights of the convention to all Non-Self-Governing Territories. This was rejected by the Committee by 14 votes to 14, with 16 abstentions.

The representatives of Afghanistan, India, Iraq and Yugoslavia jointly proposed (A/C.3/L.332) an article to provide that the convention be automatically extended to all territories—Non-Self-Governing, Trust or colonial.

Since the majority opposed this proposal either on the grounds that some territories were not yet ready for the extension of such rights or because they felt such a provision would prohibit a number of States from ratifying the convention, the representative of India withdrew as a sponsor and submitted a compromise proposal (A/C.3/L.333). This would permit States ratifying the convention to stipulate that it would not apply to certain territories and would allow these States to extend the application at a later date.

The Committee decided by a roll-call vote of 26 to 25 to vote on the Indian amendment before the joint amendment. It was adopted by a roll-call vote of 28 to 17, with 6 abstentions, following the rejection by 26 votes to 21, with 4 abstentions, of a Yugoslav sub-amendment to delete the provision permitting States to stipulate that the Convention would not apply to certain territories.

Article 9<sup>28</sup> (Denunciation and Abrogation)

This article was adopted by 43 votes to none, with 5 abstentions.

Article 10<sup>128</sup> (Settlement of Disputes)

The Mexican representative stated that the convention was a matter for domestic policy and not a subject for international dispute, and proposed that the article be deleted. His proposal was rejected by 24 votes to 10, with 15 abstentions.

A Netherlands oral proposal to provide for the settlement of disputes arising from interpretation only and not also from application was rejected by 22 votes to 5, with 21 abstentions.

A proposal by the USSR (A/C.3/L.327/Rev.1) which would submit any dispute to arbitration by agreement between the countries concerned, rather than to the International Court of Justice, was rejected by 28 votes to 8, with 12 abstentions.

Article 10 was adopted by 27 votes to 15, with 6 abstentions.

Article 11<sup>128</sup> (Notifications)

This article was adopted by 47 votes to none, with 3 abstentions, subject to the addition of drafting changes made necessary by the adoption of certain amendments.

Article 12<sup>128</sup> (Deposit)

This article was adopted by 46 votes to none, with 4 abstentions.

As in the Council, the USSR proposed a new article (A/C.3/L.327/Rev.1) which would provide for the adoption of measures, including legislative, to ensure the exercise of the rights provided in the Convention. This was rejected by 20 votes to 15, with 14 abstentions.

The amended draft convention was adopted, as a whole, by a roll-call vote of 35<sup>129</sup> to none, with 11 abstentions, at the Committee's 480th meeting on 17 December (A/2334). The draft resolution accompanying it was adopted by 40<sup>129</sup> votes to none, with 6 abstentions (for text, with minor changes, see below).

(b) CONSIDERATION BY THE GENERAL ASSEMBLY IN PLENARY SESSION

The General Assembly considered the report of its Third Committee (A/2334) containing the draft convention at its 408th and 409th plenary meetings on 20 December 1952.

The President ruled at its 409th meeting that the draft resolution and draft convention constituted a question of importance under rule 84 of the rules of procedure, and that a two-thirds

majority vote would therefore be required for the adoption of any proposal.

The Assembly had before it several amendments to the convention recommended by the Third Committee.

One, a joint amendment submitted by France and Greece (A/L.140), would eliminate from articles 1 and 2 the words "without any discrimination" which had been inserted by the Third Committee. This was supported by the representatives of China, Cuba, Ecuador and the United States, among others, on the grounds that the phrase was repetitious, confusing and would add nothing to the benefits of the Convention. The joint amendment was rejected by a roll-call vote of 24 to 23, with 8 abstentions, as follows:

In favour: Australia, Belgium, Canada, China, Cuba, Denmark, Ecuador, El Salvador, France, Greece, Iceland, Mexico, Netherlands, New Zealand, Norway, Panama, Paraguay, Peru, Sweden, Thailand, Turkey, United Kingdom, United States.

Against: Afghanistan, Argentina, Burma, Byelorussian SSR, Colombia, Czechoslovakia, Dominican Republic, Egypt, Ethiopia, Guatemala, Haiti, Honduras, Indonesia, Iran, Iraq, Liberia, Nicaragua, Poland, Saudi Arabia, Syria, Ukrainian SSR, USSR, Uruguay, Yugoslavia.

Abstaining: Bolivia, Brazil, India, Israel, Lebanon, Pakistan, Philippines, Venezuela.

A second amendment by Indonesia (A/L.138) would instead add the words "without any discrimination" to article 3 to bring the first three articles into conformity, and to prevent a difference in interpretation. The Assembly adopted this by a roll-call vote of 38 to 2, with 16 abstentions, as follows:

In favour: Afghanistan, Argentina, Bolivia, Burma, Byelorussian SSR, Canada, Chile, China, Colombia, Cuba, Czechoslovakia, Denmark, Dominican Republic, Egypt, Ethiopia, France, Guatemala, Haiti, Honduras, India, Indonesia, Iran, Iraq, Israel, Lebanon, Liberia, New Zealand, Norway, Pakistan, Panama, Poland, Saudi Arabia, Syria, Ukrainian SSR, USSR, Uruguay, Venezuela, Yugoslavia.

Against: Mexico, Paraguay.

Abstaining: Australia, Belgium, Brazil, Ecuador, Greece, Iceland, Netherlands, Nicaragua, Peru, Philippines, Sweden, Thailand, Turkey, United Kingdom, United States, Yemen.

The USSR representative, supported by the representatives of the Byelorussian SSR, Czechoslovakia, Poland and the Ukrainian SSR, also re-introduced (A/L.137) the amendments put forward in the Council and in the Committee.

<sup>128</sup> Formerly articles 8, 9, 10 and 11.

<sup>129</sup> At the 481st meeting of the Committee, the representative of Afghanistan, having received the necessary instructions from his Government, stated his wish to cast an affirmative vote for the draft resolution and draft convention.



The Assembly rejected the USSR proposal to add to articles 1 to 3 the words "without any discrimination on the grounds of race, colour, national or social origin, property status, language or religion" by 27 votes to 6, with 15 abstentions, 31 votes to 7, with 16 abstentions, and 31 votes to 7, with 16 abstentions, respectively. The further amendment to article 2 specifying that women would be eligible for election to all publicly elected State and public bodies, both central and local, was rejected by 26 votes to 5, with 20 abstentions.

The new articles proposed by the USSR, concerning the adoption of legislative measures and the extension of the convention to Non-Self-Governing Territories (see above), were rejected in a single vote of 29 to 8, with 14 abstentions. The USSR amendment to article 10 on the arbitration of disputes was rejected by 35 votes to 7, with 11 abstentions.

A number of representatives, among them those of Guatemala, Lebanon and Iraq, regretted that the compromise colonial clause (article 8) had been adopted, on the ground that the convention thus discriminated against a category of people.

Article 8 was voted on separately and rejected, since the vote of 32 in favour to 18 against, with 7 abstentions, did not constitute a two-thirds majority. The voting was as follows:

In favour: Afghanistan, Australia, Belgium, Brazil, Burma, Canada, China, Colombia, Cuba, Denmark, Ecuador, France, Greece, Haiti, Honduras, Iceland, India, Israel, Netherlands, New Zealand, Nicaragua, Norway, Panama, Paraguay, Peru, Sweden, Thailand, Turkey, United Kingdom, United States, Uruguay, Venezuela.

Against: Byelorussian SSR, Czechoslovakia, Egypt, Ethiopia, Guatemala, Indonesia, Iran, Iraq, Lebanon, Liberia, Pakistan, Poland, Saudi Arabia, Syria, Ukrainian SSR, USSR, Yemen, Yugoslavia.

Abstaining: Argentina, Bolivia, Chile, Dominican Republic, El Salvador, Mexico, Philippines.

A separate vote was also requested on article 7 (Reservations) and it was adopted by 35 votes to 2, with 14 abstentions.

An amendment by France and Greece (A/L.140) to the draft resolution providing that the convention be opened for signature and ratification at the end of the present session rather than during December 1952 was adopted by 36 votes to 1, with 12 abstentions.

The draft resolution and annexed draft Convention, as a whole and as amended, were adopted by the Assembly at its 409th plenary meeting on 20 December 1952 by a roll-call vote of 46 to none, with 11 abstentions, as resolution 640 (VII). The voting was as follows:

In favour: Argentina, Australia, Belgium, Bolivia, Brazil, Burma, Canada, Chile, China, Colombia, Cuba, Denmark, Dominican Republic, El Salvador, Ethiopia, France, Greece, Guatemala, Haiti, Honduras, Iceland, India, Indonesia, Iraq, Israel, Lebanon, Liberia, Mexico, Netherlands, New Zealand, Nicaragua, Norway, Pakistan, Panama, Paraguay, Peru, Philippines, Sweden, Syria, Thailand, Turkey, United Kingdom, United States, Uruguay, Venezuela, Yugoslavia.

Against: None.

Abstaining: Afghanistan, Byelorussian SSR, Czechoslovakia, Ecuador, Egypt, Iran, Poland, Saudi Arabia, Ukrainian SSR, USSR, Yemen.

The USSR representative stated that she had abstained because of the shortcomings of the Convention which her amendments had been designed to rectify. The Yugoslav representative felt that the convention represented a step forward and had therefore voted for it as a whole.

The resolution and the annexed Convention read:

"The General Assembly,

"Considering that the peoples of the United Nations are determined to promote equality of rights of men and women, in conformity with the principles embodied in the Charter,

"Believing that an international convention on the political rights of women will constitute an important step toward the universal attainment of equal rights of men and women,

"Reaffirming its resolution 56(I) of 11 December 1946,

"Decides to open the attached Convention for signature and ratification at the end of the present session."

## ANNEX

### CONVENTION ON THE POLITICAL RIGHTS OF WOMEN

The Contracting Parties,

Desiring to implement the principles of equality of rights for men and women contained in the Charter of the United Nations,

Recognizing that everyone has the right to take part in the government of his country directly or through freely chosen representatives, and has the right to equal access to public service in his country, and desiring to equalize the status of men and women in the enjoyment and exercise of political rights, in accordance with the provisions of the Charter of the United Nations and of the Universal Declaration of Human rights,

Having resolved to conclude a Convention for this purpose,

Hereby agree as hereinafter provided:

#### ARTICLE I

Women shall be entitled to vote in all elections on equal terms with men, without any discrimination.

#### ARTICLE II

Women shall be eligible for election to all publicly elected bodies, established by national law, on equal terms with men, without any discrimination.

## ARTICLE III

Women shall be entitled to hold public office and to exercise all public functions, established by national law, on equal terms with men, without any discrimination.

## ARTICLE IV

1. This Convention shall be open for signature on behalf of any Member of the United Nations and also on behalf of any other State to which an invitation has been addressed by the General Assembly.

2. This Convention shall be ratified and the instruments of ratification shall be deposited with the Secretary-General of the United Nations.

## ARTICLE V

1. This Convention shall be open for accession to all States referred to in paragraph 1 of article IV.

2. Accession shall be effected by the deposit of an instrument of accession with the Secretary-General of the United Nations.

## ARTICLE VI

1. This Convention shall come into force on the ninetieth day following the date of deposit of the sixth instrument of ratification or accession.

2. For each State ratifying or acceding to the Convention after the deposit of the sixth instrument of ratification or accession the Convention shall enter into force on the ninetieth day after deposit by such State of its instrument of ratification or accession.

## ARTICLE VII

In the event that any State submits a reservation to any of the articles of this Convention at the time of signature, ratification or accession, the Secretary-General shall communicate the text of the reservation to all States which are or may become parties to this Convention. Any State which objects to the reservation may, within a period of ninety days from the date of the said communication (or upon the date of its becoming a party to the Convention), notify the Secretary-General that it does not accept it. In such case, the Convention shall not enter into force as between such State and the State making the reservation.

## ARTICLE VIII

1. Any State may denounce this Convention by written notification to the Secretary-General of the United Nations. Denunciation shall take effect one year after the date of receipt of the notification by the Secretary-General.

2. This Convention shall cease to be in force as from the date when the denunciation which reduces the number of parties to less than six becomes effective.

## ARTICLE IX

Any dispute which may arise between any two or more Contracting States concerning the interpretation or application of this Convention, which is not settled by negotiation, shall at the request of any one of the parties to the dispute be referred to the International Court of Justice for decision, unless they agree to another mode of settlement.

## ARTICLE X

The Secretary-General of the United Nations shall notify all Members of the United Nations and the non-member States contemplated in paragraph 1 of article IV of this Convention of the following:

(a) Signatures and instruments of ratification received in accordance with article IV;

(b) Instruments of accession received in accordance with article V;

(c) The date upon which this Convention enters into force in accordance with article VI;

(d) Communications and notifications received in accordance with article VII;

(e) Notifications of denunciation received in accordance with paragraph 1 of article VIII;

(f) Abrogation in accordance with paragraph 2 of article VIII.

## ARTICLE XI

1. This Convention, of which the Chinese, English, French, Russian and Spanish texts shall be equally authentic, shall be deposited in the archives of the United Nations

2. The Secretary-General of the United Nations shall transmit a certified copy to all Members of the United Nations and to the non-member States contemplated in paragraph 1 of article IV.

## (e) INFORMATION CONCERNING THE STATUS OF WOMEN IN TRUST TERRITORIES

The Commission had before it a report on the status of women in Trust Territories (E/CN.6/182), a report on the status of women in Non-Self-Governing Territories (E/CN.6/183) and supplementary information concerning family law in Non-Self-Governing Territories (E/CN.6/159/Add.1 and 2), prepared by the Secretary-General.

The Commission decided to draw the attention of the Council to certain customs, which violated the physical integrity of women, and which were widely practised on young girls in certain areas of the world, including some of the Trust and Non-Self-Governing Territories.

The Commission recommended (E/2208 C) that the Council adopt a resolution inviting the Trusteeship Council and Member States responsible for the administration of the Territories to take immediate action with a view to abolishing in Trust Territories and Non-Self-Governing Territories all customs which violate the dignity and security of persons. The resolution would also request the Trusteeship Council to include the necessary questions in the questionnaires, as well as to include in its annual report to the Assembly pertinent information received from Administering Authorities. During the discussion in the Council, the majority condemned the practices referred to by the Commission and agreed that all

possible steps should be taken to abolish them. The representative of Belgium stressed that action would have to be taken progressively. Immediate abolition would scarcely be practicable, since these practices were closely linked to religious customs that had been firmly established for centuries. He therefore submitted an amendment to this effect (E/L.334).

The representatives of France and the United Kingdom submitted a joint amendment (E/L.326/Rev.1) to the resolution proposed by the Commission to invite all States to abolish such customs rather than limiting the recommendation to certain countries. They also considered that the last paragraph (see above) should be omitted since it was inappropriate for the Economic and Social Council to concern itself with procedural questions of the Trusteeship Council.

The representative of Cuba submitted an amendment designed to clarify the draft resolution by referring separately to the Trust and Non-Self-Governing Territories, instead of making a joint recommendation concerning them.

The Belgian, French-United Kingdom and Cuban amendments were subsequently withdrawn in favour of a joint draft resolution (E/L.336) by Belgium, Cuba and the United Kingdom, incorporating the above points of view and replacing the draft resolution recommended by the Commission. The representative of Poland, however, took over the Cuban amendment, submitting it as an amendment to the new text. It was subsequently rejected by 8 votes to 3, with 6 abstentions.

The representatives of Mexico, the Philippines and Uruguay stressed that, although progressive action was needed, it was essential to initiate that action immediately. The representative of the Philippines therefore presented an amendment (E/L.344) to that effect which was accepted by the sponsors of the joint draft resolution.

They also accepted an Argentine proposal (E/L.346) to address the draft resolution to all States rather than simply to Member States.

The representatives of Poland and the USSR stated that the speed of implementation was of fundamental importance and therefore unless the words calling for progressive action were deleted they could not vote for the resolution. An oral USSR amendment to this effect was rejected by the Council at its 583rd meeting on 28 May by 6 votes to 4, with 7 abstentions.

The Council rejected by 7 votes to 7, with 3 abstentions, an oral amendment by Pakistan to refer to the violation of the physical integrity of women as a violation of dignity. It unanimously

adopted a proposal by Cuba to recognize that there are areas where women are deprived of certain essential human rights, including the right to their physical integrity and moral dignity.

The draft resolution, as amended, was adopted by the Council by 14 votes to none, with 3 abstentions, as resolution 445 C (XIV). The representatives of Poland and the USSR stated that they had abstained because they found it less satisfactory than the text proposed by the Commission.

The resolution read:

"The Economic and Social Council,

"Considering that one of the purposes of the United Nations is to promote and encourage respect for human rights and for fundamental freedoms for all without distinction as to race, sex, language or religion,

"Considering that there are areas of the world, including certain Trust and Non-Self-Governing Territories, where women are deprived of certain essential human rights, including the right to their physical integrity and moral dignity,

"1. Invites all States, including States which have or assume responsibility for the administration of Non-Self-Governing Territories, to take immediately **all** necessary measures with a view to abolishing progressively in the countries and territories under their administration all customs which violate the physical integrity of women, and which thereby violate the dignity and worth of the human person as proclaimed in the Charter and in the Universal Declaration of Human Rights;

"2. Invites the Trusteeship Council, in collaboration with the Administering Authorities, to take immediately all appropriate measures to promote the progressive abolition of such customs in Trust Territories, and to consider the inclusion of the necessary questions in the questionnaires provided for in Article 88 of the Charter as well as the inclusion of the pertinent information received from Administering Authorities in its annual report to the General Assembly;

"3. Invites the General Assembly to request the Committee on Information from Non-Self-Governing Territories to take paragraph 1 above into account in its examination of the information transmitted under heading C of part III of the Standard Form for the guidance of Members in the preparation of information to be transmitted under Article 73 e of the Charter adopted by the General Assembly on 7 December 1951 under resolution 551 (VI)."

## 2. Nationality of Married Women

At its sixth session the Commission noted that the International Law Commission had included the item of "Nationality including statelessness" in the agenda of its fourth session<sup>130</sup> and that it intended to deal with the convention on nationality of married women in connexion with this item. It noted that the report of the International Law Commission's special rapporteur on "Nationality including statelessness" (A/CN.4/50) contained a draft convention on nationality of married per-

<sup>130</sup>See p. 795.

sons which followed closely the principles formulated by the Commission on the Status of Women at its fourth session. The Commission expressed (E/2208) its satisfaction at the action taken by the various organs of the United Nations to implement its recommendations concerning the nationality of married women.

### 3. Status of Women in Public Law

The Secretary-General submitted to the Commission at its sixth session supplementary reports on women in public services and functions (E/CN.6/157/Add.1) and on civil liberties for women (E/CN.6/158/Add.1 and 2). The Commission adopted a resolution (E/2208) in which it noted that certain discriminations against women were apparent in the Commission's studies. It expressed the belief that there was a need for a publication designed to help Member States and their citizens become familiar with their comparative situation in regard to discrimination against women, so that they might lay the basis for constructive and practical action. The Commission therefore requested the Secretary-General to prepare a simplified summary, in narrative form, of significant discriminations against women apparent in the information available from governments, non-governmental organizations and other sources, and to present this draft summary to the next session of the Commission for comments and suggestions, looking toward publication at an early date.

### 4. Status of Women in Private Law

The Commission had before it a report of the Secretary-General on the Status of Women in Family Law (E/CN.6/185 and Add.1 and 2) based on replies of governments to part III of the questionnaire on the legal status and treatment of women as well as a report on the Status of Women in Private Law (E/CN.6/186 and Add.1) based on replies from non-governmental organizations as to changes considered desirable in the various legal systems in order to eliminate discrimination against women. Members of the Commission felt that the number of replies so far received by the Secretary-General from governments was not sufficient to enable the Commission to undertake the discussion of this important subject. The Commission therefore decided to postpone the consideration of this item until its seventh session and to give to this question first priority in its programme of future work.

## 5. Educational Opportunities for Women

### a. ACCESS OF WOMEN TO EDUCATION

The Commission had before it a report prepared by UNESCO (E/CN.6/191) outlining that organization's current activities and future plans with regard to the education of women and containing in an annex statistical data on enrolment and percentage of girls in schools on various levels.

The representative of UNESCO informed the Commission that the programme of work was divided into four main parts: general education at all levels; fundamental and adult education; education for citizenship at national and international levels; and technical and professional education. She also informed the Commission of the forthcoming Fifteenth International Conference on Public Education, at which the subject would be discussed.

Some members of the Commission felt that the question of access of women to education in a country depended upon the level of general culture of that country and was closely linked to the question of political, economic and social equality of women. They felt that the work accomplished by UNESCO was not sufficient and that its results were not entirely satisfactory from the standpoint of achieving equality for women in the field of education. Some others deplored the slow pace of progress achieved in the raising of educational standards among women.

Some members indicated that due account should be taken of geographical factors and different levels of economic development when education was considered on a world-wide basis. One member criticized the theory of geographical factors as being non-scientific.

Several representatives stressed the importance of education in citizenship and some expressed the wish that UNESCO should organize a programme of political education for men along the lines of that outlined for women in the conclusions of the report prepared by UNESCO (E/CN.6/191).

The Commission adopted a resolution (E/2208) expressing its appreciation to UNESCO for its continued assistance in the study of educational opportunities for women and girls. It noted the UNESCO programmes for promotion of equality of access for girls and women at all levels of education and requested the Secretary-General to continue to seek the collaboration of

the Director-General of UNESCO on these questions and to report to the next session of the Commission. The Commission expressed the wish to have information as to legal obstacles which might exist in the legal systems of various countries to prevent free access of girls and women to education and requested the Secretary-General to prepare a report on this subject for submission to its next session.

#### b. VOCATIONAL GUIDANCE AND VOCATIONAL AND TECHNICAL EDUCATION OF WOMEN

The Commission had before it a report by ILO on this subject (E/CN.6/178 and Corr.1). The representative of ILO, in giving a brief analysis of the report, stated that in the opinion of his organization the available openings for employment were dictated largely by a country's economic conditions. However, the provisions made for women to obtain vocational and educational training, and to enter skilled trades were inadequate, even in economically developed countries. She also stressed that women could not take advantage of opportunities for technical and vocational training, however abundant, unless they had, to the same extent as men, first received a good general education as well as sound vocational guidance.

The question whether all careers, trades and professions should be opened to women gave rise to considerable debate. Some members felt that the opening of all trades, careers and professions to women was inconsistent with protective legislation for women workers; others stated that equality did not necessarily imply identity of treatment and that it was the duty of the Commission to take the lead and to proclaim the principle of equality of access of women to all jobs. The latter opinion prevailed and the Commission proposed (E/2208 D) that the Council adopt a resolution including a statement of principle and recommending that governments:

(1) guarantee women the right to work on an equal footing with men; (2) guarantee girls and women access to all forms of training and apprenticeship; (3) take all possible measures to ensure provision of adequate facilities and opportunities for vocational training and guidance for all workers without regard to sex; (4) promote such opportunities for women; and (5) bear in mind the needs of women in making requests for technical assistance to the United Nations and the specialized agencies to develop vocational guidance and vocational and technical education.

During the discussion in the Council, the representatives of Belgium, Pakistan, Sweden, the United Kingdom and the United States put forward the view that governments in a free economy

did not have the constitutional power to guarantee women the right to work on an equal footing with men. They thought it would be preferable to recommend that governments take all possible measures to ensure to women the exercise of this right. Accordingly, the representatives of Sweden and the United States submitted a joint amendment (E/L.328) to this effect. The representatives of Cuba, Poland and the USSR emphasized the importance of guaranteeing women the right to work on an equal footing with men and thought that the Council was not entitled to modify the idea expressed by the Commission.

The joint amendment was adopted by paragraphs at the Council's 578th plenary meeting on 26 May 1952 by votes varying from 10 to 1, with 6 abstentions, to 12 to 3, with 2 abstentions. The draft resolution, thus amended, was adopted unanimously as resolution 445 D (XIV), the representatives of Cuba and the USSR stating that they had voted for it because, even as amended, it would have some value.

The resolution read:

"The Economic and Social Council,

"Recognizing the increasingly important and permanent place being taken by women in the economic and industrial life of many countries,

"Believing that there should be equal opportunity for men and women to participate in the economic life of their countries,

"Believing also that the principle of equality of opportunity for men and women with respect to vocational training is therefore of great immediate importance to the economic development of the various countries,

"Recognizing further the importance of improving the economic status of women while raising their political and social status in all countries,

"Agreeing that equality of opportunity is possible only if there is, *inter alia*, equal access to education for boys and girls from primary school onwards,

"1. Invites the International Labour Office to collect information as to the extent to which girls and women are excluded from apprenticeship to certain trades by trade unions, by employers or by legal restriction, and to lay this information before the Commission on the Status of Women at the earliest opportunity;

"2. Recommends that governments:

"(a) Take all possible measures to ensure the right of women to work on an equal footing with men;

"(b) Take all possible measures to ensure provision of adequate facilities and opportunities for vocational training and guidance for all workers without regard to sex, and to give girls and women access to all forms of training and apprenticeship;

"(c) Bear in mind the needs of women in making requests for technical assistance to the United Nations and the specialized agencies to develop vocational guidance and vocational and technical education."

## 6. Equal Pay for Equal Work

The Commission had before it a report prepared by the Secretary-General (E/CN.6/179) describing the proceedings and action taken by the International Labour Conference at its 34th session held in June 1951.<sup>131</sup>

In the course of the Commission's debate several members expressed their satisfaction at the adoption by the Conference of a Convention and a Recommendation on equal remuneration for work of equal value for men and women workers. Others felt, however, that the convention completely failed to protect the rights of women workers and that it contained loopholes permitting governments to avoid its implementation. It was pointed out in this connexion that the provisions of the convention did not extend to certain Non-Self-Governing Territories.

The Commission adopted a resolution (E/2208 E) expressing regret that women workers in some countries still suffered discrimination in regard to equal pay for equal work and proposing a draft resolution for adoption by the Council.

During the discussion in the Council, the representative of Egypt submitted an amendment (E/L.324) which would delete the paragraph of the Commission's draft resolution requesting the Commission on Human Rights to include an article to provide for the principle of equal remuneration for equal work for men and women workers in the covenants on Human Rights, since such an article already had been included. He withdrew this amendment, however, in favour of an oral Cuban proposal to have the Council note with satisfaction that the Commission on Human Rights had done this. The revised paragraph was adopted by 13 votes to none, with 4 abstentions.

The remaining paragraphs of the draft resolution were adopted at the Council's 576th meeting on 23 May in votes varying from 10 to none, with 6 abstentions, to 11 to none, with 6 abstentions. The amended draft resolution, as a whole, was adopted by 11 votes to none, with 6 abstentions, as resolution 445 E (XIV). The representative of the USSR stated that he had abstained because he considered the convention and recommendation adopted by ILO inadequate.

Resolution 445 E (XIV) read:

"The Economic and Social Council,

"Considering that the principle of equal rights for men and women is solemnly proclaimed in the Preamble of the Charter of the United Nations,

"Commending the action taken by the thirty-fourth Conference of the International Labour Organisation

in June 1951, in the adoption of a convention supplemented by a recommendation on equal remuneration for men and women workers for work of equal value,

"Recognizing the effective work of non-governmental organizations in many countries in creating a favourable public opinion for the application of this principle by calling attention to the value of women's work and the need for establishing improved personnel practices and equal opportunities for training and advancement, and by promoting the adoption of legislation,

"1. Recommends that States members of the International Labour Organisation introduce as soon as possible, by means of proper legislation or other measures, equal remuneration for equal work for men and women workers, in accordance with the ILO Convention and Recommendation;

"2. Urges adoption and implementation in all countries not members of the International Labour Organisation, of the principle of equal pay for equal work without discrimination on the basis of sex;

"3. Notes with satisfaction that the Commission on Human Rights has decided to include in the covenant on economic, social and cultural rights an article which would provide for the principle of equal remuneration for equal work for men and women workers."

## 7. Economic Opportunities for Women

### a. PART-TIME WORK FOR WOMEN

In the course of the debate in the Commission, some members stressed the importance of part-time work, particularly for married women whose household duties did not occupy all their time; others felt that a resolution on part-time work for women would furnish an argument for the opponents of full access of women to every type of employment. The representative of ILO stated that, at a meeting of experts held in December 1951, ILO had been requested to study this question in all its aspects.

The Commission adopted a resolution (E/2208 F), which was subsequently adopted by the Council, without further discussion, at its 576th plenary meeting by 14 votes to 1, with 3 abstentions, as resolution 445 F (XIV). The Council, in this resolution, requested the Secretary-General to prepare a report for the next session of the Commission containing information from non-governmental organizations and other dependable sources, concerning the use of part-time job schedules by men and women workers, particularly by women with family responsibilities, and the areas where part-time work is of particular significance. It invited the International Labour Office to collaborate by preparing a report on part-time employment.

<sup>131</sup> See Y.U.N., 1951, p. 867.

## b. OLDER WOMEN WORKERS

During the debate on economic opportunities for women, some members of the Commission stressed the serious problem confronting older women who could no longer compete with younger applicants for employment. The problem of men in the same age brackets was also mentioned.

The representative of ILO stated that the International Labour Office would carry out a study requested by the Committee on Salaried Employees and Professional Workers in connexion with unemployment among older men and women. However, it was noted, this study had not been assigned priority.

The Commission adopted a resolution (E/2208 G) which was subsequently unanimously adopted by the Council at its 576th plenary meeting as resolution 445 G (XIV). By this resolution, the Council requested the Secretary-General to supply the Commission for its next session with any information available on the number and employment status of women as compared with men in the age brackets over 40. It invited the International Labour Office to collaborate in this study and to furnish any information it might have on older workers, including data of maximum age limits for admission to employment, retirement ages, old age insurance and pensions as established by law or practice, as well as information on plans and programmes of ILO concerning older workers.

## c. WOMEN IN THE PROFESSIONS

Several members of the Commission considered that the Secretary-General should be invited, in collaboration with the non-governmental organizations and specialized agencies, to supply all information available concerning training and advancement in the liberal professions such as law, medicine, engineering, architecture, science, and teaching in institutes of higher learning. While these professions were generally open to women, women also had greater difficulty than men in advancing in them. However, the majority felt that discrimination in these fields was less pronounced than in others and the Commission decided not to undertake a study at this time.

## 8. Participation of Women in the Work of the United Nations

The Commission had before it a report prepared by the Secretary-General (E/CN.6/180 and Add.1 and 2) on the nature and proportion

of positions occupied by women in the United Nations Secretariat and in the secretariats of the specialized agencies, together with information available on the qualifications required for professional positions. In the course of the discussion, it was noted with regret that fewer women occupied policy-making positions in the United Nations Secretariat as compared with the previous year. Some members felt that since too few women occupied high posts in national administrations, the choice of candidates for high positions in the United Nations tended to be limited. Non-governmental organizations could do much to encourage recognition of qualified women by governments, they said. The Commission adopted a resolution (E/2208) urging the Secretary-General to continue to appoint women to senior positions in the United Nations Secretariat, as envisaged in the Charter, and to continue to report on the situation of women in the secretariats of the United Nations and the specialized agencies on an annual basis. It also requested the Secretary-General to supplement the report with information on the number and proportion of women who have served as delegates and alternates for their countries in the various organs of the United Nations, in the International Court of Justice, and in conferences of specialized agencies, since the San Francisco Conference.

## 9. Communications Concerning the Status of Women

In accordance with Council resolution 76(V), as amended by resolution 304 I (XI) to bring the procedure for dealing with communications concerning the status of women into line with that governing communications concerning human rights, two lists of communications, a non-confidential (E/CN.6/CR.5) and a confidential list (SW Communications No. 2) were prepared by the Secretary-General. The Commission took note of both lists.

## 10. Other Work

### a. REPORT OF THE INTER-AMERICAN COMMISSION OF WOMEN

The Commission had before it the report of the Inter-American Commission of Women (E/CN.6/190), summarizing its activities and outlining the progress achieved as a result of the action of governments, its delegates, and women's organizations in the Americas. The Commission took note (E/2208) of the report and several

members expressed their appreciation of the part played by the Inter-American Commission of Women in promoting women's rights.

b. TRANSLATION INTO ARABIC OF A PAMPHLET ON POLITICAL EDUCATION OF WOMEN

On the recommendation of the Commission (E/2208 H), the Council at its 577th plenary meeting on 23 May 1952 by 13 votes to none, with 4 abstentions, adopted a resolution (445 H (XIV)) requesting the Secretary-General to undertake the translation into Arabic of part I of the pamphlet *Political Education of Women*<sup>132</sup> and to consider making it available at a low price.

c. PROGRAMME OF FUTURE WORK

The Commission had before it a note by the Secretary-General on the review of programmes and establishment of priorities (E/CN.6/188) calling the attention of the Commission to Council resolution 325 (XI) establishing criteria for priorities, as well as to the recommendations made by the Co-ordination Committee and approved by the Council concerning the procedures for the establishment of programmes of priorities.

The Commission decided that the status of women in private law must be given high priority in its programme as must also the question of political rights, pending the adoption of a convention on political rights. The Commission adopted a programme of priorities for 1952-53 covering its whole agenda.

The Council, at its 579th plenary meeting on 26 May 1952 had before it a proposal by the USSR (E/L.322) that the Council should include as a first priority in its programme of work and

that of the Commission for 1952-53 certain questions related to:

(1) participation by women in the fight for peace; (2) measures to promote the effective exercise by women of political rights; (3) measures to help eliminate discrimination against women in the economic field, in education, in access to medical services and other benefits; and (4) measures for improving the status of women in Non-Self-Governing and Trust Territories.

Some members, among them the representatives of Egypt, the United States and Uruguay, however, pointed out that these questions were already receiving the attention of the Commission or were within the competence of other organs of the United Nations. The Council by 9 votes to 3, with 4 abstentions, adopted an oral proposal by the United Kingdom to take no action on the USSR draft resolution.

Following a review of the organization of the Economic and Social Council and its Commissions, the General Assembly (532 A (VI)) had requested the Council to reconsider its decision with a view to convening the Commission on the Status of Women for one session every year rather than every two years.

The Commission, at its sixth session, asked the Council to take into consideration the considerable extension of the scope of its activity and its increased responsibilities, and to allocate a longer time to its future sessions.

The Council at its fourteenth session had before it a draft resolution by Cuba (E/L.335) which would have the Council resolve to convene the Commission for one session every year. It adopted this proposal at its 579th plenary meeting on 26 May 1952, by 15 votes to none, with 2 abstentions, as resolution 445 I (XIV).

The Council also decided to allow three weeks for the Commission's seventh session.

## N. REFUGEES AND STATELESS PERSONS

### 1. Assistance to Refugees

a. REPORT OF THE INTERNATIONAL REFUGEE ORGANIZATION (IRO)

The Economic and Social Council at its fourteenth session considered the fourth and final report of the International Refugee Organization (E/2211) at its 632nd to 634th plenary meetings on 7 and 8 July 1952. The report was designed to summarize the results since the passage of resolution 62(I) by the General Assembly and to bring up to date previous reports by describing the work done from 1 January 1951 until the

time the organization entered its period of liquidation on 1 March 1951.<sup>133</sup>

Under the terms of General Assembly resolution 62(I) the main task of IRO had been first, to encourage and assist displaced persons to return to their country of origin; and secondly to see to it that "no refugees or displaced persons who had finally and definitely . . . expressed valid objections to returning to their countries of origin" were compelled to return there.

<sup>132</sup> U.N.P., Sales No.: 1951. IV. 8.

<sup>133</sup> For an account of the work of IRO during its final period, see also Y.U.N., 1951, pp. 939-42.



Ninety per cent of the refugees registered with IRO during its period of operation had been assisted in repatriation or resettlement or had their cases otherwise closed. During the period from 1 July 1947 to 31 December 1951, the report stated, more than one million persons had been resettled in new countries and 73,000 had been repatriated to their country of origin or former domicile; the number of persons dependent on IRO for food and shelter had been reduced from 712,000 to 25,000 and a quarter of the persons remaining at the close of operations were considered to have good chances of resettlement.

The following countries had accepted more than 1,000 refugees during the life of the organization:

United States	328,851
Australia	182,159
Israel	132,109
Canada	123,479
United Kingdom	86,346
France	38,455
Argentina	32,712
Brazil	28,848
Belgium	22,477
Venezuela	17,277
Paraguay	5,887
Chile	5,108
New Zealand	4,837
Netherlands	4,355
Sweden	4,330
Bolivia	2,485
Turkey	2,358
Peru	2,340
Uruguay	1,461
French Morocco	1,446
Norway	1,105

In discussing the report, the representatives of Argentina, Belgium, Canada, China, France, Pakistan, Sweden, the United Kingdom and the United States paid warm tribute to IRO for its remarkable achievement in a great humanitarian undertaking, pointing out, in some cases, the contributions and support given by their Governments. The representatives of Czechoslovakia, Poland and the USSR, however, were of the opinion that IRO had not fulfilled the terms of its mandate and had, in effect, hindered repatriation of certain nationals. They also thought that IRO had given a distorted account of the conditions awaiting refugees in certain countries of immigration and that many refugees had found themselves in great privation and distress in their new homes. The representative of the USSR called on the Governments of the United States, the United Kingdom and France to carry out their obligation to return refugees and displaced persons to their countries of origin.

The Egyptian representative regretted that IRO's activities with regard to Palestine should

have marred an otherwise fine record. Either the agency itself or some of its personnel had made possible the clandestine entry of certain elements into Palestine, he charged. He stated that he would therefore abstain on the draft resolution, proposed by Belgium and France (E/L.395), paying tribute to the achievements of IRO.

The Council, at its 634th plenary meeting on 8 July, by 14 votes to 3, with 1 abstention, adopted this resolution noting with satisfaction the report of IRO and paid tribute to the organization's achievements (resolution 438 (XIV)).

#### b. REPORT OF THE UNITED NATIONS HIGH COMMISSIONER FOR REFUGEES TO THE GENERAL ASSEMBLY

The report of the United Nations High Commissioner for Refugees (UNHCR) to the General Assembly (A/2126), covering the period from June 1951 to May 1952, dealt with the activities of the High Commissioner's Office, the refugee situation in various countries and the United Nations Refugee Emergency Fund. In the High Commissioner's view a three-point programme was necessary; first, emergency aid for the most needy groups of refugees; secondly, long-term plans of economic development to promote the assimilation of refugees; and thirdly, measures to ensure that refugees received a fair share of migration opportunities. The High Commissioner expressed concern at the continuation of certain emergency situations and at the duplication of work of agencies dealing with the refugee problem. While a beginning had been made with emergency aid, he urged increased response to his appeals for funds and hoped that Members of the United Nations in a position to contribute to a permanent solution of the refugee problem would take appropriate action.

The report also described the work of the High Commissioner's branch offices.<sup>134</sup> In emphasizing the importance of liaison between his office and international bodies and voluntary organizations, the High Commissioner reported that in many countries where branch offices had been established, efforts were being made to co-ordinate the activities of voluntary agencies, bringing them into closer relationship with the governments concerned.

In reviewing the situation in countries where refugees' needs remain urgent, the High Commissioner drew particular attention to Western Ger-

<sup>134</sup> See pp. 499-500.

many, where the refugees within his mandate were at a disadvantage because of the large number of refugees of German nationality. In Austria the problem was so grave that, in spite of the many obstacles to be overcome, integration of the refugees into the life and economy of that country seemed to be the only solution. In certain countries of asylum, the local situation appeared to rule out integration and thus, in Italy, the Free Territory of Trieste, Greece, the Near East, Shanghai and Hong Kong, the best solution for these refugees was resettlement elsewhere.

The High Commissioner also reported on the United Nations Refugee Emergency Fund (UN-REF) established in accordance with General Assembly resolution 538 B (VI) which authorized the High Commissioner, under the Statute of his Office, to issue an appeal for funds to provide emergency aid to the most needy groups of refugees within his mandate. These groups of refugees, which included those in the Far East not resettled by IRO, newly arrived refugees whose basic needs were not provided for by public relief, and the old, sick, handicapped and children among residual groups of IRO refugees, required aid, according to the High Commissioner's estimate, amounting to \$3 million during 1952. He reported that, as of 5 May 1952, contributions and pledges totalled \$308,801.26, including contributions of \$235,395 from inter-governmental organizations and pledges of \$69,284 from governments.<sup>135</sup>

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

The Council had this report of the High Commissioner before it at its 632nd to 634th plenary meetings on 7 and 8 July 1952. It also had before it a note by the Secretary-General (E/2283) on the composition of the High Commissioner's Advisory Committee for Refugees. The Secretary-General pointed out that he had not received any suggestions from Member and non-member States concerning the review of the composition<sup>136</sup> of the Committee which the Council had planned (resolution 393 B (XIII)) to undertake at the current session.

During the discussion the majority of members congratulated the High Commissioner on the progress made in the establishment of his Office and supported the draft resolution by Sweden and the United Kingdom (E/L.399) which would note his report with appreciation. The representative of Pakistan, pointing to the large-scale influx of refugees into Pakistan, expressed regret that the terms of the High Commissioner's

mandate precluded him from rendering assistance to such groups. The representative of the International Confederation of Free Trade Unions (ICFTU) stressed the need for funds for both the emergency and long-term aspects of the refugee problem.

The representatives of Czechoslovakia, Poland and the USSR considered that the activities of the High Commissioner's Office were in direct contradiction with the purposes and principles of the Charter. The High Commissioner, the USSR representative charged, was recruiting displaced persons into veritable foreign legions which were sent to Korea and Vietnam to quell peoples fighting for national independence.

The representatives of Belgium, China, France and the United States expressed the opinion that the High Commissioner should make more frequent use of the Advisory Committee through which he could secure the co-operation of governments. The representative of the High Commissioner's Office assured the Council that the High Commissioner agreed with this policy. Since the Committee's first session had been devoted to organizational work, he urged, as suggested by the United States representative, that the Council give the Committee more time before passing judgment on its effectiveness. The Council subsequently decided to note the Secretary-General's memorandum on the composition of the Committee without taking further action.

By 15 votes to 3, it took note with appreciation of the High Commissioner's report (resolution 437 (XIV)).

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

The General Assembly considered the High Commissioner's report at the 470th to 473rd meetings of its Third Committee on 9, 10 and 11 December and at its 408th plenary meeting on 20 December 1952.

The High Commissioner, in his statement to the Third Committee, reiterated that there were three possible solutions to the refugee problem: voluntary repatriation, resettlement in new countries, or assimilation in the country of present residence. From the point of view of the refugees themselves, he stated, migration was probably the most desirable solution. However, existing possibilities for migration were extremely limited and assimilation of refugees had, therefore, be-

<sup>135</sup> By the end of 1952 the amount contributed or pledged totalled \$764,322, see p. 500.

<sup>136</sup> For composition of Committee, see p. 32.

come increasingly important as a solution. Such assimilation was the task of the voluntary agencies, churches and private individuals in the country concerned; it was not within the competence of an international body which could do no more than try to promote the creation of favourable economic and social conditions. His Office had no operational task in the assimilation process and wanted none. It had confined itself to studies of the assimilation process in various countries. From such studies in Austria, Germany and Greece it was evident that the most important problem of integration was the extension of credit facilities. The International Bank had indicated its willingness to finance certain particular projects but it was unable, within the scope of its activities, to grant small loans to small private enterprises.

The High Commissioner noted that his appeal for emergency aid to the most needy refugees had been heeded by a number of governments and individuals, but the total contributions to the Refugee Emergency Fund had not exceeded \$800,000 which was less than one third of the amount originally recognized as necessary. The situation in Shanghai, where the High Commissioner's Office was in full charge of refugees, would be particularly adversely affected since these funds would be exhausted by 1 October 1953. He therefore appealed to all governments and charitable institutions for new contributions to enable his Office to continue this programme. He also urged that Member States issue visas to these refugees, of whom only 429 out of 3,157 were "hard-core" cases. The majority, he pointed out, were ready and able to work. He asked the Assembly's guidance and particular attention with reference to the assistance fund, to the Shanghai operation and to the matter of financing integration of refugees.

During the discussion in the Committee, the majority praised the progress made in the organization of the High Commissioner's Office and the work which it was carrying out. The representatives of China and Turkey, respectively, expressed concern that the High Commissioner was not able to extend protection or render assistance to large groups of Chinese refugees in Hong Kong and to refugees who had fled from Bulgaria to Turkey. In Hong Kong there were more than 100,000 Chinese refugees who, in the opinion of the Chinese representative, seemed to fulfil the conditions of eligibility, but were receiving no aid from the United Nations. The question of their material assistance, the representative of China stated, was urgent. In Turkey, the repre-

sentative of that country stated, there were some 154,000 refugees from Bulgaria of Turkish origin. His Government was not able to accept the conclusions of the High Commissioner and his Advisory Committee that since Turkey had given them citizenship they could no longer be regarded as refugees.

Most of the representatives favoured the appeal made by the High Commissioner for emergency funds for the most needy groups of refugees, although, in supporting the principle behind the appeal, they stressed that they could not commit their governments to contributions to the fund. The representatives of the Netherlands, Sweden and the United Kingdom, among others, regretted that governments had responded so poorly to the appeal.

Among others, the representatives of Argentina, Denmark, the Dominican Republic, France and New Zealand, while recognizing the financial problems involved, supported assimilation as the most likely solution under the circumstances. General support was also given to a proposal (see below) that the High Commissioner should consult with the International Bank as to possible sources of funds. The representative of Denmark, among others, expressed appreciation of the \$2,900,000 donation of the Ford Foundation. But, the Danish representative pointed out, it should be noted that the grant was a contribution to the permanent solution of the problem and not to be used for immediate aid. Therefore, it had nothing to do with the emergency fund which the High Commissioner was trying to build up.

The representatives of the Netherlands and the United Kingdom hoped that refugees would receive a fair share of the migration opportunities. The desirability of co-ordinating all refugee programmes was stressed by many representatives. The United Kingdom representative suggested that the governments concerned might work out practical plans, preferably small at first, for integrating groups of refugees and submit these plans to international organizations.

The representatives of the Byelorussian SSR, Czechoslovakia, Poland, the Ukrainian SSR and the USSR felt that repatriation was the only satisfactory solution of the refugee problem and expressed their dissatisfaction with the methods used by the High Commissioner in carrying out his functions.

The Committee had before it a joint draft resolution of Colombia, Denmark, France and the Netherlands (A/C.3/L.322) which, *inter alia*, would invite the High Commissioner, in consult-

ation with the International Bank, to examine the situation with a view to exploring what sources of funds might be available for the successful execution of long-term projects for the assimilation of refugees and the most effective means by which such funds might be utilized.

The sponsors accepted a United Kingdom amendment (A/C.3/L.324) which was designed to ensure that governments directly concerned with the refugee problem should be closely associated with all practical schemes for its solution.

The draft resolution, as thus revised (A/C.3/L.322/rev.1), was adopted by the Third Committee (A/2328 A) at its 473rd meeting on 11 December by 33 votes to 5, with 13 abstentions. The General Assembly at its 408th plenary meeting on 20 December 1952 adopted it, without discussion, by 38 votes to 5, with 12 abstentions, as resolution 638 (VII). (For text, see below).

The Third Committee also had before it a draft resolution by Colombia, Denmark, France and the Netherlands (A/C.3/L.323) which, inter alia, expressed the hope that further contributions would be forthcoming so as to enable the High Commissioner to carry out his plans of assistance to the most needy groups of refugees, and reiterated the Assembly's appeal to all governments and agencies interested in migration to give to refugees under the mandate of the High Commissioner every possible opportunity in and benefit from projects to promote migration, including such measures as would facilitate the transit and resettlement of refugees.

The representative of China objected to the words in the preamble (paragraph 2, see below) which would single out, for particular mention, the refugee group in Shanghai. He thought the groups in Hong Kong and Samar also deserved special attention and to mention the Shanghai group to the exclusion of the other two would be improper.

The words "particularly in Shanghai" were therefore voted on at the Committee's 473rd meeting and retained by 15 votes to 1, with 35 abstentions.

At the request of the representative of Canada, a separate vote was also taken on the paragraph expressing hope for further contributions, and it was adopted by 26 votes to 5, with 19 abstentions.

The sponsors of the draft resolution accepted an amendment by Sweden (A/C.3/L.325) to the last paragraph to replace the words "and agencies"

by the words "specialized agencies and other inter-governmental and non-governmental organizations", and the words "transit, resettlement of refugees" by the words "transit, resettlement and employment of refugees in occupations suitable to their training and skills."

The draft resolution, as amended, was adopted by the Committee (A/2328 B) at its 473rd meeting on 11 December by 35 votes to 5, with 11 abstentions. The General Assembly at its 408th plenary meeting on 20 December 1952 adopted it, without discussion, by 36 votes to 5, with 12 abstentions, as resolution 639 (VII).

Two resolutions were thus adopted by the Assembly. Resolution 638 (VII) read:

"The General Assembly,

"Taking note of the observations and information contained in the report of the United Nations High Commissioner for Refugees on the problem of assimilation of refugees in the countries of their residence,

"Considering that the voluntary repatriation or the resettlement in countries of immigration of refugees under the mandate of the High Commissioner, while constituting valuable elements for the solution of the refugee problem, are not sufficient in themselves under the present conditions to offer within a reasonable time a permanent solution of that problem,

"Noting with satisfaction the efforts made by the governments of the countries of present residence of refugees towards their assimilation, as well as the studies and plans of the High Commissioner directed towards the same objective,

"Considering that, in view of the heavy financial burdens involved in the execution of integration programmes, international funds may play a useful role in the successful execution of long-term projects for the assimilation of refugees,

"Invites the United Nations High Commissioner for Refugees, in consultation with the International Bank for Reconstruction and Development, to examine the situation with a view to exploring, with the governments directly concerned, what sources of funds might be available and the most effective means by which such funds might be utilized."

Resolution 639 (VII) read:

"The General Assembly,

"Concerned with the persistence of a serious refugee problem which is the direct responsibility of the United Nations,

"1. Notes with appreciation the second annual report of the United Nations High Commissioner for Refugees;

"2. Takes note of the fact that contributions thus far received by the High Commissioner for assistance to refugees under the authority given to him by General Assembly resolution 538 B (VI) of 2 February 1952 will not be sufficient to provide in 1953 for emergency aid to the most needy groups of refugees under his mandate in Europe, the Near East and the Far East, particularly in Shanghai;

"3. Notes with appreciation the contributions already made by governments, organizations and private individuals to the fund for emergency aid to refugees;

"4. Expresses the hope that further contributions will be forthcoming to that fund so as to enable the High Commissioner to carry out his plans of assistance to the most needy groups of refugees;

"5. Reiterates its appeal to all governments, specialized agencies and other inter-governmental and non-governmental organizations interested in migration to give to refugees under the mandate of the High Commissioner every possible opportunity in and benefit from projects to promote migration, including such measures as will facilitate the transit, resettlement and employment of refugees in occupations suitable to their training and skills."

### c. WORK OF THE OFFICE OF THE HIGH COMMISSIONER

#### (1) Organization and Operation of the Office

The Office of the United Nations High Commissioner for Refugees was established on 1 January 1951 in Geneva, Switzerland, following the adoption by the General Assembly on 14 December 1950 of the Statute of the Office.<sup>137</sup> The Assembly on the same day appointed G. J. Van Heuven Goedhart (Netherlands) as High Commissioner for a term of three years from 1 January 1951. The High Commissioner subsequently appointed James M. Read (United States) as Deputy High Commissioner for the same term of office.

At the High Commissioner's request, and in accordance with the terms of the Statute, the Economic and Social Council established the United Nations High Commissioner's Advisory Committee on Refugees to advise him, at his request, in the exercise of his functions.<sup>138</sup> The first session of the Advisory Committee was held in December 1951, the second in September 1952.

After consultation with the governments concerned, as provided for in the Statute of his Office, and in order to strengthen relations with the authorities of the countries of residence of refugees, non-governmental agencies dealing with refugees and the refugees themselves, the High Commissioner established branch offices in Austria, Belgium (for the Benelux countries), Colombia (for Latin America), the Federal Republic of Germany, England (for the United Kingdom and British Commonwealth), France, Greece, Italy and the United States. In addition, the High Commissioner, together with the Inter-Governmental Committee for European Migration,<sup>139</sup> appointed a joint representative in Hong Kong to continue the operation begun by IRO for the care and maintenance and the resettlement of European refugees from China.

The administrative expenses of the Office of the UNHCR are financed under the regular

budget of the United Nations; all other expenditures are financed by voluntary contributions.

The High Commissioner reports annually to the General Assembly through the Economic and Social Council. He is entitled to present his views before the Assembly and the Council, and follows policy directions given to him by either of these United Nations organs.

Approximately two million refugees are presumed to come within the High Commissioner's mandate (chapter II of the Statute), which extends generally to all persons who were considered refugees under the Constitution of IRO and to all refugees who, because of a well-founded fear of persecution, cannot avail themselves of the protection of their country of nationality. Certain categories of persons are excluded, such as those who are recognized by the competent authorities of the country in which they reside as having the rights and obligations which are attached to the possession of the nationality of the country, or those who continue to receive from other organs or agencies of the United Nations protection or assistance.

According to the Statute of the Office (UNHCR), the High Commissioner:

". . . shall assume the function of providing international protection, under the auspices of the United Nations, to refugees who fall within the scope of the . . . Statute and of seeking permanent solutions for the problem of refugees by assisting Governments and, subject to the approval of the Governments concerned, private organizations to facilitate the voluntary repatriation of such refugees, or their assimilation within new national communities."

The method by which the High Commissioner shall provide international protection is defined in article 8 of the Statute,<sup>140</sup> as follows:

"The High Commissioner shall provide for the protection of refugees falling under the competence of his Office by:

"(a) Promoting the conclusion and ratification of international conventions for the protection of refugees, supervising their application and proposing amendments thereto;

"(b) Promoting through special agreements with governments the execution of any measures calculated

<sup>137</sup> For details leading to the establishment of the High Commissioner's Office and for the text of the Statute, see Y.U.N., 1950, pp. 580-87.

<sup>138</sup> For members of the Committee, see p. 136.

<sup>139</sup> This Committee, formerly the Provisional Inter-Governmental Committee for the Movement of Migrants from Europe, is not a United Nations body. It was established in November 1951 with the following members: Australia, Austria, Belgium, Bolivia, Brazil, Canada, Chile, Denmark, France, Federal Republic of Germany, Greece, Italy, Luxembourg, Netherlands, Switzerland, United States and Venezuela.

<sup>140</sup> See Y.U.N., 1950, pp. 586-87.

to improve the situation of refugees and to reduce the number requiring protection;

"(c) Assisting governmental and private efforts to promote voluntary repatriation or assimilation within new national communities;

"(d) Promoting the admission of refugees, not excluding those in the most destitute categories, to the territories of States;

"(e) Endeavouring to obtain permission for refugees to transfer their assets and especially those necessary for their resettlement;

"(f) Obtaining from governments information concerning the number and conditions of refugees in their territories and the laws and regulations concerning them;

"(g) Keeping in close touch with the governments and inter-governmental organizations concerned;

"(h) Establishing contact in such manner as he may think best with private organizations dealing with refugee questions;

"(i) Facilitating the co-ordination of the efforts of private organizations concerned with the welfare of refugees."

## (2) Activities during 1951-1952

### (a) GENERAL INTERNATIONAL PROTECTION

The Office of the High Commissioner was established by the General Assembly at a time when IRO was still continuing its operations. As IRO had missions in a number of countries and was undertaking extensive work for the protection of individual refugees, an arrangement was made with the Director-General of IRO during January 1951, under which it was agreed that the responsibility for the general work of protection relating as a rule to groups and categories of refugees should pass immediately to UNHCR, while the work of protection relating to individual refugees within the IRO mandate would be continued for the time being by IRO.

As UNHCR branch offices were progressively established in agreement with the governments concerned, arrangements were made with IRO for the transfer to UNHCR of certain additional functions of protection which it was understood would cease to be discharged by IRO after 1 October 1951. These primarily were:

1. Supervision of conditions in institutions in which institutional hard-core cases had been placed under agreement with the relevant authorities;
2. Supervision of the local settlement of those refugees who had been unable to emigrate;
3. Control of the implementation of the conditions of guardianship for unaccompanied children;
4. Legal protection of refugees.

### (b) PROMOTION OF LEGAL INSTRUMENTS

The general work of UNHCR in the field of legal protection during 1951-52 was chiefly related to the negotiation and entry into force of

the United Nations Convention Relating to the Status of Refugees<sup>141</sup> which had been opened for signature on 28 July 1951. The convention will come into force 90 days after the deposit of the sixth ratification or accession. Up to 31 December 1952 the convention had been signed by twenty States but ratified only by Denmark, although a number of States had signified their intention to ratify it in the near future. The twenty States which have signed the convention are: Austria, Belgium, Brazil, Colombia, Denmark, Federal Republic of Germany, France, Greece, Holy See, Israel, Italy, Liechtenstein, Luxembourg, Netherlands, Norway, Sweden, Switzerland, Turkey, United Kingdom and Yugoslavia.

In some countries, however, UNHCR was able to influence the legislation affecting the interests of refugees in such a way as to bring it into line with the provisions of the convention although that instrument had not yet entered into force.

With a view to safeguarding the interests of refugees within the mandate of UNHCR close liaison was maintained with the Commission on Human Rights, the International Law Commission, the International Labour Organisation, the World Health Organization, the Inter-Governmental Committee for European Migration, the Council of Europe and other international and intergovernmental agencies. The Office of the High Commissioner was particularly concerned with proceedings connected with:

- (1) the Protocol to the Universal Copyright Convention which provides for the assimilation of stateless persons and refugees who have their habitual residence in a State party to the Protocol to nationals of that State;
- (2) Protocols adopted by the committee of the Council of Europe, the provisions of which enable refugees to benefit by social security and medical assistance schemes;
- (3) the Convention on Declaration of Death of Missing Persons; and
- (4) the drafting of a model convention on the question of the Recognition and Enforcement Abroad of Maintenance Obligations (see A/AC.36/23).

### (c) VOLUNTARY REPATRIATION

The High Commissioner undertook various measures within his competence to facilitate the voluntary repatriation of refugees. Wherever possible, representations were made to the competent authorities with a view to ensuring that information concerning conditions of repatriation was made available to refugees.

### (d) ASSIMILATION

In Germany, Austria and Greece UNHCR attempted, in accordance with the terms of articles 1 and 8 of the Statute and of General Assembly

<sup>141</sup> See Y.U.N., 1951, pp. 521-23.

resolution 538 B (VI), to promote the assimilation of refugees into the national communities. It was estimated that the problem was urgent for some 350,000 refugees, of whom approximately 100,000 were in Germany, 200,000 in Austria and 8,000 in Greece.

In Germany, following negotiations with the Federal Government, UNHCR made a contribution of 2 million DM<sup>142</sup> to increase the capital of the Displaced Persons Branch of the Expellee Bank, which had been started by IRO with a contribution of 1,500,000 DM and had been augmented by grants of some 3,500,000 DM from the residual assets of IRO.

The Federal Government, which had contributed towards providing approximately 7,000 houses for foreign refugees in Germany, also set aside a special fund of 2 million DM to finance the further construction of houses.

In Austria a limited integration programme in the field of agriculture was begun by the Austrian Government, in consultation with members of the High Commissioner's Office, through the release of 10 million schillings from United States counterpart funds.

The High Commissioner, as administrator of the \$2,900,000 grant from the Ford Foundation, supported a number of activities designed to promote the social integration of refugees in Austria, France, Germany, Scandinavia, Trieste and Latin America which were undertaken by voluntary agencies in the field.

(e) **PROMOTION OF ADMISSION**

Although the High Commissioner cannot engage in any direct operations of resettlement without the specific approval of the General Assembly, he is charged (paragraph 8(d) of the Statute) with promoting the admission of refugees to the territories of States. The Office, therefore, made several appeals to governments to be as liberal as possible in the admission of refugees, especially those of European origin in China, and in favour of those refugees with professional qualifications who normally do not qualify under the schemes for the recruitment of manual labour. It also, with the help of dossiers taken over from IRO, worked with the voluntary agencies to try to obtain resettlement opportunities for refugees with special qualifications. In addition, UNHCR representatives in the United States and in Latin America, when called upon, advised the competent authorities on the refugee aspects of immigration legislation.

Close liaison was established with the secretariat of the Inter-Governmental Committee for Euro-

pean Migration and also with the headquarters of the United States Escapee Programme working in Frankfurt. Liaison was also established between the respective representatives in all the countries where these organizations were represented. In Greece the UNHCR Branch Office was concerned with arrangements for the selection and resettlement in France of up to 200 agricultural workers from the refugees residing in Greece.

(f) **TRAVEL DOCUMENTS**

Since the establishment of the Office of the High Commissioner, the German Federal Republic has become a party to the London Agreement of 1946 and the Government of Brazil, which had signed the Agreement earlier, has deposited its instrument of ratification. For refugees in Trieste, an agreement was reached with the Italian authorities providing for the issue of London Travel Documents by the Italian Ministry of the Interior. In Hong Kong arrangements were made with the authorities under which refugees who were temporarily admitted to Hong Kong from China and who held end destination visas might also be given the London Travel Document.

(g) **INSTITUTIONAL CARE**

Under article 8 of the Statute, UNHCR took over the supervision of all agreements relating to refugees requiring institutional care. Periodic visits were made by UNHCR representatives to institutions where such cases had been placed in the countries in which they were accredited.

In October 1952 an allocation from the Ford Foundation grant was made to the American Joint Distribution Committee for the resettlement in Norway and Sweden of 87 tuberculosis patients and dependents. A grant was also made from the United Nations Refugee Emergency Fund to the World Council of Churches to place in institutions in Belgium refugees from China requiring institutional care. UNHCR also took steps to help find a solution for the difficult tuberculosis cases in Trieste.

(b) **INFORMATION AND LIAISON WITH GOVERNMENTS**

In all countries where large numbers of refugees were resident, the branch offices obtained from governments information concerning the number and conditions of refugees and of the laws and regulations concerning them. Requests were addressed by the High Commissioner in 1951 to governments asking them to supply UNHCR once a year with statistics concerning the

<sup>142</sup> Twenty-four Deutsche Marks equal approximately one dollar, at the official rate of exchange.

number of refugees admitted, the demographic breakdown of refugees and the progress of naturalization. A number of governments met this request in 1952 and also the request to send to UNHCR, as they appeared, copies of laws, decrees or regulations affecting refugees.

(i) RELATIONS WITH VOLUNTARY AGENCIES

Under the Statute, the High Commissioner's Office was given the responsibility for maintaining contact and facilitating the co-operation of private organizations concerned with the welfare of refugees. Through its activities, both at its headquarters in Geneva and at branch offices, an informal relationship was established with the lead-agencies working internationally. Several agreements were entered into, enabling the High Commissioner to bring cases of individual assistance to the attention of these agencies.

(j) WORK OF THE BRANCH OFFICES

During 1951 and 1952 representations were made by each of the Branch Offices to the competent authorities to ensure that the standards set by the Convention of 1951 should be implemented in practice pending its entry into force. These representations covered matters such as the determination of refugee status, the regularization of residence, the exercise of the right to work, public relief, travel documents, authentication of documentation, personal status, public assistance and social security. Following is an outline of certain special features of the work of protection in some of the countries where UNHCR is represented.

WESTERN EUROPE

Belgium—At the request of the Government, the branch office took over functions previously exercised by the representatives of former international organizations and was responsible for the determination of the eligibility of individual refugees. The office also continued the work formerly performed by the field mission of IRO, under which documents issued to refugees by the offices for Russian and Armenian refugees and authenticated by the UNHCR representative are recognized in Belgium as official documents in accordance with the Agreement of 30 June 1928. The Law of 28 March 1952 concerning the Aliens Police formed the subject of close consultation between the Belgian Authorities and UNHCR. The Law provides for special safeguards against the expulsion of persons recognized as refugees. At the request of UNHCR the Belgian Authorities agreed to remove the words "must emigrate" from the residence permits of certain refugees.

France—The UNHCR Representative became a member of the governing body of the French

Office for the Protection of Refugees and Stateless Persons, created by the Law of 25 July 1952. Under the terms of the Law, the Office co-operates with UNHCR in the supervision of the implementation of all agreements concerning refugees, and determines the refugee status of persons coming within the mandate of UNHCR or within the scope of article 1 of the Convention of 1951.

Italy—On 2 April 1952, an agreement was negotiated between the Italian Government and UNHCR for the establishment of a branch office in Rome. It provided that UNHCR, at the request of the Italian Government, would co-operate in the determination of eligibility and issuance of documentation to refugees. A subsequent arrangement (see A/AC.36/23) to implement the agreement was negotiated in July 1952.

Luxembourg—At the Government's request, a UNHCR representative was appointed to be responsible for liaison between the Government of Luxembourg and UNHCR through the branch office in Brussels. The representative continued the functions in respect of refugee status formerly performed by IRO. The Government of Luxembourg, in its Draft Law of August 1952, enacting the ratification of the Convention of 1951, undertook to respect in practice the determination of refugee status made by IRO and UNHCR.

Netherlands—The UNHCR representative in The Hague was especially concerned with the problem of regularization of the status of illegal entrants into the Netherlands. After discussions in the Netherlands Parliament, the Government undertook to review the existing regulations.

United Kingdom—Protection in the United Kingdom consisted mostly of advice and guidance to refugees, many of whom spoke little English. The branch office also gave advice in a number of legal questions concerning refugees, especially refugee seamen, whose problems were often extremely complicated.

CENTRAL EUROPE

Germany—The UNHCR branch office, established in September 1951, entered into direct relations with the Federal Government. At the request of the branch office, a circular was issued by the Ministry of the Interior in June 1951 to the effect that the definition of the Law concerning the Status of Homeless Foreigners applied to refugees within the competence of UNHCR who satisfied the "residence" qualification.

In order to provide satisfactory documentation for refugees within the UNHCR mandate, the branch office in Germany requested, and the Federal Government agreed, that the London Travel



Document (and, after the entry into force of the 1951 Convention, the travel document provided for in that Convention) would be issued to all refugees within the UNHCR mandate.

The branch office in Germany drew the attention of the competent Laender Authorities to the federal provisions concerning the legal status of refugees and worked to ensure their implementation in the Laender. In conjunction with the Federal Ministry for Refugees it composed a handbook for refugees containing all the necessary information concerning relevant legislation and existing organizations working on behalf of refugees and, in addition, circulated a monthly bulletin containing up-to-date information concerning new legislation and regulations affecting refugees.

UNHCR was made a "necessary party in interest" in the United States Courts in Germany under Law 11 of the United States High Commissioner for Germany concerning unaccompanied children, and was concerned with problems arising out of the compensation for damages suffered under the Nazi regime, both in helping individual refugees to obtain satisfaction for their claims and in advising the competent German authorities on the special problems affecting refugees within the High Commissioner's mandate.

As a result of the efforts of the branch office, joint Refugee Councils (Beiräte), consisting of the representatives of the German Authorities, of the refugees and sometimes of the voluntary agencies, exist in most of the Laender.

The objective of the work of the branch office in Vienna in the field of protection was to take every step within its competence, in agreement with the Allied and the Austrian Authorities, to help the refugees in Austria overcome their legal disabilities, to regularize their personal status and to facilitate their assimilation in the Austrian community.

In contrast with the position of the foreign refugees, considerable progress was made in connexion with the improvement of the legal position of the Volksdeutsche who, for the first time, have been recognized to be within the mandate of an international organization. The Allied Authorities, the branch office and the Volksdeutsche Refugee Advisory Council followed closely the various legislative steps taken to improve the legal position of the refugees. Particular attention was given to the question of aged and indigent Volksdeutsche refugees, and the payment of pensions. The UNHCR was represented on the land committees in the Laender of the three

Western Zones of Austria and on the Federal Committee.

(k) UNITED NATIONS REFUGEE EMERGENCY FUND

By the end of 1952, contributions or pledges, totalling \$764,322, had been received as follows:

CONTRIBUTIONS IN CASH TO 31 DECEMBER 1952

Governmental			
	Germany	\$13,095.20	
	Luxembourg	970.00	
	Sweden	19,491.90	
	Norway	14,103.90	
	Switzerland	69,284.05	
	United Kingdom	280,000.00	
	Denmark	14,607.40	
	Greece	1,000.00	
	Australia	55,832.50	
	Netherlands	10,000.00	\$478,384.95
Other Official Sources			
	IRO for Shanghai	236,698.50	
	United Kingdom		
	Control Commission, Germany	2,831.80	239,530.30
Private	Individuals		17,934.85
			\$735,850.10

OUTSTANDING CASH PLEDGES AT  
31 DECEMBER 1952

Governmental			
	Balance of Netherlands	\$25,000.00	
	Austria	1,923.08	\$ 26,923.08
Private	Individuals		1,549.05
			\$ 28,472.13

Public campaigns were launched in the Netherlands and Norway, but the full results had not been announced by the end of the year. Some contributions were also received as a result of private campaigns in Australia and New Zealand. Preparations were made for an appeal in Belgium to take place early in 1953, and other governments were approached on the subject of public campaigns in their countries.

By 31 December 1952 a large proportion of the funds received had been allocated, the greater part (approximately \$500,000) having been earmarked for material assistance to European refugees in China who, without this help, would find themselves in a desperate situation. The number of these refugees prima facie who come within the High Commissioner's mandate was assessed to be approximately 12,000. The grants made to voluntary agencies for assistance programmes in Europe and the Middle East were as follows:

(a) Grants made to Agencies, at 31 December 1952:			
Tolstoy Foundation for Refugees from China in Belgium . . . . .	\$ 1,000.00		
Allied Military Govt., Trieste . . . . .	10,000.00		
World Council of Churches for DP students, Germany . . . . .	11,904.75		
Refugee Service Committee, Istanbul . . . . .	1,500.00		
Refugee Service Committee, Beirut . . . . .	1,000.00		
Bonn Refugee Benefit Fund Grant to International Social Service, Geneva . .	92.38	\$28,328.41	
(b) Grants in process at 31 December 1952:			
Balance of grant to A.M.G., Trieste . . . . .	10,000.00		
Grant to Refugee Service Committee, Athens . . . . .	1,000.00		
Grant to World Council of Churches, Belgium . . . . .	12,000.00	23,000.00	
			\$51,328.41

## 2. Problem of Statelessness

### a. REPORT BY THE SECRETARY-GENERAL

In resolution 319 B. III(XI) and 352 (XII) the Economic and Social Council had invited governments to submit observations on questions concerning the elimination of statelessness and to include in their replies not only an analysis of legal and administrative texts and regulations but also of their practical application. The Secretary-General, therefore, prepared a consolidated report (E/2230 and Add.1) analysing, in Part I, the information supplied by governments. Part II of the report, for the convenience of the Council and the International Law Commission, restated in a systematic but shortened form the main facts set out in Part I and gave a general view of the positions of governments as indicated in the information.

The Secretary-General's report was transmitted, as requested, to the Council at its fourteenth session<sup>143</sup> and to the International Law Commission at its fourth session.<sup>144</sup>

### b. DRAFT PROTOCOL RELATING TO THE STATUS OF STATELESS PERSONS

The General Assembly considered this item during its seventh session at the 420th and 421st meetings of its Third Committee on 21 and 22 October and at its 391st plenary meeting on 6 November 1952.

Several representatives, among them those of Argentina, Canada, France, Israel and the United Kingdom, expressed the view that the situation of stateless persons should be improved and that the proposed protocol might be a useful basis for the attainment of that objective. They held, however, that there would be little purpose in the General Assembly completing the drafting of the protocol at the current session because the Convention relating to the Status of Refugees, to which the protocol related, though signed by twenty States, had not yet been ratified and had not entered into force. It would be more realistic, they thought, to postpone the adoption of the draft protocol until this convention had entered into force and until the attitude of governments towards it had become clearer, as well as the extent to which the latter would be prepared to apply the provisions of the convention to the various categories of stateless persons who were not refugees. The representative of Canada pointed out that the International Law Commission was studying the question of nationality including statelessness, although from a different angle and that it would be desirable to wait for the completion of that Commission's work. Several representatives, among them those of Argentina, the Union of South Africa and the United States, pointed out that, as far as their countries were concerned, there was no need for the adoption of a protocol on the protection of stateless persons because they treated stateless persons on the same footing as other aliens, but that they would not oppose procedural decisions providing for continuation of the work concerning the protocol.

The representatives of Czechoslovakia and the USSR held that the subject matter of the draft protocol came within the domestic jurisdiction of States and was, therefore, not a proper subject for United Nations activities. Moreover, they said, they were opposed to the Convention Relating to the Status of Refugees, which legalized an irregular position and defeated the purpose of General Assembly resolution 8(I) of 12 February 1946 providing for the early return of displaced persons to their countries of origin.

At the Committee's 421st meeting on 22 October, the representatives of France, Israel and the United Kingdom submitted a joint draft resolution (A/C.3/L.248/Rev.1) which was adopted (A/2240) by 34 votes to 5, with 6 abstentions. It was adopted, without discussion, by the Assem-

<sup>143</sup> Not considered by the Council at its fourteenth session.

<sup>144</sup> See also p. 795.

bly at its 391st plenary meeting on 6 November by 43 votes to 5, with 8 abstentions, as resolution 629(VII).

It read:

"The General Assembly,

"Desiring to improve the situation of stateless persons as soon as possible,

"Considering that the draft protocol prepared by the Ad Hoc Committee on Statelessness and Related Problems established by the Economic and Social Council offers a useful basis for the attainment of this objective,

"1. Requests the Secretary-General to communicate the provisions of the draft protocol to all the governments invited to the United Nations Conference of

Plenipotentiaries on the Status of Refugees and Stateless Persons held at Geneva in July 1951, with a request for their comments, in particular on those provisions of the Convention relating to the Status of Refugees which they would be prepared to apply to the various categories of stateless persons, and to submit these comments, with his observations, to the Economic and Social Council;

"2. Requests the Economic and Social Council to study, if possible at its sixteenth session, the text of the draft protocol and the comments received from interested governments and, in the light of these comments, to take whatever action seems useful in order that a text may be opened for signature after the Convention relating to the Status of Refugees has entered into force."

## O. SOCIAL WELFARE

### 1. World Social Situation

#### a. CONSIDERATION BY THE SOCIAL COMMISSION AT ITS EIGHTH SESSION

The Social Commission at its eighth session held from 12 to 29 May 1952, had before it the Preliminary Report on the World Social Situation (E/CN.5/267 and Rev.1),<sup>145</sup> prepared by the Secretary-General, with the co-operation of ILO, FAO, UNESCO and WHO. The report examined the world social situation with particular reference to standards of living, making no attempt to analyse the diverse social structures, religions, systems of belief, culture patterns and values except in so far as they had a bearing upon standards of living. Human rights, crime and delinquency, narcotics addiction and similar problems, which may be regarded as closely related to standards of living in the broadest sense, were not included because of lack of facilities to obtain data. Following an introductory chapter and a background chapter on population, the report dealt with health, food and nutrition, housing, education and communication, conditions of work and employment, special problems affecting living standards, and general levels of income and welfare. The report concluded with an examination of these factors in the context of living conditions in Latin America, the Middle East, and South and Southeast Asia.

The report stressed that the greatest obstacles to social progress—disease, ignorance and poverty—had perpetuated themselves throughout history, each being, in part, both cause and consequence of the others. It indicated, however, that there was growing recognition that the general impoverishment of any area was a matter of concern to all areas and that national and inter-

national action to combat these social ills was advancing. For example, the general advance in mass measures against disease, it said, had been substantial in recent years, with death rates in some of the less developed areas dropping as much as 50 per cent within a few years. Nevertheless, millions of human beings were still ravaged by diseases readily amenable to control—diseases that caused not only untold misery but also immense economic loss. The report stated further that, with regard to illiteracy and ignorance, though some notable recent advances had been made in the less developed countries, the obstacles and deterrents were still great.

Against poverty the advance had been uneven, and generally least impressive where economic want was greatest. It pointed out that the world had made tremendous though unequal strides in recent times in the industrial production of goods, but that the production of food, which constituted the occupation of the majority of the people in the less developed areas, was no greater per capita in the world as a whole than before the Second World War, and in the less developed areas it was significantly less, owing to population increases, war devastation, political disturbances and other factors. The gap between the rich and the poor countries in general levels of production and consumption was, it said, wider now than before the war.

From the point of view of the distribution within countries of the goods produced, a certain levelling process appeared to be under way in countries with relatively high and expanding national incomes, the poorer groups receiving a larger share of the total income, wage differen-

<sup>145</sup> U.N.P., Sales No.: 1952.IV.11.

rials between occupational groups narrowing, and progressive labour legislation and systems of social security not only defining minimum levels of welfare but progressively defining these levels upward.

In the less developed countries, the report disclosed, some recent improvements had taken place in the fields of large-scale industrial labour and plantation labour. Yet in so far as the great masses of the people were concerned—constituting as they did mostly illiterate peasants engaged in small-scale farming with primitive techniques—general poverty had not been substantially reduced in recent years and in wide areas had possibly been aggravated as a result of declines in per capita agricultural production.

The report drew attention to the fact that some of the most urgent social problems and needs of the present day were associated with the very process of change and development. Drastic reductions in mortality rates were being effected in some of the less developed areas. At the same time birth rates continued at high levels and it seemed unlikely that they would decline significantly in the near future. The result was a rapid acceleration in population growth. The swift population increase, combined with the effects of war and economic stress, had caused a deterioration of the housing situation in many parts of the world, and particularly in less developed areas which lacked economic and technical resources to cope with the problem. Congestion and slum conditions characterized many cities that had undergone extraordinary expansion during the past decade or so, chiefly as a result of migration from the country. Such cities in many of the less developed countries now contained large floating populations of unskilled workers of peasant origin, beset by many problems and needs. This situation, together with under-employment found very extensively among the rural peasantry, constituted a tremendous waste of potentially productive manpower.

The report finally stated that more than half the population of the world was still living at levels which denied them a reasonable freedom from preventable disease, a diet adequate to physical well-being, a dwelling that met basic human needs, the education necessary for improvement and development, and conditions of work that were technically efficient, economically rewarding and socially satisfactory.

The Social Commission decided (E/2247) that the report had not been received sufficiently in advance of the meeting to permit the detailed examination and formulation of specific recom-

mendations to the Council as called for by the Assembly in resolution 535(VI).<sup>146</sup> It considered, nevertheless, that such a report should be drawn up every four years and that a supplementary one, relating to international and governmental programmes of social development, should also be prepared every four years by the Secretariat, two years after each report on the social situation had appeared. It was understood that the first edition of the supplementary report would emphasize governmental and inter-governmental programmes undertaken since 1945 but that programmes of voluntary agencies would be considered to the extent that governments reported on them. The Commission reserved for further consideration the question of other subjects to be treated in future reports and the methods which might enable the Secretariat to extend its documentary resources for the purpose of preparing such reports.

It requested permission to hold a special session in 1953 so that it might, among other things, work out a programme of practical action in the social field on the basis of a detailed study of the preliminary report.

The Commission also proposed that, since the United Nations and the International Labour Office were jointly planning a conference of experts in late 1952 or early 1953 to consider methods of studying family living standards in less developed areas, the conference might be expanded to cover the general field of methods of measuring standards of living internationally with special reference to less developed areas. The experts, it suggested, should be requested to prepare a report that would serve as a methodical basis of future studies of changes in standards of living.

#### b. CONSIDERATION BY THE ECONOMIC AND SOCIAL COUNCIL AT ITS FOURTEENTH SESSION

The Council, at its fourteenth session, considered the Preliminary Report on the World, Social Situation, together with the item "Development and concentration of the efforts in the social field of the United Nations and the specialized agencies," at the 223rd meeting of its Social Committee on 18 July and at its 641st to 646th and 659th to 661st plenary meetings from 14 to 16 July and from 25 to 28 July 1952.

During the debate most members expressed satisfaction with the report as a whole finding it a central contribution to the interrelated social

<sup>146</sup> See Y.U.N., 1951, pp. 552-53.

and economic work of the Council. A number of representatives, among them those of Cuba, Mexico, Sweden and the United Kingdom, alluded to the close parallel existing between the problems set forth in the preliminary report on the world social situation and those dealt with in the world economic report. In the light of the world social report any division between "economic" and "social" matters would henceforth have to be regarded as merely reflecting two different ways of looking at one and the same thing. The representatives of Sweden and the United Kingdom placed particular stress on the importance of self-help techniques in promoting social and economic development, especially in the under-developed areas. The need for efficiently organized self-help activities, they considered, was perhaps the main lesson to be drawn from the report.

Among others, the representatives of Canada, Cuba, Egypt, Mexico, the United Kingdom and the United States held that the report was an effective, important document for which the Secretary-General and the specialized agencies should be commended. It permitted the Council to engage in a comprehensive review of world-wide social conditions and served as the starting point for the drawing up of a programme of practical social action for the United Nations, to be implemented in co-operation with specialized agencies.

The representatives of Czechoslovakia, Poland and the USSR thought that the premises on which the report had been based were faulty. They contended that the report presented overpopulation as the reason for the critical social situation in the world to divert attention from the real causes. The rapid deterioration of social conditions in the capitalistic world and the low living standards in the less developed countries were due to the policy of rearmament and to the monopolistic exploitation of the under-developed countries, they said. The representative of the World Federation of Trade Unions (WFTU) supported this view.

The representative of the International Confederation of Free Trade Unions (ICFTU) recognized the merits of the report in spite of the difficulty of assessing social data which varied more widely than economic data from one country to another.

The majority of the representatives, acknowledging that the report was a remarkable achievement, made suggestions for the preparation of future reports. The preliminary report was not a global, balanced discussion of the world social

situation, but rather a series of papers on different aspects of the complex problem, seen from different viewpoints. The quality of the various chapters and the concepts of the task varied and showed the need for more co-ordination and central direction to achieve a unified approach. The general lack of information on social conditions for certain large areas of the world was noted by, among others, the representatives of Canada, Czechoslovakia, Pakistan, Poland, the United Kingdom and the United States, and the hope expressed that in future these gaps could be filled. The representatives of Argentina, Belgium and Sweden urged governments to improve their social statistics and to submit to the United Nations and the specialized agencies as much information as possible on their social conditions. In connexion with future reports, the representative of Belgium suggested that more attention should be given to non-governmental organizations since the social field was one in which they did their most effective work. The Egyptian representative hoped that future reports would include studies of other social factors such as crime and delinquency, alcoholism, and narcotics.

The discussion touched upon the advisability of including in future reports information on governmental programmes and plans to improve existing conditions. Some representatives, among them those of Egypt and Poland, held that it was academic to discuss conditions without dealing with government plans to improve them. The United Kingdom representative, among others, doubted the utility of reporting on programmes since they were not always facts.

In commenting on individual chapters, the representatives of Belgium and Poland drew attention to the one on health which they respectively thought lacked adequate treatment of the subject of preventive medicine, and sufficient attention to the system of public health protection in the socialized sector of the world.

With respect to the chapter on housing, the representative of Argentina thought that the report took a very restricted view of housing problems and failed to draw the necessary relationship between housing and the problem of town planning.

In connexion with the chapter on education, the Belgian representative expressed the view that a report of the type under discussion should not deal with the whole field of education but merely with the social aspects of the problem, such as technical and professional education and educational difficulties arising from lack of resources.

In reviewing the chapter on general levels of income and welfare, he further expressed regret that the report had not dealt in detail with the important question of social security, and that tables on the distribution of national income did not include information on under-developed countries. The latter point was also mentioned by the Polish representative. Some information on national fiscal policies might also be a valuable addition to the chapter, the representative of Belgium said, since they had bearing on relative standards of living and an important influence on the distribution of national income.

The chapters dealing with social conditions on a regional basis were regarded, on the whole, as accurate presentations of existing social conditions. With respect to the Middle East, the representative of Egypt thought that insufficient mention had been made of the great effort toward social reform by countries of the region. In discussing conditions in Asian countries, the Pakistan representative regretted that no mention had been made of the Kashmir question and its effect upon social and economic conditions in India and Pakistan and that insufficient emphasis had been given to the effect upon social conditions of the large-scale movement of refugees between the two countries.

The representatives of Cuba and Pakistan congratulated the Lebanese delegation for having taken the initiative in 1949 in requesting the preparation of such a report. The representative of Lebanon, who was not a member of the Council, at the invitation of the President, addressed the Council and commended the usefulness of the report. He expressed the hope that future studies would give attention to the root causes of certain social conditions and that cultural achievement would be dealt with.

Closely related to the world social survey are the questions relating to the methods of measuring the standards of living, which were raised in General Assembly resolution 527(VI) 1952. The Council agreed that the problem of measuring standards of living was both complex and important, and at its 646th plenary meeting on 16 July decided to refer to its Social Committee a joint draft resolution (E/L.416) by Sweden, the United Kingdom and the United States proposing that a group of experts be convened to advise on the best methods of defining and measuring standards of living.

The representative of Uruguay thought that the question should be referred to the Statistical Commission and submitted an amendment to that effect (E/AC.7/L.124). Most members, however,

considered that the problem was more than a statistical one as it involved problems of climatic, cultural and other differences, and the amendment was rejected by 14 votes to 4. It was agreed that international comparisons should not be confined to comparisons between the more and less developed countries and that measurements should not be based exclusively on governmental data. Therefore, two amendments by Egypt (E/AC.7/L.125) which would have thus restricted the comparisons and data were rejected, respectively, by 9 votes to 4, with 5 abstentions, and by 9 votes to 3, with 6 abstentions.

The joint draft resolution was adopted by the Social Committee (E/2305) to 11 votes to 3, with 4 abstentions, and by the Council at its 659th plenary meeting on 25 July by 12 votes to 3, with 2 abstentions, as resolution 434 B (XIV) (see below).

At its 660th and 661st plenary meetings the Council considered four draft resolutions which also had been presented as a result of the debate: by the USSR (E/L.414), by Canada (E/L.435 and E/L.436) and jointly by Belgium, Cuba, Egypt, France, Pakistan, the Philippines and the United States (E/L.408/Rev.2). The representative of Canada stated that, since the joint draft resolution corresponded to a large extent to his delegation's views, he would withdraw the two Canadian draft resolutions.

The USSR representative proposed (E/L.414) that the Council observe that the United Nations and the specialized agencies had not prepared recommendations on such important social questions as action to check the decline in the workers' standard of living, assistance to the unemployed and their families, provision of social insurance, and welfare services. He further proposed that the Council decide to include the following matters in the 1953 programme of work for the Council and its appropriate commissions, with a view to the preparation of concrete recommendations:

"(1) Extension of social insurance and assistance in unemployment, old age, disablement and sickness and of maternal and child welfare services;

"(2) Promotion of greater accessibility of education for the broad masses of the population, and introduction in the States Members of the United Nations of free compulsory primary education for all citizens without distinction of any kind on grounds of race, sex, language, religion, material situation and social origin;

"(3) Greater accessibility of medical services for the population without discrimination on grounds of race, sex, language, religion, material situation, and social origin;

"(4) Expansion of the construction of dwellings available to the broad masses of the population;

"(5) Improvement of the position with regard to public health, education and social welfare in Non-Self-Governing and Trust Territories."

The Council rejected the proposal in paragraph votes ranging from 11 to 3, with 4 abstentions, to 8 to 4, with 5 abstentions. It also rejected by 6 votes to 3, with 9 abstentions, an Argentine amendment (E/L.450) to the USSR proposal which would have had the Council, instead, decide to hold a brief series of meetings during or shortly after the next regular session of the General Assembly to consider these matters with a view to preparing concrete recommendations.

At its 661st plenary meeting on 28 July the Council adopted the joint draft resolution (E/408/Rev.2) by 5 votes to none, with 3 abstentions (resolution 434 A (XIV)).

Resolutions 434 A & B (XIV) read:

"The Economic and Social Council

"1. Commends the Secretary-General and the specialized agencies concerned for the preparation of the preliminary report on the world social situation;

"2. Draws the attention of States Members of the United Nations and of the specialized agencies to the report and, in light of it, invites their suggestions and recommendations in connexion with the drawing-up of the programme of practical action to which resolution 535 (VI) of the General Assembly refers;

"3. Recognizes the essential interdependence between the improvement of social conditions and the raising of living standards, and the urgency of breaking the vicious circle of disease, ignorance and poverty that affects more than half of the world's population;

"4. Transmits the report to the specialized agencies for appropriate action within their fields and invites their recommendations concerning the development of programmes of practical action in the social field;

"5. Invites the Secretary-General, in consultation with the executive heads of the specialized agencies concerned, to prepare and submit to the Social Commission and to the Council in 1953, any suggestions in this matter that, in his opinion, would be useful to them;

"6. Authorizes the Social Commission to hold its regular session in 1953, with a special request to make recommendations to the Council in 1953 on a programme of concerted action in the social field in accordance with resolution 535 (VI) of the General Assembly, taking into account the priorities in the social field established by the Council during its present session and the opinions expressed by the States Members of the United Nations, the specialized agencies and the Secretary-General as well as the decisions taken and the views expressed in the consideration of the report of the world social situation during the present session of the Council;

"7. Requests the Secretary-General, in co-operation with the specialized agencies and the appropriate non-governmental organizations:

"(a) To prepare for publication in 1954 a supplementary report dealing with a survey of national and

international measures taken to improve social conditions throughout the world;

"(b) To prepare a second edition of the report on the world social situation, for publication in 1956, including the changes which have taken place;

"8. Draws the attention of governments to the urgent need for increased national effort and international co-operation in the social field, with special emphasis on social problems which have direct bearing on economic development."

## B

"The Economic and Social Council,

"Noting the request by the General Assembly in resolution 527 (VI) that the Economic and Social Council "... 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',

"Noting that a study of methods of measuring standards of living in less developed areas has been recommended in the work programme of the Social Commission for 1953,

"Noting also the continuing interest of the International Labour Organisation in this problem,

"Requests the Secretary-General, in co-operation with the International Labour Organisation and other appropriate specialized agencies, to convene a small group of experts to prepare a report on the most satisfactory methods of defining and measuring standards of living and changes therein in the various countries, having regard to the possibility of international comparisons, to obtain the comments and recommendations of the Statistical Commission and the Social Commission thereon, and to report to the Economic and Social Council at an early date."

## c. CONSIDERATION BY THE GENERAL ASSEMBLY AT ITS SEVENTH SESSION

The Assembly at the 465th to 469th meetings of its Third Committee from 4 to 9 December and at its 409th plenary meeting on 20 December 1952 had before it Chapter IV<sup>147</sup> of the Report of the Economic and Social Council (A/2172) dealing with social questions.

In this connexion, it also had before it the Preliminary Report on the World Social Situation (E/CN.5/267/Rev.1). In commenting on the latter report, there was general agreement that the work of the Council should be directed toward raising living standards, and that improvements in health, food and nutrition, education, income, housing, employment, and conditions of work were among the most important elements to be considered. The relationship between economic and social problems and the need for integrated

<sup>147</sup> Except Section VI on Refugees.

action was also stressed. The Ukrainian SSR and the USSR representatives emphasized the need for Council action on questions of social security, equal rights, and equal pay for equal work, without regard to race, sex and religion, and stated that the Council had failed to fulfil its obligations in this respect.

The majority of the members of the Committee expressed satisfaction with the report and regarded it as one of the most important documents published by the United Nations and as affording a basis for practical action toward the solution of social problems. In general, the same points were made as during the discussion in the Council. Some representatives, among them those of Iraq, the Philippines and Yugoslavia, regretted that the Council had not provided more guidance to the Social Commission and felt that the Third Committee should make specific recommendations. The Polish representative emphasized that it was the duty of the Committee to analyse the true situation and to act upon its conclusions. Failing Third Committee action, the representative of the Philippines urged that Member Governments should reply to requests for suggestions on practical action in time for the Social Commission's consideration in the spring of 1953 and should appoint highly qualified representatives to the Commission with definite instructions.

The representatives of Argentina and Greece stressed the need for concerted action to eliminate the growing gulf between the rich and poor countries. The Argentine representative thought that the report gave the erroneous impression that only the under-developed countries were affected. It was necessary for all countries and governments, particularly those in a privileged position, to take measures to promote co-ordinated and integrated economic development to eliminate the instability which seriously threatened peace and which would continue to exist while so many of the world's inhabitants were condemned to abject poverty. He therefore submitted a draft resolution (A/C.3/L.139/Rev.1) which would stress particularly the ideas that economic and social factors were interrelated and that planned action on the basis of an integrated programme was necessary. The draft resolution called for greater co-ordination between the studies and activities carried out in connexion with social questions and questions relating to the economic development of countries in the process of development.

The representative of Argentina accepted an oral amendment by Canada to the third operative

paragraph (see below) to replace the words "to forward the growth of" by the words "its efforts to increase the. . ." The draft resolution, as amended, was adopted (A/2333 B) by the Third Committee at its 469th meeting on 9 December by 42 votes to none, with 5 abstentions, and by the Assembly at its 409th plenary meeting on 20 December by 38 votes to none, with 5 abstentions, as resolution 642 (VII). It read:

"The General Assembly,

"Recognizing that the conditions necessary for social welfare are many and varied and are inter-related, and are connected also with the factors necessary for economic development,

"Considering that the effectiveness of both national efforts and international co-operation for social welfare will be increased to the extent that they are carried out on the basis of integrated programmes taking into account the various economic and social conditions and factors and their mutual relationships,

"1. Draws the attention of Member States to the desirability of framing integrated programmes taking into account the various economic and social conditions and factors and their mutual relationships, with a view to promoting the improvement of the living conditions of the peoples;

"2. Recommends to the Economic and Social Council that international co-operation for the improvement of the living conditions of the peoples, initiated at the request of Member States, should be carried out on the basis of integrated programmes in the manner specified in the foregoing paragraph;

"3. Likewise recommends the Economic and Social Council to continue its efforts to increase the co-ordination between the studies and activities carried out in connexion with social questions and questions relating to the economic development of the countries in process of development."

## 2. Advisory Social Welfare Services

### a. CONSIDERATION OF THE PROGRAMME

In submitting the draft work programme for the years 1952 and 1953 to the Social Commission at its seventh session,<sup>148</sup> the Secretary-General had proposed that an evaluation be made of the programme of advisory social welfare services rendered during the first five years of operation. The Social Commission had welcomed this proposal and the Secretary-General accordingly submitted two reports to the Commission at its eighth session, held from 12 to 29 May 1952; one covering advisory social welfare services under General Assembly resolution 418(V)<sup>149</sup> for

<sup>148</sup> See Y.U.N., 1951, p. 546.

<sup>149</sup> This resolution sets forth the social welfare services to be rendered by the United Nations and the policies in accordance with which they are to be rendered. For the text of the resolution see Y.U.N., 1950, p. 596.



the calendar year 1951 (E/CN.5/265);<sup>150</sup> the other (E/CN.5/266) an evaluation of the programme of advisory social welfare services during the period 1947-51. The latter report reviewed the history and scope of the programme, gave detailed descriptions of the services rendered and analysed the individual services and the programme as a whole.

The Commission noted (E/2247) that, during 1952, the programme had shown an increase over 1951 in terms of experts, fellowships and scholarships. The special programme for Europe had shown a similar increase in exchange of social welfare personnel, regional seminars organized through the medium of the exchange scheme, short-term assignments of experts and the loan service of social welfare films.

The Commission recommended the continuation of the special programme for Europe and the early increase in regional services for less developed areas on the basis of the European experience. With regard to the programme of fellowships, the Commission agreed with the Secretary-General's conclusions: candidates should be given prompt, full information on applications and arrangements; fellowships should be made available to applicants other than government officials; candidates should be carefully screened by national selection committees before their applications were submitted by governments; fellows upon return should work in positions to permit their countries to benefit from their observations abroad.

The Commission considered that progress had been made in implementing the programme of experts. It emphasized that, in general, experts should be not only professionally qualified but should also be familiar with the economic, social, cultural and administrative conditions of the country of assignment, or possess qualities enabling them readily to adapt themselves to those conditions. In view of this, the Commission recommended that use should increasingly be made of the services of those experts who had already had previous field experience in less developed areas.

The Commission stated, however, that it was not ready to recommend at the present stage the formation of a more or less permanent corps of international experts, in view of the importance of maintaining the necessary flexibility to meet the requirements of many and varying requests. For the same reason, the Commission welcomed the initiative taken by the Secretariat of giving a few social welfare officers of the Secretariat temporary assignments as advisers to govern-

ments, which would enable them to obtain or renew field experience in less developed areas.

The Commission reiterated its previous statement to the effect that the request for expert services by governments should be clearly defined and related to the specific needs, conditions and resources of the requesting country.

The Commission stressed that experts should not confine themselves to drawing up plans for the development of services, but should also advise governments on the practical implementation of these plans and on ways to overcome obstacles to such implementation.

Emphasizing the importance of seminars for the study of problems and the exchange of views on a regional basis, the Commission expressed concern at the variation in type and function of seminars. While it recognized that the term "seminar" as defined in General Assembly resolution 418(V) should be interpreted flexibly, it recommended greater attention in the future to defining the purpose and programme of each seminar and in selecting suitable participants.

Discussing the over-all aspects of the programme, the Commission supported the conclusion that governments should aim increasingly at combining the various services available (for example, those for experts, fellowships and seminars), so that each would strengthen the effect of the others. Expressing again its concern in this regard, the Commission emphasized the desirability that governments create appropriate machinery for the internal planning and co-ordination of matters relating to technical assistance, in order to arrive at balanced national programmes and to prevent the overlapping of requests. It also reiterated the importance of a close relationship between the economic and social aspects of development.

The Commission noted with satisfaction that information on measures taken by governments for national co-ordination of technical assistance had been circulated in connexion with the Expanded Programme of technical assistance. It expressed the hope that the Council would urge all governments to create and use national co-ordinating machinery for consideration of requests and projects in the fields of advisory social welfare services and general technical assistance. The Commission suggested that the Secretary-General explore with governments the possibility

<sup>150</sup> For services furnished during 1951, see Y.U.N., 1951, p. 547.

of appointing national correspondents to further co-operation with governments in this field.

The Commission expressed general appreciation of the progress made in integrating the programme for direct assistance to governments with its regular programme of studies and research. It agreed that social welfare projects in the technical assistance field should receive maximum assistance from the Division of Social Welfare and welcomed the development of joint projects by the United Nations and the specialized agencies. The Commission also expressed its satisfaction with the progress made in the co-ordination on a regional and country-to-country basis between the programme of Advisory Social Welfare Services and other international programmes of technical assistance.

The Commission agreed that regional social welfare advisers had important functions in assisting individual governments and regions in matters relating to technical assistance, and endorsed the Secretary-General's intention to continue and extend the use of regional advisers and to strengthen regional staffs wherever possible.

In view of the fact that expenditures in the past had, as a result of unusual conditions, remained somewhat below budget allocations and that conditions and problems of countries in the same region were often similar, the Commission recommended to the Council that it might instruct the Secretary-General to explore with governments the possibility of inaugurating one or more long-term regional projects to meet the urgent needs of governments in specific fields of priority in the Commission's work programme.

Believing that the programme of advisory social welfare services should be better known, the Commission requested the Secretary-General to arrange for the printing and wide circulation of his report (E/CN.5/266).

The Council, at its fourteenth session, at the 223rd and 224th meetings of its Social Committee on 18 and 21 July and at its 659th plenary meeting on 25 July 1952, briefly reviewed the recommendations of the Social Commission concerning advisory social welfare services and, in general, supported its views. Among other things, the representatives of Belgium, France, the United States, and Uruguay approved of the Commission's decision that experts should be familiar with the countries in which they were assigned. The representatives of Canada and the United States also emphasized the need for periodic assessments of the services rendered along the lines of the Secretary-General's report on the first five

years of the programme. The representative of the United Kingdom considered the advisory social welfare services an essential part of the technical assistance programme and thought that credits set aside for technical assistance should be used to help the most needy. The Philippine representative suggested that it would be useful to set up a permanent system of advisory social welfare services which would fulfil the same role as the regional economic commissions in the economic field.

After approving a Canadian proposal to refer to the views expressed by the Council as well as those expressed by the Social Commission, the Commission's draft resolution, as amended, was adopted unanimously by the Social Committee (E/2305 II B) at its 224th meeting, and by the Council at its 659th plenary meeting as resolution 434 D (XIV). By this resolution, the Council recognized the importance of the advisory social welfare services, recalled the initial emphasis and sustained support given the programme by the Social Commission and requested the Secretary-General to continue to emphasize this field of work, carrying out the programme in accordance with General Assembly resolution 418(V) and paying due observance to the views expressed by the Social Commission at its eighth session and by the Council.

#### b. ADVISORY SOCIAL WELFARE SERVICES FURNISHED DURING 1952

During 1952 a total of 52 social welfare experts were sent to 27 countries. Their fields of activity included: social casework; housing and town planning; welfare of crippled children; welfare of the blind and deaf; maternal and child welfare; administration of health centres; youth recreational activities; community development; demographic questions; social defence; medical social work; social welfare training, policy and administration; and refugee resettlement. Six social welfare experts were also supplied to a joint field mission (joint TAB project) on indigenous populations which visited Bolivia, Ecuador and Peru. Also in co-operation with the specialized agencies concerned, the United Nations sent small survey missions to Central America and the Caribbean, Asia and the Far East, and the Middle East to visit and review selected community development projects.

In addition to these expert services, the United Nations has continued to assist governments in the European region by arranging for the exchange of experts on a short-term basis. During

1952 eleven experts were made available by three countries to requesting governments.

With regard to social welfare fellowships and scholarships, 280 awards were given in 1952, of which 152 were financed from funds allocated from the regular budget of the United Nations (General Assembly resolution 418(V)) and 128 were financed from the Special Account set up in connexion with the Expanded Programme of technical assistance.

In order to extend the benefits of observation abroad for shorter periods of time to a number of practising social workers and officials, an experimental project was launched in Europe in 1950 to promote the intra-European exchange of social welfare personnel. Under this scheme, the United Nations regional office in Geneva acts as a co-ordinating agency for bilateral and multi-lateral arrangements between national exchange committees. ILO collaborates in this scheme. During 1952, 236 social workers were enabled to spend two to four weeks in a neighbouring country to observe social welfare practices or to attend seminars arranged under the Exchange Programme.

A third social welfare seminar for the Arab States of the Middle East was held in Damascus, Syria, in December. The objective of this seminar was to continue and to supplement the work already accomplished in two earlier social welfare seminars, held in Beirut and in Cairo, by assisting and stimulating the participating governments in their efforts to improve the economic and social conditions of their populations and by helping the governments plan a co-ordinated approach to the planning and administration of social services.

In London, a seminar on probation was held in October and was attended by national teams representing the judiciary of each country as well as services connected with correctional administration, social work training and probation. The countries represented were: Austria, Belgium, Denmark, Finland, France, Federal Republic of Germany, Greece, Israel, Italy, Luxembourg, Netherlands, Norway, Sweden, Switzerland, the United Kingdom and Yugoslavia.

A group training course on the rehabilitation of handicapped adults was held from September to November in Denmark, Finland and Sweden under the joint sponsorship of the Governments of these countries and of the United Nations, WHO and ILO. It was attended by national teams, comprising specialists on various aspects of the rehabilitation of the physically handicapped

from the sponsoring countries and from Austria, Greece, Italy, the Netherlands and Norway. The basic intention of the course was to emphasize the way in which medical, technical, occupational and social aspects could be fused in an integrated service, and to enable participants to study developments in the techniques of rehabilitation, with particular emphasis on their psychological, social and industrial aspects.

"Exchange Plan" seminars were held in Geneva for English-speaking participants; in Keuruu, Finland, for the benefit of 63 English-speaking professional social workers from Exchange Plan countries; and in Oslo, Norway, for 38 persons from Belgium, Denmark, Finland, France, Germany, Netherlands, Norway, Sweden, United Kingdom and Yugoslavia. The seminars were, respectively, concerned with the principles and techniques of social casework; the teaching and supervision of social casework; and on the foster home care of children.

A national demonstration centre on the rehabilitation of the physically handicapped was opened in Belgrade, Yugoslavia, in October and the establishment of national demonstration centres for the blind was under way in Turkey and Egypt. A joint United Nations-WHO mission of two experts left in August 1952 for an eight-week visit to five Latin American countries to survey the possibilities of establishing one or more regional demonstration and training centres for the rehabilitation of the physically handicapped.

Technical publications were furnished in connexion with the work of experts in fifteen countries and one or more kits of standard volumes in the housing and town and country planning field were furnished to 34 countries and twelve territories and colonies. Equipment was furnished to five demonstration centres and 316 social welfare films were loaned.

### 3. Family and Child Welfare

The Commission at its eighth session had before it two reports by the Secretary-General which it had requested at its seventh session: an integrated programme for meeting the needs of children (E/CN.5/256) and a report on the extension of specific measures relating to maternity, infant and child care (E/CN.5/257).

The Commission agreed with the recommendations of the Administrative Committee on Co-ordination (ACC) (E/2161 and Corr.1) that in the development of an integrated programme of child welfare, priority should be given by

the United Nations, including UNICEF and TAA, and the specialized agencies to two types of programmes:

(a) assistance to governments in assessing existing services for children and in developing broad and well balanced national programmes for child services within the framework of a general plan for national social services, with indications of the most effective type of international assistance required; and (b) the development of plans for protection and normal development of children and for training health, nutrition and welfare personnel at professional levels and as auxiliary workers, and of methods to increase as rapidly as possible their number and use, particularly in rural areas.

The Commission asked that the proposed list of specific measures (E/CN.4/257), including measures essential to social security of the family, be amplified; that proposed methods and activities be examined by regions and with reference to related services, and that these proposals be assembled in convenient form for the use of governments and technical advisers.

It proposed that, by means of regional seminars, those countries which had received international help in assessing needs and planning the development of their child welfare services should share their experience with neighbouring countries with similar problems.

The Commission also considered a final report by the Secretary-General on children deprived of a normal home life (E/CN.5/271 and Add.1), having at its seventh session deferred consideration of a draft report on children homeless in their native countries (E/CN.5/237) to permit its circulation to governments for comment. The conclusions and recommendations in chapter VII of the final report were unanimously approved by the Commission.

Among other things, it stressed that a child should, as far as possible, remain in his own home with his own parents; services to strengthen the family were therefore of basic importance. If it were necessary to remove a child, foster-family homes should be considered first as providing the type of care which came closest to that the child would receive in his own home, and institutional care should be considered only when other solutions were not possible. The report also emphasized the need for specially trained personnel, recognition of the basic rights of children deprived of a normal home life, and the special responsibilities of governments towards such children.

The Council at the 224th meeting of its Social Committee on 21 July and at its 659th plenary meeting on 25 July 1952 considered the draft resolution on family and child welfare proposed

by the Social Commission (E/2247). It expressed approval of this draft as presenting a satisfactory plan for the preparation of an integrated programme for child welfare, in accordance with the high priority given by its Committee on Co-ordination to the strengthening of national programmes for child welfare.<sup>151</sup>

Following the acceptance of a minor drafting amendment by the Social Committee, the resolution was unanimously adopted by the Committee (E/2305) and by the Council in plenary session. In resolution 434 E (XIV), the Council, *inter alia*, requested the Secretary-General, in co-operation with UNICEF, the specialized agencies, interested non-governmental organizations and other international bodies:

(a) to encourage and assist governments to assess the extent to which development of services of children are necessary, with a view to formulating and carrying out a plan of action applicable to both rural and urban areas, and indicating, where necessary, the type of international assistance required;

(b) to develop plans for the training of sufficient personnel;

(c) to develop further in all phases the integrated programme presented to the Social Commission at its eighth session (E/CN.5/256 and 257) for meeting the needs of children;

(d) to concentrate attention on provision of adequate nutrition, with special reference to countries where adequate feeding is still a fundamental problem;

(e) to report progress on these activities to the next session of the Commission. The Council further recommended that special attention in the further development of child welfare programmes be given to underdeveloped areas, and urged governments to take appropriate steps to develop their child welfare programmes along the lines proposed.

#### 4. In-Service Training of Social Welfare Personnel

The Social Commission, at its eighth session, had before it a report by the Secretary-General, "In-Service Training for Social Welfare" (E/CN.5/261),<sup>152</sup> one of a series of studies initiated by Council resolution 43 (IV)<sup>153</sup> on ways of developing a long-term welfare training programme of assistance to governments. The report dealt with the general principles, administration, range, content and methods of in-service training. The Commission recognized that in-service training and formal training in schools of social work and

<sup>151</sup> See p. 539.

<sup>152</sup> Subsequently issued (with the inclusion, in an annex, of the principles recommended by the Commission at its eighth session) as E/CN.5/261/Rev.1 and as U.N.P., Sales No.: 1952.IV.9.

<sup>153</sup> See Y.U.N., 1946-47, p. 516.

similar institutions, as discussed at earlier sessions, were equally necessary and mutually complementary means of providing the training required. Recognizing the importance of maintaining high standards of professional training, the Commission reaffirmed the principles concerning social work training which it had formulated at its previous session.<sup>154</sup> At the same time, it recognized the great need for workers in the social field and of recourse to in-service training for both formally trained and untrained persons. It therefore adopted (E/2247) the following principles and proposed that the Council recommend them to the attention of Member States.

(1) Training for social work should take as many forms as appropriate to the needs of various countries.

(2) In-service training programmes should be regarded as essential in the administration of a social welfare organization and necessary to all categories of social welfare personnel, including persons who have as well as those who have not received formal training.

(3) In-service training should be regarded as complementary to a formal course of professional training rather than as a substitute for it.

(4) Training programmes should make the fullest use of available training facilities such as universities, special schools of social work and other recognized institutions, and in social welfare organizations a qualified officer should be assigned responsibility for promoting staff development.

The Commission recommended that the Secretary-General, in consultation with the specialized agencies concerned, should assist requesting governments in the development of necessary forms of social welfare training, including in-service training.

The Council's Social Committee at its 224th meeting on 21 July unanimously adopted a resolution (E/2305 II D) which was, in turn, unanimously adopted by the Council at its 659th plenary meeting on 25 July as resolution 434 F (XIV). By it, the Council recommended that Member States give due attention to the principles adopted by the Social Commission concerning in-service training of social welfare personnel.

## 5. Housing and Town and Country Planning

### a. CONSIDERATION BY THE SOCIAL COMMISSION AT ITS EIGHTH SESSION

The Social Commission, at its eighth session in May 1952, had before it an interim report (E/CN.5/264) on current information on urban land policies, summarizing the preliminary findings of a study (ST/SOA/9) which was subsequently circulated to Member States and to indi-

vidual experts for comment. The preliminary study, the report indicated, had surveyed urban land policies in developed areas and was intended primarily to assist less developed countries in formulating policies which would enable them to cope with their current problems of housing and urban redevelopment, particularly in connexion with land cost. Although no recommendations had been drawn up, the report stated, certain trends had been defined in the study and certain inferences had been drawn. The Commission noted that, following the receipt of the comments, the study would be revised and published as a special issue of the bulletin, *Housing and, Town and, Country Planning*.

The Commission expressed interest in the relationship between the cost of the construction of dwellings and the expenditures for community services and public utilities in new housing projects. It was generally agreed that practical recommendations on urban land policies could be most appropriately developed at meetings of experts and that priority in convening such meetings should be given to the Asian and Far Eastern regions.

The Commission also took note of the description of the world housing situation contained in the Preliminary Report on the World Social Situation (E/CN.5/267)<sup>155</sup> and stressed that the use of self-help methods in less developed areas should be increased. The Secretariat was also asked to submit to the Commission a progress report on work undertaken in under-developed countries to relieve the housing problem.

The Social Commission, in connexion with General Assembly resolution 537(VI),<sup>156</sup> also discussed the financing of housing from domestic and external sources.

It adopted a resolution on the financing of housing and community development, recommending that the Council ask the Secretary-General, *inter alia*, to explore the possibility of financing housing and community development from external sources, and in this connexion to give particular attention to: housing for low income groups, the fullest utilization of local sources of building materials, the efficiency of the building industries and the advisability of promoting and financing the establishment of industries producing building materials in countries which had to import a considerable proportion of such materials. The Secretary-General was also re-

<sup>154</sup> See Y.U.N., 1951, p. 535.

<sup>155</sup> See also above, under World Social Situation.

<sup>156</sup> See Y.U.N., 1951, pp. 543-44.

quested to pay special attention to the needs and economic conditions of under-developed countries whose housing facilities had deteriorated owing to war destruction, and to report to the appropriate organs of the United Nations (E/2247) on the progress made.

b. CONSIDERATION BY THE ECONOMIC AND SOCIAL COUNCIL AT ITS FOURTEENTH SESSION

The Council at the 225th and 226th meetings of its Social Committee on 21 and 22 July and at its 659th plenary meeting on 25 July 1952 had before it the relevant portions of the Social Commission's report (E/2247) and a background memorandum by the Secretary-General on housing and town and country planning (E/2284). The Council noted the emphasis placed by the Commission on the study of the possibility of financing housing and community development from external sources. The majority of the Council, however, considered that, while financing of housing programmes was largely a domestic responsibility of governments, external aid should not be excluded. International action in this field, within the framework of the technical assistance programme, could be of particular value.

The Swedish representative pointed out that the financing of housing from external sources was not a question of primary importance but was related to the complex and permanent problem of economic financing as a whole and should be studied in relation to it. The representative of the Philippines pointed out that the Assembly in paragraph (e) of resolution 537(VI) had asked the Council to study measures to assist governments in financing housing programmes from domestic or external sources. Therefore, he said, the latter should not be overlooked, nor should the use of domestic sources be unduly stressed.

The Social Committee had before it a revised draft resolution (E/AC.7/L.127/Rev.1) by Iran and Sweden which was subsequently adopted by the Committee and by the Council in plenary session with the following amendments.

(1) By 11 votes to 2, with 5 abstentions, the Committee adopted an Argentine proposal to recommend that governments also consider measures to encourage the trade between countries in building materials and equipment.

(2) By 9 votes to 8, with 1 abstention, the Committee adopted a Philippine amendment (E/AC.7/L.131), revised orally, to the second operative paragraph which, instead of requesting

studies dealing particularly with domestic sources of financing, would ask the Secretary-General to complete for early consideration the studies referred to in Assembly resolution 537(VI) (and in particular in paragraph (e)). Prior to voting on the paragraph, the Committee adopted the last phrase, referring to paragraph (e), by 8 votes to 3, with 7 abstentions.

The Committee at its 226th meeting on 22 July adopted (E/2305 III) the amended text, as a whole, by 14 votes to none, with 4 abstentions. The Council, however, at its 659th plenary meeting on 25 July, by a vote of 8 to 8, with 2 abstentions, decided to delete the second operative paragraph. In this connexion, the Assistant Secretary-General in charge of the Department of Social Affairs assured the Council that the study on financing of housing from domestic and external sources was contained in the work programme of the Secretariat, and that the Secretariat would endeavour to carry out the entire programme as rapidly as possible.

The amended draft resolution was then adopted by 15 votes to none, with 3 abstentions, as resolution 434 I (XIV). It read:

"The Economic and Social Council,

"Having noted the request of the General Assembly in its resolution 537 (VI) of 2 February 1952, to give urgent attention to practical measures to assist governments in increasing available housing facilities for people in the lowest income groups (A/2119),

"Having noted the extent of the problem of housing and community improvement as reflected in the Secretary-General's preliminary report on the World Social Situation (E/CN.5/267, chapter V),

"Having considered:

"(a) The Social Commission's resolution on financing of housing and community development adopted at its eighth session (E/2247),

"(b) The progress made in implementing the Social Commission's work programme in the fields of housing, town and country planning, and building (E/2284),

"(c) The increasing collaboration in this programme among regional economic commissions, specialized agencies and interested non-governmental organizations, and

"(d) The growing volume of requests by governments for direct assistance in the form of expert advice, training opportunities, and demonstration projects,

"Having noted that governments are assuming an increasing responsibility for the programming and financing of housing and community services as part of general economic and social development,

"1. Recommends governments:

"(a) To develop, particularly for the benefit of people in low income groups, long term policies and comprehensive programmes of housing and community improvement and encourage their realization on a continuing basis;

"(b) To facilitate the exchange among nations of information on research and practical experience in housing, community planning and the building industry;

"(c) To consider measures encouraging the trade between countries in building materials and equipment;

"(d) To encourage, with the help of interested organizations of employers and of employees, higher productivity and development of the building industry and the manufacture of building materials from local sources, including agricultural and industrial wastes and by-products;

"2. Invites the regional economic commissions to assist governments to carry out the recommendations under paragraph 1 by initiating or developing, where appropriate, regional activities pertaining to building, housing and town and country planning in co-operation with the specialized agencies, inter-governmental and non-governmental organizations;

"3. Recommends that the Technical Assistance Board develops further its activities pertaining to housing, community planning and building;

"4. Suggests, in connexion with the above recommendations (paragraphs 1 to 3), that the special needs and economic conditions of the less developed countries be taken into consideration."

## 6. Rehabilitation of the Physically Handicapped

In accordance with Council resolution 309 E (XI) requesting the Secretary-General "to plan jointly with the specialized agencies and in consultation with the interested non-governmental organizations a well co-ordinated programme for the rehabilitation of physically handicapped persons", the Commission at its eighth session had before it the report of the Secretary-General on an international rehabilitation programme for the physically handicapped (E/CN.5/259).

The report described the steps which had been taken in practical implementation of the programme.<sup>157</sup> The proposed programme as jointly considered and approved by the United Nations, ILO, WHO, UNESCO, UNICEF and IRO was outlined under ten headings:

(1) a new approach to disability; (2) the education of public opinion; (3) a complete rehabilitation service; (4) building up a rehabilitation programme; (5) developing rehabilitation services; (6) training rehabilitation personnel; (7) organizing and financing of rehabilitation services within governments; (8) the contribution of the United Nations and the specialized agencies; (9) the contribution of the non-governmental organizations; and (10) methods of co-ordination.

The Commission also examined, as part of the co-ordinated programme for the rehabilitation of the physically handicapped, a report on an international programme for the welfare of the blind (E/CN.5/260). The report dealt with the incidence of blindness, definition, prevention, edu-

cation, vocational training and employment, teachers and workers for the blind, placement officers, administrators of blind welfare, social security provisions, special techniques and appliances and the spreading of information on work for the blind. It recommended a general programme for the education, rehabilitation, training and employment of the visually handicapped.

The Commission approved (E/2247) the proposals for an international programme for the rehabilitation of the physically handicapped and for the prevention and treatment of blindness. It invited the Secretary-General, in co-operation with the specialized agencies and interested non-governmental organizations, to undertake those projects authorized in the work programme, which for 1952-53 included rehabilitation of the handicapped, rehabilitation of physically handicapped persons in under-developed areas and welfare of the deaf. The Commission urged that direct assistance to under-developed countries be intensified and expanded so that realistic rehabilitation programmes could be worked out, including a programme for the prevention of blindness and the welfare of the blind.

By resolution 451 A (XIV)<sup>158</sup> the Economic and Social Council decided to include in its priority programme the provision of assistance to the disabled; and by resolution 434 H (XIV) (see below) the Council approved the work programme of the Social Commission and the specific projects recommended by the Commission.

## 7. Social Defence

During 1952 the United Nations, in co-operation with the specialized agencies concerned and the interested non-governmental organizations, continued its programme<sup>159</sup> in the field of the prevention of crime and the treatment of offenders, as well as for the suppression of the traffic in persons and of the exploitation of the prostitution of others.

In accordance with Assembly resolution 415 (V),<sup>160</sup> which set forth a programme of action following the transfer of the functions of the International Penal and Penitentiary Commission (IPPC) to the United Nations, the first regional conference concerned with the prevention of crime and the treatment of offenders was held in December 1952 at Geneva. Representatives of thir-

<sup>157</sup> See also under Advisory Social Welfare Services.

<sup>158</sup> See p. 539.

<sup>159</sup> See also under Advisory Social Welfare Services.

<sup>160</sup> See Y.U.N., 1950, pp. 655-56.

teen European countries, observers from, among others, Burma, Japan and the United States, and representatives of the specialized agencies and non-governmental organizations concerned participated. The conference dealt with: standard minimum rules for the treatment of prisoners; recruitment, training and status of the staff of penal and correctional institutions; open penal and correctional institutions; a study of criminality; and the treatment of juvenile delinquents. Discussions were also held on ways and means of utilizing technical assistance techniques in advancing national programmes in the field of social defence. The conference, among other things, made suggestions to the Secretary-General concerning future United Nations action.

The fourth conference of representatives of specialized agencies and non-governmental organizations on this subject was also held in December 1952 at Geneva. The aim of these conferences is to co-ordinate and stimulate international action carried out by a large number of international organizations in the field of the prevention of crime and the treatment of offenders.

A European Seminar on Probation, in which teams of specialists from seventeen countries as well as observers from several international and national non-governmental organizations participated, was held in London in October 1952. Technical problems of an administrative and legal nature were studied and major emphasis was placed on the practical aspect of probation services.

During the year comparative regional surveys dealing with the treatment of juvenile delinquents, based on national studies which had been in progress for some time, were completed, and three reports relating to North America, Europe and Latin America were published (ST/SOA/SD/1 and Add.1 and 2).

Two issues of the International Review of Criminal Policy were published (ST/SOA/SER.M.1 and 2). The first was designed to familiarize the reader with the work and programme of the United Nations in the field. The second contained articles on open institutions and the treatment of offenders, notes and communications on the subjects constituting the United Nations current programme of work.

With regard to the suppression of the traffic in persons and the exploitation of the prostitution of others, the summary of annual reports for the period 1948-50 was prepared by the Secretariat and published in August 1952 (E/TWC/Summary 1948-50). Future reports on this subject are to be based on the new questionnaire which

has been prepared as a result of the adoption by the General Assembly, on 2 December 1949, of a consolidated Convention for the Suppression of the Traffic in Persons and of the Exploitation of the Prostitution of Others.

The Secretariat continued its programme of action in this field.

## 8. General Work Programme

The Commission, at its eighth session, reviewed the progress made by the Secretariat in carrying out its work programme (E/CN.5/268). It also took note of two reports, "Methods of Administering Assistance to the Needy" (E/CN.5/273) and "Economic Measures in Favour of the Family" (ST/SOA/8), which had been prepared at its request.

In compliance with Council resolution 402 (XIII), the work programme approved by the Commission was organized into four main fields of activity: social policy and development; social services; housing and town and country planning; and social defence. Within those groups, projects or functions were divided into categories as follows: (a) continuing functions and projects of high priority; (b) ad hoc projects of high priority; and (c) projects to be deferred or undertaken only in so far as resources permit.

The full programme, as recommended by the Commission, was included in annex II of its report to the Council (E/2247). In preparing its programme, the Commission combined a number of projects appearing in earlier work programmes, deferred less urgent projects and laid stress on those continuing functions and ad hoc projects likely to provide practical solutions to social problems facing many Member States. At the same time, the Commission recognized that major changes in the programme would be premature until such time as the Council had completed the detailed examination of activities in the social field, as requested by General Assembly resolution 535 (VI), and, in the light of this fact, *inter alia*, it recommended that this question be placed on its own agenda in 1953.

The absence of problems of social security, education and health from the work programme of the Commission was questioned by some members who sought their inclusion in studies for 1952-54. Most representatives, however, while sharing concern for these important problems, thought they were the proper concern of the specialized agencies and that their inclusion in



the Commission's work programme would entail duplication of effort.

The Commission, instead of making specific additions to its own programme, decided to recommend to the Council that the United Nations and the specialized agencies, as soon as possible, give special attention to the following questions, with a view to drafting practical recommendations thereon:

(1) social security measures such as social insurance and social assistance for the unemployed, the aged, the sick, dependent children and other needy groups; (2) the availability of education and the introduction of free compulsory elementary education for all; (3) the availability for all of measures for the maintenance of good health and the prevention and treatment of disease; and (4) measures to be taken immediately to promote social progress.

The Council during its fourteenth session considered the report of the Social Commission specifically at the 224th to 226th meetings of its Social Committee on 21 and 22 July and at its 659th, 661st and 663rd plenary meetings on 25, 28 and 29 July 1952. The USSR considered that problems of social security, education and health should be included in the work programme. The majority agreed that the main programmes in these fields were the concern of the specialized agencies or of other United Nations bodies.<sup>161</sup> The representatives of Belgium, the United Kingdom and the United States stressed that the expenditure entailed by the execution of the programme would not be greater than that provided for 1952.

Following the acceptance of an oral Philippine amendment to draw the Commission's attention to the Council's discussions on the work programme for its general guidance, the Social Committee, at its 225th meeting on 21 July adopted

(E/2305 II F) by 14 votes to none, with 3 abstentions, a Canadian draft resolution (E/AC.7/L.128) concerning the work programme. The Council at its 663rd plenary meeting on 29 July adopted by 12 votes to none, with 5 abstentions, a United States amendment (E/L.452) which would also call to the Commission's attention the Council's action on United Nations priority programmes.<sup>162</sup> The resolution, thus amended, was adopted by 14 votes to none, with 3 abstentions, as resolution 434 H (XIV) (see below).

By 14 votes to none, with 3 abstentions, the Social Committee at its 226th meeting on 22 July adopted (E/2305) a draft resolution proposed by the Chairman noting the Commission's report. Following the adoption, by 9 votes to 4, with 5 abstentions, of an oral amendment by Uruguay to include an expression of the Council's satisfaction with the Commission's work, the resolution was adopted by 15 votes to 3, as resolution 434 C (XIV).

The representatives of Czechoslovakia and the USSR stated they had voted against the resolution because they did not consider the Commission's work satisfactory.

By resolution 434 H (XIV), the Council approved the work programme drawn up by the Social Commission at its eighth session and invited the attention of the Commission to the record of its discussions on the programme and to section II on United Nations priority programmes in the report of the Co-ordination Committee as approved by the Council.

By resolution 434 C (XIV), the Council took note with appreciation of the Social Commission's report.

## P. UNITED NATIONS INTERNATIONAL CHILDREN'S EMERGENCY FUND (UNICEF)

The Executive Board of UNICEF held two sessions in 1952, from 22 to 24 April and from 6 to 10 October. The officers and the members of the Programme Committee and the Committee on Administrative Budget for 1952 were elected<sup>163</sup> at a special meeting of the 1952 Executive Board held on 12 November 1951.

### 1. UNICEF Assistance During 1952

The Executive Board in 1952 approved allocations totalling \$16,776,600, as follows:

	Long-Range Aid	Emergency
Africa	\$1,000,000	—
Asia	3,902,000	\$ 813,000
Eastern Mediterranean area	1,371,000	3,115,000
Europe	933,000	—
Latin America	1,483,500	550,000

<sup>161</sup> For the discussion of priorities, see under Questions of Co-ordination and Relations with Specialized Agencies: see also under World Social Situation for views expressed.

<sup>162</sup> See pp. 538-41.

<sup>163</sup> For members of the Executive Board and subsidiary bodies of UNICEF, see pp. 38-39.

	Long-Range Aid	Emergency Aid
Assistance benefiting more than one region	<u>370,000</u>	<u>      </u>
	<u>\$9,059,300</u>	<u>\$ 4,478,000</u>
TOTAL Long-Range and Emergency Aid		\$13,537,500
Other assistance:		
Freight		852,000
Operational services		129,400
Administration		2,257,700
		<u>\$16,776,600</u>

#### a. EMERGENCY AID

The emergency aid allocated by the Executive Board in 1952, which totalled \$4,478,000, constituted about one third of the total aid approved (excluding freight and operational services). Of this amount, the largest allocations, totalling \$3,115,000, were in connexion with aid for Palestine refugees (mothers and children in care of the United Nations Relief and Works Agency for Palestine Refugees in the Near East (UNRWAPRNE), and "economic refugees" in Egypt and Jordan). Other emergency aid, which constituted about 13 per cent of total aid approved, was for children and mothers in drought-stricken areas of Brazil and India, and for refugees from a volcano-stricken area in the Philippines.

The Executive Board in April 1952 discussed the policy issues involved in continued assistance by UNICEF for situations which other United Nations agencies had been created to meet. It agreed, as a matter of policy, not to continue UNICEF aid for Palestine refugee mothers and children beyond 30 November 1952. It did not, however, exclude the possibility of providing aid beyond this period out of gifts in kind to the Fund, or which could be best procured with certain currencies contributed to the Fund. In November 1952 an allocation of \$200,000 was approved along these lines by the Executive Board for the period beyond 30 November 1952.

#### b. LONG-RANGE AID

Long-range aid totalling over \$9 million was approved during the year for some 80 long-range programmes in 49 countries and territories. In fifteen countries and territories UNICEF aid was approved for the first time during the year, as follows: Africa, seven (Belgian Congo, Cameroons, French Equatorial Africa, French West Africa, Liberia, Ruanda Urundi and Togoland); Asia, two (Cambodia and Vietnam); Eastern Mediterranean area, two (Ethiopia and Sudan); Europe, one (Portugal); Latin America, three (Grenada, St. Lucia and Surinam).

The percentage distribution of long-range aid as between areas was as follows:

	Per Cent
Africa	11.1
Asia	43.1
Eastern Mediterranean	15.2
Europe	10.1
Latin America	16.4
Benefiting more than one region	4.1
	<u>100.0</u>

In terms of types of programmes aided, the percentage distribution was as follows:

	Per cent	Per cent
Maternal and Child Welfare		
Services and Training	35.5	
Mass Health Campaigns		43.2
Anti-malaria	19.9	
Anti-yaws, Bejel, VD	9.1	
BCG anti-tuberculosis vaccination	8.1	
Other	6.1	
Child Nutrition		21.3
Long-range feeding	6.3	
Milk conservation	15.0	

Maternal and Child Welfare Services and Training: To strengthen these basic services, UNICEF aid was approved in 1952 amounting to \$3,211,000 for eleven countries in Asia (Afghanistan, Burma, Ceylon, China (Taiwan), Hong Kong, India, Indonesia, Pakistan, Philippines, Thailand and Vietnam); four countries in the Eastern Mediterranean region (Iran, Jordan, Libya and Syria); three countries in Europe (Greece, Portugal and Yugoslavia); and two countries in Latin America (Panama and Paraguay). Included was further aid for the International Children's Centre in Paris, engaged in international teaching and research work in the field of maternal and child welfare.

In Asia, 56 per cent of total allocations for long-range aid was in the field of maternal and child welfare services and training; in the Eastern Mediterranean area it was 16 per cent; and in Latin America, 4 per cent.

The aid to countries was in the form of equipment and supplies for maternal and child welfare centres, primarily in rural areas, children's hospitals or wards, school health services, clinics and laboratories. Assistance included midwifery kits; scales, thermometers, needles, syringes; transport; hospital equipment; drugs, sera, vaccines, common medicines, soap, disinfectants; powdered milk; fish-liver oil capsules and other diet supplements; and health education materials.

During 1952, aid was approved for some 2,000 maternal and child welfare centres. The UNICEF-

equipped maternal and child welfare centres, in addition to providing preventive and curative services to children and mothers, provided training facilities for local child care personnel, mainly assistant midwives or village midwives. Other UNICEF aid for maternal and child welfare took the form of supplies and equipment for midwifery training centres, schools of nursing, teaching hospitals and pediatric wards.

In April 1952 the Executive Board decided in principle that as an additional measure of increasing aid for training auxiliary child care personnel in rural regions it would, in certain circumstances, provide stipends in local currencies for trainees. In October 1952 it provided small sums (stipends in local currencies) for midwife trainees in four countries (Libya, India, Pakistan and Thailand).

Anti-Malaria and other Insect-Control Measures: UNICEF allocated \$1,794,000 for DDT, sprayers, transport and field equipment to help countries combat malaria and other insect-borne diseases (diarrhoea, typhus) taking a heavy toll of children's lives and health. Aid was approved to three countries in Africa (Togoland, the Cameroons and Liberia), three countries in Asia (Afghanistan, India and Pakistan), four countries in the Eastern Mediterranean area (Egypt, Iraq, Lebanon and Syria), and ten countries in Latin America (Bolivia, Colombia, Grenada, Haiti, Honduras, Jamaica, Peru, St. Lucia, Surinam and Trinidad). In Africa, 45 per cent of total allocations in the area for long-range aid in 1952 was for anti-malaria campaigns; in Asia, 13 per cent; in the Eastern Mediterranean area, 21 per cent; and in Latin America, 36 per cent.

During 1952, anti-malaria campaigns (aided by allocations in previous years and, in part, the 1952 allocations) protected approximately 8,300,000 in fifteen countries as follows:

Area	No. of Countries	No. Protected
Asia	4	5,000,000
Eastern Mediterranean	1	98,000
Latin America	10	3,200,000
	15	8,298,000

Anti-Yaws Campaign: Yaws is a contagious disease which particularly attacks children and is susceptible to treatment on a mass scale by penicillin. In 1952 UNICEF approved aid totalling \$828,000 for anti-yaws campaigns in one country in Africa (Liberia), three in Asia (China (Taiwan), Philippines and Thailand), and one in Latin America (Haiti). In Latin America the amount allocated was 17 per cent of total area allocation for long-range aid in 1952; in Asia

it was 13 per cent; and in Africa 5 per cent. UNICEF aid took the form of penicillin, needles, syringes, transport, and clinical and laboratory supplies. The UNICEF-aided campaigns have importance in the preventive field as well since, through mass treatment, sources of infection are eliminated.

Aided by allocations in previous years, and, in part, 1952 allocations, anti-yaws campaigns in 1952 (and anti-bejel and anti-venereal disease campaigns also carried on through penicillin injections) resulted in the examination of over 5,200,000 persons and the treatment of about 1,300,000 in seven countries, as follows:

Area	No. of Countries	No. Examined	No. Treated
Asia	4	4,270,000	427,000
Eastern Mediterranean	1	120,000	24,000
Europe	1	not available	not available
Latin America	1	843,000	843,000
	7	5,233,000	1,294,000

BCG Anti-Tuberculosis Vaccination Campaigns: During 1952 UNICEF aid in BCG anti-tuberculosis vaccination campaigns totalled \$736,000 to nine countries in Asia (Burma, Cambodia, China (Taiwan), Hong Kong, India, Pakistan, Philippines, Thailand and Vietnam), and three countries in the Eastern Mediterranean region (Ethiopia, Jordan and Sudan). Included was \$40,000 for field studies of the effects of BCG vaccination (Skive project), carried on in Denmark under the technical supervision of the Tuberculosis Research Office of the World Health Organization.

In Asia, aid for BCG vaccination campaigns amounted to 15 per cent of the total allocated for long-range aid during the year; in the Eastern Mediterranean area, 7 per cent. The type of equipment provided by UNICEF consisted of tuberculin, vaccine and transport.

UNICEF also approved during the year an amount of \$54,000 to three countries (Burma, India and Trinidad) for equipment for tuberculosis control related to BCG campaigns.

In 1952, as a result of allocations made in previous years, and, in part, those made during the year, 13,500,000 persons were tested and 4,850,000 vaccinated against tuberculosis, as follows:

Area	No. of Countries	No. Tested	No. Vaccinated
Africa	1	not available	not available
Asia	9	10,620,000	3,750,000
Eastern Mediterranean	4	1,860,000	619,000
Latin America	5	976,000	580,000
	19	13,456,000	4,949,000

Other Health Campaigns: UNICEF during 1952 allocated approximately \$500,000 for other mass disease campaigns. The bulk of this was for equipment for a penicillin production plant in Chile (\$285,000) and for anti-trachoma work in Morocco, Tunisia and China (Taiwan). The number of children expected to be reached in the anti-trachoma campaigns was 130,000.

The aid for anti-trachoma work took the form of antibiotics, field and laboratory equipment, transport and public health education materials. The Executive Board noted that there was interest in a number of countries in international aid against trachoma, a highly contagious eye disease, most acute among children, and it regarded its allocation in the nature of aid for pilot projects, the experience of which would be a guide in considering future aid against trachoma.

The aid for the penicillin production plant was given on the basis of a series of special criteria established by the Executive Board in 1951 for capital investment aid of this type.

Long-Range Feeding Assistance: During 1952 UNICEF allocations totalled \$566,000 for long-range supplementary child feeding projects. Included was aid to two countries in Africa (Belgian Congo and Ruanda-Urundi) for dry milk powder to combat a serious nutritional deficiency in children (kwashiorkor). This constituted the first UNICEF aid for this type of problem. Plans for the programmes were developed in close collaboration with both WHO and FAO.

The long-range feeding assistance also included allocations to five countries in Latin America (British Honduras, Chile, Honduras, Nicaragua and Peru) and two countries in the Eastern Mediterranean area (Iraq and Turkey). For Chile, Honduras, Nicaragua, Iraq and Turkey, this feeding assistance was related to UNICEF aid for milk conservation which would permit the Governments of these countries to continue the child feeding programmes on a permanent basis from their own milk production.

Of the total area aid for long-range programmes allocated for Africa in 1952, some 32.5 per cent was for long-range feeding programmes; for Latin America the percentage was 12.5.

In December 1952, out of these allocations and those made earlier, there were 763,000 beneficiaries of long-range feeding programmes in eighteen countries as follows:

Area	No. of Countries	Beneficiaries during December 1952
Africa	3	40,000
Asia	3	112,000

Area	No. of Countries	Beneficiaries during December 1952
Europe	2	393,000
Latin America	10	218,000
	18	763,000

Milk Conservation: UNICEF provides equipment for drying and pasteurization of local milk supplies to be used for the benefit of children. In 1952 the Executive Board approved allocations totalling \$1,360,000 for four countries in the Eastern Mediterranean area (Egypt, Iraq, Israel and Turkey), two countries in Europe (Italy and Yugoslavia), and one country in Latin America (Honduras). The milk conservation projects in Egypt, Iraq and Turkey were small-scale projects designed to serve as demonstrations of modern milk handling processes in countries with relatively small milk supplies. The plants themselves are to serve as training centres for personnel to be used in future milk conservation schemes. In Iraq some of the milk will be sterilized, a type of aid approved for the first time, with the hope that the experience would be significant for other countries without widespread refrigeration. The aid for Israel was for the purchase of equipment for bottling pasteurized milk, refrigeration, and equipment for making milk bottles. The allocations for Italy and Yugoslavia constituted extensions of milk conservation projects for which allocations had been made in previous years. Of the total long-range aid approved in 1952 for the Eastern Mediterranean area, 52 per cent was in the field of milk conservation; for Europe it was 55 per cent and for Latin America 10 per cent.

## 2. Finances

In 1952 a total of 38 governments pledged or contributed a total of \$10,775,000 to UNICEF. (Included in this amount are some of the 1952 pledges, which were actually entered into the UNICEF accounts for the year 1951.) The 38, governments were:

Afghanistan	France
Australia	Germany
Austria	Greece
Bolivia	Honduras
Brazil	India
Brunei	Indonesia
Burma	Iraq
Canada	Israel
Ceylon	Italy
Chile	Japan
Denmark	Liechtenstein
Dominican Republic	Luxembourg
Ecuador	Netherlands
El Salvador	New Zealand

Norway	Thailand
Pakistan	Turkey
Peru	United Kingdom
Sweden	United States
Switzerland	Yugoslavia

Contributions from the governments of under-developed countries constituted 17.7 per cent of the total amount. The largest contributor, the United States Government, contributed \$6,667,000 in 1952. The amounts pledged or contributed by governments in 1952 reflected an increase over 1951 when it totalled \$9,851,000 from 35 governments.

Income from individual private contributions in 1952 totalled \$99,000, compared with \$67,000 in 1951. Income from organized private fund-raising campaigns was \$48,000 in 1952; however, proceeds of over \$400,000 from 1952 Australian, New Zealand and Pakistan campaigns were not committed to UNICEF until 1953. Proceeds from the settlement of UNRRA claims amounted in 1952 to \$137,000. Income of the Fund during the year 1952 other than contributions amounted to \$638,000.

The total income entered in the UNICEF books from all sources during the year 1952 was approximately \$10,270,000. The fact that the Fund was able to allocate \$16.8 million was due to the fact that it was able to draw, in part, on funds raised in earlier years.

Target Programme and Budget: At its April 1952 session, the Executive Board approved a target programme and budget of \$20 million for external aid for the period 1 July 1952 to 30 June 1953. Following a recommendation of the Programme Committee's Sub-Committee on Fund Raising, the Executive Director submitted to the Board a proposed target programme and budget to cover the calendar year 1953.

Approved by the Executive Board in October 1952, this allocations target for external aid in 1953 amounted to \$20 million. In setting this target, the UNICEF Executive Board took into account the additional amounts to be provided by each assisted country as a result of the UNICEF "internal matching" principle. The internal matching, which included expenditures from local resources for local personnel, facilities, supplies and services, involved commitments by governments in 1952 of over \$23 million.<sup>164</sup>

Inclusion of UNICEF as Responsibility of General Assembly Negotiating Committee for Extra-Budgetary Funds: At its October 1952 session, the Executive Board decided "that, it would be advantageous for representatives of governments to add their weight to that of the Administration

in securing contributions for UNICEF from Governments". The Board expressed the opinion that this responsibility might best be undertaken through the General Assembly's Negotiating Committee for Extra-Budgetary Funds. This was approved by the General Assembly at its seventh session in resolution 693(VII).<sup>165</sup>

In April 1952 the Executive Board approved a report of its Working Group on Creation of a Fund Raising Committee and authorized the Programme Committee either directly, or through a committee established by it with the addition of one or more members of the Executive Board, to advise the Executive Director and the Executive Board on fund raising for UNICEF from governmental and private sources. On the basis of the Executive Board's action, the Programme Committee in April 1952 established a Sub-Committee on Fund Raising, consisting of three members of the Programme Committee and two from the Executive Board. This Sub-Committee reported to the October 1952 session of the Executive Board on the question of UNICEF inclusion in the scope of the General Assembly Negotiating Committee, on ways in which individual Board members could assist the Administration in disseminating information about the work of UNICEF, on the use of services of outstanding personalities for fund-raising purposes, and on the question of establishing National Committees for UNICEF. The report of the Sub-Committee set forth a number of ways through which the Executive Board, the Programme Committee, governments and the Administration might assist in the creation of National Committees for UNICEF. It was pointed out that National Committees were not exclusively nor even predominantly fund-raising instruments but had wider functions. These functions would be determined by local circumstances in each instance.

### 3. Co-operation with other United Nations Agencies and Non-Governmental Organizations

The UNICEF function of providing essential supplies and equipment to governments for child care programmes is part of a co-ordinated scheme through which the technical departments of the

<sup>164</sup> These figures understate the amount of local commitments, as they do not include the expenditures which will be made on a continuing basis for the programmes after UNICEF aid has ceased, nor do they take into account the large amount of voluntary effort characteristic of many of the programmes.

<sup>165</sup> See p. 126.

United Nations and the relevant specialized agencies give the governments related technical advice and services. In addition, these agencies provide UNICEF with assurance that the plans for the use of the UNICEF aid, and the supplies and equipment to be provided, are technically sound.

At its April 1952 session, the Executive Board noted that this general division of functions had proved useful and workable and that government plans of operations coming before the Board for approval showed increasingly the value of the joint participation by all relevant agencies at the earliest stages of planning and implementation of programmes.

The Executive Director in his General Progress Report to the October 1952 Board session referred to administrative developments along these lines in each of the regions which had served to strengthen the relationship in the field. He called attention to the large number of WHO and FAO experts and United Nations Social Welfare Advisers available in the field to assist both governments and UNICEF in various aspects of UNICEF-aided programmes. At the October 1952 Board session, statements on the value of co-operation with UNICEF were also made by the Director-General of WHO, the Director-General of FAO and the Director of the United Nations Division of Social Welfare.

The Executive Board approved the granting of consultative status to the members of the Non-Governmental Organizations Committee on UNICEF. This Committee was established in the summer of 1949 with the name "UNICEF Advisory Committee of Non-Governmental Organizations" to advise the UNICEF Administration on fund-raising and other matters. In order to prevent misunderstanding as to its functions in relation to the UNICEF Board, the Committee decided to change its name to "Non-Governmental Organizations Committee on UNICEF". The manner in which the consultative status was granted to members of the Committee was defined in a set of rules adopted by the Board.

#### 4. Consideration of the Board's Report

##### a. CONSIDERATION BY THE SOCIAL COMMISSION AT ITS EIGHTH SESSION

In accordance with Assembly resolution 417 (V),<sup>166</sup> the Social Commission at its eighth session, held from 12 to 29 May, considered the report of the Executive Board of UNICEF (E/2214) and the documents concerning principles

and policies relating to the Fund's programmes (E/CN.5/258 and Add.1).

The Executive Director of UNICEF, in submitting the report, noted that UNICEF aid was now going principally to under-developed countries, including Africa, for long-range programmes. At every point in UNICEF's work a high degree of co-ordination had been achieved with the Department of Social Affairs, the Technical Assistance Administration and the specialized agencies. He noted the increasing efforts of citizens both at national and local community levels and the increasing government expenditures in under-developed countries for child care, encouraged by the material aid of UNICEF. He stressed the great need for new funds in order to achieve the goal of \$20 million for the year ending 30 June 1953.

Most representatives paid tribute to the work of the Fund as an outstanding example of international collaboration.

It was pointed out that UNICEF participated in the Working Group on Long-Range Activities for Children, of the Administrative Committee on Co-ordination, which had given first priority to the development of programmes for the training of auxiliary maternal and child welfare personnel. The Commission noted with satisfaction that the Executive Board had stated its readiness under certain conditions to aid in meeting the local costs of training of auxiliary personnel.

The Commission unanimously adopted a resolution (E/2274) which it recommended for adoption by the Economic and Social Council.

##### b. CONSIDERATION BY THE ECONOMIC AND SOCIAL COUNCIL AT ITS FOURTEENTH SESSION

At its fourteenth session, held from 20 May to 1 August, the Economic and Social Council considered the report of the Executive Board of UNICEF (E/2214), following its session in April 1952. The Council also had before it the recommendation contained in the report of the Social Commission (E/2274).

At the 658th and 659th plenary meetings of the Council on 24 and 25 July, the representatives of Belgium, Canada, China, Egypt, France, Pakistan, the Philippines, Sweden, the United States and Uruguay paid tribute to the work of UNICEF as an outstanding example of international collaboration similar to those tributes which had already been paid in the Social Com

<sup>166</sup> See Y.U.N., 1950, p. 621.

mission. The conditions of tens of millions of children had been improved; UNICEF aid had led to increased child care services within the countries concerned, and the relatively small amounts of supplies and equipment provided by UNICEF had provided the foundation for permanent child care services. UNICEF was commended for its ability to provide relief rapidly in the event of natural catastrophes and other emergencies, for its sound principles, flexibility of operational methods and economical administration, and for its close collaboration with other United Nations bodies.

The Council adopted, by 15 votes to none, with 3 abstentions, the resolution recommended by the Commission (resolution 434 J (XIV)). By this resolution, the Council noted the report of the Executive Board in which aid was approved for 53 separate child care projects in 39 countries and territories. It noted:

(1) that programmes were to be extended to 72 countries and territories; (2) that this aid, extended principally to economically under-developed countries, dealt with basic maternal and child welfare programmes, the training of auxiliary workers, mass campaigns against wide-spread epidemic and endemic diseases of childhood, child feeding, milk conservation and the establishment of plants to produce antibiotics, insecticides and vaccines; and (3) the promptness of UNICEF's emergency aid.

The Council also commended the extension of UNICEF assistance to African countries; endorsed the Executive Board's encouragement of the training of auxiliary workers; and recommended that efforts be increased to make known the achievements of UNICEF in its world-wide collaboration with the United Nations and the specialized agencies and with governments. The Council further expressed concern that the lack of funds had prevented UNICEF from fulfilling its target budget of \$30 million during the year 30 June 1951 to 1 July 1952, and called to the attention of governments and private individuals the need for meeting the target programme of \$20 million for the year 1 July 1952 to 30 June 1953.

#### c. CONSIDERATION BY THE GENERAL ASSEMBLY AT ITS SEVENTH SESSION

Views similar to those expressed in the Commission and in the Council were expressed in the Assembly's Third Committee, at its 465th to 469th meetings, from 4 to 9 December, during the general debate on the report of the Economic and Social Council (A/2172) on social questions. The representatives of Afghanistan, Argentina, Australia, Belgium, Canada, China, Den-

mark, the Dominican Republic, Ecuador, Egypt, France, Greece, Haiti, India, Israel, the Netherlands, Pakistan, the Philippines, Sweden, the United States and Yugoslavia, among others, paid tribute to the activities of UNICEF as an outstanding example of constructive and practical United Nations achievement in the social field, and drew attention to the importance of financial support of the work by all governments. These representatives also stressed the following points:

(1) the appeal of UNICEF to public opinion and the fact that it had evoked universal approbation and acclaim; (2) the important concrete benefits children had received as a result of the stimulus of UNICEF aid; (3) the emphasis placed by UNICEF on aid to economically under-developed countries, and on long-range programmes, together with ability to provide assistance rapidly in emergencies; (4) the value of the UNICEF "internal matching" principle and its emphasis on self-help; (5) the sound operational methods and structure of the Fund; (6) the increasingly close co-operation between UNICEF and the specialized agencies; (7) the valuable impetus to training personnel for maternal and child welfare afforded by UNICEF aid to country programmes and through institutions such as the International Children's Centre in Paris; and (8) the fact that the work of UNICEF received too little attention in the information media of the world.

Australia, Belgium, Burma, the Dominican Republic, France, Greece, Haiti, Iran, Israel, the Philippines, Sweden and Yugoslavia presented a joint draft resolution (A/C.3/L.320) commending the work of UNICEF and appealing to governments and private individuals to contribute to the Fund as generously as possible during 1953 so that its target programme of \$20 million could be fulfilled.

An amendment by Afghanistan (A/C.3/L.321), which would add an appeal to information media to co-operate in disseminating information concerning the activities of UNICEF, was adopted by 35 votes to none, with 7 abstentions.

The twelve-Power draft resolution, as amended, was adopted by the Committee by 42 votes to none, with 5 abstentions, and by the General Assembly, at its 409th plenary meeting on 20 December, without discussion, by 49 votes to none, with 5 abstentions. The resolution (641 (VII)) read:

"The General Assembly,

"Having considered the report of the Economic and Social Council to the General Assembly, and noting the high tribute paid by the Council to the work of the United Nations International Children's Emergency Fund as an outstanding example of international collaboration,

"Noting that the Executive Board of the Fund approved in 1952 aid for eighty long-range child-care programmes in forty-nine countries and territories, and that the Fund will now be aiding children in seventy-

two countries and territories, particularly in under-developed areas,

"Noting with appreciation the method of the United Nations International Children's Emergency Fund aid whereby supplies and equipment are used to make a permanent contribution to the welfare of millions of children by encouraging development and extension within the countries of action on behalf of children,

"Commending the United Nations International Children's Emergency Fund for the promptness of its aid in case of emergencies such as floods, earthquakes and droughts,

"Expressing its appreciation that close working relationships have been developed between the Fund and technical departments of the United Nations and the relevant specialized agencies, so that there is increasing joint participation at the earliest stages in the planning and implementation of aid to child-care programmes,

"Bearing in mind that, because of its practical and material forms, United Nations International Children's Emergency Fund aid is easily and invariably understood in all parts of the world and thus has become an outstanding symbol of constructive United Nations activities,

"Convinced of the importance of contributions to the Fund in amounts sufficient to fulfil its target programme and budget of \$US20 million for the year 1953,

"1. Appeals to governments and private individuals to contribute to the United Nations International Children's Emergency Fund as generously as possible during 1953, so that the target programme of \$20 million may be fulfilled for the benefit of the children of the world;

"2. Appeals to information media to co-operate in disseminating information concerning the activities of the United Nations International Children's Emergency Fund."

## Q. NARCOTIC DRUGS

The Commission on Narcotic Drugs devoted the greater part of its seventh session, held from 15 April to 9 May 1952, to studying measures to combat the illicit traffic in narcotic drugs and to preparing a single convention on narcotic drugs to replace the existing international instruments.

The Commission's report (E/2219) was considered by the Economic and Social Council at its fourteenth session, at the 574th, 580th, 581st and 583rd plenary meetings on 22, 27 and 28 May. During the discussions, some representatives, including those of Pakistan and the USSR, expressed their objection to parts of the report referring to certain countries. The Council, however, at its 583rd plenary meeting on 28 May, by 14 votes to 4, adopted resolution 436 B (XIV), in which it took note of the Commission's report.

Also before the Council was the report of the Permanent Central Opium Board on statistics of narcotics for 1950 and the Work of the Board in 1951 (E/OB/7 and Add.1). During the discussion, some representatives, including those of India, Iran and the United Kingdom, submitted explanations in connexion with some of the statistics contained in the report. The Council, at its 583rd plenary meeting on 28 May, by 17 votes to none, with 1 abstention, adopted resolution 436 H (XIV) in which, among other things,<sup>167</sup> it took note of the Board's report.

The Council examined major problems such as those relating to opium and the coca leaf and also studied administrative measures intended to lead to closer international co-operation in the control of narcotic drugs and to strengthen such control by the adoption of measures at the inter-

national level. The matters considered by the Commission and the Council are dealt with below.

### 1. International Limitation of Opium Production

At its thirteenth session in 1951, the Council had had before it two proposals seeking by different methods to limit the production of opium. The first was a proposed interim agreement to limit the production of opium to medical and scientific needs, by means of an international opium monopoly. The second was a group of general principles which the Commission on Narcotic Drugs had set forth with a view to the conclusion of a protocol relating to the limitation of the production of opium by means of the limitation of opium stocks. In resolution 395 B and C (XIII),<sup>168</sup> the Council had requested the Secretary-General to transmit those two texts to governments, asking them to submit observations. The Secretary-General had also been instructed to prepare an annotated compendium of these observations and to draft the protocol in legal form.

At its fourteenth session, the Council had before it an annotated compendium of the observations of 37 governments on the principles of the draft protocol and on the proposed interim agreement (E/2186 and Corr.1 and Add.1 to 3), as well as a legal text of the protocol, prepared by the Secretary-General (E/2186, annex). The

<sup>167</sup> See also p. 529.

<sup>168</sup> See Y.U.N., 1951, p. 565.



compendium presented general comments on the protocol, general comments on the interim agreement and comments on specific provisions of the protocol.

Most representatives felt that, in the light of those observations, the time had not yet come to set up the international opium monopoly contemplated by the proposed interim agreement. They also thought that, in view of the divergencies of opinion which had appeared, it was preferable not to reopen the discussion on this matter.

Some representatives, including those of Belgium, China and the United Kingdom, considered that the text of the protocol submitted did not adequately meet the situation. The representatives of China, Pakistan, Sweden and the United Kingdom were among those who suggested that the text should be transmitted to governments with the request that they communicate to the Secretary-General their observations.

The representatives of Belgium, Egypt, France and the United States, on the other hand, felt that an international conference should not be further postponed. In spite of certain deficiencies, the draft protocol represented the best means of settling, partially at least, the problem of limiting opium production so as to reduce the illicit traffic and drug addiction. Accordingly, these representatives submitted, at the 574th plenary meeting of the Council on 22 May, a joint draft resolution (E/L.320, subsequently revised as E/L.320/Rev.1) which would have the Council convene an international conference to adopt a protocol relating to the limitation of the production of opium and request governments to submit, before the opening of the conference, their observations on the draft protocol.

Two amendments were submitted, one by the Philippines (E/L.33) and one jointly by China, Sweden and the United Kingdom.

The Philippine amendment proposed to add to the joint draft resolution a request that the Secretary-General bring to the attention of the proposed conference General Assembly resolution 422 (V)<sup>169</sup> of 4 December 1950, in which the Assembly requested the Commission on Human Rights to include in the International Covenant on Human Rights an article by which the provisions of the Covenant should be applicable equally to a signatory Metropolitan State and to all the territories administered or governed by such Metropolitan State. The amendment was not adopted by the Council, 6 votes being cast in favour, 6 against, and 6 abstentions.

Part of the joint amendment by China, Sweden and the United Kingdom, which would have the Council state that it realized the need for limiting the production of opium to medical and scientific needs, was adopted by the Council, by 15 votes to 3, at its 580th plenary meeting on 27 May. The remainder of the amendment, which, among other things, sought the circulation of the text of the draft protocol to governments for their comments, was rejected in a series of separate votes, ranging from 10 votes to 3, with 5 abstentions, to 8 votes to 6, with 4 abstentions.

The joint draft resolution, as amended, was adopted by the Council at the same meeting by 13 votes to 3, with 2 abstentions, as resolution 436 A (XIV). It read:

"The Economic and Social Council,

"Realizing the importance of the struggle against the development of drug addiction, and the need for limiting the production of opium to medical and scientific needs,

"Wishing to pursue the efforts already accomplished on the international level to facilitate this struggle and make it more effective,

"Having examined the observations made by governments on the principles of the protocol relating to limitation of the production of opium,

"Convinced in the light of these observations that it is desirable and possible to adopt immediately effective measures to further the progress already made under the 1925 and 1931 Conventions,

"1. Decides to convene as soon as possible, in conformity with Article 62, paragraph 4, of the Charter, an international conference to draft and adopt a protocol relating to the limitation of the production of opium; and

"2. Requests the Secretary-General:

"(a) To convene the Conference at such time as he may find appropriate, and preferably after the conclusion of the eighth session of the Commission on Narcotic Drugs;

"(b) To invite to the Conference States Members of the United Nations and non-member States which have acceded to the international conventions concerning narcotic drugs;

"(c) To invite representatives of the specialized agencies, with the same rights and privileges as they enjoy at sessions of the Council;

"(d) To prepare provisional rules of procedure for the Conference;

"(e) To ask such governments as have not already done so to submit before 1 December 1952 their observations on the present draft protocol relating to limitation of the production of opium, together with such textual amendments as they think fit to propose; and

"(f) To prepare a compilation of the observations submitted by governments and transmit it to all States invited to the Conference not less than six weeks before the opening of the Conference."

<sup>169</sup> See Y.U.N., 1950, pp. 531-32.

## 2. The Problem of the Coca Leaf

At its thirteenth session, in resolution 395 D (XIII),<sup>170</sup> the Council had requested the Commission to examine the problem of the coca leaf, taking into consideration all available information, and to submit to the Council its recommendations on the matter. The information available to the Commission was to include not only the documentation then existing<sup>171</sup> but also the comments which the Governments of Bolivia and Peru had been invited to address to the Secretary-General with respect to the additional observations of the Commission of Enquiry (E/CN.7/-235).

The Bolivian Government stated that no conclusions could be formulated on the problem of coca chewing until the studies undertaken by the countries concerned had been completed. It also applied for United Nations assistance to continue its study of the problem. The Peruvian Government, for its part, disputed some conclusions of the Commission of Enquiry, including those relating to the dangers of coca chewing, but agreed that some of the experiments proposed by the Commission of Enquiry should be carried out. These experiments were to consist of observing the reactions of individual coca chewers after an improvement had been made in their social conditions, and in particular their diet, in order to determine whether, in improved circumstances, they would continue or cease to chew the leaf. The Bolivian Government informed the Commission on Narcotic Drugs during its seventh session that it agreed to the proposed experiments.

On the basis of the recommendations made by the Commission (E/2219) a draft resolution (E/L.342) was prepared by the Secretariat and, with some drafting changes, was adopted by the Council at its 583rd plenary meeting on 28 May, by 13 votes to none, with 3 abstentions, as resolution 436 E (XIV).

By this resolution, the Council requested the technical assistance services of the United Nations and the specialized agencies, with the help of the Secretariat, to study the possibility of undertaking the experiments proposed, within the framework of the existing technical assistance programmes in Bolivia and Peru. It recommended that the Governments of Bolivia and Peru should take the necessary steps to limit the production of coca leaves to licit consumption and manufacture and take effective measures to prevent the introduction into trading channels of coca leaves and crude cocaine which could form a

source of supply for the illicit manufacture or export of narcotic drugs.<sup>172</sup>

## 3. Single Convention on Narcotic Drugs

In its report (E/2219), the Commission on Narcotic Drugs informed the Council of the progress achieved with the preparation of a single convention to replace the existing multilateral treaties for the control of narcotics. In accordance with the decision taken at its previous session,<sup>173</sup> the Commission thoroughly examined the draft convention prepared by the Secretary-General (E/CN.7/AC.3/3/Rev.2). During these discussions, which concerned articles 2 to 13 (relating to the scope of the convention, the obligations of parties to the convention and certain matters concerning the international control organs), the Commission took into account the written observations communicated to the Secretary-General by the governments of some of the States represented on the Commission and by the Permanent Central Opium Board, the Drug Supervisory Body and the World Health Organization.

The Commission decided to postpone consideration of the other articles (which concerned other matters regarding the international control organs, economic phases, penal provisions and the cure of the drug habit, as well as general provisions and definitions) to its eighth session. It asked the Secretary-General to prepare for submission to its eighth session a revision of the first part of the new draft convention and certain schedules which would form an integral part of the draft, with due regard for the principles formulated by the Commission at its seventh session.

These principles related in particular to articles 2 to 13 of the draft convention, though some of them related to the text as a whole or to

<sup>170</sup> See Y.U.N., 1951, p. 563.

<sup>171</sup> This documentation consisted chiefly of the report of the United Nations Commission of Enquiry on the Coca Leaf (E/1666), the statement made by the Peruvian representative to the fifth session of the Commission on Narcotic Drugs (E/1666/Add.3), the summary records of the 118th and 119th meetings of the Commission, and the observations of the Commission of Enquiry on the statements made by the representatives of Bolivia and Peru at the fifth session of the Commission on Narcotic Drugs (E/1666/Add.1).

<sup>172</sup> The President of the Council confirmed the interpretation that this resolution was in no way inconsistent with the provisions of General Assembly resolution 200(III) on technical assistance for economic development, because the studies referred to in the Council resolution would not be undertaken unless the governments concerned so requested.

<sup>173</sup> See Y.U.N., 1951, p. 562.

provisions which did not appear in these articles. Essentially, they dealt with four problems.

The first related to the precise scope of the new treaty. For example, the Commission considered whether it was sufficient to codify the provisions existing in present treaties, subject to the inclusion of only those modifications which experience had shown to be necessary, or whether a system of control should be elaborated which would anticipate, in so far as was possible, future developments. The Commission felt that it was impossible to take a decision of principle in this respect and that there was no fundamental discrepancy between these two views but merely a difference of emphasis.

The second problem studied by the Commission was that of the establishment, structure and status of the control organs. It took the view that the policy-making and technical functions ought to be the responsibility of a new organ similar to the Commission on Narcotic Drugs, namely, a functional commission of the Council, which would be distinct from the semi-judicial body corresponding to the Permanent Central Opium Board and the Drug Supervisory Body, and which would be known as the "International Narcotics Commission". The decisions and recommendations adopted by the proposed new organ under the new convention could be approved, modified or rejected by the Council but would become operative automatically whenever the Council took no action in the matter within a specified time-limit. Provision was made for cases in which the Council would invite certain States not Members of the United Nations to be represented in the new commission and, accordingly, it was decided to create in the text of the convention a legal basis for the privileges and immunities which its members would need for the performance of their functions. In addition, it was proposed that provision should be made in the convention to enable the new commission to delegate its powers to a committee. As regards the functions currently being performed by the Permanent Central Opium Board and the Drug Supervisory Body, it was decided to recommend the merger of these two bodies into a single semi-judicial organ to be known as the "International Narcotics Control Board".

Thirdly, the Commission expressed its views on placing additional drugs under control and on the exemption of certain others. It was recognized that in exercising this function the "International Narcotics Commission" should act in each case on the advice of WHO as regards the medical, pharmacological and pharmaceutical characteristics of the drug in question, but that

it would be for the Commission, subject to the Council's approval, to take the final decision with regard to control, in view of the fact that such decisions had social and administrative as well as technical implications. Any decision taken in this respect should be binding on the parties, save in the case of a recommendation to prohibit the use of narcotic drugs. In addition, it was decided to maintain the Commission's power to place a drug under provisional control.

Lastly, as regards the procedure whereby the various control systems would be applied to each category of drugs, the Commission proposed that the various drugs should be listed in schedules forming an integral part of the treaty. As regards the export of narcotic drugs, the Commission rejected the idea of an international clearing house which would have made the issue of export permits subject to verification by the proposed "International Narcotics Control Board" in the light of the estimates drawn up for the importing country. The Commission felt, however, that the new Board should have the task which was now entrusted to the Permanent Central Opium Board by virtue of the 1931 Convention of informing countries desirous of exporting the more dangerous drugs to countries not parties to the 1925 and 1931 Conventions, whether such exports should exceed their estimates for the year in question.

After its discussion of the draft single convention and of the control system to be provided for in the future treaty, the Commission decided that the control measures applicable to the various categories of drugs should be set forth in the text of the new convention. As to the use of certain drugs for medical purposes, the Commission decided that the convention should not compel governments parties to it to prohibit the use of any drug for medical purposes but that it should contain recommendations for the prohibition of certain dangerous drugs. The drugs to be included in this group would be listed and the Commission would subsequently be able to recommend the addition of other drugs to the list.

Finally, with regard to the information to be supplied by governments to the international control bodies, the Commission felt: (1) that the nature of the statistical information required should be made clear in the text of the convention instead of being determined by the new commission; and (2) that it was not necessary for States to communicate to each other the names and addresses of importers and exporters of narcotic drugs. They would, however, continue to

communicate all other information which they are bound to supply under the existing treaties.

The Council at its fourteenth session took no action with regard to the proposed single convention.

#### 4. Scientific Research on Narcotics

At its fourteenth session, the Council had before it a number of recommendations made by the Commission (E/2219) concerning the future of research into the nature of opium and, in particular, into the possibility of determining the origin of opium seized from the illicit traffic. This research was being carried on pursuant to Council resolutions 159 II C (VII)<sup>174</sup> and 246 F (XI).<sup>175</sup>

The Commission felt that the research programme should be intensified by again inviting governments to send opium samples to the Secretariat, and that the scientific processes devised for determining the origin of opium should be employed forthwith in the campaign against the illicit traffic. It proposed, among other things, that the Secretariat should be enabled, by arrangement with the authority seizing a quantity of opium, to examine a sample and subsequently communicate to the Commission the results of its laboratory tests.

The Commission advocated the establishment of a permanent United Nations laboratory which would continue work currently in progress concerning opium, and might eventually also engage in other activities, such as the development of methods for the analysis of adulterated illicit narcotics and for the identification of synthetic narcotics which may find their way into the illicit traffic. The Secretariat provided an approximate estimate of the cost of fitting out such a laboratory in the Headquarters building (E/2219).

At the 581st plenary meeting on 27 May, without discussion, the Council adopted by 14 votes to 3, with 1 abstention, a draft resolution submitted by the United States (E/L.339) as resolution 436 F (XIV). By this resolution, the Council requested governments to send to the United Nations Research Laboratory, for analysis, samples of opium seized in illicit traffic. The Council also instructed the Secretary-General to submit to it, at its fifteenth session, a more detailed estimate of the cost of equipping a laboratory, preferably in the Secretariat building, large enough to handle the work.

#### 5. Control of Synthetic Narcotic Drugs

At its seventh session, the Commission discussed the question of synthetic narcotic drugs and noted that, owing to their peculiar properties and increasing consumption, these drugs raised a new and difficult problem in the matter of narcotic drugs control.

During the debate in the Commission it was recognized that it was impossible at present to achieve the ideal of prohibiting the manufacture of addiction-producing synthetic narcotic drugs (except for scientific purposes) since effective harmless substitutes were not always available.

Reference was also made during the discussion to the difficulties experienced by the customs services in certain countries in identifying synthetic narcotic drugs, of which there was a long list and the names and formulae of which were complicated. The Commission's attention was also drawn to the dangers of pilferage to which the presence of a visible mark on the outer wrappings of a package of synthetic narcotic drugs might give rise in the course of warehousing operations or in transit.

The Commission also discussed a proposal submitted by the World Health Organization (WHO) to the effect that on all receptacles containing synthetic narcotic drugs the international non-proprietary name proposed by WHO should be inscribed. The Commission, however, considered this recommendation premature since not all States had as yet agreed to adopt the nomenclature proposed by WHO.

The Commission recommended (E/2219) and the Council, at its 581st plenary meeting on 27 May, adopted, by 12 votes to none, with 6 abstentions, without discussion, a proposal relating to the control of synthetic narcotic drugs. By this resolution (436 G (XIV)), the Council, noting that the use of synthetic narcotic drugs was developing rapidly, requested the Secretary-General to call the attention of governments to the desirability of:

(1) bringing all synthetic narcotic drugs under their national legislation; (2) acceding to the Protocol of 19 November 1948; (3) limiting their estimates to medical and scientific requirements; (4) exercising strict control over the manufacture and therapeutic use of synthetic narcotic drugs; and (5) requiring all packages containing them to be marked clearly with a double red line for identification. By the same resolution, the Council expressed its thanks to the Permanent Central Opium Board and the World Health Organization for the

<sup>174</sup> See Y.U.N., 1947-48, p. 630.

<sup>175</sup> See Y.U.N., 1948-49, p. 646.

vigilance they had exercised in regard to these substances.

## 6. Illicit Traffic in Narcotics

At its seventh session, the Commission examined and noted the summaries of illicit transactions and seizures communicated to the Secretariat in 1951 (E/NS. 1951, Summaries 1 to 6), the documents reproducing chapter V (Illicit Traffic) of the annual reports of governments for 1951 (E/CN.7/232 and Add. 1-4) on the traffic in opium and other dangerous drugs, and the Secretary-General's memorandum on the illicit traffic in narcotic drugs in 1951 (E/CN.7/234).

In this connexion, the Commission reviewed the situation in the various areas of the world where there is known illicit traffic, concentrating particularly on America, Europe, the Near East and the Far East.

During this general discussion on the illicit traffic, it was noted that co-operation between the administrative and police authorities of all the countries concerned was continuing to develop and was giving excellent results. On the other hand, the Commission expressed concern over the fact that in a number of countries persons involved in the illicit traffic were being given comparatively light sentences. Some countries, however, had taken steps to provide heavier penalties.

The Commission took note of the memorandum from the International Criminal Police Commission (ICPC) on the illicit traffic in narcotic drugs in 1951 (E/CN.7/236) and then heard a statement by the representative of ICPC, who drew attention to the advantages of international co-operation in the fight against the illicit traffic. This statement also stressed the importance of the rapid transmission of information on cases of the illicit traffic to all the responsible national and international bodies.

The Commission discussed ways and means of collaboration between ICPC and the Secretariat of the United Nations. It considered that such collaboration should include in the first place the exchange of information on the movements of drug traffickers. Less importance, on the other hand, should be attached to statistical information. It was also emphasized that excellent results had been achieved by direct collaboration between the governments concerned and ICPC. The importance of the special courses for police officers organized by ICPC was also mentioned, especially in the case of countries not maintaining police units specializing in narcotics cases.

The Commission recommended (E/2219) and the Council adopted without discussion, at its 581st plenary meeting on 27 May, the draft resolution, by 15 votes to none, with 3 abstentions, as resolution 436 C (XIV). It read:

"The Economic and Social Council,

"Having been informed by the Commission on Narcotic Drugs that the international illicit traffic in narcotic drugs has increased dangerously,

"Requests the Secretary-General:

"(a) To advise governments that this baneful trade cannot be combated successfully by national efforts alone, and that international co-operation is essential;

"(b) To urge governments to take immediate steps, if they have not already done so, to adopt the practice of direct communication between national administrations controlling the illicit traffic; if, within a country, more than one department exercises control thereof, the government concerned shall determine the channel through which such communication is to be conducted; and

"(c) To ask governments to review their preventive systems with a view to ensuring that their preventive organizations are adequate to combat the illicit traffic within their territories."

Another aspect of the question of illicit traffic in narcotics considered by the Commission was that of illicit trafficking by the crews of merchant ships and civil aircraft. The Commission informed the Council that there had been an increase in the illicit traffic in narcotics on merchant ships and civil aircraft during the last five years and that this increase was mainly due to smuggling by merchant seafarers and crews of civil aircraft. The Commission recommended (E/2219) that the Secretary-General be requested to compile a list of such persons who had been convicted of offences against narcotic laws on or after 1 January 1953, and that such list be sent to all States with the recommendation of the Council that they take measures, among other things, to revoke or withhold licences and certificates to such persons.

To the second draft resolution recommended by the Commission, the representative of the United Kingdom submitted a two-part amendment (E/L.340). He said that the first part concerned merely drafting changes but the second was designed to extend the scope of the Commission's draft which would have the Secretary-General transmit to the maritime and aeronautical unions and companies a list of merchant seamen and members of civil air crews who had been convicted of offences against narcotic laws on or after 1953. The amendment was designed to include all shipping and aeronautical organizations.

Both parts of the United Kingdom amendment were adopted by the Council, by 10 votes to 1,

with 7 abstentions, and by 15 votes to none, with 7 abstentions, respectively. The Council, at its 581st plenary meeting on 27 May, adopted the recommendation of the Commission as amended (resolution 436 D (XIV)). It read:

"The Economic and Social Council,

"Having been informed by the Commission on Narcotic Drugs that there has been an increase in the illicit traffic in narcotics on merchant ships and civil aircraft during the past five years and that this increase is principally due to smuggling by merchant seafarers and crews of civil aircraft,

"Desiring to take all measures possible to combat this illicit traffic,

"1. Requests the Secretary-General to compile as soon as may be convenient, and thereafter to bring up to date at convenient regular intervals, a list of merchant seafarers and members of civil air crews who have been convicted of offences against narcotic laws on or after 1 January 1953, setting out so far as possible the following information:

- "(a) Name (including aliases where appropriate);
  - "(b) Nationality;
  - "(c) Date of birth;
  - "(d) Nature of offence and disposition of the case;
- and

"2. Instructs the Secretary-General to send the list to the governments of all States with the recommendation of the Council;

"(a) That they take appropriate measures:

"(i) To revoke certificates and licences currently held by merchant seafarers or members of civil air crews so convicted; and

"(ii) To withhold the issue to such persons of such licences and certificates, such revocation or withholding of such licences or certificates to be either temporary or permanent as may be appropriate in the circumstances of any particular case, provided that if either course does not accord with national law or usage the government concerned shall take such steps as may be open to it in accordance with domestic law or usage to give effect to this resolution, i.e., by sending a copy of the list to the competent authorities for such action as the latter may decide to take; and

"(b) That they send a copy of the list to the maritime and aeronautical unions, companies and other appropriate organizations in their territories for their consideration in connexion with the exercise of their disciplinary functions and any functions which they may exercise in connexion with the engagement of crews."

## 7. Permanent Central Opium Board

At its 574th plenary meeting on 22 May, the Council considered the report of the Permanent Central Opium Board on statistics of narcotics for 1950 and the work of the Board for 1951 (E/OB/7 and Add.1).

The Council also had before it a joint draft resolution by Belgium, France and the United States (E/L.319) which would have the Council note the statement of the Board contained in its report that there were inadequate national controls over the production of opium and coca leaves and that there was ground for the conclusion that the illicit traffic had its origin in the producing countries. The draft would further urge the governments of producing countries to take effective measures of control.

Support for the joint draft resolution was expressed by the representatives of Egypt, Iran, Pakistan and the United Kingdom; the representatives of Iran and Pakistan, however, deplored its emphasis on the producing countries. Pakistan submitted an amendment to extend the scope of the joint draft to all countries and this amendment was also sponsored by the United States (E/L.338).

At the suggestion of the Chairman, the sponsors of the joint draft resolution agreed to add a paragraph in terms of which the Council would take formal note of the report, and the Council adopted this paragraph without vote. It adopted unanimously the Pakistan amendment, by which the Council would urge the governments of all countries to take further suitable steps to tighten control on import and distribution of opium and coca leaves in their respective countries. At its 583rd plenary meeting on 28 May the Council adopted, by 17 votes to none, with 1 abstention, the joint draft resolution as a whole, as amended, as resolution 436 H (XIV). It read:

"The Economic and Social Council,

"1. Takes note of the report of the Permanent Central Opium Board on statistics of narcotics for 1950 and the work of the Board in 1951; and

"2. Noting the statement of the Board that there is inadequacy of national controls over the production and distribution of opium and coca leaves and that 'there is ground for the conclusion that the illicit traffic in question has its origin in the producing countries',

"3. Urges the governments of the opium and coca leaf producing countries:

"(a) To take effective measures immediately to control all production and distribution of opium and coca leaves, in order to prevent these substances from entering the illicit market; and

"(b) To report their full production, stocks and exports of opium and coca leaves for 1950 to the Permanent Central Opium Board if they have not already done so; and

"4. Urges the governments of all countries to take further suitable steps to tighten control on import and distribution of opium and coca leaves in their respective countries."

## 8. Implementation of International Treaties

### a. INVITATION TO LIBYA

At its 574th plenary meeting on 22 May, the Council had before it a memorandum by the Secretary-General (E/2188), proposing that the Council adopt a draft resolution inviting Libya to become a party to the Protocol of 19 November 1948 relating to Narcotic Drugs. Support for the draft was expressed by the representative of Egypt.

The Council unanimously adopted a resolution to that effect (resolution 436 I (XIV)).

### b.

On the basis of a memorandum submitted by the Secretary-General (E/2198), the Council, at its 580th plenary meeting on 27 May, by 15 votes to 3, adopted a resolution (436 J (XIV)) authorizing the Secretary-General to act on its behalf whenever findings made by the World Health Organization under the 1925 Convention concerning the exemption from the control of

certain preparations containing narcotic drugs were communicated to governments.

### c. INTERNATIONAL CONTROL OF THE DRUG $\beta$ -4-MORPHOLINYLETHYLMORPHINE

In its report on its seventh session (E/2219) the Commission informed the Council of the steps that had been taken to define the system of international control to be applied to the drug  $\beta$ -4-morpholinylethylmorphine. The Commission explained that in view of the relevant finding by WHO's Expert Committee on Drugs Liable to Produce Addiction, a committee of three experts had been appointed under article 11 (4) of the 1931 Convention, to determine whether the drug in question came under sub-group of Group I, or under Group II of article 1 of the Convention. The Committee appointed decided that  $\beta$ -4-morpholinylethylmorphine should be placed under Group II, that is, in a category subject to a less stringent system of control. This decision was communicated by the Secretary-General to the governments of States Parties to the narcotics conventions.

No action in this connexion was taken by the Council at its fourteenth session.

## R. POPULATION AND MIGRATION QUESTIONS

The Population Commission did not meet in 1952 and therefore did not report to the Economic and Social Council at its fourteenth session. The Council, however, considered the question of convening a world population conference at its 588th and 598th plenary meetings on 3 and 10 July 1952.

The report of the Social Commission, in so far as it referred to migration questions, was considered by the Council at the 224th meeting of its Social Committee on 21 July and at its 659th plenary meeting on 25 July. It also considered a report by ILO on methods of international financing of European migration at its 649th plenary meeting on 18 July 1952.

### 1. Population

In accordance with resolution 389 C (XIII)<sup>176</sup> the Council had before it at its fourteenth session a report by the Secretary-General (E/2199 and Add.1 to 4) containing the replies of 32 governments and of interested specialized agencies and non-governmental organizations on the hold-

ing, date, possible agenda and composition and cost of a world conference on population. The majority, the report indicated, had approved, in principle, the holding of such a conference under the sponsorship of the United Nations, in collaboration with interested specialized agencies and non-governmental organizations (including the International Union for the Scientific Study of Population (IUSSP)). The majority also considered that the conference should be primarily a scientific discussion of experts, but opinion was divided as to whether it should be held in the summer or autumn of 1953 or 1954. The Secretary-General also suggested a tentative list of topics for discussion at the conference: (a) demographic aspects of problems of economic development of under-developed countries; (b) demographic aspects of post-war migration problems; (c) probable future growth of population; (d) aging of the population; (e) legislation relevant to population; and (f) methodology.

The Council considered the question at its 588th and 598th plenary meetings on 3 and 10

<sup>176</sup> See Y.U.N., 1951, p. 571.

July 1952. In addition to the Secretary-General's report, it had before it a joint draft resolution (E/L.318) by the Philippines and the United States providing, *inter alia*, for the convening of a conference in 1953 or 1954, and a note (E/L.351) by the Secretary-General on the financial implications of this proposal.

The majority of representatives, among them those of Belgium, Canada, China, Cuba, Egypt, France, Mexico, Pakistan, the Philippines, Sweden, the United States and Uruguay, were in favour of calling a world population conference. Among the reasons given were: no conference of the kind had been held for fifteen years; the world's population had undergone considerable change during that period; the results of the 1950 census were gradually coming in and if a conference were held later than 1954 it would be said that the figures were out of date; and the experts of the Population Commission who had recommended holding the conference in 1953 or 1954 must have had valid reasons for doing so.

The representative of the United Kingdom, however, was of the opinion that it was not possible, on the basis of the replies received, to state that there had been a clear majority in favour of the holding of such a conference. The Secretariat's questionnaire had been too limited in scope and, in fact, a large number of governments had not replied. Of those which had given favourable answers, only eight were represented on the Council and only about a dozen were ready to participate in a conference in 1953. A world conference could not be successful if the great majority of governments were not represented.

The representatives of Poland and Czechoslovakia agreed that little interest had been shown. The representative of Czechoslovakia also thought it apparent from the programme of the conference that there would be a tendency for it to be merely academic and limited to the ascertainment of secondary facts. Moreover population problems should not be studied in isolation, but in close relation to economic and social problems.

As to the date of the proposed conference, some representatives, among them those of Canada, Sweden, the United States and Uruguay, thought it should be held as soon as possible. Others, among them the representatives of Argentina, China, Egypt, Iran, Mexico and Pakistan, preferred 1954 to 1953. The United Kingdom representative considered that even 1954 would be too early to have adequate documentation prepared on the basis of the 1950 census results. He also thought that, before holding the con-

ference, it would be desirable that the Secretariat's studies on the concentration of efforts and resources of the United Nations in the field of population should be completed prior to the holding of the conference.

Most of the representatives preferred that the conference should be organized by the United Nations in collaboration with the interested specialized agencies and non-governmental organizations, such as IUSSP. The Belgian and Philippine representatives, however, thought it would be better to make the IUSSP responsible for organizing the conference, under the auspices of and with limited financial support from, the United Nations. The representative of France suggested a joint sponsorship between the United Nations and a number of specialized agencies and non-governmental organizations concerned with demographic problems, such as the IUSSP.

There was general agreement that the conference should be a meeting of experts acting in their individual capacities. It was also agreed that the cost to the United Nations should not exceed \$US 24,000.

Various suggestions were made concerning the agenda. The representative of China proposed that the conference should undertake studies in connexion with the effect of modern science on mortality, the adequacy of food resources to feed a growing population, the question of middle aged and elderly persons no longer able to work, and the problems of continental and inter-continental migration arising particularly after wars, whether open or undeclared.

The French representative thought that the following four points were particularly worth including in the agenda: the material and moral consequences of the aging of the population; the influence of the economic, social and cultural development on fertility; the consequences of the decrease in the mortality rate in countries in the course of development and a legal survey of the effects of legislation on demographic trends.

At the 598th plenary meeting the representatives of the Philippines and the United States presented a revised draft resolution (E/L.318/Rev.1) to incorporate some of the points raised in the discussion, in particular:

(1) A suggestion by Argentina that it be made clear that the conference was to be held under United Nations auspices; and (2) a suggestion by France that the responsibility of establishing a preparatory committee should be shared by the specialized agencies and interested non-governmental organizations.

The revised draft resolution also included a new paragraph referring to Assembly resolution



479(V) concerning the rules for the calling of non-governmental conferences by the Council.

The draft resolution was further revised at the 598th meeting to meet the suggestion of France that it should provide for the participation not only of experts nominated by United Nations Members but of those nominated by all governments.

The Council rejected by 4 votes to 3, with 11 abstentions, an oral Polish proposal to delete the reference to United Nations financing. By 13 votes to 1, with 4 abstentions, it adopted an oral amendment by Pakistan to delete the word "1953" and thus ensure that the conference would not be held until 1954. It adopted by 10 votes to none, with 8 abstentions, and by 8 votes to 5, with 5 abstentions, respectively, two United Kingdom amendments (E/L.355). The first added a paragraph specifying that the conference should be devoted solely to the exchange of ideas and experience on population matters among experts in the field concerned and the second stated that if the conference were in Europe, it should be held at Geneva.

At the request of Poland, the second operative paragraph of the joint draft resolution, relating to financing, was voted on separately; it was adopted by 12 votes to 3, with 3 abstentions. The preamble and the first operative paragraph were adopted by 14 votes to none, with 4 abstentions.

The revised draft resolution, as a whole, as amended, was adopted at the Council's 598th plenary meeting on 10 June by 14 votes to none, with 4 abstentions, as resolution 435 (XIV). It read:

"The Economic and Social Council,

"Noting the report of the Secretary-General (E/2199 and Add. 1-4) on the results of the inquiries concerning the proposed world conference on population which were addressed to governments, specialized agencies and interested non-governmental organizations, in accordance with Council resolution 389 C (XIII),

"Having regard to the rules for the calling of non-governmental conferences by the Economic and Social Council approved by the General Assembly in resolution 479 (V),

"1. Approves the holding in 1954, under the auspices of the United Nations, of a world population conference of experts, in close collaboration with the International Union for the Scientific Study of Population and interested specialized agencies, to discuss the problems of population set forth in annex II of document E/2199;

"2. Decides that the Conference shall be devoted solely to the exchange of ideas and experience on population matters among experts in the field concerned;

"3. Requests the Secretary-General to negotiate the financing of the Conference with interested specialized

agencies, non-governmental organizations and any interested host governments, provided that the total additional cost of the Conference to the United Nations, including all preparatory work, shall not exceed \$24,000;

"4. Authorizes the Secretary-General, in close collaboration with the International Union for the Scientific Study of Population and interested specialized agencies, to establish a small preparatory committee to be composed of their representatives and a small number of internationally recognized population experts, this committee to assist the Secretary-General in formulating an agenda based on the suggestions contained in annex II of document E/2199, and in making the necessary arrangements for the Conference;

"5. Requests the Secretary-General to invite, in their individual capacity, experts nominated by: (a) governments; (b) non-governmental scientific organizations concerned; and (c) the interested specialized agencies, and in addition to invite a small number of experts with a scientific interest in population questions. In carrying out this provision the Secretary-General shall determine, with the advice of the preparatory committee, the number of experts to be invited in each of the categories mentioned;

"6. Authorizes the Secretary-General to convene the Conference at a site which will involve the least cost to the United Nations, but at Geneva, if in Europe."

The Preparatory Committee, established as a result of the Council's resolution, held its first session (E/CONF.13/PC/1) in Geneva from 17 to 19 November 1952.

Representatives of the United Nations, FAO, ILO, UNESCO, WHO, and IUSSP were present. Of the experts individually invited by the Secretary-General, those from France, India, the Netherlands, the United Kingdom and the United States attended; those from Brazil and Egypt were unable to attend the first session. Upon the invitation of the Committee, a Japanese expert attended as a co-opted member for the first session, without vote. Noting that resolution 435 (XIV) stipulated that the conference be held in 1954, the Committee recommended that it be convened early in September of that year and, because of the number and complexity of the subjects of major interest requiring consideration, that it last for nine working days, if possible. In view of an offer by the Italian Government of a contribution equivalent to \$25,000 if the conference were held in Rome, and of the FAO facilities available there, the Committee recommended that the conference be held in Rome, if the Council would amend its resolution to permit this.

The Preparatory Committee also made preliminary suggestions for the programme of the conference, under the following headings:

Trends of mortality, fertility and population change; demographic aspects of economic and social development of under-developed countries; migration and population distribution; aging of the population; social and biological aspects of demographic changes; demographic

aspects of the First and Second World Wars; legislation, administrative programmes, and services relevant to population; needed programmes of population research, and problems of training qualified personnel.

The Committee also made recommendations on attendance, languages, and length of papers at the conference. It suggested that the Secretary-General consider using technical assistance funds to meet a part of the costs of the conference, and that he invite contributions from governments and specialized agencies.

## 2. Migration

### a. SIMPLIFICATION OF ADMINISTRATIVE PROCEDURES FOR MIGRANTS

The Social Commission, at its eighth session in May 1952, had before it a report by the Secretary-General (E/CN.5/262 and Add.1 to 3) on the Simplification of Formalities and Reduction of Costs for Migrants. The report, which was based upon data supplied by governments, specialized agencies and non-governmental organizations, dealt only with the question of simplification of administrative procedures for migrants and not with governmental policies for the admission of such migrants.

The Commission also had before it the report of the Third Conference of Non-Governmental Organizations Interested in Migration (E/CN.5/274), held in New York from 16 to 22 April 1952.

On the basis of the Secretary-General's report, the Commission examined the objectives to be achieved by governments through multilateral agreements and/or national regulations. It expressed general agreement with the following objectives:

- (a) Limiting to the minimum the number of documents required from migrants and simplifying their contents;
- (b) Reducing to the minimum or eliminating the costs imposed by governments for documents;
- (c) Reducing to the minimum the duration of the procedure for the issuance of passports and visas to migrants;
- (d) Decentralizing, wherever desirable and practicable, the competence of immigration authorities as regards granting of individual authorizations for admission;
- (e) Arranging facilities for the admission of families of migrants with a view to avoiding their prolonged separation;
- (f) Arranging facilities for stateless persons and refugees unable to produce the documents generally required from migrants;

(g) Using the services of voluntary agencies in the accomplishment of formalities for migrants.

During its fourteenth session, the Council, at the 224th meeting of its Social Committee on 21 July, considered a draft resolution submitted by the Social Commission (E/2247). The representative of the USSR considered migration formalities, the issuance of passports, visas and other documents as matters wholly within the domestic competence of States and he was, therefore, in principle opposed to the proposals. The Argentine representative supported the draft resolution on the understanding that it did not limit the right of a government to take steps to ensure that prospective immigrants would constitute a desirable element of the country's population.

Following the adoption by 13 votes to none, with 5 abstentions, of a Belgian drafting amendment, the resolution recommended by the Social Commission was adopted by 12 votes to 3, with 3 abstentions (E/2305 II E). It was adopted by the Council at its 659th plenary meeting on 25 July by 12 votes to 3, with 3 abstentions, as resolution 434 G (XIV).

The representative of Pakistan, explaining his abstention, expressed the view that the problem of migration should be dealt with on a global basis whereas the United Nations appeared to be concerned only with migrants from Europe to America and Latin America.

The resolution read:

"The Economic and Social Council,

"Having taken note of the reports of the Secretary-General on simplification of formalities and reduction of costs for migrants as well as of the action taken on this subject by the Third Conference of Non-Governmental Organizations interested in migration,

"Having recognized that simplification of formalities and reduction of their costs for migrants and for their families would be advantageous to countries of emigration and immigration and would alleviate many of the difficulties which migrants must often face in preparing to emigrate and securing admission to the country of their destination,

"1. Draws the attention of the interested governments to the recommendations contained in the reports of the Secretary-General and invites them to consider the possibilities of adjusting the existing practices and procedures accordingly, in particular by means of bilateral agreement;

"2. Requests the Secretary-General, through all the available facilities of the United Nations, in co-operation with the interested specialized agencies and non-governmental organizations, to promote the best practical means for simplifying formalities and reducing their costs."

## b. REPORT BY THE INTERNATIONAL LABOUR ORGANISATION

The Council, in accordance with resolution 396(XIII),<sup>177</sup> had before it at its fourteenth session a report submitted by the Director-General of ILO on methods of international financing of European emigration (E/2235) and an account (E/2235/Add.1) of the proceedings of the Migration Conference convened by ILO at Naples in October 1951.<sup>178</sup> The Director-General of ILO outlined the action taken during 1951 on methods of international financing of European emigration and the action contemplated by ILO on the recommendations of the Naples Conference. This conference and the subsequent establishment of the Provisional Inter-Governmental Committee for the Movement of Migrants from Europe (PICMME)<sup>179</sup> had emphasized the need for solving the basic and long-term problems involved in the organization and financing of satisfactory migration. The migration activities currently being carried out by ILO, the report stated, were concerned with: the protection of migrants; information concerning migration opportunities; the practical selection, placement and vocational training of migrants and their adaptation to new conditions of employment; and the effect of migration upon the economies of the emigration and immigration countries undertaken with a view to raising of living and working standards. The extent of these activities, the report stated, was restricted by the limited resources available to ILO for such work. In most instances, the activities took the form of technical assistance to the countries concerned. Wherever appropriate, projects were being undertaken in co-operation with other agencies, both intergovernmental and non-governmental.

The Council discussed the report at its 649th plenary meeting on 18 July. The majority of members commended ILO for its report and for its work. The representatives of Belgium and the United States, among others, stressed the importance of the establishment of PICMME, to aid in relieving the pressure of population. The representative of France stated that all possible means should be used as quickly and effectively as possible to encourage and assist migrants and to ensure their security and well-being. However, the movement should not compromise the economic recovery of Europe. In his opinion, the encouragement to migrants should, for the time being, take the form of payment of travel expenses and the organization of their transport. The Argentine representative emphasized the link between migration and economic development.

The representative of the World Federation of Trade Unions (WFTU) considered that in order to safeguard the economic and social interests of emigrant workers, the Council should ensure that the most representative trade union organizations should participate in the various stages of migratory movements.

The Council adopted a Canadian draft resolution (E/L.424), first in paragraph-by-paragraph votes and then as a whole, by 13 votes to none, with 5 abstentions. By this resolution (439 (XIV)) the Council took note of the report of ILO on migration (E/2235 and Add.1) and expressed its approval for the Organisation's contribution, through the report, to the Council's continued consideration of problems in the field of migration.

## 3. Activities during 1952

Pursuant to the report of the Population Commission on its sixth session (E/1989) and Council Resolution 389 (XIII), the Secretary-General continued during 1952 the programme of work in the field of population, placing special emphasis on those aspects of the programme relating to the development of under-developed areas and to the raising of living standards.

A comprehensive summary of the existing knowledge concerning the relationship between population trends and social and economic conditions, which was undertaken in 1949, was completed and expected to be published in 1953 under the title of *Determinants and Consequences of Population Trends: A Summary of the Findings of Studies on the Relationships between Population Changes and Economic and Social Conditions*. Those parts of the report dealing with the factors determining the levels and trends of birth and death rates, the currents of migration, and the growth or decline of population were expected to provide a better basis for national measures of population policy. Those parts relating to the social and economic consequences of population changes would assist Member States, specialized agencies and the United Nations in dealing with problems of manpower, employment and unemployment, in assessing the needs for food, housing and other items of consumption, and in planning programmes for education, social security, conservation of resources and, above all,

<sup>177</sup> See Y.U.N., 1951, p. 576.

<sup>178</sup> See Y.U.N., 1951, p. 865.

<sup>179</sup> Subsequently known as the Inter-Governmental Committee for European Migration. See also under "Refugees and Stateless Persons", p. 496.

for the social and economic development of backward areas.

During 1952 the United Nations continued to collaborate with the Government of India in carrying out a field survey of population trends in relation to social and economic conditions in a selected area of that country. This survey was designed to obtain primary data which could be

used to estimate the birth rates, death rates and rates of growth of different groups of the population, and to analyse the relationships between those rates and the social and economic changes occurring in various parts of the area studied. The survey was expected to assist the Government of India in implementing its five-year plan of economic development.

## S. TEACHING ABOUT THE UNITED NATIONS AND THE SPECIALIZED AGENCIES

The Economic and Social Council, at its 655th and 656th plenary meetings on 23 July 1952, considered a report, "Teaching of the Purposes and Principles, the Structure and Activities of the United Nations and the Specialized Agencies in Schools and Educational Institutions of Member States" (E/2184 and Add.1 to 5), prepared by the Secretary-General and by the Director-General of UNESCO. The report, prepared in accordance with Council resolution 314(XI),<sup>180</sup> covered the period from March 1950 to March 1952. It summarized information received from Member States, reviewed the programme of the United Nations and UNESCO in the field, and described the co-operation of non-governmental organizations.

The report stressed the importance of basic teaching about the United Nations at the elementary school level and the urgent need for teacher-training programmes in this subject. Ways to improve teaching about the United Nations in the educational systems of Member States were also suggested. For example, it was pointed out that the most important single basis for further improvement lay in the administrative arrangements in educational systems, and criteria were suggested against which such arrangements might be checked. As part of the more general teacher-education programme, it was suggested that Member States might encourage the holding of more national and regional seminars, institutes and workshops on teaching about the United Nations, utilizing the experience and special resources of UNESCO fellows who have studied the practical problems involved.

There was a need at almost all levels, it was stated, for the preparation of suitable materials adapted to national languages and local needs, and it was suggested that Member States might appoint special officers to work with the United Nations and UNESCO in developing such materials. In planning this programme, the needs

of school systems in Trust Territories should also be considered. Various suggestions, including the following, were made for preparing suitable materials:

(1) The United Nations and UNESCO should make available to Member States more prototype material, suitable for adaptation to national and regional needs and for all levels of education; (2) governments should help to develop further the network of strategically placed volunteer educational centres for the United Nations and the specialized agencies and further use ought to be made of existing centres, volunteer correspondents and speakers units; (3) materials normally distributed to such centres by the United Nations and the specialized agencies should be supplemented by nationally produced or adapted materials; (4) non-governmental organizations, Press, radio, and film and television agencies should be encouraged to co-operate in the preparation of suitable material for adult education programmes.

It was further suggested that the programme of the United Nations, UNESCO and other specialized agencies in this field might be co-ordinated with the technical assistance programme for under-developed countries and that small technical assistance appropriations might be made to enable seminars, workshops and institutes on teaching about the United Nations and the specialized agencies to be held in host countries of the United Nations and the specialized agencies.

During the discussion, the majority of members of the Council commented on the progress achieved in teaching about the United Nations at the secondary and higher education levels. The representatives of the Philippines and the United States stressed the need for developing ways of advancing international understanding at the primary school level, since most of the world's school children concluded their education at an early age. The United Kingdom representative said that experiments conducted in his country had proved that international understanding could

<sup>180</sup> See Y.U.N., 1950, pp. 636-37.

not be taught directly to children under eleven. It could best be fostered by using effective materials in the regular school curricula to instil a sense of citizenship and community in the life of the school as a whole. The Mexican representative agreed, and suggested that, in order to work out within a few years a general plan which would be effective in most countries, governments should experiment and fully investigate the possibilities of improving techniques and materials. The representatives of the Philippines and the United States also pointed out that, in spite of the laudable efforts of many non-governmental organizations, teaching at the adult level was generally inadequate and should be intensified, and that every effort should be made to increase the attention paid in teachers' colleges to teaching about the United Nations. Emphasis should also be placed on the eradication of national superstitions and prejudices regarding other people, the Swedish representative said.

Several members of the Council, among them the representatives of Iran, Pakistan, the Philippines and Uruguay, praised the work of the United Nations International School and expressed the hope that it would be able to continue and perhaps become a model for other institutions.

The Council adopted the following two amendments by the Philippines (E/L.444/Rev.1) to a joint draft resolution (E/L.442 and Corr.1) submitted by Cuba, Mexico and the United States.

(1) by 9 votes to none, with 9 abstentions, a new sub-paragraph requesting the United Nations and UNESCO to continue to assist non-governmental organizations working in the field;

(2) by 8 votes to none, with 10 abstentions, a new paragraph inviting UNESCO, in collaboration with the United Nations, to advise those governments which so requested on ways in which teaching about the United Nations might effectively be integrated into their educational programmes.

The joint draft resolution, as amended, was adopted at the Council's 656th plenary meeting on 23 July 1952, by 15 votes to none, with 3 abstentions.

In this resolution (446(XIV)), the Council noted with approval the report by the Secretary-General and the Director-General of UNESCO and regretted that not all United Nations Members had replied to the request for information. It commended the work of the Secretary-General and the specialized agencies in providing individuals, such as those benefiting from international exchange of persons, fellowship and scholar-

ship programmes, with opportunities to familiarize themselves with the work of the United Nations and the specialized agencies. Recognizing that teaching in Member States about the United Nations and the specialized agencies is essential to the fulfilment of the purposes of the Charter, the Council expressed appreciation to non-governmental organizations for their successful programmes and requested the Secretary-General and the Director-General of UNESCO to cooperate in concentrating on teaching materials for use in primary-elementary, adult and teacher education, in encouraging the widest possible dissemination of material so prepared and in continuing assistance to non-governmental organizations working in the field.

The Council invited UNESCO, in collaboration with the United Nations, to advise requesting governments on ways in which teaching about the United Nations might effectively be integrated into their education programmes. It further requested the Secretary-General to compile, on the basis of inquiries to Member States, a further report for the Council in 1956, emphasizing the usefulness to States of material prepared by the United Nations and UNESCO, as well as suggestions for its improvement, and the results achieved by Member States with different types of programmes. The Council invited Member States to examine the report and, in the light of the questions treated therein and of this resolution, to comply with the request of the Secretary-General for material to be used in the 1956 report.

During 1952 the volunteer services of the Education Section of the Department of Public Information, through its network of 739 volunteer education centres and speakers units in 83 countries, reached some five million people. A large number of requests are received by these centres, mainly from educators, teachers, students and adult education groups, in the preparation of United Nations exhibits, the showing of United Nations films and filmstrips, the organizing of study groups and seminars on teaching about the United Nations, and the promoting of special talks on the United Nations. Thus, in the British Cameroons a volunteer education centre was appointed by the local authorities to do liaison work with the United Nations Visiting Mission in its fact-finding expedition. On its own initiative, a volunteer education centre in Japan translated into Japanese the booklet, *Teaching about the United Nations and the Specialized Agencies*.

Under the auspices of the Education Section, a workshop for teachers, at which 125 elementary

and secondary schools in New York City and the vicinity are represented, has met monthly at the United Nations Headquarters.

The United Nations has co-operated with UNESCO in a programme for fellowships to promote teaching about the United Nations; in 1951 and 1952, eleven fellows came to the United

Nations Headquarters to study the work and activities of the United Nations.

In addition, a large number of publications concerning the work of the United Nations have been published both by the United Nations Department of Public Information and by Member and non-member countries.

## T. QUESTIONS OF CO-ORDINATION AND RELATIONS WITH SPECIALIZED AGENCIES

At its fourteenth session, the Economic and Social Council reviewed the development of co-ordination between the United Nations and specialized agencies. It had before it the following documents: the tenth and eleventh reports (E/2161 and Corr.1 and E/2203) of the Administrative Committee on Co-ordination (ACC) and a report (E/2204) of the Secretary-General on regional co-ordination.

The tenth report of the ACC reviewed the machinery for the Expanded Programme of technical assistance, including the development of the work of the Technical Assistance Board (TAB), and made recommendations on the reorganization of the Board.<sup>181</sup> The report emphasized the need and the opportunity for concerted action by the various United Nations organizations in respect of these emergency programmes.

It also dealt with certain general considerations regarding the United Nations priority programmes (see below) and drew the attention of the Council to the results of the inter-agency consultations among officers of the United Nations (including UNICEF) and of certain specialized agencies on long-range activities for children. It further noted the progress in the development of a co-ordinated international programme in the field of rehabilitation of the physically handicapped, and discussed administrative matters relating to common services, the International Civil Service Advisory Board, co-ordination of public information activities of the United Nations and specialized agencies, and the problem of securing copyright protection for the works of the United Nations and the agencies.

The eleventh report of the ACC reviewed, *inter alia*, the co-operation in Korea and the Middle East between the United Nations Korean Reconstruction Agency (UNKRA) and the United Nations Relief and Works Agency for Palestine Refugees in the Near East (UNRWAP-RNE) on the one hand, and the specialized

agencies and branches of the United Nations on the other. Dealing with the principles of co-operation in emergency programmes, the ACC emphasized that, in an emergency situation, the area information, the technical experience and the assistance that the specialized agencies could furnish should be placed at the disposal of the emergency organization. Subject to the constitutional powers and procedures of the specialized agencies, however, the nature and scope of its tasks as well as local matters must be left to the emergency agency. Special funds for the emergency programmes must be allocated and put to use by the emergency organization itself. However, specialized agencies should be encouraged to make separate budgetary provisions for the support of emergency programmes. The report also recognized that regular consultations among officers of the emergency agencies and specialized agencies through the machinery of the ACC had proved valuable.

The report then considered the principles of regional co-ordination, outlining the action required at three levels: at headquarters, at the regional centres (or as between regional organizations) and in the individual countries in which work was being carried out. The essential criterion, it stated, was that the measures taken within each organization to co-ordinate central and regional action and measures of regional co-ordination affecting a number of organizations should not frustrate one another. It also reviewed some of the arrangements made for co-operation and co-ordination between the specialized agencies and the regional economic commissions, stating, among other things, that this had led to integration of regional activities with those initiated at the respective headquarters.

The ACC report also dealt with a number of items of an organizational, substantive and administrative nature such as the review of work

<sup>181</sup> For reorganization of TAB, see pp. 354-55.

programmes and United Nations priority programmes, (on which it made detailed recommendations) co-ordination of services, scheduling of meetings and questions relating to salary differentials and cost of living adjustments.

The report of the Secretary-General (E/2204) provided information on the progress of regional co-ordination of the programmes of the United Nations and the specialized agencies and relations with non-United Nations regional intergovernmental organizations. It covered programme co-ordination between the United Nations regional economic commissions and the specialized agencies, programme co-ordination between the United Nations and the specialized agencies in respect of particular regions and programme co-ordination among the specialized agencies themselves in respect of particular regions.

The above reports were considered by the Co-ordination Committee of the Economic and Social Council during its consideration of the item "Co-ordination of the work of the United Nations and specialized agencies" at its meetings held between 2 June and 25 July, and by the Council at its 661st and 662nd plenary meetings on 28 July.

While most of the discussion, both in the Committee and in the Council's plenary session, was devoted to the United Nations priority programmes, general appreciation was expressed of the close attention given by the ACC, the Secretary-General and the heads of the specialized agencies to the problems of co-ordination and of the progress that had been achieved in that direction.

In its report (E/2306) the Co-ordination Committee noted the progress made in the past year towards more effective co-ordination of the work of the United Nations and the specialized agencies. It further noted the policy guidance which the ACC had given towards the reorganization of the machinery for the Expanded Programme of technical assistance, and the principles which it had formulated in regard to regional co-ordination and the relations between emergency organizations and the permanent organs of the United Nations and the specialized agencies. It proposed a draft resolution which was adopted by the Council, by 12 votes to none, with 6 abstentions, on 28 July 1952.

In this resolution (451 A (XIV)) the Council, after noting the report of its Co-ordination Committee, expressed satisfaction with the progress made in the past year towards more effective co-ordination and urged continued efforts in that direction.

By the same resolution, the Council adopted the statement on United Nations priority programmes contained in the report, approved the recommendations of the Co-ordination Committee concerning the review of programmes and expressed its appreciation to the Advisory Committee on Administrative and Budgetary Questions for the observations submitted in response to the Council's request. The Secretary-General was asked to bring these observations to the attention of the specialized agencies and the organs of the United Nations concerned for appropriate action.

The questions of priority programmes, the review of programmes and administrative and budgetary co-ordination which received more detailed consideration either in the Economic and Social Council or in the General Assembly are dealt with below.

## 1. United Nations Priority Programmes

The Economic and Social Council in resolution 402 B (XIII), adopted on 17 September 1951, decided to include in the agenda of its fourteenth session the question of "The adoption of United Nations Priority Programmes" and requested the Administrative Committee on Co-ordination (ACC) to submit, before that session, its comments on the suggestions made by delegations at the thirteenth session and any further proposals which it deemed useful.

The ACC put forward, in its tenth report (E/2161 and Corr.1), certain preliminary considerations in the matter and in its eleventh report (E/2203) set out detailed proposals. It drew attention to three objectives which seemed to call for an intensification of effort by the United Nations as a whole: the economic and social development of under-developed areas; measures for promoting domestic full employment and international economic stability; and the formulation and observance of human rights. At the same time, the ACC considered that provision should also be made for assigning, from time to time, special priority to emergency programmes of importance requiring the mobilization of the efforts and resources of the United Nations agencies, and suggested that the programmes for Korean reconstruction and for the relief and the promotion of the economic self-support of Palestine refugees currently deserved such priority.

The question of priorities was discussed by the Council's Co-ordination Committee at its 101st to 113th meetings between 2 June and 25 July

1952 and by the Council, in plenary session, at its 661st and 662nd meetings on 28 July 1952.

The report (E/2306) of the Co-ordination Committee to the Council, contained a list of priority programmes which was approved by the Council with some amendments in its resolution 451 A (XIV) on 28 July 1952. The list was as follows:

List of priority programmes in the economic and social fields

A. Increased food production and distribution

INCREASED FOOD PRODUCTION:

(a) Better control, management and multiple utilization of land and water resources, including the development of arid zones;

(b) Improved economic incentives of agricultural producers and workers;

(c) Land reforms in connexion with general economic development plans;

(d) Campaigns against plant and animal diseases.

IMPROVED UTILIZATION OF FOOD PRODUCTION:

(a) Improved distribution of food products;

(b) Promotion of better conservation methods, particularly in regard to storage;

(c) Processing of food products within the countries of origin and dissemination of technical advances in such processing.

B. Increased production in fields other than food

(a) Promotion of industrial development and of the improvement of production techniques;

(b) The training of management and workers, including vocational education and guidance;

(c) With a view to the utilization of the natural resources of a country, the expediting of the establishment of plans and development projects in heavy and light industry, transport, power and related fields;

(d) Expediting of the planning and exploration of means of financing such projects;

(e) Development of incentives, institutions and attitudes favourable to increased productivity.

C. Measures for promoting domestic full employment and economic stability within an expanding economy

(a) Action designed to achieve and maintain full employment;

(b) Promotion of measures for the control of inflation or deflation;

(c) Promotion of a steady growth of international trade, with due regard to achieving an equilibrium in international accounts;

(d) Adoption of measures to increase the export by the economically developed countries of industrial equipment and other capital goods essential to the development of the under-developed countries.

D. Acceleration of welfare, social security and basic public health programmes

(a) Promotion of welfare and social security programmes:

Social insurance and related measures; extension of social insurance and provision of assistance in old age, disablement and sickness;

Improved labour standards;

Strengthening of national programmes for family and child welfare;

Extension of housing programmes and assistance in the provision of housing for people in lower income brackets;

(b) Promotion of basic public health programmes: Strengthening of public health programmes;

Prevention and control of the major communicable diseases;

(c) Assistance in community development and organization, with special emphasis on the problems of adaptation of under-developed or transplanted communities to the conditions of modern life.

E. Development of education and science

(a) Free and compulsory elementary education;

(b) Fundamental education for those without formal schooling;

(c) Education for a better understanding of the principles, purposes and methods of international co-operation;

(d) Accessibility of education and cultural life to all sections of the population;

(e) Scientific education and research.

F. Formulation and wider observance of human rights

(a) Fuller dissemination of the Universal Declaration of Human Rights and completion of the covenants on human rights;

(b) Promotion of human rights and their observance, including elimination of forced labour, of restrictions on freedom of association, and of all discriminatory measures referred to in the Universal Declaration of Human Rights;

(c) Promotion of freedom of information and of the Press.

The list was drawn up, the Council stated, subject to the overriding objective of keeping in view at all times the economic and social development of under-developed areas. It was considered that this over-all priority should apply to all of the programmes listed, particularly to those connected with increased food production and distribution, and increased production in other fields. The Council recognized that the priorities listed would not apply to some urgent problems of particular regions which might call for special measures. It noted further that the list was not a comprehensive one which attempted to cover all the activities of the United Nations and the specialized agencies, but represented rather the major activities on which efforts should be further concentrated.

While recognizing that both the commissions and the specialized agencies were engaged in certain programmes which were not listed, the Council decided:

(1) To request the functional and regional commissions to appraise their programmes in the light of the priority programmes outlined by the Council and, as



far as possible, to give special emphasis to projects likely to contribute directly to the fulfilment of these priority programmes; and (2) to invite the specialized agencies to keep the suggested priorities in mind when reviewing and formulating their programmes and to give their comments on these priorities.

During the discussion, both in the Committee and in plenary session, a number of representatives, including those of Argentina, Mexico, Sweden and the United Kingdom, expressed doubts as to the usefulness of a detailed list of priorities. The representative of the USSR supported by the representatives of Czechoslovakia and Poland, stated that a number of objectives not included in the list should be given prominence. These included such questions as:

"Cessation of the reduction of civilian industry and expansion of civilian production"; "improvement of the situation of the unemployed and the semi-employed by means including the introduction of state unemployment insurance, free medical services, the granting of allowances and the improvement of housing and other living conditions"; "restoration and extension of international economic relations by the renunciation of all forms of discrimination and restrictions in international trade"; "implementation of the General Assembly resolution 110(II) concerning measures to be taken against propaganda and the inciters of a new war"; "participation of women in political and economic matters, including measures to secure the full implementation in all countries of the principle of equal pay for equal work"; and a fuller statement concerning promotion of freedom of information and of the Press (see below).

In the plenary session, the USSR submitted amendments and additions (E/L.453) to the list embodying these suggestions and containing the following additional points: "extension of social insurance and provision of assistance in old age, disablement and sickness"; "provision of medical services more easily accessible to the population without discrimination on grounds of race, sex, language, religion, material position and racial origin". In section F of the list dealing with human rights the USSR proposed the addition of provisions to eliminate discriminatory measures "based on distinctions of race, colour, sex, language, religion, political or other opinion, national or social origin, or property, birth or other status".

It also proposed that sub-section (c) of section F of the list, dealing with "promotion of freedom of information and of the Press", be replaced by the following new item "Promotion of freedom of information and of the Press; the use of all means to encourage and promote, with the help of truthful and objective information, the development of friendly relations and co-operation between nations in the settlement of economic, social and humanitarian problems, and prevention of the use of freedom of information and of the Press

for the purpose of creating enmity between nations, for war propaganda and for racial discrimination".

The majority of representatives, while not contesting the importance of some of these problems, felt that they should not be included in the list of priorities in the form in which they had been drawn up. Moreover, it was felt that many of these questions had already been covered.

The various points of the USSR amendments were voted on separately at the Council's 662nd meeting. The point relating to the "extension of social insurance and provision of assistance in old age, disablement and sickness" (see Section D, sub-section (a) of the list) which was not covered in the original list submitted by the Co-ordination Committee, was adopted by 8 votes to 7, with 3 abstentions.

The rest of the points in the USSR amendment were rejected by votes ranging from 8 votes to 5, with 5 abstentions, to 11 votes to 3, with 4 abstentions.

Section C sub-section (d) of the list submitted by the Co-ordination Committee had contained a provision whereby the under-developed countries would increase the export of raw materials essential to the economic life of the industrialized countries. During the voting in the plenary meeting the representative of Poland requested that this provision be voted on separately and by roll-call. The voting was as follows:

In favour: Belgium, Canada, China, France, Sweden, United Kingdom, United States.

Against: Cuba, Czechoslovakia, Egypt, Mexico, Pakistan, Philippines, Poland, USSR.

Abstaining: Argentina, Iran, Uruguay.

The proposal was, therefore, rejected by 8 votes to 7, with 3 abstentions.

The representative of the United States requested a separate vote on the words ". . . and cultural life" in Section E, sub-section (d) of the list providing for "Accessibility of education and cultural life to all sections of the population". The United States representative felt that the words were too vague. He also requested a separate vote on Section E, sub-section (e) which listed "Scientific education and research".

The words "and cultural life" were retained by a vote of 12 to 2 with 3 abstentions. Sub-section (e) of Section E was retained by a vote of 12 to 1, with 5 abstentions. The representative of the United States said that he had voted against the proposal to list scientific education and research separately because it formed part of almost every programme on the list.

Sections A, B, C as amended, D as amended, E and F of the list were adopted by 13 votes to none, with 5 abstentions.

## 2. Review of 1953 Programmes of the United Nations and the Specialized Agencies

In its resolution 402 B (XIII), the Council had decided that at its next summer session it would again review the programmes of the United Nations and the specialized agencies and had requested its commissions and the specialized agencies to review their programmes for 1953 and subsequent years in the manner outlined in General Assembly resolution 413(V) and Council resolution 362 B (XII).

The question was considered by the Co-ordination Committee at its meetings held between 2 June and 25 July and by the Council at its 661st and 662nd plenary meetings on 28 July 1952. The Council had before it a paper by the Secretariat (E/AC.24/L.72) outlining the action taken by the commissions, the specialized agencies and by the emergency agencies of the United Nations to give effect to the Council's recommendation concerning the review of 1953 programmes. It also had before it the reports of its commissions and specialized agencies.

In reviewing the 1953 programmes from the point of view of the implementation of Council resolution 402 B (II) (XIII), the Co-ordination Committee, in its report (E/2306), noted with pleasure the efforts made by the commissions concerned to follow the Council's recommendations as well as the efforts made by the specialized agencies to indicate, in so far as practicable, the major shifts in emphasis in their programmes and their major priorities for the following year. The Committee, the report said, also received with appreciation the information concerning priorities which United Nations emergency agencies such as UNICEF, UNKRA and UNRWAPRNE had submitted.

The report further stated that the Committee had found it difficult to review effectively the action taken by the agencies and commissions regarding priorities without reopening substantive discussion of their reports. It recommended a procedure, which the Council accepted in resolution 451 A (XIV), adopted by 15 votes to none, with 3 abstentions, aimed at avoiding this difficulty in the future. The recommendations were as follows:

(1) Discussion of the action taken by the functional and regional commissions of the Council and by the specialized agencies concerning the establishment of priorities should take place when the reports of these commissions and agencies are considered at plenary meetings of the Council or the Economic and Social Committees of the Council.

(2) The Secretariat should summarize the views thus expressed on the question of priorities in those meetings and bring them to the attention of the Co-ordination Committee.

(3) The Co-ordination Committee should take these views into account when drawing general conclusions regarding the effect given to resolutions of the Council and the General Assembly regarding priorities and when making any recommendations in that connexion.

In the same resolution the Council also approved the following recommendations of the Co-ordination Committee:

That the Council should continue to review each year the programmes of the United Nations and the specialized agencies, and to this end should ask its commissions, the specialized agencies and the emergency agencies to revive annually their future programmes in accordance with the procedure outlined under Council resolution 402 B (II) (XIII) in so far as these procedures were applicable.

That the Council should invite the specialized agencies to report to it on any major shifts in emphasis in their programmes and any major priorities they might have established for the following year.

## 3. Administrative and Budgetary Co-ordination

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

In response to an invitation by the Secretary-General, on behalf of the President of the Economic and Social Council, the Advisory Committee on Administrative and Budgetary Questions submitted observations<sup>182</sup> on administrative and budgetary co-ordination between the United Nations and specialized agencies which might in its opinion assist the Council in reviewing the 1953 programmes of the United Nations and the specialized agencies. These observations related to budgetary stabilization, financial implications of new projects, expenditure on travel by international officials, reduction of documentation, "staggering" of conferences and application by the specialized agencies and the commissions of the criteria for priorities established by the Council at its eleventh session.

<sup>182</sup> See Official Records of the Economic and Social Council, Fourteenth Session, Supplement No. 1, appendix to the annex of resolution 451 (XIV), pp. 54-56.

The Council in resolution 451 A (XIV) expressed its appreciation of these observations and requested the Secretary-General to bring them to the attention of the specialized agencies and the organs of the United Nations concerned for appropriate action.

#### b. CONSIDERATION BY THE GENERAL ASSEMBLY AT ITS SEVENTH SESSION

The question of administrative and budgetary co-ordination was also considered by the General Assembly at its seventh session both in the Fifth Committee and in plenary session. The Fifth Committee considered the question at its 370th meeting on 12 December 1952. It had before it the following documents: Information Annex II to the Secretary-General's budget estimates for 1953 (A/2125/Add.1); a report of the Secretary-General on common services and co-ordination of services at various centres (A/C.5/504); the twenty-fifth report of the Advisory Committee (A/2287).

During the discussion in the Fifth Committee the Chairman of the Advisory Committee drew attention to the following points covered in the report of his Committee: the question of continuing arrears of contributions and the methods adopted to meet the situation; the need for legislative control of technical assistance programmes and expenditures; and the difficulties in developing a consolidated budget for the United Nations and the specialized agencies.

The representative of the United States, while acknowledging that much progress had been made in achieving co-ordination, expressed his Government's concern at the size of the task still to be accomplished. This, he felt, could be done only if the representatives of Member States acted to achieve that co-ordination. He suggested that the entire question of the relationship between the United Nations and the specialized agencies might be reopened when the question of the revision of the Charter was considered in 1955.

The representative of Belgium emphasized the importance of maintaining the independence of the specialized agencies but agreed on the need for achieving the widest possible co-ordination and considered that this could be achieved by agreement at national levels between the various departments and ministries of each government.

The representative of Canada stated that some agencies had been more successful than others in establishing priorities and in stabilizing their budgets. Some agencies had also been more suc-

cessful than others in establishing administrative practices and in applying sanctions to States in arrears of their contributions. He urged the necessity of greater uniformity in the treatment of these problems.

In the light of the discussions in the Committee the Chairman submitted a draft resolution which would invite the attention of the specialized agencies to the recommendations made in the Advisory Committee's report and request the Secretary-General to give continued attention to the co-ordination of administrative procedures and services.

A second draft resolution (A/C.5/L.208/-Corr.1) by Canada and the Netherlands, related to audit procedures of the United Nations and the specialized agencies—a question which was discussed at the Committee's 368th meeting. Speaking on this question, the representative of Canada suggested that the General Assembly should review audit procedures. He considered that it was not in the interest of the United Nations that one country (Canada) should be permanently represented on the Board of Auditors. The Canadian Government had agreed to the reappointment of the Canadian Auditor General to this post only because it was essential for the United Nations to have one member of the Board near New York and in a position to supply the necessary examiners for the audit of the New York accounts.

The joint draft resolution would invite the Secretary-General and the heads of the specialized agencies to review the present audit procedures and to make recommendations.

The Fifth Committee adopted both draft resolutions by 39 votes to none, with 5 abstentions (A/2324). Both resolutions were adopted by the General Assembly, without objection, at its 409th plenary meeting on 20 December 1952, as resolutions 672 A and B (VII).

#### "The General Assembly

"1. Takes note with satisfaction of the report of the Advisory Committee on Administrative and Budgetary Questions dealing with the administrative budgets of the specialized agencies for 1953 and of the Secretary-General's report on common services and co-ordination of services of the United Nations and the specialized agencies at various centres;

"2. Invites the attention of the specialized agencies to the recommendations and suggestions made in the Advisory Committee's report, as well as to the views expressed by Members during the seventh session of the General Assembly;

"3. Requests the Secretary-General, in consultation with the executive heads of the specialized agencies and

with the Advisory Committee on Administrative and Budgetary Questions, to give continuing attention to the co-ordination of administrative procedures and services."

#### B

"The General Assembly,

"Noting the increase in the activities of the United Nations and the specialized agencies and the related increase in their financial responsibilities,

"1. Considers that the present system for the audit of their financial accounts may not be the most suitable and efficient that can be devised to meet these increased requirements;

"2. Invites the Secretary-General and the executive heads of the specialized agencies, in consultation with the Joint Panel of Auditors, to review in the Administrative Committee on Co-ordination the present audit procedures and arrangements, and to make appropriate recommendations on any changes or improvements they may consider desirable;

"3. Invites the governments of Member States to submit any views or recommendations they may have on this question to the Secretary-General for his consideration and for transmittal to the specialized agencies and the Advisory Committee on Administrative and Budgetary Questions;

"4. Requests the Advisory Committee on Administrative and Budgetary Questions to examine the recommendations of the Administrative Committee on Co-ordination and to report thereon to the General Assembly at its eighth session;

"5. Decides to include an item in the provisional agenda of the eighth session of the General Assembly entitled 'Review of audit procedures of the United Nations and the specialized agencies'".

#### 4. Programme of Conferences at United Nations Headquarters and at Geneva

In resolution 534(VI) the General Assembly had requested the Secretary-General, after consultation with the specialized agencies and the principal organs of the United Nations concerned, to prepare an annual conference pattern for submission to its seventh session.

In his report (A/2243), the Secretary-General narrated the results of the consultations with the Economic and Social Council and the Trusteeship Council and with the executive heads of the specialized agencies. He stated that there had been a divergence of views in the Economic and Social Council on the question, some delegations holding that Headquarters bodies should always meet at Headquarters, others maintaining that some of them should periodically meet at Geneva. Neither Council had felt that it was in a position at that time to suggest a fixed annual pattern for itself and its subsidiary organs. The Economic and Social Council had adopted a resolution (458(XIV)) inviting "the Secretary-General to take due account of the views on

the subject expressed during the fourteenth session of the Council when he prepares basic conference patterns of meetings for submission to the next regular session of the General Assembly". The Trusteeship Council had decided to postpone consideration of the matter until it met again in November 1952. The representatives of specialized agencies situated in Europe, when consulted, emphasized the importance of maintaining the closest relationship with the Economic and Social Council and maintained that the scheduling of the conferences of different international organizations was dependent upon long-term and firm arrangements regarding the time and place of the sessions of that Council. The Secretary-General's report also gave relevant information on conference activities at the United Nations Headquarters and its European Office, together with financial estimates for holding certain meetings at Geneva rather than at Headquarters.

At its 398th plenary meeting on 25 November the General Assembly adopted, without reference to a Committee and without objection, a joint draft resolution submitted by Argentina, Belgium, Denmark and France (A/L.114) as amended by the United Kingdom (A/L.115). In this resolution (698(VII)) the Assembly expressed the conviction that a regular programme should be prepared for the rational and economic distribution of United Nations conferences and meetings between the permanent Headquarters and the United Nations Office at Geneva, making full use of the available facilities. It instructed an ad hoc committee of twelve members, to be appointed by the President of the General Assembly to prepare, with the assistance of the Secretary-General, a programme of this kind covering a period of from three to five years and providing for sessions of the Councils and functional commissions to be held in Geneva at regular intervals and to report to the Assembly as soon as possible.

The Special Committee, consisting of Argentina, Australia, Belgium, Czechoslovakia, Denmark, France, Iraq, Pakistan, the USSR, the United Kingdom, the United States and Venezuela, held its first meeting on 26 November. It recommended (A/2323) the following resolution which was adopted by the General Assembly at its 409th plenary meeting on 20 December 1952 by 45 votes to 2, with 5 abstentions, as resolution 694(VII). It read:

"The General Assembly,

"Taking note of the report and recommendations of the Special Committee on Programme of Conferences,

"Mindful of the necessity of firmly fixing a long-term pattern of conferences to allow for the rational and economic distribution of meetings between Headquarters and Geneva and to permit the proper utilization of staff and conference facilities at both places,

"Recognizing the importance to the United Nations and the specialized agencies of having a regular conference pattern,

"1. Decides that a regular pattern of conferences should be established for a period of four years commencing on 1 January 1954, under which sessions of all Headquarters-based bodies should be held in New York and sessions of all Geneva-based bodies should be held in Geneva with the following exceptions:

"(a) The regular summer session of the Economic and Social Council would be held each year in Geneva during which period no other meeting of the United Nations bodies would be held in Geneva;

"(b) Sessions of a functional commission or of functional commissions (but preferably not more than one) of the Economic and Social Council, to be determined by the Economic and Social Council, would meet in Geneva without overlap for a total period not exceeding five weeks between mid-March and the end of April;

"(c) The International Law Commission would meet in Geneva only when its session could be held there without overlapping with the summer session of the Economic and Social Council;

"2. Requests the Secretary-General to transmit to all organs of the United Nations and to the specialized agencies a conference pattern based on the principles enumerated above;

"3. Recommends to all organs of the United Nations that they arrange their meetings in accordance with the dates and places set forth in the pattern presented by the Secretary-General, and invites the specialized agencies concerned to give due consideration to this pattern in drawing up their own programmes of meetings."

## 5. Postal Activities of the United Nations

At its 662nd meeting, at its fourteenth session, the Economic and Social Council considered the question of common arrangements between the United Nations and the specialized agencies with regard to postal matters. A resolution had been adopted on the question by the XIIIth Congress of the Universal Postal Union. The UPU had recommended that any further postal activity proposed by the United Nations or by a specialized agency should be the subject of consultation with UPU through its Congress or its Executive and Liaison Committee, and that after such consultation any agreement should be concluded only after favourable recommendation by the General Assembly.

The Council, after discussion, noted this resolution and adopted, by 14 votes to 3, with 1 abstention, resolution 451 B (XIV) requesting the specialized agencies to submit any proposals

concerning postal operations to the Secretary-General for consultation with UPU through its competent organs, and for subsequent consideration by the General Assembly.

## 6. Applications for Membership in UNESCO

The Economic and Social Council considered the applications for membership in UNESCO of the United Kingdom of Libya, Spain and Nepal (E/2167/Add.1 and 2) during its fourteenth session, at the 573rd plenary meeting, on 21 May 1952. There was unanimous support for the applications of Libya and Nepal, but the representatives of Czechoslovakia, Poland and the USSR opposed the admission of Spain on the ground that the regime in that country had been branded as Fascist by the General Assembly which had also stated that Spain could not be admitted to membership in the United Nations. The representative of Mexico expressed a similar point of view.

The Council, in three separate votes, adopted resolution 452 (XIV) by which it decided to inform UNESCO that it had no objection to the admission of these three States to that organization. The parts of the resolution referring to Libya and Nepal were adopted unanimously. The part of the resolution referring to Spain was voted on by roll-call and was adopted by 12 votes to 5, with 1 abstention, as follows:

In favour: Argentina, Belgium, Canada, China, Cuba, Egypt, France, Iran, Pakistan, Philippines, United Kingdom, United States.

Against: Czechoslovakia, Mexico, Poland, USSR, Uruguay.

Abstaining: Sweden.

## 7. Application of Japan for Membership in ICAO

In a note (A/2176) dated 8 September, the Secretary-General stated that he had received from the Secretary-General of the International Civil Aviation Organization (ICAO) a note transmitting, in accordance with article II of the Agreement between the United Nations and ICAO, an application from the Government of Japan for admission to participation in the Convention on International Civil Aviation. He proposed that the item be placed on the agenda of the seventh session of the General Assembly.

An explanatory memorandum (A/2176/Add.1) by the Secretary-General, dated 7 October, set

forth the relevant instruments and other background information such as the decisions of the Assembly regarding the admission of other non-member States to ICAO.

The General Assembly considered the item without reference to a committee, at its 391st plenary meeting on 6 November 1952. It adopted, without debate, by 53 votes to none, with 6 abstentions, a draft resolution (A/L.113) by Canada, Peru, the United States and Venezuela, by which the Assembly would inform ICAO that it had no objection to the admission of Japan to that organization. On the request of the representative of the Philippines, a vote was taken by roll-call and the draft resolution was adopted by 53 votes to none, with 6 abstentions. The voting was as follows:

In favour: Afghanistan, Argentina, Australia, Belgium, Bolivia, Burma, Canada, Chile, China, Colombia, Costa Rica, Cuba, Denmark, Dominican Republic, Ecuador, Egypt, El Salvador, France, Greece, Guatemala, Haiti, Honduras, Iceland, India, Indonesia, Iran, Iraq, Israel, Lebanon, Liberia, Luxembourg, Mexico, Netherlands, New Zealand, Nicaragua, Norway, Pakistan, Panama, Paraguay, Peru, Saudi Arabia, Sweden, Syria, Thailand, Turkey, Union of South Africa, United Kingdom, United States, Uruguay, Venezuela, Yemen, Yugoslavia.

Against: None.

Abstaining: Byelorussian SSR, Czechoslovakia, Philippines, Poland, Ukrainian SSR, USSR.

The resolution adopted by the General Assembly (697(VII)) read:

"The General Assembly,

"Having considered the application regarding the admission of Japan to the International Civil Aviation Organization, transmitted by that organization to the General Assembly in accordance with article II of the agreement between the United Nations and the International Civil Aviation Organization,

"Decides to inform the International Civil Aviation Organization that it has no objection to the admission of Japan to the organization."

## 8. Annual Reports of the Specialized Agencies<sup>183</sup>

### a. INTERNATIONAL LABOUR ORGANISATION (ILO)

The Council considered the annual report (E/-2240) of the International Labour Organisation at its 646th to 649th meetings from 16 to 18 July and heard a statement by the representative of ILO. Most representatives expressed appreciation of the work done by the organization during the past year and especially that it was placing increasing emphasis on activities in under-developed areas while continuing its traditional task of establishing international labour standards.

ILO's efforts were commended in the field of manpower, in raising living standards of workers, in establishing minimum social security standards, increasing labour productivity, improving industrial relations and tackling such special problems as those of agricultural and women workers. Satisfaction was expressed at the way in which ILO had co-ordinated its activities with those of the United Nations, other specialized agencies and other international organizations such as the Council of Europe.

The representatives of Czechoslovakia, Poland and the USSR, however, expressed the view that ILO had failed to comply with the principles laid down in its constitution and that, instead of serving the interests of the workers, it had served those of capitalistic monopolies by supporting the supply of manpower for armaments production. The representative of the WFTU also made a statement supporting this view.

The Council adopted, by 15 votes to 3, resolution 447(XIV) taking note with appreciation of the report of ILO.

### b. FOOD AND AGRICULTURE ORGANIZATION OF THE UNITED NATIONS (FAO)<sup>184</sup>

### c. UNITED NATIONS EDUCATIONAL, SCIENTIFIC AND CULTURAL ORGANIZATION (UNESCO)

The Council considered the annual report of UNESCO (E/2226) at its 616th and 617th meetings on 24 June and heard a statement from the Director-General of the organization. There was general satisfaction with the efforts made by UNESCO to revise its programme of work in order to achieve greater concentration of effort and more far-reaching co-ordination with the United Nations and with other specialized agencies. There was particular appreciation of UNESCO's progress in fundamental education, in improving access to books and in technical assistance. It was noted with satisfaction that the International Agreement, sponsored by UNESCO, on the Importation of Educational and Scientific Material had come into effect on 21 May 1952.

The Council adopted by 15 votes to none, with 3 abstentions, resolution 449(XIV) taking note with appreciation of the report of UNESCO.

<sup>183</sup> For an account of the activities of the specialized agencies during 1952 see under their respective headings, Part II.

<sup>184</sup> For Council's consideration of the report and of the food situation, see above under Food and famine.

d. WORLD HEALTH ORGANIZATION (WHO)

The annual report of WHO (E/2239 and Corr.1 and Add.1 to 3) was considered by the Council at its 612th plenary meeting on 19 June. Representatives expressed general appreciation for the work done by the organization in the past year, in particular its anti-malaria campaigns and the steps it had taken to prevent epidemics. The completion of the plan for decentralization of WHO's services was also noted. The representatives of Canada and France expressed the hope that the organization's role as Co-ordinator of international health work would not suffer as a result of too rapid decentralization. The United States representative expressed concern at the continued rise in WHO's budget.

The Council adopted, by 15 votes to none, with 3 abstentions, resolution 448 (XIV) taking note with appreciation of the report. The Council noted with approval the priority given to the development of health services and health training programmes and commended WHO for adopting the International Sanitary Regulations, for publishing the first volume of the International Pharmacopoeia and for its excellent record in providing assistance in connexion with health programmes in the Republic of Korea and for Palestine refugees.

e. INTERNATIONAL CIVIL AVIATION ORGANIZATION (ICAO)

At its 621st and 622nd meetings on 26 and 27 June the Council considered the report of the International Civil Aviation Organization (E/2218 and Add.1) and heard a statement from the representative of that organization. Appreciation was generally expressed of ICAO's technical, legal and economic activities. In the technical field, ICAO's assistance in the training of personnel was noted and the need for giving more such assistance to under-developed countries was emphasized by representatives of China and Pakistan. The representative of the United Kingdom noted the comments in the report on jet and turbine-propelled aircraft while the United States representative referred to the excellent safety record of 1951. The representative of Belgium noted that ICAO had successfully completed the annexes to the Chicago Convention on International Civil Aviation, and that its Legal Committee had accomplished important work, including the revision of the Warsaw Convention for the Unification of Certain Rules Relating to International Carriage by Air and the study of new draft conventions on the legal status of

aircraft. He also made a plea for the reorganization of ICAO's administrative structure with a view to economy.

The representative of Czechoslovakia, while expressing appreciation of the valuable technical work of ICAO, stated that the organization had, however, failed to prevent discrimination in civil aviation operations. He referred, in particular, to an order by France, the United Kingdom and the United States whereby Czechoslovak aircraft were forbidden to fly over Western Germany.

The representative of ICAO said that he was not familiar with the details of the case and that he was not aware that Czechoslovakia had submitted a complaint to ICAO on the matter.

The Council adopted, by 15 votes to none, with 3 abstentions, resolution 248 (XIV) taking note of the report of ICAO.

f. INTERNATIONAL TELECOMMUNICATION UNION (ITU)

The annual report of the International Telecommunication Union (E/2243) was considered at the 621st meeting of the Council on 26 June when the Council heard a statement by the representative of ITU. General appreciation was expressed of ITU's work with regard to the allocation of the radio spectrum space, the organization's close co-operation with the United Nations and with other specialized agencies including participation in the Expanded Programme of technical assistance.

The representative of the USSR protested against the decisions made at the Extraordinary Administrative Radio Conference at Geneva regarding the allocation of the radio frequency spectrum which, he said, did not take account of previous allocations.

The Council adopted, by 14 votes to 3, resolution 429 (XIV) expressing satisfaction with the report of ITU.

g. UNIVERSAL POSTAL UNION (UPU)

The Council considered the report of the Universal Postal Union (E/2179) at its 622nd meeting on 27 June and heard a statement from the representative of that organization.

During the discussion, mention was made of UPU's close co-operation with ICAO and with the International Air Transport Association on international air mail matters. The representative of the United States, while expressing appreciation of the report of UPU, felt that the section dealing with its relations with the United Na-

tions was somewhat brief. He hoped that in its future reports more reference could be made to efforts to implement those recommendations of the General Assembly and of the Council which were of concern to UPU.

The Council adopted, by 14 votes to none, with 3 abstentions, resolution 430 (XIV) taking note with satisfaction of the report of UPU.

h. INTERNATIONAL REFUGEE ORGANIZATION (IRO)<sup>185</sup>

i. WORLD METEOROLOGICAL ORGANIZATION (WMO)

The Council considered the report of the World Meteorological Organization (E/2196) at its 622nd plenary meeting on 27 June and heard a statement by a representative of that organization. Several representatives expressed satisfaction at the solid foundation established by WMO in the first eight months of its existence as a specialized agency. Note was taken of WMO's progress in establishing relationship with other specialized agencies. The hope was expressed that more information on WMO's technical work would be included in future reports.

The Council adopted by 15 votes to none, with 3 abstentions, resolution 431 (XIV) taking note with satisfaction of the report.

j. INTERNATIONAL BANK FOR RECONSTRUCTION AND DEVELOPMENT AND INTERNATIONAL MONETARY FUND<sup>186</sup>

The Council considered the annual report of the International Bank (E/2168 and Add.1) at its 605th and 606th plenary meetings on 16 June and that of the International Monetary Fund (E/2169 and Add.1) at its 584th plenary meeting on 29 May. The President of the Bank and the Managing Director of the Fund made statements before the Council. The Council unanimously adopted resolutions 416 B (XIV) and 421 (XIV) taking note, respectively, of the reports of the Bank and the Fund.

9. Audit Reports on Expenditure by Specialized Agencies of Technical Assistance funds from the Special Account

Resolution 519 A (VI)<sup>187</sup> adopted by the General Assembly on 12 January 1952 called on the specialized agencies participating in the Expanded Programme of technical assistance "to

provide, in their regular budget documents, information concerning their estimates for the expenditure of technical assistance funds; and to transmit to the General Assembly, for examination and approval, the audit reports relating to expenditure of technical assistance funds allocated from the Special Account after approval 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".

Pursuant to this resolution, the Secretary-General, in a note (A/C.5/518) dated 25 November 1952, transmitted to the Assembly the reports which had been submitted by the specialized agencies participating in the Expanded Programme of technical assistance. These reports comprised for each agency financial statements covering operations under the Expanded Programme in the form prescribed by the Technical Assistance Board, accompanied by the Certificate of the External Auditors and, where applicable, by such further comments on technical assistance matters as the auditors had included in their reports to the general conference or equivalent authority of the agency concerned. The Secretary-General's note was also accompanied by a combined statement showing the status of allocations to the participating organizations under the Expanded Programme as of 31 December 1951, and summarizing the separate audited financial statements submitted by the agencies, as well as similar information regarding the transactions of the United Nations under the same Programme.

With the exception of the audit reports relating to the accounts of UNESCO and FAO, the audit reports in question had been approved by the general conference or by such other authorities of the agencies concerned as were constitutionally authorized to approve them. In the case of UNESCO, the audit report had been submitted to the session of its general conference which commenced on 12 November 1952. In the case of FAO, the audit report had been considered by the Council of FAO but could not be finally approved until the next session of the Conference of FAO in 1953.

Total allocations from the Special Account during the period under review amounted to \$13,163,004, of which \$6,256,771 was spent or obligated up to 31 December 1951.

<sup>185</sup> For the activities of IRO see pp. 491-92.

<sup>186</sup> For Council's consideration of these reports see above under Economic Development and World Economic Situation, respectively.

<sup>187</sup> See Y.U.N., 1951, pp. 400-01.



In its nineteenth report to the seventh session of the General Assembly (A/2270), the Advisory Committee on Administrative and Budgetary Questions stated that the proportion of administrative and indirect operational costs in relation to the total of obligations incurred, based on figures appearing in the Secretary-General's note was as follows:

	Project Costs	Administrative and Indirect Operational Costs (net)
	Per cent	
United Nations .....	61	39
ILO .....	69	31
FAO .....	73	27
UNESCO .....	77	23
ICAO .....	86	14
WHO .....	75	25
TOTAL (per cent)	72	28
TOTAL .....	4,515,145	\$1,741,626

The Advisory Committee, *inter alia*, found the proportion of administrative costs to total expenditure to be "extremely high". In its opinion, it was possible that central servicing units had been expanded in advance of actual needs and on a scale which was not warranted by the current development of direct country activities. It recom-

mended the competent legislative bodies of the specialized agencies to give this subject adequate consideration. The Advisory Committee suggested that efforts should be made to distribute indirect operational costs to the respective projects, possibly on a general pro rata basis.

The Fifth Committee at its 367th meeting on 1 December considered the Secretary-General's note and the comments on it by the Advisory Committee. The representative of Egypt called special attention to the observation of the Advisory Committee regarding the proportion of administrative costs to total expenditure.

The Fifth Committee, by 44 votes to none, with 5 abstentions, adopted a resolution (A/-2321) which was considered by the General Assembly at its 409th plenary meeting on 20 December and was adopted without discussion as resolution 673(VII). It read:

"The General Assembly

"1. Accepts the audit reports relating to expenditure by specialized agencies of technical assistance funds allocated from the Special Account for the period from the inception of the Expanded Programme of Technical Assistance to 31 December 1951;

"2. Takes note of the observations thereon of the Advisory Committee on Administrative and Budgetary Questions."

## U. RELATIONS WITH NON-GOVERNMENTAL ORGANIZATIONS

### 1. Application of Headquarters Agreement<sup>188</sup> to Representatives of Non-Governmental Organizations in Consultative Status with the Economic and Social Council

The General Assembly, on 1 February 1952, adopted resolution 606(VI)<sup>189</sup> authorizing the Secretary-General, upon 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. The Assembly further requested the Secretary-General to continue to give assistance to representatives of such non-governmental organizations in facilitating transit to or from sessions of the Assembly and its Committees.

At its fourteenth session, from 20 May to 1 August 1951, the Council had before it two

proposals on the application of the Agreement to representatives of non-governmental organizations under the terms of the Assembly's resolution.

One of these proposals, presented by Poland (E/L.372), would state that it was not necessary for the Council to discuss each individual case of inviting representatives of non-governmental organizations to attend the Assembly, and would attribute infringements of the provision of the Agreement to the Government of the United States. It proposed that the Assembly be requested to reconsider resolution 606(VI) with a view to drawing to the attention of the United States

<sup>188</sup> The Agreement, which concerns, among other things, special privileges regarding transit and visas for visits to the Headquarters District, was signed on 26 June 1947 by the Secretary-General of the United Nations and by the Secretary of State of the United States and was brought into effect by an exchange of notes between the Secretary-General and the permanent representative of the United States at the seat of the United Nations, on 21 November 1947. For text, see Y.U.N., 1947-48, pp. 199-204.

<sup>189</sup> See Y.U.N., 1951, p. 597.

Government the inadmissibility of practices violating sections 11 and 13 of the Headquarters Agreement. This draft resolution would further request the Secretary-General to continue to give assistance to representatives of non-governmental organizations including access to the Headquarters District to facilitate the carrying out of their consultative functions, attendance at public meetings of the Assembly and the Council when matters of interest to the organization were to be discussed, and assistance to enable representatives to obtain necessary visas in accordance with provisions of sections 11 and 13 of article IV of the Agreement.

The second draft resolution, presented by France (E/L.317), would request the Secretary-General to invite each organization in categories A and B to send a representative to attend public meetings of the Assembly in regular sessions at which economic and social matters within its competence were to be discussed. It was argued that this proposal, which complied with the Assembly's instructions, would end the controversy and solve the problem by means which lay within the powers of the Council and the Secretary-General.

The Council discussed the application of the Agreement at its 572nd, 576th, 578th, 579th, 591st, 596th, 600th, 618th and 619th plenary meetings, from 21 May to 25 June 1951.

The representative of Poland, presenting his draft, argued that resolution 606(VI) authorizing the Secretary-General to make arrangements to enable the representative designated by any non-governmental organization having consultative status to attend meetings of the Assembly only upon request of the Council or its NGO Committee was in contradiction with the Headquarters Agreement, and that it was illogical for this resolution to provide for representatives of non-governmental organizations to attend meetings of the Assembly but not of the Council.

The Polish proposal was supported by the representatives of Czechoslovakia and the USSR who alleged that the Government of the United States had denied admittance to representatives of non-governmental organizations to the Headquarters District on a number of occasions since the autumn of 1950. These representatives also maintained that the proposal would guarantee that non-governmental organizations would be able to participate in the work of the United Nations in accordance with the principles laid down in Article 71 of the Charter, free of any arbitrary restrictions imposed by one Member State.

Among representatives who supported the French proposal were those of Argentina and Sweden. The representatives of Sweden and Uruguay pointed out that important questions of principle were involved. The representative of the Philippines felt that "excessive caution" in the granting of visas might impede the work of the Organization.

The representative of the United States, supporting the French proposal, denied that his Government had at any time violated the Headquarters Agreement with respect to the admission of representatives of non-governmental organizations to sessions of the Council or its subsidiary bodies. Certain understandable delays in issuing visas had occurred, but he said that representatives of non-governmental organizations who were more interested in attending a session than in publicity could attain their purpose by applying for visas sufficiently in advance. United States legal experts had held the opinion that the Agreement did not apply to persons wishing to attend the Assembly under arrangements made by the Council; however, since the General Assembly in resolution 606(VI) had made it clear that representatives of non-governmental organizations could be invited to attend meetings of the Assembly, the United States Government had concluded that the Agreement would apply to such representatives and would in future act on that premise. He further pointed out that the second proposal before the Council was more liberal than Assembly resolution 606(VI) since, without requiring a separate decision by the Council and the NGO Committee in each case, it would empower the Secretary-General to invite to meetings of the General Assembly representatives of all non-governmental organizations in categories A and B. That invitation would suffice to make the Headquarters Agreement applicable to such persons who would then be freely admitted to the Headquarters District.

The representative of Iran presented an oral amendment to the French draft which would have the Secretary-General invite each such organization in category A or B to send "its" representative to public meetings of the General Assembly in regular session at which economic and social matters within its competence are discussed, thus amending the French text which referred to "a" representative. The representative of France accepted the amendment. At the 619th plenary meeting on 25 June, however, the representative of the United States presented a further oral amendment which would, in effect, restore the original wording of the French proposal.

The United States amendment was not adopted, 7 votes being cast in favour, 7 against, with 4 abstentions.

The representative of Czechoslovakia proposed orally that the operative part of the French draft should be amended to have the Council request the Secretary-General "to invite each non-governmental organization having consultative status to send representatives to attend public meetings of the General Assembly at which economic and social matters within the competence of the Council and of the organization concerned are discussed." The representative of the USSR proposed orally that the amendment by Czechoslovakia should contain a stipulation that the representative referred to in the draft might be accompanied by a reasonable number of advisers and experts. The representative of Czechoslovakia agreed to this suggestion. The Council voted first on the amendment by Czechoslovakia which would replace the words "each such organization in categories A and B" with the words "each non-governmental organization with consultative status", rejecting the proposal by 6 votes to 5, with 7 abstentions. The Council then rejected, by 10 votes to 3, with 5 abstentions, the remainder of the Czechoslovak proposal.

At its 619th plenary meeting on 25 June, the Council adopted, by 13 votes to 3, with 2 abstentions, the amended French draft resolution (455 (XIV)). By this resolution, the Council, after citing its consideration of Assembly resolution 606 (VI), requested the Secretary-General to invite each organization in categories A and B to send its representative to attend public meetings of the Assembly at which economic and social matters within its competence are discussed.

In view of the adoption of the French draft, the Council decided, by 8 votes to 4, with 5 abstentions, that it would not vote on the Polish draft.

## 2. Granting of Consultative Status<sup>190</sup>

Twenty-eight applications or re-applications were considered and reported on by the Council Committee on Non-Governmental Organizations during its fourteenth session, at its 112th to 114th meetings, from 8 to 9 April 1952.

On the basis of a report from the Council NGO Committee (E/2201 and Add.1) on applications and re-applications for consultative relationship submitted by non-governmental organizations, the Council, at its fourteenth session,

in resolution 453 A.I (XIV), adopted at its 572nd and 573rd plenary meetings on 21 May 1952, and by resolution 453 A.II (XIV), adopted at its 586th plenary meeting on 2 June 1952, decided that the following organizations be placed in category B (voting on individual organizations is shown in parentheses below):

- Inter-American Statistical Institute (15 votes to 3)
- International Association of Juvenile Court Judges (15 votes to 3)
- International Catholic Migration Commission (15 votes to 3)
- International Commission against Forced Labour Camps (15 votes to 3)
- International Federation for the Rights of Man (15 votes to none, with 3 abstentions)
- International Federation of Settlements (14 votes to 3)
- International Islamic Economic Organization (unanimously)
- International Labour Assistance (formerly International Socialist Aid) (15 votes to 3)
- World Council for the Welfare of the Blind (15 votes to 3)

The Council, in resolution 453 A.I.2 (XIV), adopted at its 573rd plenary meeting on 21 May 1952, decided that the following organizations, at that time on the register of non-governmental organizations referred to in paragraph 17 of Council resolution 288 B (X),<sup>191</sup> be transferred to category B:

- International Catholic Child Bureau (15 votes to 3)
- International Congresses for Modern Architecture (unanimously)
- World Power Conference (unanimously)
- World Veterans Federation (15 votes to 3)

The Council, at its 573rd plenary meeting on 21 May 1952, adopted resolution 453 A.I.3 (XIV) in which it requested the Secretary-General to place the following organizations on the register of non-governmental organizations referred to in paragraph 17 of Council resolution 288 B (X):

- Confederation internationale du credit populaire (subject to review at the fifteenth session) (12 votes to 3, with 2 abstentions)
- European Centre of Documentation and Compensation (15 votes to 3)
- International Federation of High Police Officers (15 votes to 3)
- International Federation of Women Lawyers (15 votes to 3)

The Council unanimously adopted resolution 453 A.I.4 (XIV), requesting the Transport and Communications Commission to advise it on the application of the International Automotive Institute for consultative status in category B. By the same resolution, the Council requested the

<sup>190</sup> For list of non-governmental organizations in consultative status with the Council as of 31 December 1952, see pp. 554-55.

<sup>191</sup> See Y.U.N., 1950, pp. 658-59.

NGO Committee to reconsider this application at the fifteenth session in the light of the comments of the Transport and Communications Commission.

The Council, by 15 votes to none, with 3 abstentions, adopted resolution 453 A.I.5 (XIV), requesting the NGO Committee to reconsider the application for category B consultative status of the International Society of Social Defence at the fifteenth session.

The Council, by 13 votes to 3, with 2 abstentions, adopted resolution 453 A.I.6(a) (XIV), approving the agreement of the International Trade Secretariats to be represented through the International Confederation of Free Trade Unions, an organization in category A consultative status. It adopted unanimously part (b) of the same resolution, requesting the Council NGO Committee to review the status of the following two International Trade Secretariats, in category B consultative status, and to report thereon to the Council at the fifteenth session:

International Federation of Unions of Employees in Public and Civil Services.

International Transport Workers' Federation.

The Council adopted unanimously resolutions 453 A.I.7 and 9 (XIV), taking note that the Caritas Internationalis had been replaced on the list of organizations in category B consultative status by the International Conference of Catholic Charities and that the World Engineering Conference, an organization in category B consultative status had ceased to exist.

The Council, in resolution 453 A.I.8 (XIV), adopted unanimously, decided that the World Confederation of Organizations of the Teaching Profession shall, when it is established and subject to the receipt of its formal application, supersede the World Organization of the Teaching Profession in category B consultative status.

### 3. Review of Non-Governmental Organizations in Consultative Relationship

The Economic and Social Council, in pursuance of its resolution 413 B (XIII)<sup>192</sup> reviewed the non-governmental organizations granted consultative status at its eighth and ninth sessions. At its 573rd plenary meeting on 21 May 1952, the Council, having considered the report of its Committee on Non-Governmental Organizations (E/2201), adopted, by 15 votes to 3, resolution 453 B 1. (XIV), deciding that the International Carriage and Van Union and the International

Wagon Union shall be represented by the International Union of Railways in category B consultative status. By 15 votes to none, with 3 abstentions, the Council adopted resolution 453 B 2. (XIV), in which it requested the Secretary-General to place the International Institute of Public Law and the International Temperance Union, formerly in category B, on the register of non-governmental organizations referred to in paragraph 17 of Council resolution 288 B (X).

### 4. Communications Containing Complaints against Governments

Pursuant to paragraph 35(g) of Council resolution 288(X) on matters affecting the consultative arrangements under Article 71 of the Charter, the Secretary-General submitted a memorandum (E/C.2/332) to the Council NGO Committee requesting guidance on the procedure to be followed in the case of written statements from non-governmental organizations in consultative status containing complaints, including complaints against governments.

The Council NGO Committee considered the memorandum at its 117th and 118th meetings on 27 June and 3 July and recommended (E/-2270) that all communications from non-governmental organizations having consultative status in category A or B alleging violation of human rights, including those complaining against governments, should be handled in accordance with the special procedure laid down in Council resolution 75(V), as amended—established for the purpose of handling such complaints—and that Council resolution 288 B (X) should also be used in addition to that procedure. The Committee made a similar recommendation with regard to complaints concerning the status of women, which it held should be handled according to the procedure set forth in Council resolution 76(V), as amended.<sup>193</sup>

The Committee further recommended that other communications containing complaints against governments, that is, other than complaints alleging violation of human rights, should be dis-

<sup>192</sup> See Y.U.N., 1951, p. 599.

<sup>193</sup> The procedures for handling complaints concerning human rights and the status of women provided, inter alia, for the compilation of confidential and non-confidential lists indicating the substance of the communication to be made available to the members of the respective commissions. See Y.U.N., 1950, p. 534 and pp. 562-3. (Written statements by NGO's were under Council resolution 288 B (X). The texts to be circulated to Council members.) See Y.U.N., 1950, pp. 658-59.

tributed only after the government concerned had been notified, and that any reply of the government concerned should, if received within six-weeks, be circulated in the same document, otherwise as an addendum.

The Committee's recommendation was considered by the Council at its 661st and 662nd plenary meetings on 28 July 1952.

During the discussion, the representative of the International Confederation of Free Trade Unions held that if, as the Committee recommended, complaints from non-governmental organizations concerning human rights were handled under resolution 75(V), no action would be taken on such complaints. She held that that resolution had never been intended to cover non-governmental organizations in consultative status, but related solely to petitions from private persons or organizations. Council resolution 288(X) on revised arrangements for consultation made no reference to resolution 75(V) and did not cite it in part C among the earlier resolutions which resolution 288 B (X) had in some respects replaced. The Committee's recommendation was indefensible from a legal standpoint and constituted one of a series of steps which were depriving the consultative non-governmental organizations of their privileges. The International Federation of Agricultural Producers fully shared these views.

Some representatives, among them those of Argentina, the USSR and Uruguay, opposed the recommendation of the Committee.

The representative of Uruguay stated that limiting the procedure to that under resolution 75(V) would be unjust, for under that resolution communications from non-governmental organizations concerning human rights could not be circulated as Council documents. The Committee's recommendation would mean that only those non-governmental organizations having representatives in New York and which could, therefore, present their views orally under rule 80 of the rules of procedure of the Council, would be able to submit complaints against governments concerning human rights; other non-governmental organizations would be in a less favourable position. The proposed solution would not encourage non-governmental organizations to continue their consultative work with the enthusiasm they had already displayed.

The representatives of Argentina and the USSR opposed the Committee's recommendations on the grounds that the Charter provided for only one category of complaints, that is, petitions relating to Trust Territories; all other complaints,

they held, should be submitted to the competent authorities of the State against which the complaint was directed. Any other procedure would be a violation of the sovereignty of States and, therefore, contrary to Article 2, paragraph 7, of the Charter.

Support for the Committee's recommendation was expressed by the representatives of Canada, the United Kingdom and the United States. The United States representative held that no distinction should be made on the basis of the source of complaints; all communications alleging violations of human rights should, therefore, be handled under Council resolution 75(V) as the Committee had recommended. In the absence of an international covenant on human rights or other legal instrument defining human rights, the Council would be unable to take action on communications alleging the violation of human rights; in these circumstances to publicize complaints by circulating them under the provisions of resolution 288 B (X) would only damage the prestige of the United Nations. The Committee's recommendation did not limit the prerogatives of the non-governmental organizations and, in fact, confirmed their right to bring complaints against governments, other than those concerning human rights, a right which previously had never been clearly established. Reference was made to paragraph 13 of Council resolution 288 B (X) which states the principle that arrangements should not be such as to overburden the Council or transform it from a body for co-ordination of policy and action, as contemplated in the Charter, into a general forum for discussion.

The representative of Argentina proposed orally that the Committee's recommendation should be clarified by the addition of a stipulation that the complaints other than those alleging violation of human rights were understood to refer to communications on "questions within the competence of the Council and of the non-governmental organizations concerned." The Argentine amendment was adopted by the Council, by 12 votes to 1, with 5 abstentions, and the Committee's recommendation, as a whole, as amended, by 11 votes to 4, with 3 abstentions, at the 662nd plenary meeting on 28 July. In terms of this resolution (454(XIV)), the Council decided that complaints charging violations of human rights should continue to be handled under Council resolution 75(V) as amended and that complaints dealing with other matters be handled under Council resolution 288 B (X), with the understanding that the Committee's recommendation on complaints, other than those alleging violation

of human rights, referred to communications on questions within the competence of the Council and of the non-governmental organizations concerned.

## 5. Arrangements of Regional Economic Commissions for Consultation with Non-Governmental Organizations

By resolution 414 C (XIII), adopted on 18 September 1951,<sup>194</sup> the Council made recommendations concerning consultative relations with the regional economic commissions. These recommendations concerned, among other things, procedure in respect of consultation.

Action taken by these commissions<sup>195</sup> was as follows:

Economic Commission for Europe (ECE): At its seventh session, ECE examined the desirability of revising its rules of procedure relating to consultative relations with non-governmental organizations in accordance with the principles contained in Council resolution 288(X). The Commission noted, however, that its rules of procedure, as at present applied, did conform with the spirit of the rules laid down by the Council.

Economic Commission for Asia and the Far East (ECAFE): At its eighth session, ECAFE considered that same Council resolution and decided to amend its rules of procedure regarding consultative relations with non-governmental organizations so as to bring them generally in line with the rules established by the Council for its functional commissions.

Economic Commission for Latin America (ECLA): The Committee of the Whole of ECLA took note of the resolution of the Council and postponed action on changes of the rules of procedure relating to non-governmental organizations until the fifth session of the Commission.

## 6. Operating Consultative Arrangements

### a. HEARING 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 fourteenth session under rule 82 of its rules of procedure.

International Confederation of Free Trade Unions: World economic situation; Full employment, etc.; Eco-

conomic development of under-developed countries: Methods of financing economic development; Social activities: Preliminary report on the world social situation; Report of the Commission on Human Rights (eighth session); Refugees; Programmes of technical assistance; Food and famine; Communications containing complaints against governments.

World Federation of Trade Unions: World economic situation; Full employment, etc.; Economic development of under-developed countries: Methods to increase world productivity; Migration: Report by ILO; Social activities: Preliminary report on the world social situation; Prevention of discrimination and protection of minorities; Allegations regarding infringements of trade-union rights received under Council resolution 277(X); Report of ILO.

The following organizations were heard by the Council Committee on Non-Governmental Organizations at the fourteenth session under rules 80, 81 and 82.

International Federation of Agricultural Producers: Communications containing complaints against governments.

World Federation of Trade Unions: Application of the Headquarters Agreement to representatives of non-governmental organizations; Communications concerning human rights.

Consultative Council of Jewish Organizations: Report of the Commission on Human Rights (eighth session).

Co-ordinating Board of Jewish Organizations: Report of the Commission on Human Rights (eighth session).

International Council of Women: Report of the Commission on Human Rights (eighth session); Report of the Commission on the Status of Women (sixth session); Commission on the Status of Women: General Assembly resolution 532 A (VI); Narcotic Drugs; Application of the Headquarters Agreement to representatives of non-governmental organizations.

International Federation of University Women: Commission on the Status of Women: General Assembly resolution 532 A (VI).

International League for the Rights of Man: Report of the Commission on Human Rights (eighth session).

International Union for Child Welfare: Report of the Social Commission (eighth session); Report of the Executive Board of UNICEF.

World Jewish Congress: Commercial Boycott of Jews in Saudi Arabia.

World Veterans Federation: Methods of financing economic development.

World's Young Women's Christian Association: Housing and town and country planning.

St. Joan's International Social and Political Alliance: Report of the Commission on the Status of Women (sixth session).

In addition to hearings by the Council and its commissions, the Council NGO Committee at its 114th meeting on 9 April heard a representative of the World Federation of Trade

<sup>194</sup> See Y.U.N., 1951, p. 599.

<sup>195</sup> See also under Activities of the Regional Economic Commissions.

Unions speak on 'Certain administrative questions in connexion with the handling within the Secretariat of communications under Council resolution 277(X) on 'trade union rights (freedom of association).' "

The Committee also heard briefly each of the category A organizations on each item of the agenda on which they were later heard by the Council.

Many non-governmental organizations were heard by the commissions of the Council, in particular by the Commission on Human Rights, the Commission on the Status of Women, the Social Commission and the Transport and Communications Commission.

#### b. WRITTEN STATEMENTS BY NON-GOVERNMENTAL ORGANIZATIONS

During 1952, a total of 38 written statements from 21 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 regional economic commissions. In accordance with the recommendation of the Council Committee on Non-Governmental Organizations, the Secretary-General circulated a list of these documents (E/C.2/263/Add.3 and 4).

#### c. AGENDA ITEMS PROPOSED BY NON-GOVERNMENTAL ORGANIZATIONS

No items were placed by the Secretary-General on the provisional agenda of the Council for the fourteenth session on the proposal of non-governmental organizations in category A.

### 7. List of Non-Governmental Organizations in Consultative Status as of 31 December 1952

As of 31 December 1952, a total of 109 organizations in consultative status in pursuance of Article 71 of the Charter were listed. Of this number, nine are in category A and 100 in category B, as shown below. With the exception of eight, the titles of which are followed by the name of a State, all these organizations are international. The organizations granted consultative status at the fourteenth session are marked with an asterisk.<sup>196</sup>

#### Category A

International Chamber of Commerce  
International Confederation of Free Trade Unions<sup>197</sup>

International Co-operative Alliance  
International Federation of Agricultural Producers  
International Federation of Christian Trade Unions  
International Organization of Employers  
Inter-Parliamentary Union  
World Federation of Trade Unions  
World Federation of United Nations Associations

#### Category B

Agudas Israel World Organization  
All-India Women's Conference (India)  
All-Pakistan Women's Association (Pakistan)  
Anti-Slavery Society (United Kingdom)  
Carnegie Endowment for International Peace (United States)  
Catholic International Union of 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 Clubs<sup>198</sup>  
\*Inter-American Federation Statistical Institute  
International Abolitionist Federation  
International African Institute  
International Air Transport Association  
International Alliance of Women: Equal Rights, Equal Responsibilities  
International Association of Independent Enterprises, Trade and Crafts  
\*International Association of Juvenile Court Judges  
International Association of Penal Law<sup>199</sup>  
International Automobile Federation<sup>200</sup>  
International Bureau for the Suppression of Traffic in Women and Children  
International Bureau for the Unification of Penal Law<sup>201</sup>  
\*International Catholic Child Bureau  
\*International Catholic Migration Commission  
International Catholic Press Union  
\*International Commission Against Forced Labour Camps

<sup>196</sup> See also pp. 550-51.

<sup>197</sup> The agreement of the International Trade Secretariats to be represented through the International Confederation of Free Trade Unions was approved by the Council.

<sup>198</sup> Consultative status in category B was granted on condition that it work out arrangements with the International Automobile Federation and the International Touring Alliance, by which they may be consulted jointly by the Council.

<sup>199</sup> To be jointly represented with the International Bureau for the Unification of Penal Law.

<sup>200</sup> To be jointly represented with the International Touring Alliance.

<sup>201</sup> To be jointly represented with the International Association of Penal Law.

International Committee of Schools of Social Work  
 International Committee of Scientific Management  
 International Committee of the Red Cross  
 International Conference of Catholic Charities (replaces Caritas Internationalis)  
 International Conference of Social Work  
 \*International Congress for Modern Architecture  
 International Co-operative Women's Guild  
 International Council for Building Documentation  
 International Council of Women  
 International Criminal Police Commission  
 International Federation for Housing and Town-Planning  
 \*International Federation for the Rights of Man  
 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 Settlements  
 International Federation of Unions of Employees in Public and Civil Services<sup>202</sup>  
 International Federation of University Women  
 International Fiscal Association  
 International Institute of Administrative Sciences  
 International Institute of Public Finance  
 \*International Islamic Economic Organization  
 \*International Labour Assistance  
 International Law Association  
 International League for the Rights of Man  
 International Organization for Standardization  
 International Road Federation  
 International Road Transport Union  
 International Shipping Federation  
 International Social Service  
 International Society for the Welfare of Cripples  
 International Society for Criminology  
 International Statistical Institute  
 International Touring Alliance<sup>203</sup>  
 International Transport Workers' Federation<sup>204</sup>  
 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 Family Organizations  
 International Union of Local Authorities  
 International Union of Marine Insurance  
 International Union of Official Travel Organizations  
 International Union of Railways<sup>205</sup>  
 International Union of Socialist Youth  
 Liaison Committee of Women's International Organizations  
 Lions International—International Association of Lions Clubs

National Association of Manufacturers (United States)  
 Nouvelles équipes Internationales  
 Pax Romana—International Catholic Movement for Intellectual and Cultural Affairs<sup>206</sup>  
 Pax Romana—International Movement of Catholic Students<sup>206</sup>  
 Permanent International Association of Navigation Congresses  
 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 Council for the Welfare of the Blind  
 World Jewish Congress  
 World Movement of Mothers  
 World Organization of the Teaching Profession<sup>207</sup>  
 \*World Power Conference  
 World Union for Progressive Judaism  
 World Union of Catholic Women's Organizations (formerly International Union of Catholic Women's Leagues)  
 \*World Veterans Federation  
 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

As of 31 December 1952, an additional 113 organizations<sup>208</sup> were on the Register of the Secretary-General for ad hoc consultations in accordance with resolution 288 B (X).<sup>209</sup> All except one are international.

<sup>202</sup> Status to be reviewed at the fifteenth session.

<sup>203</sup> To be jointly represented with the International Automobile Federation.

<sup>204</sup> Status to be reviewed at the fifteenth session.

<sup>205</sup> To represent the International Carriage and Van Union and the International Wagon Union, which were formerly in category B.

<sup>206</sup> Both Pax Romana movements represented jointly.

<sup>207</sup> On 1 August 1952 this organization, the International Federation of Teachers Associations, and the International Federation of Secondary Teachers formed a new organization and, accordingly, all three lost their separate identities. This new organization is called the World Confederation of Organizations of the Teaching Profession (WCOTP) and by decision of the Council supersedes the World Organization of the Teaching Profession in category B consultative status.

<sup>208</sup> For list, see Official Records of the General Assembly, Seventh Session, Supplement No. 3, pp. 97-98.

<sup>209</sup> See Y.U.N., 1950, pp. 658-59.



## V. IMPLEMENTATION OF RECOMMENDATIONS ON ECONOMIC AND SOCIAL MATTERS

In accordance with the procedure adopted in its resolution 283(X),<sup>210</sup> the Economic and Social Council had before it at its fourteenth session the Secretary-General's report on "Implementation of Recommendations on Economic and Social Matters" (E/2166), together with the replies from governments (E/2165 and Add.1 to 44),<sup>211</sup> to the Secretary-General's request (sent in accordance with resolution 283(X)) for information as to what governments had done to carry out the recommendations adopted by the General Assembly and the Council during 1948 and 1949.

The report (E/2166) contained an annotated list serving as an index to the replies received from 28 governments<sup>212</sup> on some or all of the recommendations circulated in accordance with resolution 283(X) and also to information received from governments in other contexts. In the annotated list the resolutions were grouped under four general headings: economic questions, social questions, co-ordination questions and legal questions. A separate section was devoted to treaties, conventions and protocols, and another to recommendations involving requests for specific information.

The Secretary-General also submitted a note (E/L.403) suggesting which recommendations adopted by the Assembly and the Council during 1950 and 1951 might be included in the 1954 report on implementation.

During the discussion at the Council's 663rd plenary meeting on 29 July 1952 some members, among them the representatives of Belgium, France, the United Kingdom and the United States, expressed the opinion that, although their Governments were greatly interested in the implementation of the resolutions of the General Assembly and of the Council, the results of the procedure established under Council resolution 283(X) had fallen short of expectations. It was pointed out by the United States representative that the General Assembly and the Council had tended to adopt resolutions which required specific reports within specific time-limits, and under which the Secretary-General took steps other than under the bi-annual reporting procedure of resolution 283(X) to obtain information from governments. Replies from governments regarding such resolutions were, on the whole, more satisfactory. The representatives of the United Kingdom and the United States also alluded to the need for avoiding duplication of

effort and documentation in keeping with General Assembly resolution 593 (VI).

The United Kingdom and the United States presented a joint draft resolution (E/L.454) (see below) which was supported by the majority of the Council. The representative of the USSR, however, held that governments should be free to submit information under conditions most convenient to themselves.

The representatives of Egypt and Uruguay objected to a paragraph in the preamble to the joint draft which would note that only 28 governments had replied. They held that the criticism implied in the paragraph was unjustified since the number of replies was not discouraging. The sponsors of the draft resolution agreed to the deletion of this paragraph and, at the suggestion of the Swedish representative, also to the deletion of the second operative paragraph recommending that the Assembly adopt procedures similar to those recommended in the draft for adoption by the Council. The representative of Sweden pointed out that the Assembly had already decided to reconsider its own procedure for formulating resolutions.

The draft resolution, as thus amended, and with certain other drafting amendments was adopted by the Council by paragraph-by-paragraph votes, varying from 11 to 5, with 2 abstentions, to 15 to 3. The amended draft resolution, as a whole, was adopted by 14 votes to 3, with 1 abstention, as resolution 450 (XIV). It read:

"The Economic and Social Council,

"Having reviewed the report by the Secretary-General on 'Implementation of Recommendations on Economic and Social Matters' (E/2166), together with the replies from governments contained in documents E/2165 and E/2165/Add.1 to 44,

"Noting that the General Assembly and the Council have shown an increasing tendency to adopt resolutions which require specific reports within specified time-

<sup>210</sup> See Y.U.N., 1950, pp. 668-72.

<sup>211</sup> During 1952 supplementary information was also received from Greece (E/2165/Add.45), Guatemala (E/2156/Add.46) and Egypt (E/2156/Add.47).

<sup>212</sup> Australia, Belgium, Bolivia, Brazil, Canada, China, Colombia, Denmark, Egypt, France, Greece, Guatemala, India, Israel, Luxembourg, Netherlands, New Zealand, Norway, Philippines, Poland, Sweden, Turkey, Union of South Africa, United Kingdom, United States, Uruguay, Venezuela, Yugoslavia. A reply was subsequently received from Haiti (E/2165/Add.39) later in 1952.

limits and that the record of replies to such resolutions is satisfactory,

"Desiring to avoid, in keeping with resolution 593 (VI) of the General Assembly, duplication of effort and documentation both on the part of governments and the Secretary-General,

"1. Decides to include in the future wherever practicable, in its resolutions specific indications of the timing of the report expected from governments in implementation of the resolutions concerned;

"2. Decides to include each year in its annual report to the General Assembly information regarding replies received from governments on implementation of recommendations of the General Assembly and the Council on economic and social matters;

"3. Decides that, as may be appropriate in the course of its work, it will consider the desirability of reviewing the implementation of such recommendations relating to a particular field, or fields, of its activities;

"4. Decides to discontinue the application of paragraphs 12-19, 22, 23 and 25,<sup>213</sup> of the annex to resolution 283 (X) of the Council."

<sup>213</sup>These provisions concerned the time-table, the procedure for requesting information and the form of the Secretary-General's report, consideration by the Council of recommendations to be circulated, the establishment of an ad hoc committee, and resolutions requiring further attention. For text see Official Records of the Economic and Social Council, Fifth Year, Tenth Session, Supplement No. 1.