

1947  
NEW ZEALAND

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# DEPARTMENT OF EXTERNAL AFFAIRS

ANNUAL REPORT FOR YEAR ENDED 31st MARCH, 1947

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*Presented to both Houses of the General Assembly by Leave*

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# DEPARTMENT OF EXTERNAL AFFAIRS

## ANNUAL REPORT FOR YEAR ENDED 31st MARCH, 1947

### INTRODUCTION

THIS report is a record of the actions of the Government and the Department in the field of external affairs during the period of 1st April, 1946, to 31st March, 1947. It is not a survey or commentary upon the international situation.

It deals summarily with any topic which has already been the subject of special report to Parliament, but opportunity has been taken to record in more detail those topics which have not otherwise been brought to Parliament's attention. The space given to a particular section is therefore not necessarily an index to its relative importance. Since this is the first annual report of the Department it includes certain background information to the activities of the past year.

The Department of External Affairs has its origin in the Imperial Affairs Section of the Prime Minister's Department, established in 1926. At that time the Department of External Affairs, so called, was concerned only with the administration of New Zealand's island territories. The volume of international affairs work was continually expanding then and since with the increasing recognition of New Zealand's international status; with the responsibilities involved in New Zealand's membership of the League of Nations; with New Zealand's election to the Council of the League in 1936; with the expansion of British Commonwealth consultation on foreign affairs in the period before the outbreak of war; and with the increase of New Zealand's foreign relations as a result of the Second World War. In 1943 the existing Department of External Affairs was given a new name—Department of Island Territories—which more accurately described its functions, and a new Department was set up under the provisions of the External Affairs Act, 1943, to co-ordinate and conduct New Zealand's relations with the other members of the Commonwealth, with foreign Governments, and with international organizations.

As the report indicates, New Zealand's interest and responsibilities in international affairs have continued to increase with the even greater development in the last few years of intra-Commonwealth consultation, the diplomatic activity resulting from the defeat of the Axis and the need to settle the framework of peace, and the extension of international co-operation in the political, economic, and welfare fields, as reflected, especially, in the establishment of the United Nations, its subsidiary organs, and specialized agencies.

The report deals essentially with the Department of External Affairs. It is, however, not possible to make a clear separation between the Prime Minister's Department and the Department of External Affairs. The Prime Minister is also Minister of External Affairs, and his two Departments are run as a unit. The Secretary of External Affairs is also the Permanent Head of the Prime Minister's Department, while the Assistant Secretary of External Affairs is also Secretary to the Cabinet and to the Chiefs of Staff Committee. The staff of the two Departments is held in common, and, though some officers are engaged on work peculiar to one Department, the work of the majority involves both. The same staff also provided the Secretariat of the War Cabinet during its existence. In the internal application of external policy close association with other Departments is necessary, in questions involving strategic and military planning co-operation with the Service Departments is obviously fundamental, as is co-operation with other Departments in such matters as international economic and commercial policy.

To ensure co-ordination in New Zealand's outside relations the Ministry of External Affairs is used as the channel of communication between the New Zealand Government and overseas Governments or organizations and between the Government and its Diplomatic Ministers, High Commissioners, and Consuls overseas. The Department is thus a clearing-house and co-ordinating centre for a wide range of material, which in certain cases is passed on for detailed action to the appropriate Departments. In the case of such technical bodies as UNESCO, FAO, and the World Health Organization, in their formative stages when the problems raised were mainly in the field of international organization and procedure and higher policy, it has been necessary for the Department to take a large measure of responsibility.

The machinery side of the co-ordinating function may be illustrated by the cable section of the two Departments. This is a central office for the handling of inter-governmental (especially intra-Commonwealth) telegrams to and from New Zealand. Copies of approximately twenty thousand telegrams annually are processed and distributed without delay to Ministers and Departments, who are all informed at the same time exactly where the responsibility for action lies. Staff and materials are thus economized and co-ordination of action and method is maintained. The section also acts as a secure channel of communication with other British Commonwealth Governments and with New Zealand establishments and delegations overseas.

Numerically the staff of the Department remained unchanged during the year, but the staffing needs in New Zealand and in the posts overseas require that a certain increase, especially of diplomatic secretaries, be made in the coming year.

## THE UNITED NATIONS

### 1. THE GENERAL ASSEMBLY

The General Assembly consists of the fifty-five States which are members of the United Nations. Each member has one vote in Assembly. Each member may send to a session of the Assembly five representatives, five alternate representatives, and as many advisers and experts as it considers necessary.

The regular annual sessions of the Assembly begin on the third Tuesday in September. The average length of a session will probably be five to eight weeks. Special sessions may also be held. Thus a special session has been called to constitute and instruct a special Committee to prepare for the consideration of the question of Palestine at the second session of the General Assembly.

Each regular session opens with a general debate, during which the head of almost every delegation gives a speech outlining the approach of his delegation to the questions on the agenda of the session. The items on the agenda are then referred to the Committees of the Assembly. The Committees report back resolutions to the Assembly.

The Assembly has six main Committees, on which each delegation is represented :—

First Committee : Political and Security (including the regulation of armaments).

Second Committee : Economic and Financial.

Third Committee : Social, Humanitarian, and Cultural.

Fourth Committee : Trusteeship.

Fifth Committee : Administrative and Budgetary.

Sixth Committee : Legal.

The Assembly also has two special permanent committees—an Advisory Committee on Administrative and Budgetary Questions, consisting of nine persons ; a Committee on Contributions, consisting of ten persons. The steering committee of the Assembly is called the General Committee. It consists of the President of the Assembly, seven Vice-Presidents, and the Chairman of the six main Committees. These officers are elected at each session.

The Committees take decisions by a majority of the members present and voting. The Assembly decides important questions by a two-thirds majority of the members present and voting, and other questions by a majority.

The Assembly met in the second part of its first regular session from 23rd October to 15th December at Flushing and Lake Success, on the outskirts of New York, under the presidency of M. Spaak (Belgium). The New Zealand delegation was led by Sir Carl Berendsen, New Zealand Minister in Washington, who was elected Chairman of the Third (Social, Humanitarian, and Cultural) Committee.

In the course of the session the Assembly admitted Afghanistan, Iceland, Sweden, and Siam as members of the United Nations ; elected Colombia, Syria, and Belgium to vacancies in the Security Council ; elected or re-elected the United States, Venezuela, New Zealand, Byelo-Russia, Turkey, and the Netherlands to vacancies in the Economic

and Social Council; elected Mexico and Iraq to form, together with Australia, Belgium, France, New Zealand, United Kingdom, China, Soviet Union, and United States, the newly constituted Trusteeship Council.

The main work of the session was performed in the Assembly Committees, indicated below: but early in the proceedings a general debate was held in plenary meetings, in which most delegations took part, and Sir Carl Berendsen attracted wide attention by his outspoken attack on the principle of the veto included in the voting procedure laid down in the charter for the Security Council.

This question of the veto, which was commented on by most delegates in their opening speeches, was also debated at length in the *First (Political and Security) Committee*. The deliberations of this Committee allow those countries, including New Zealand, which are not for the time being represented on the Security Council, their main opportunity to discuss and criticize the Council's work during the year. The debates were long and hard-fought. Although a Cuban proposal, supported by New Zealand, for a conference to revise the Charter was rejected, and an Australian draft resolution calling on the permanent members of the Council to restrict their use of the veto was considerably modified, the strong dissatisfaction with the use made of the veto power in the Council, particularly by the U.S.S.R., which was expressed by many delegations remains on record. The First Committee also considered other questions previously under discussion in the Security Council, including the admission of new members, the attitude of the United Nations towards the Franco regime in Spain, and the supply of information on armed forces, and also a new proposal by the Soviet Union for the reduction and regulation of armaments.

The *Joint First and Sixth Committee* considered the position of Indians in South Africa. Although there was some doubt whether this question was within the competence of the Assembly, which is debarred from considering questions essentially within the domestic jurisdiction of member States, a proposal, which New Zealand supported, to refer this legal point to the International Court of Justice was rejected, and a resolution was adopted calling on the two States concerned to endeavour to reach an agreement on the question before the next session of the Assembly.

Contentious though all these subjects were, a considerable measure of agreement was reached on all of them. The resolution on the related subjects of disarmament and disclosure of military information may reasonably be regarded not only as a successful compromise, but as an important first step in the direction of the regulation and reduction of armaments.

Although publicity tended to concentrate on the questions under debate in the First Committee, those dealt with by the remaining Committees were no less important for New Zealand. In particular, New Zealand, as a trustee State, required strong representation on the Trusteeship Committee, and to some extent this made difficult adequate representation on certain of the other Committees.

Discussions in the *Second and Third Committees*, which considered separately and jointly economic and social questions, were also of special concern to New Zealand in view of her election at this session of the Assembly to a three-year term on the *Economic and Social Council*. The Second Committee dealt with the world shortage of cereals, relief needs on the termination of UNRRA, and the economic reconstruction of devastated areas. Together the Second and the Third Committees received and discussed the report of the Economic and Social Council on its work during the first six months of its existence.

A matter in which the New Zealand delegation took particular interest was the discussion on the rights of women in the Third Committee (of which Sir Carl Berendsen was Chairman); Mrs. McIntosh, as New Zealand representative, warmly supported a resolution which was passed calling on all States to accord women the same political rights as men. New Zealand was represented on a special sub-committee set up to consider the establishment of an *International Emergency Children's Fund*, and is now among the twenty-five Governments represented on the Executive Board of this Fund. During the long discussion on refugees New Zealand representatives supported the view

that displaced persons should not be repatriated against their will. A constitution for an *International Refugee Organization* was adopted by the Assembly on the recommendation of this Committee, and New Zealand has since become a member.

The *Fourth (Trusteeship) Committee* considered first the draft agreement for Western Samoa presented by New Zealand, and a long debate on the general principles for the formulation of trusteeship agreements took place. The agreement for Western Samoa and seven other agreements were later approved by the Assembly, in spite of consistent opposition by the Soviet Union and certain other States. The Union of South Africa did not submit a trusteeship agreement for South-west Africa, which is held under a League of Nations Mandate, but proposed instead incorporation of the territory within the Union. This proposal was rejected by the Assembly, which passed a resolution calling on South Africa to submit a trusteeship agreement for the territory.

As a result of the adoption of the trusteeship agreement for Western Samoa, New Zealand became a member of the *Trusteeship Council*, and is thus represented on all the principal organs of the United Nations except the Security Council.

On the question of non-self-governing territories it was decided that an *ad hoc* Committee should be convoked some weeks before the opening of the next session of the Assembly to examine information on non-self-governing territories supplied to the Secretary-General and to make recommendations to the Assembly. New Zealand, which proposes to submit information on the Tokelau and Cook Islands, will in consequence be entitled to be a member of this Committee.

There was a long discussion of a Philippine proposal for a conference of non-self-governing peoples; New Zealand supported a resolution to the effect that administering States should convene conferences of representatives of non-self-governing peoples. New Zealand and other South Pacific powers will implement this resolution through the newly constituted *South Pacific Commission*.

In the *Fifth (Administrative and Budgetary) Committee* the Working Capital Fund and the budgets for 1946 and 1947 were appreciably reduced.\* As the result of the adoption of a new scale of contribution New Zealand's share of the expenses of the United Nations was also reduced. In connection with the organization of the Secretariat, on which the Committee had important decisions to take, New Zealand joined in a fairly general criticism that the provision in the Charter requiring recruitment on a wide geographical basis had not been sufficiently regarded. An undertaking was given by the Secretary-General that this position would gradually be adjusted.

The *Sixth (Legal) Committee*, in addition to reporting on the legal aspects of a number of questions, dealt with by other Committees, adopted a design for a United Nations emblem (which in due course is to have legal protection in all countries members of the United Nations), and proposed to the Assembly a resolution affirming that "genocide" (the denial of the right of existence of entire human groups) should be regarded as a crime in international law.

The *Permanent Headquarters Committee*, after discussing a number of sites in the United States, decided to accept a generous offer made by John D. Rockefeller, jun. of a site in Manhattan valued at \$8,500,000. The New Zealand representative (Hon. D. Wilson) agreed to this decision when satisfied that the site was adequate and would not prove more expensive to build on than the sites previously considered.

A report by the New Zealand delegation on this session of the Assembly has been prepared for separate printing.

## 2. THE SECURITY COUNCIL

The Security Council consists of five permanent members (China, France, the Union of Soviet Socialist Republics, the United Kingdom, and the United States of America), and six non-permanent members selected for two-year terms by the Assembly at its regular annual session. Non-permanent members are not eligible for immediate re-election. The present non-permanent members are Australia, Brazil,

\* To \$20,000,000, \$19,390,000, and \$27,740,000 respectively.

Poland, Belgium, Colombia, and Syria. The terms of office of the first three expire on 31st December, 1947, and of the other three on 31st December, 1948. The Security Council is so organized as to be able to function continuously.

Though New Zealand is not at present a member of the Council, attention has naturally been given to its deliberations on questions affecting world peace and security, which are of equal importance to all members of the United Nations. During the period under review the Council considered such matters as—

Atomic energy :

The question of taking measures against the Franco Government of Spain :

The applications for admission to the United Nations of Albania, Outer

Mongolia, Sweden, Eire, Portugal, Afghanistan, Iceland, and Siam :

Disarmament and the disclosure of information concerning armed forces :

The Statute of Trieste :

Greek complaint of frontier violations by Albania, Bulgaria, and Yugoslavia—  
establishment of a Balkan Commission :

British complaint concerning laying of mines in Corfu Channel :

United States Trusteeship agreement for Japanese Mandated Islands :

United States aid to Greece and Turkey.

### 3. THE ECONOMIC AND SOCIAL COUNCIL

#### (a) *Economic and Social Council*

Article 55 of the Charter of United Nations provides :—

With a view to the creation of conditions of stability and well-being which are necessary for peaceful and friendly relations among nations based on respect for the principle of equal rights and self-determination of peoples, the United Nations shall promote—

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

Responsibility for the promotion of these aims is vested, under the authority of the General Assembly, in the Economic and Social Council, on which eighteen members of United Nations are represented.

On 19th June, 1946, New Zealand was elected a member of the Council for a three-year term, which commenced on 1st January, 1947. The wide measure of support accorded New Zealand's nomination may be taken as a recognition of the contribution that New Zealand is considered to have made and to be able to make to the attainment of the aims of United Nations in the sphere of international economic and social co-operation. It is also a measure of the responsibility which rests upon New Zealand in these matters.

During 1946 the Economic and Social Council established nine Commissions—Narcotics, Human Rights, Economic and Employment, Transport and Communications, Statistical, Social, Population, Fiscal, and Status of Women. (Some have twelve members, some fifteen and some eighteen. The Council selects States to nominate members of the Commissions, and each State appoints an expert to serve on the Commission.) Provision was made in certain cases for the appointment of necessary Sub-Commissions. A Sub-Commission on the Economic Reconstruction of Devastated Areas, on which New Zealand was represented, was established in June, 1946. New Zealand was selected to nominate members of the Social and Fiscal Commissions.

In accordance with the provisions of the Charter, the Council negotiated agreements (which were later approved by the General Assembly) to co-ordinate the activities of the United Nations and four specialized agencies—Food and Agriculture Organization (FAO), International Civil Aviation Organization (ICAO), International Labour Organization (ILO), and United Nations Educational, Scientific, and Cultural Organization (UNESCO). It created a Standing Committee to ensure full and effective implementation

of the agreements. Although formal agreements were not concluded with the International Monetary Fund and the International Bank for Reconstruction and Development, practical measures of co-operation were established with those bodies. Arrangements were also made for the transfer to the United Nations of many of the non-political activities of the League of Nations.

The Council adopted principles to be applied in granting consultative status to non-governmental organizations, and admitted the American Federation of Labour, the International Chambers of Commerce, the International Co-operative Alliance, and the World Federation of Trade Unions to category (A) consultative status.

Among the matters of substance dealt with by the Council in 1946 were the decision to convene an international conference on Trade and Employment and the establishment of a Preparatory Committee (on which New Zealand was represented) to make the necessary preparations for the Conference; the drafting of the Constitution of the International Refugee Organization; and the convening of an International Health Conference, which adopted a Constitution for a World Health Organization and other Instruments, including an arrangement for an Interim Commission of WHO, which is now functioning. The Council also considered the situation that would arise on the termination of the activities of UNRRA.

The General Assembly, at the second part of its first session, received reports from the Council and gave further directions to it.

The Economic and Social Council holds at least three sessions a year. The fourth session of the Council, the first since New Zealand's election as a member, was held at the interim headquarters of United Nations at New York from 28th February to 29th March, 1947. New Zealand was welcomed to her place on the Council. The New Zealand delegation was led by Right Hon. W. Nash from the opening of the session until 21st March, when it was necessary for him to leave New York to attend the British Commonwealth talks in London and the meeting of the preparatory Committee of the ITO in Geneva. From 21st to 26th March the delegation was led by the Hon. D. Wilson, then New Zealand High Commissioner in Canada, and after 26th March by Mr. J. S. Reid, First Secretary, New Zealand Legation, Washington, who had been alternate delegate throughout.

The Commissions previously established by the Council, with the exception of the Fiscal Commission, had held their first meetings shortly before the Council session; the Council considered their reports and formulated action on the many other matters that fall within its jurisdiction. The New Zealand delegation took a prominent part in the various matters discussed by the Council and its Committees.

The Council dealt with several procedural matters, including the election of officers, consultation with the Security and Trusteeship Councils, calendar of meetings of the Council and its Commissions, conditions of appointment of alternates to members of Commissions, and the admission of Austria, Italy, and Switzerland to UNESCO.

The *Narcotics Commission*, noting that Japan had flagrantly abused her obligations under the International Conventions on Narcotic Drugs, proposed that, for the future, there should either be formed an international stock-pile of narcotics or else there should be an inspectorate for Japan and Korea under the control of United Nations. After a discussion that revealed considerable divergencies of viewpoint, the New Zealand delegate proposed a motion which led to the adoption of a resolution recommending that the peace treaties with Japan include provision for the most stringent control of all transactions concerning narcotic drugs in Japan, under the supervision of such control authorities as may be established by the treaties and of the United Nations. A further resolution stressed the importance of establishing an effective control of narcotic drugs in Germany. The Council adopted other resolutions, in accordance with the recommendations of the Narcotics Commission, for maintaining and developing the international control of narcotic drugs.

The Council also dealt with the reports of the *Social Commission* and of the Executive Board of the *International Children's Emergency Fund* (see later notes).

After considering the report of its *Human Rights Commission*, the Economic and Social Council nominated the members of the Sub-Commission on Freedom of Information and of the Press—the function of which is, in the first instance, to consider what rights, obligations, and practices should be included in the concept of freedom of information—and requested the Sub-Commission to prepare a draft agenda for the Conference on Freedom of Information proposed by the General Assembly. The Council discussed and outlined the procedure for drafting an International Bill of Rights. It also named the members of the Sub-Commission on Prevention of Discrimination and Protection of Minorities.

The Council resolved that the functions of the *Commission on the Status of Women* should be to prepare recommendations and reports on promoting women's rights in the political, economic, civil, social, and educational fields, and recommendations on urgent problems to implement the principle that men and women shall have equal rights. Directions were given for advancing the work of the Commission.

The report of the *Economic and Employment Commission* raised questions of direct interest and importance to New Zealand, and the New Zealand delegate took a leading part in the discussions on them. He stressed that full employment was bound up with the most effective utilization of the world's natural resources and of the products resulting from the association of man's labour with those resources. Only by a global treatment of the world economy could the ideals of the United Nations be achieved. The resolutions finally adopted by the Council embody in a large measure the views advanced by the New Zealand delegate. The Commission is requested to investigate and report on the most appropriate forms of international action in order to make better use of the world's human and material resources, and thus to promote higher standards of living, particularly in undeveloped and under-developed areas; to initiate regular reports on world economic conditions and trends, with analyses of the factors involved and recommendations as to desirable action; and to report on the most appropriate forms of international action to maintain world full employment and economic stability. The Council recorded that technical and other assistance to under-developed countries should not be used for the purpose of exploitation or of obtaining political and other advantages exclusively for countries rendering such assistance. It gave directions to the Secretary-General on the provision of expert advice to member Governments. Arrangements were made to initiate the study of problems of balances of payments. Certain matters arising out of the work of the Preparatory Committee for ITO were considered and the Secretary-General was requested to appoint a Committee, pending the establishment of ITO, to study and to facilitate inter-governmental consultation or action on commodity problems.

In accordance with the recommendation of the General Assembly, the Council established an *Economic Commission for Europe* and an *Economic Commission for Asia and the Far East*. Each Commission is to initiate and participate in measures for facilitating concerted action for the economic reconstruction of the areas concerned, for raising their level of economic activity, and for maintaining and strengthening the economic relations of the countries in each area, both among themselves and with other countries of the world. The terms of reference for the Commission for Asia and the Far East are to be discussed further at the next session of the Council.

The report of the *Transport and Communications Commission* recommended the calling of a conference to consider technical matters associated with shipping and to create a permanent Inter-governmental Maritime Organization. There was some question whether this would not involve an undue multiplication of specialized agencies and whether such an organization could deal with discriminatory shipping practices. The New Zealand delegate moved that the Conference should be directed not to establish, but to consider the establishment of a permanent organization and to consider whether the purposes of the organization, if established, should include the removal or prevention of unfair restrictive practices by shipping concerns, which might well, he suggested, be dealt with by the proposed ITO. These motions were accepted by the Council. The decision of the United States Government not to invite Franco Spain to the Radio and

Telecommunications Conferences to be held from May to July, 1947, was approved, and action was initiated to bring the International Telecommunications Union and the Universal Postal Union into relationship with United Nations. Consideration was also given by the Council to travel matters, the question of inland transport, and of safety at sea and in the air.

Category (A) consultative status was granted to three further non-governmental organizations—International Federation of Agricultural Producers, International Federation of Christian Trade Unions, and the Inter-Parliamentary Union—while other organizations were granted the less extensive rights involved in category (B) and (C) consultative status. The position of international organizations having branches in Spain gave rise to considerable debate. A resolution proposed by the New Zealand delegate was passed providing that such organizations should be excluded from consultative status if the policies of their Spanish branches were determined or controlled by the Franco Government, but that they should be eligible for such status if their members in Spain were not organized into a legally constituted branch, if their Spanish branches had a purely humanitarian character with their policies not determined or controlled by the Franco Government, or if the Spanish branches were not active.

The Council also dealt with the reports of the *Statistical and Population Commissions*, with the drafting of a Convention on genocide (defined by the General Assembly as "the denial of the right of existence of entire human groups"), with the translation of the world's classics as suggested by the General Assembly and with a proposal for the revision of the Gregorian calendar. It also received reports from the Committee for the Co-ordination of the Activities of United Nations and the Specialized Agencies, from the FAO Preparatory Commission on World Food Proposals, and on Relief Needs after the Termination of UNRRA.

The wide and varied scope of the duties and functions of the Council will entail considerable extra work for the Department, and it has therefore been decided to establish an office in New York to maintain liaison with the Council and its Commissions, Sub-Commissions, and Standing Committees. Mr. James Thorn, New Zealand High Commissioner in Canada, will generally be the New Zealand delegate to meetings of the Council.

#### (b) *Social Commission*

The first meeting of the Social Commission was held in New York from 20th January to 4th February, 1947. The New Zealand representative, Hon. D. Wilson, was elected Vice-Chairman of the Commission, and, in the absence of the Chairman, presented the report of the Commission to the Economic and Social Council.

The Commission recommended that the United Nations should assume the functions previously performed by the League of Nations with regard to (a) traffic in women and children and in obscene publications; (b) prevention of crime and treatment of offenders; (c) child welfare; and (d) assistance to indigent foreigners. It gave directions for the development of international action in these fields. The Council approved these recommendations and gave the necessary directions to the Secretary-General.

The Commission and the Council also considered how to maintain and develop international action in organizing welfare services, including the problems of the training of social welfare personnel and the transfer to the United Nations of the functions in this field previously discharged by UNRRA.

As a result of its consideration of the welfare of children and adolescents the Commission decided to carry on the League activities, and appointed a Committee to make a detailed report upon the whole question of child-welfare to the next meeting of the Commission. The report of the Executive Board of the International Children's Emergency Fund was also considered.

A resolution of the General Assembly recommended that housing problems should be studied and consideration given to the desirability of holding an international conference of experts. The Social Commission suggested that a Housing and Town Planning Section should be set up within the United Nations Secretariat to collect and disseminate information on housing and town planning and to prepare for the Conference. The Economic and Social Council directed the Secretary-General to submit detailed proposals to the Social Commission for the preparation of a further report to the Council on the proposed Conference.

To assist in planning its future activities the Commission, with the approval of the Council, requested the Secretariat to prepare a report on the activities of other organizations dealing with matters in the social field, including measures to secure a minimum family income.

The Commission arranged to co-operate with the specialized agencies and with other Commissions—*e.g.*, with the Population Commission on migration matters—and to consult with non-governmental organizations. The Commission also considered its Rules of Procedure and other formal matters.

#### *(c) International Children's Emergency Fund*

On 11th December, 1946, the General Assembly established the International Children's Emergency Fund for the benefit of children and adolescents in countries which suffered aggression and which are receiving UNRRA assistance, and for child health purposes generally. The Fund is administered by an Executive Board representative of twenty-six members of United Nations, including New Zealand, and subject to supervision by the Social Commission and the Economic and Social Council. New Zealand has been represented at meetings of the Executive Board by Hon. D. Wilson and by Mr. T. O. W. Brebner.

The Board has estimated that at least 20,000,000 children are in dire and urgent need of a supplementary meal and that it will cost \$450,000,000 to provide this meal and essential clothing and medical supplies for one year. This amount, it is hoped, will be contributed according to ability by donor and recipient Governments and by individuals, companies, &c. Arrangements are being made for a world-wide appeal for voluntary contributions later in 1947, and provisional plans are being formulated for the New Zealand campaign.

The Social Commission and the Council considered and generally approved the recommendations of the Executive Board, established the priorities that should be adopted, and gave directions for the organization and supervision of the Fund's activities.

#### *(d) Fiscal Commission*

It is the duty of the Fiscal Commission to study and advise the Council in the field of public finance, particularly in its legal, administrative, and technical aspects. The nomination by New Zealand of Dr. A. R. F. Mackay, Second Assistant Secretary to the Treasury, as a member of the Commission was approved by the Council. The first session of the Commission (first fixed for 28th April, but postponed to 19th May, 1947) will determine the Commission's programme of work, adopt rules of procedure, and settle other procedural matters.

#### *(e) Reconstruction of Devastated Areas*

On 21st June, 1946, the Economic and Social Council established a Temporary Sub-Commission on the Economic Reconstruction of Devastated Areas—comprising twenty members of United Nations, including New Zealand—to advise and report on the reconstruction of countries devastated by occupation or physical destruction. Two working groups were formed within the Commission, one for Europe and Africa, the other for Asia and the Far East. New Zealand was nominated a member of the latter.

The Sub-Commission met in London from 29th July to 17th August and from 6th to 13th September, 1946. New Zealand was represented at these meetings by Sir Cecil Day, External Affairs Liaison Officer. A report was prepared showing the devastation in Europe and the resulting situation. The most important recommendation of the Sub-Commission was the proposal for the establishment of an Economic Commission for Europe, which body was later recommended by the General Assembly and established by the Economic and Social Council in March, 1947.

The Council, in 1946, also made certain recommendations on the way in which members of United Nations and international organizations could help to meet the reconstruction needs of devastated countries. Considering these resolutions, the General Assembly, in December, 1946, established a Committee to determine the devastated countries' minimum needs of essentials of life and directed, *inter alia*, that the Secretary-General should facilitate an exchange of information and informal discussions on programmes for relief activities after the termination of UNRRA. In accordance with this direction, the Secretary-General convened an informal meeting in New York on 28th February, 1947, at which Mr. J. S. Reid, First Secretary, New Zealand Legation, Washington, represented New Zealand. He outlined New Zealand's assistance to UNRRA and the contracts for that organization which then awaited completion, the ration schemes in operation to attain maximum exports of food, the voluntary relief activities, and the possible directions in which New Zealand might be able to assist devastated areas. Further consideration is at present being given to the proper scope of New Zealand's activity in these matters.

The Temporary Sub-Commission's working group for Asia and the Far East met in London in August and September, 1946, and initiated action for the compilation of information on the areas in question. The working group was convened again in New York on 14th February, 1947; New Zealand was represented by Mr. J. S. Scott, Trade Officer, New Zealand Supply Mission, Washington, in the absence, owing to illness, of Mr. G. R. Powles, First Secretary, New Zealand Legation, Washington, who had been nominated as New Zealand representative. The working group carried forward the survey of conditions in Asia and the Far East, but with the establishment of the Economic Commissions for Europe and for Asia and the Far East the activities of the Temporary Sub-Commission and its two working groups have now been terminated.

#### 4. THE TRUSTEESHIP COUNCIL

China, France, the U.S.S.R., the United Kingdom, and the U.S.A. are permanent members of the Trusteeship Council. Australia, Belgium, and New Zealand are also permanent members since they administer trust territories. Any other State which becomes the administrator of a trust territory will become a permanent member of the Trusteeship Council. The Assembly elects to the Trusteeship Council whatever number of other States is required to create an equal balance in the Council between States which administer trust territories and those which do not. These elected members serve for three-year terms and are eligible for immediate re-election. The present elected members are Iraq and Mexico, which will serve until 31st December, 1949.

The International Trusteeship System is the subject of considerable study in the Department. It is of special interest to New Zealand, because, as the administering authority of the Trust Territory of Western Samoa, New Zealand is a member of the Trusteeship Council.

At the San Francisco Conference the New Zealand delegation strongly supported the adoption of the trusteeship clauses of the United Nations Charter; indeed, the Prime Minister was Chairman of the Trusteeship Committee of the Conference. Later the Government announced their intention of placing the mandated territory of Western Samoa under trusteeship. Accordingly, a trusteeship agreement was drafted for that territory. This agreement, with amendments, was approved by the General Assembly of the United Nations in December, 1946. New Zealand, therefore, automatically became entitled to a seat upon the Trusteeship Council, and Sir Carl Berendsen, New Zealand Minister at Washington, was appointed New Zealand representative on the

Council. The first meeting of the Council, held in March–April, 1947, considered, among other questions, the petition which had been presented to the Government by the Fono of all Samoans in December, 1946, for transmissioin to the Council. This subject, as well as many questions connected with the functioning of the Council, has entailed close study by the Departments of External Affairs and Island Territories.

Closely linked with the Trusteeship Section of the United Nations Charter is Chapter XI of the Charter, which imposes obligations upon those members responsible for the administration of non-self-governing territories. The Department of External Affairs, again in close collaboration with the Department of Island Territories, ensures that New Zealand's obligations in this regard are fulfilled.

## 5. SUBSIDIARY ORGANS

Though New Zealand is not a member of either body, the proceedings of the Military Staff Committee (a subsidiary organ of the Security Council) and the Atomic Energy Commission (a subsidiary organ of the General Assembly) have been followed with close attention.

## MISCELLANEOUS INTERNATIONAL ORGANIZATIONS

### 1. INTERNATIONAL TRADE ORGANIZATION

With a view to convening a United Nations Conference on Trade and Employment, and to the possible formation of an International Trade Organization, the Economic and Social Council of the United Nations, in February, 1946, set up a Preparatory Committee, the first session of which commenced in October, 1946. The New Zealand Government, who were in full agreement with the general international objective of expanding employment and world trade, accepted an invitation to membership of the Committee and were represented at the first session by a delegation comprising the Assistant Comptroller of Customs (Mr. J. P. D. Johnsen) and other departmental officials. The report of this session reveals a substantial advance towards the main objective of the ITO conception. Discussions and exchanges by British Commonwealth delegations were a useful preliminary to the Session.

A Drafting Committee (on which New Zealand was also represented) was charged with the preparation of a draft Charter for submission to the second session of the Preparatory Committee, and a detailed draft of the General Agreement on Tariffs and Trade, based upon the outline drafted at the first session.

The second session of the Preparatory Committee meets in Geneva in April, 1947, on which occasion the New Zealand delegation will be led by the Minister of Finance and Customs, the Right Hon. W. Nash. During March, 1947, preliminary British Commonwealth discussions were conducted in London.

Before the commencement of the first session the New Zealand Government set up an Inter-departmental Committee for the purpose of examining the proposals to be submitted to the Preparatory Committee and of ascertaining their effect on a national economy, which, as is the case in New Zealand, is particularly sensitive to external influences. New Zealand's attitude has been to emphasize the need for full employment and a high and steadily rising level of effective demand, and to seek adequate recognition of the varying circumstances of economies in different stages of development. She has also expressed the necessity of maintaining within her own sovereignty her special trade relations with the United Kingdom.

### 2. INTERNATIONAL LABOUR ORGANIZATION

The Hon. D. Wilson led the New Zealand delegation to the twenty-ninth session of the International Labour Conference, held in Montreal from 19th September to 9th October, 1946. Two items on the agenda, one dealing with constitutional matters, the other with dependent territories, were of particular concern to the Department of External Affairs.

The 1945 Conference adopted certain amendments to the Constitution of the ILO, to enable it to continue to function in view of the then impending dissolution of the League of Nations; these amendments were ratified by New Zealand in May, 1946. A delegation was appointed by the Conference to bring down recommendations for a general revision of the constitution. After consultation with the Department of Labour, the views of the New Zealand Government on these recommendations were communicated to the ILO and formed the basis of the policy followed by the New Zealand Government delegates at the 1946 Conference, which adopted a complete revision of the constitution of the Organization. The ratification of this new constitution by New Zealand is now under consideration. The Government values very highly the work of the ILO, and is pleased to record that not only has it maintained its existence and unity, but that it is now better equipped to face its responsibilities in the post-war world. Its authority in the field of international labour standards is recognized in the agreement for collaboration with the United Nations, which was approved by the 1946 International Labour Conference and by the General Assembly of the United Nations in December, 1946.

The 1946 Conference held a first discussion on a Convention on Minimum Standards of Social Policy in Non-metropolitan Territories which has been of direct concern to the Department of External Affairs, as well as to the Departments of Island Territories and Labour, in view of New Zealand's obligations under the Trusteeship Agreement for Western Samoa and of our responsibilities in the administration of the Cook Islands and Tokelau Islands. The second discussion on this matter is to take place at the 1947 Conference.

On 10th October, 1946, New Zealand's ratification of the Minimum Age (Sea) Convention (Revised) 1946 was deposited with the ILO. Consideration has also been given to the ratification of three other Minimum Age Conventions. The ILO has been advised that New Zealand has decided to apply to the Cook Islands and Western Samoa the Weekly Rest (Industry) Convention and Forced Labour Convention, previously ratified in respect of New Zealand. Consideration has also been given to the ratification in respect of New Zealand, the Cook Islands, and Western Samoa of the Recruiting of Indigenous Workers Convention 1936, the Contracts of Employment (Indigenous Workers) Convention 1939, and the Penal Sanctions (Indigenous Workers) Convention 1939. Apart from the relevance of certain of these Conventions to Western Samoa, the Department of External Affairs has been associated with the question of ratification, as such action involves the acceptance by New Zealand of international obligations.

Consideration has also been given during the period under review to numerous other matters arising out of New Zealand membership of the International Labour Organization—e.g., the draft of a Convention on Privileges and Immunities of the Organization submitted to the 1946 Conference.

### 3. INTERNATIONAL CIVIL AVIATION

The international aspects of civil aviation have necessarily concerned the Department, and particular attention has been paid to the development of civil air services operating from New Zealand and in the work of the Provisional International Civil Aviation Organization established at Chicago in December, 1944. At the Assembly meeting of the Provisional International Civil Aviation Organization held in Montreal in May of 1946 the Hon. D. Wilson, then High Commissioner for New Zealand in Ottawa, led the New Zealand delegation. It was at this meeting that arrangements were made for the South Pacific Regional Conference on Air Navigation and other technical problems concerned with flying in this part of the Pacific, which was held in Canberra in February, 1947. Moreover, the New Zealand delegation took a prominent part in the discussions on the draft of a Multilateral Air Transport Agreement, which it is intended, if it can be realized, will do away with the necessity for the present exchange of air transport rights by bilateral agreement.

The discussions at the Assembly meeting did not lead to any agreement on a draft Multilateral Air Transport Agreement, but opportunity was taken by the New Zealand delegation to press vigorously the point of view of its Government that the

grant of air-transport rights must be conditional upon the establishment of an international body with real powers and effective machinery to control rates, capacity, and competitive practices. These views, which were supported also by the United Kingdom and Australian Governments, had been advocated at the International Conference on Civil Aviation held at Chicago, when it was found that the New Zealand proposal for international ownership and operation of trunk services on international routes was not generally acceptable.

New Zealand was represented also at the first meeting of the South Pacific Air Transport Council held in Canberra in December, 1946. This body is a subsidiary of the Commonwealth Air Transport Council and consists of those British Commonwealth Governments concerned with air-transport services in the South Pacific and across the Pacific to North America. Canada has not, as yet, however, joined as a member, although at the Canberra meeting she was represented by an observer. The discussions at this meeting led to recommendations to the New Zealand and other partner Governments as to the future method of control and operation of the trans-Tasman and trans-Pacific air services, and regarding the provision, maintenance, and operation of facilities required in the South Pacific for the regional services and the trans-Pacific services from Australia and New Zealand to North America. The Hon. F. Jones, Minister in Charge of Civil Aviation, led the New Zealand delegation at the South Pacific Air Transport Council meeting.

New Zealand is also represented at the Assembly meeting in Montreal of the International Civil Aviation Organization, the permanent body that has replaced the interim Organization established at Chicago.

New Zealand has a vital interest in the development of civil aviation, both within the South Pacific region with which we are immediately concerned, across the Pacific to North America and, generally, in all world air routes. The proposal for international ownership and operation of trunk services on international routes made by New Zealand at the Chicago Conference in 1944 and seconded by Australia, was supported then by very few countries. It has, however, received encouraging support since from the United Kingdom, and will, it is hoped, later receive such support from other countries as will permit of the development of an international organization to operate all the trunk services on the international routes throughout the world. This method of operation is considered by the Government to be necessary not only in the interests of security, but of orderly world economic development. It is considered that only by this means can it be ensured that international civil aviation will be so organized as to secure its development in the best interests of mankind. The Government has indicated that New Zealand will maintain its advocacy of this policy, but will, at the same time, co-operate in any measures for the useful development of civil aviation in the interests of the peoples of the world. Its policy also is to maintain close co-operation with other partner Governments of the British Commonwealth both in resolving the day-to-day problems inherent in air operations in the Pacific and in promoting also the expansion of British civil air services.

#### 4. UNITED NATIONS EDUCATIONAL, SCIENTIFIC, AND CULTURAL ORGANIZATION

The establishment of a permanent United Nations agency in the field of education and culture was first mooted by the Conference of Allied Ministers of Education (consisting originally of the Ministers of Education of the Governments in exile of certain occupied European countries), which met periodically at London during the war years from October, 1942, onwards. The primary aim of the Organization was then conceived to be restoration of educational, scientific, and cultural facilities in countries devastated by the war. As it developed, however, the Organization came to be regarded as having, in addition, a more permanent function :—

“To contribute to peace and security by promoting collaboration among the nations through education, science, and culture in order to further universal respect for justice, for the rule of law, and for the human rights and fundamental freedoms which are affirmed to the peoples of the world . . . by the Charter of the United Nations.”

A constitution for the Organization was drawn up by a conference which opened in London on 1st November, 1945. The New Zealand delegates to this conference were Dr. R. M. Campbell and Mr. A. E. Campbell. A Preparatory Commission was also set up and held its first meeting on 19th November. Further meetings of the Commission were held in January, February, and July of 1946.

New Zealand's Instrument of Acceptance of the constitution of UNESCO was the second to be deposited (on 6th March, 1946). The constitution became effective on 4th November, 1946, the date of deposit of the twentieth acceptance. The agreement between the United Nations and UNESCO bringing the latter into relationship with the former as a specialized agency was accepted by the first UNESCO general conference in November, 1946, and by the second part of the first session of the United Nations General Assembly on 14th December, 1946, from which date it entered into force.

The first general conference held at Paris in November, 1946, approved of the first annual budget of \$6,950,000 and the establishment of a revolving fund of \$1,000,000. New Zealand's share is 0.61 per cent. in each case, a total of \$48,495. The remaining recommendations of the Conference are set out in the report of the New Zealand delegation which is being prepared for separate printing.

Article VII of the constitution of UNESCO recommends the establishment of national commissions or national co-operating bodies in member States, and the Government have set up an interim committee to consider the form which such a co-operating body should take in New Zealand.

## 5. WORLD HEALTH ORGANIZATION

In accordance with a resolution adopted at the San Francisco Conference, the Economic and Social Council, in February, 1946, decided to convene an International Health Conference, and appointed a Technical Preparatory Committee. The International Health Conference met in New York from 19th June to 23rd July, 1946, the New Zealand representatives being Drs. T. R. Ritchie and H. B. Turbott.

The Conference adopted a Final Act recording the convening and decisions of the Conference, a Constitution for the World Health Organization, an Arrangement for an Interim Commission, and a Protocol concerning the Office International d'Hygiène Publique. The objective of the Organization is the attainment by all peoples of the highest possible level of health.

The decisions of the Conference were approved by the Economic and Social Council and by the General Assembly of the United Nations at the second part of its first session. The Interim Commission has held its first meetings, being financed by a loan from the United Nations.

The Constitution of the World Health Organization will come into force when twenty-six members have notified their acceptance. New Zealand has deposited Instruments of Acceptance of the Constitution and of the Protocol concerning the Office International d'Hygiène Publique which transfers to the Organization the duties and functions of the Office.

## 6. FOOD AND AGRICULTURE ORGANIZATION

The Conference convened by the late President Roosevelt at Hot Springs, Virginia, in May and June, 1943, established an Interim Commission of the Food and Agriculture Organization. The first report of the Interim Commission, including its recommendations for a Constitution of the Organization, has been published.

The first session of the Conference of FAO, at which New Zealand was represented met at Quebec from 16th October, 1945, and adopted the Constitution.

The first part of the first General Assembly of the United Nations passed a resolution requesting international organizations concerned with food and agriculture to intensify their efforts to obtain as full information as possible on the world food position in order to assist Governments in determining their short- and long-term policy. It was suggested that the initiative in this task should be taken by FAO.

FAO convened a special meeting on urgent food problems in Washington from 20th to 27th May, 1946. New Zealand was not originally one of the countries invited to attend this meeting, but, in view of its obvious importance to New Zealand, it was decided to ask the Director-General for an invitation, which was extended. Twenty nations were represented at the meeting, which adopted a series of recommendations designed to meet the urgent food situation. The meeting also recommended the establishment of the International Emergency Food Council (see separate note). The New Zealand delegation to the meeting was led by Sir Carl Berendsen; its report has been published.

The FAO special meeting on urgent food problems asked the Director-General to submit to the next Conference of FAO a survey of the existing and proposed inter-governmental organizations concerned with food and agriculture products and to make any necessary proposals. The report of the Director-General proposed the establishment of a World Food Board.

The second session of the FAO Conference met in Copenhagen from 2nd to 13th September, 1946. The New Zealand delegation was led by Mr. E. J. Fawcett, who was re-elected to the Executive Committee of FAO. In addition to matters of substance the Conference dealt with several matters of procedural importance—*e.g.*, applications for membership of FAO, and relations of the Organization with the United Nations, with other international organizations, and with non-governmental organizations. An agreement between FAO and the United Nations was approved. The Conference also considered the Director-General's report, gave general approval to the objectives set out therein, and established a Preparatory Commission of sixteen nations to consider the matter further.

The Preparatory Commission was convened in Washington on 28th October, 1946, and held its last meeting on 24th January, 1947. New Zealand was not represented on the Commission, but Mr. R. W. Marshall attended its meetings as an observer. The report of the Commission is to be considered at the third session of the FAO Conference, which is to meet in Geneva in August, 1947.

FAO also convened a Conference on Forestry Products Statistics, which met in Washington from 11th to 14th February, 1947. Mr. J. S. Scott, of the New Zealand Supply Mission, Washington, represented New Zealand at the Conference.

## 7. INTERNATIONAL EMERGENCY FOOD COUNCIL

The FAO meeting on urgent food problems held in May, 1946, decided to establish an International Emergency Food Council—(a) to consider, investigate, and inquire into and formulate plans with regard to any question relating to the supply and distribution of food and associated products, and (b) to collaborate with other members of United Nations and with other international organizations in formulating plans for the best use of food resources. The Council membership is open to any Government represented on any of the Council's commodity committees and to other Governments nominated by the Council. IEFC, with whose establishment the Combined Food Board has been discontinued, maintains close liaison with FAO and UNRRA.

New Zealand is a member of several of the commodity committees of IEFC, and accordingly is a member of the Council. Mr. R. W. Marshall was designated by the New Zealand Minister in Washington as New Zealand representative on the Council and on those of the Committees which meet in Washington. Mr. McGuire represents New Zealand on the Committees that meet in London.

The Council, its Central Committee, and Commodity Committees are concerned to estimate the supply and requirements of foodstuffs in short supply and to recommend allocations of those foodstuffs which are then submitted to Governments for their concurrence. The Council has had to deal with many matters of vital concern to New Zealand, including the question of bi-lateral and barter trade agreements. The first meeting of the Council was held on 20th and 21st June, 1946, the second meeting on 14th and 23rd October, 1946, and the third meeting on 30th and 31st January, 1947.

## 8. UNRRA

The fourth session of the Council of UNRRA was held at Atlantic City from 15th to 20th March, 1946, and an adjourned meeting was held at Washington on 9th May, 1946. The fifth session met in Geneva from 5th to 16th August, 1946, and the sixth session in Washington from 10th to 13th December, 1946. The New Zealand delegation to the fourth session was led by Sir Carl Berendsen, and to the fifth session by Dr. R. M. Campbell. Sir Carl Berendsen was appointed to lead the delegation at the sixth session, but was prevented from so doing by the pressure of his duties at the General Assembly of the United Nations; Mr. J. S. Reid acted as his alternate. At each session the New Zealand delegation occupied official positions—*e.g.*, at the fourth session Sir Carl Berendsen was Chairman of the Committee on Policy. New Zealand is also represented on the Committee of Supplies, one of the most important Standing Committees of UNRRA. Separate reports on the fourth, fifth, and sixth sessions of the Council have been, or will be, presented. Many tributes were paid to the generous support that New Zealand has throughout given to UNRRA. It is pleasing also to record that New Zealanders have occupied with distinction many important posts in UNRRA. It has been the duty of the Council at each of these sessions to review the work of UNRRA and to determine its policy. The Council has accordingly given consideration, *inter alia*, to the procurement, allocation, and distribution of food and other supplies; to activities in the field of health services—epidemiological intelligence, medical and sanitary services, and technical advice and assistance to devastated countries; to welfare services—care of children, disabled persons, and others; and to a wide range of technical services. The problem of displaced persons has caused considerable discussion, with the countries of origin laying stress on repatriation and the majority, including New Zealand, insisting that there must be no compulsion or undue pressure on displaced persons to return to their former countries.

Throughout these sessions the Council has had in mind the situation that will arise on the termination of UNRRA's activities. Many aspects of the situation have been placed before United Nations, and arrangements have been made to ensure that the benefits of UNRRA's work are not lost—the International Refugee Organization is intended to deal with the remaining refugee and displaced persons problem, the International Children's Emergency Fund with the supplementary feeding and care of children and adolescents, the Food and Agriculture Organization with the restoration of agriculture.

At these sessions of the Council many tributes were paid by receiving and donor countries to the very considerable achievements of UNRRA under most difficult conditions—*e.g.*, in the six months preceding the fourth session, 7,000,000 tons of supplies were shipped and 725,000 displaced persons repatriated.

Particular tributes were paid to Governor Lehman, whose resignation as Director-General was accepted at the fourth session, and to his successor, Mr. F. H. La Guardia, whose resignation was accepted at the sixth session. General Lowell W. Rooks is now Director-General.

## 9. INTER-GOVERNMENTAL COMMITTEE ON REFUGEES

In July, 1938, a Conference, called on the initiative of President Roosevelt, agreed to establish the Inter-governmental Committee on Refugees, with jurisdiction limited to persons of German or Austrian origin. In April, 1943, it was agreed that the mandate of the Committee should be extended. The functions of the IGC are "to preserve, maintain, and transport persons who, as a result of events in Europe, have had to leave or may have to leave their countries of residence because of the danger to their lives or on account of their race, religion, or political beliefs." IGC has concerned itself mainly with the collection of information relevant to emigration and resettlement, discussions with potential countries of reception with a view to individual emigration or group settlement, assistance to and arrangement of emigration of individuals and family units, and group resettlement.

The administrative expenses of the Committee have been shared by all the members, New Zealand's contribution in 1946 being £440. The operational expenses of the Committee were met by the United Kingdom and United States of America, but in 1946 the United Kingdom indicated that they could no longer continue to carry this expenditure and requested that all members should undertake payment of a proportional share of the operational expenses. New Zealand authorized its representative at the sixth plenary session of the Committee, Mr. C. B. Burdekin, in December, 1946, to agree to the payment of a share of the operational expenses. The sum of £15,300 has been contributed as New Zealand's share of the operational expenditure for the first six months of 1947. It has been anticipated that, at the end of this period, the International Refugee Organization will take over the functions of IGC.

## 10. INTERNATIONAL REFUGEE ORGANIZATION

In February, 1946, the Economic and Social Council, acting on a recommendation of the General Assembly, established a sub-committee to make a thorough examination of the whole question of refugees and displaced persons. New Zealand was represented at the meetings of this Committee during April and May, 1946.

The Committee recommended the establishment of a specialized agency of a non-permanent character, and drafted a constitution. This was considered at length by the Economic and Social Council and referred to the General Assembly, which, in December, 1946, adopted a constitution for the International Refugee Organization and an agreement for a Preparatory Commission to make the necessary arrangements for the commencement of operations by the Organization. The functions of IRO include the repatriation, identification, care, protection, transport, resettlement, and re-establishment of the refugees and displaced persons covered by the constitution. The Organization will come into existence when its constitution has been accepted, without reservation, by fifteen States whose contributions total 75 per cent. of the operational budget. With the impending termination of the activities of UNRRA and IGC on 30th June, 1947, whose activities it is intended that IRO should assume, the need for the Organization to commence operations is urgent if the plight of hundreds of thousands of refugees and displaced persons is not to become even more desperate. Accordingly, the Government decided that New Zealand should sign the constitution of the Organization without reservation, and this was done by the Right Hon. W. Nash in New York on 17th March, 1947.

The administrative and operational budgets of the Organization for the first financial year, with the percentage of the total contribution in each case allocated to New Zealand in parentheses, were fixed at \$4,800,000 (0.50 per cent.) and \$151,060,000 (0.44 per cent.). Contributions to the large-scale resettlement expenses, fixed at \$5,000,000 for the first year, are to be made on a voluntary basis.

## THE BRITISH COMMONWEALTH

### 1. INFORMATION AND CONSULTATION

The New Zealand Government and its representatives participate fully in the system of intra-Commonwealth consultation upon a wide range of topics, of which the most important are foreign policy, economic policy, and defence policy. Most sections of this report provide examples of the system in action—the daily activities of the High Commissioner's offices, the direct dealings of British Commonwealth Government Departments one with another, the direct liaison between Service Departments, the regular meetings in London of Commonwealth High Commissioners with the Dominions Secretary and the Foreign Secretary, in foreign countries the meetings of British Commonwealth representatives (all of whom are appointed in the name of the King), and, at the highest level of policy, the consultations among Prime Ministers.

The basis of this system is the very great flow of information continually passing between the separate Dominions and the United Kingdom and, ever increasing, among the Dominions themselves.

## 2. BRITISH COMMONWEALTH CONSULTATIONS, APRIL–MAY, 1946

The Right Hon. W. Nash represented the Prime Minister at a series of informal consultations among British Commonwealth Prime Ministers and Ministers at London from 23rd April to 23rd May, 1946. Several members of the United Kingdom Cabinet were present, including the Prime Minister, the Foreign Secretary, and the Dominions Secretary; and from the Dominions came Mr. Mackenzie King, Field Marshal Smuts, Mr. Chifley, and Dr. Evatt.

The consultations covered a wide range of subjects of common and vital concern to all members of the Commonwealth, and included foreign policy, responsibilities for and organization of British Commonwealth defence, the withdrawal from Egypt, the situation in Palestine, procedure for the peace settlements, the peace with Italy and the other German satellites, the future of Italian colonies, policy towards Germany, and the South Seas Regional Commission.

The discussions were, as is usual among the members of the Commonwealth, frank and friendly, and there was an evident desire to look into matters of disagreement rather than to set them aside. No formal decisions were reached and no commitments were made; such was not the purpose of the meeting. A number of problems were raised, however, which are of far-reaching importance to New Zealand.

It emerged clearly from the facts presented during the discussions that Britain's economic and man-power position, which has become straitened as a result of her prodigious war effort, makes it incumbent upon other members of the Commonwealth to take an increased share of the commitments involved in the British Commonwealth defence system. Some consideration was given to the methods by which this might be done—e.g., by an increase of regional responsibility—and to its implications for foreign policy and defence policy.

A valuable discussion took place upon the peace settlement with Italy and the Balkan enemies. No attempt was made to reach agreed policies, but it was ensured that each delegation to the Paris Peace Conference thoroughly understood the position of all members of the Commonwealth. The concern of the Dominions at the inadequate recognition of their contribution to Allied victory shown by the role allotted to them in drafting the Peace Settlement was shared by the United Kingdom Government.

The machinery of British Commonwealth consultation was reviewed, and Mr. Nash, in pursuance of the New Zealand Government's policy to maintain the fullest Commonwealth co-operation, made proposals designed to increase the amount of inter-Dominion consultation by making the exchange of information and opinion among the Dominions as complete as the exchange between the individual Dominions and the United Kingdom. Mr. Nash's proposals were welcomed. During the last year arrangements have been developed by which important policy messages from one member of the Commonwealth to another are repeated to all members, and by which despatches to their Governments from British Commonwealth representatives in foreign countries are circulated among all members. Such arrangements indicate the complete confidence existing among the members of the Commonwealth and their conviction that the sharing of all information and frank consultation without commitment are as effective ways of harmonizing their interests and policies as any formal agreements.

## 3. AUSTRALIAN - NEW ZEALAND RELATIONS

Relations between New Zealand and the United Kingdom have for some years been almost fully developed. The next step in strengthening the Commonwealth association appeared to the New Zealand Government to be to develop the relations among the Dominions to a similar degree of intimacy.

A cardinal principle of the Government's external policy, reinforced by experience in the Pacific war, is close association with Australia, whose interests are practically identical with those of New Zealand. Recognition of the need for a greater measure of collaboration with the Australian Government led to the framing of the Australian - New Zealand Agreement of January, 1944, which provided for the establishment of

machinery whereby there might be continuous consultation between the two Governments on matters of mutual concern. Collaboration on the lines set out in the Agreement has been secured by the establishment of the Australian - New Zealand Secretariat contemplated by clauses 38-42. The Secretariat, which is charged with the responsibility of ensuring that the provisions of the Agreement are implemented, has been functioning effectively since its establishment in February, 1944, and discussions and interchanges of information are matters of daily occurrence in Canberra and Wellington.

Both the Australian and New Zealand Departments of External Affairs established Secretariats which maintain continuous personal contact with the liaison officers appointed from the respective High Commissioner's offices.

In addition to the regular exchanges of information and views which take place as a matter of normal routine, conferences on the Ministerial level have been arranged on various occasions. For instance, every opportunity is taken, by New Zealand and Australia, of conferring with regard to possible joint action in promoting the welfare and development of their South Pacific Island Territories. Early in 1946, Mr. Ward, Australian Minister of External Territories, discussed with New Zealand representatives in Wellington not only the South Pacific Health Service, but also the future of the copra trade.

There is also a steady interchange of departmental officers and technical experts between the two countries. Frank exchanges of views on all problems of common concern have resulted. The closest collaboration took place between the Australian and New Zealand Departments of External Affairs during the period of negotiations which led up to the establishment of the South Pacific Commission, and equally close contact is maintained in the preparation for the peace settlement with Japan.

## THE PACIFIC

### 1. SOUTH PACIFIC HEALTH SERVICE

For many years New Zealand had been closely associated with Fiji in a joint attack upon the health problems of the United Kingdom and New Zealand Island Territories in the South Pacific, and these co-operative arrangements were extended, in September, 1946, by the formal inauguration of a joint health service in these territories, to be known as the South Pacific Health Service. The establishment of this service ensures that investigation into health conditions in the islands concerned proceeds upon a co-ordinated plan under a central controlling organization which provides comprehensive public health and medical services for the South Pacific territories of the United Kingdom and New Zealand.

The Government of Tonga agreed to participate in the scheme in December, 1946, and other territories in the area may also be included in the future if they so desire.

### 2. THE SOUTH SEAS CONFERENCE AND THE SOUTH PACIFIC COMMISSION

The practical advantages of regional co-operation in health matters encouraged the New Zealand Government to believe that the arrangements could be of use on a much wider scale.

The increase of the living standards of the peoples of the Pacific Islands, which it is the policy of the New Zealand Government to promote, depends, among other things, upon the introduction of modern techniques based upon local research not only in medicine, but also in agriculture and in fisheries, and upon the improvement of shipping services, marketing arrangements, education, and housing. The small area and population and scattered situation of New Zealand's island territories have always set practical limits to developmental plans. It became increasingly clear that many problems could only be solved adequately and without unnecessary duplication and waste of manpower and expensive equipment through regional collaboration, through the sharing of specialist services and research facilities, through the co-ordination of transport and marketing arrangements.

To assist this end the Australian and New Zealand Governments took the initiative, at the Canberra Conference of January, 1944, in proposing the establishment of a South Seas Regional Commission, and at the Wellington Conference in November, 1944, of proposing the convening of periodic South Pacific conferences. Further steps could not be taken until the end of hostilities. At the Conference of Dominion Prime Ministers at London in April, 1946, the need for regional co-operation was recognized, and it was agreed that the Australian and New Zealand Governments should set in motion the machinery which resulted in the assembly at Canberra on 28th January, 1947, of the South Seas Conference. New Zealand and Australia, the sponsoring Powers, invited representatives from the United Kingdom, the United States of America, France, and the Netherlands—the States with territories in the region—who signed an agreement which, upon ratification by the Governments concerned, will bring into being a South Pacific Commission controlling a Secretariat and a Research Council.

All those non-self-governing territories which lie south of the equator and east from and including Netherlands New Guinea will be included within the territorial scope of the Commission.

The objective of the six Powers is “to encourage and strengthen international co-operation in promoting the economic and social welfare and development of the peoples of the non-self-governing territories in the South Pacific region administered by them.” The Commission has been established—

- “(i) To study, formulate, and recommend measures for the development of, and, where necessary, the co-ordination of measures affecting, the economic and social rights and welfare of the inhabitants of the territories within the scope of the Commission, particularly in respect of agriculture (including animal husbandry), communications, transport, agriculture, fisheries, forestry, industry, labour, marketing, production, trade and finance, public works, education, health, housing, and social welfare;
- “(ii) To provide for and facilitate research in technical, scientific, economic, and social fields in the territories within the scope of the Commission and to ensure the maximum co-operation and co-ordination of the activities of research bodies;
- “(iii) To provide technical assistance, advice, and information (including statistical and other material) for the participating Governments.”

The exclusion of political and security matters from the jurisdiction of the Commission, and the decision to make the body purely advisory and consultative, was supported by New Zealand and arises from the realization that the prime consideration was the economic and social welfare of the peoples involved. The imposition of another layer of administrative authority and the introduction of a potential source of political contention were thereby avoided. It is clear from the nature of the Commission that it has no organic connection with the Trusteeship Council or other organs of the United Nations, though in practice it is likely to co-operate with them.

Periodic South Pacific Conferences will be arranged by the Commission to discuss such matters of common interest as fall within the competence of the Commission. Not merely Government representatives will be invited to these Conferences, but also missionaries and representatives from each island territory in the South Pacific area.

The site of the headquarters of the Commission is to be selected within six months of the ratification of the Agreement. The salaries and expenses of the Commissioners and their immediate staff are to be paid by the Governments appointing them; expenses of the Commission, the Research Council, and the Conferences will be met from the funds of the Commission, of which the initial working fund is £40,000 sterling. Contributions to the Commission's funds are apportioned as follows: Australia, 30 per cent.; France, 12½ per cent.; the Netherlands 15 per cent.; New Zealand, 15 per cent.; the United Kingdom, 15 per cent.; the United States of America, 12½ per cent.

A full report upon the Conference, to which the senior New Zealand delegates were Rt Hon. W. Nash, Mr A. G. Osborne, and Mr J. G. Barclay, will be presented to Parliament.

### 3. RELATIONS WITH BRITISH SOUTH PACIFIC ADMINISTRATIONS

The Department has continued its task of ensuring that New Zealand's close relations with Fiji and the territories under the jurisdiction of the Western Pacific High Commission are maintained and strengthened. Requests for information and assistance, which cover a wide area of Government activity, are conveyed through the Department in order that the progress of the action which is required in each case may be kept under constant review.

In fulfilment of the Government's policy that all possible assistance should be given to the Islands Administrations in the Pacific which are so isolated from the United Kingdom, officers from New Zealand Departments are seconded, upon the Fiji Government's request, for advisory duties with Government Departments in Fiji.

### 4. SOUTH PACIFIC BASES

In discussion with representatives of the British Commonwealth and of the United States it has been made clear by Ministers that New Zealand policy with regard to Pacific bases is opposed to the transfer of sovereignty over any British Island in the Pacific, but that, on the other hand, the New Zealand Government are very willing to co-operate with the United States of America and with the other nations directly concerned by making mutual defence arrangements within the framework of the United Nations.

### 5. JAPANESE MANDATED ISLANDS

The transfer of the Japanese Mandated Islands to the administration of the United States under a strategic area trusteeship agreement is recorded under the section dealing with the Far East.

## THE FAR EAST

### 1. GENERAL

As an aftermath of the Pacific war there have been far-reaching political developments in China, in India, and throughout the whole of South-east Asia. Although New Zealand has no diplomatic posts in Asia, endeavour has been made to follow closely the course of events and to protect the interests of New Zealanders in this increasingly important area. The relationship of New Zealand to the Asiatic countries has called for re-appraisal as a result of the abolition of extraterritoriality in China, the termination of the war with Siam, the emergence of the Philippines as an independent republic, and the progress towards self-government of India and the countries of South-east Asia. To Japan, the chief threat to New Zealand's physical security, it has been necessary to devote particularly close attention.

### 2. FAR EASTERN COMMISSION

The principal organ through which New Zealand has been able to make her voice heard on Japanese affairs has been the Far Eastern Commission. This Commission was established as a result of an agreement reached by the Council of Foreign Ministers in December, 1945, and held its first meeting in Washington on 26th February, 1946. Representing the eleven nations who were principally involved in the war against Japan, it is the authority for the formulation of policy in conformity with which Japan is required to fulfil her obligations under the terms of surrender. Theoretically, its competence over policy is unlimited, except that it is precluded from making recommendations on territorial adjustments or the conduct of military operations; practically a voting procedure which allows veto powers to the Big Four has proved a serious and sometimes crippling limitation on its authority. In the absence of a decision by the Commission, the policy of the United States prevails.

In spite of the very real defects from which the Commission suffers the New Zealand Government from the first welcomed its establishment as giving some practical recognition to the right of the active belligerents to take an effective part on the highest organ of control for Japan. On the Far Eastern Commission, as on the Far Eastern Advisory Commission which it superseded, New Zealand has been continuously represented. The problems which have confronted the Commission have been weighty and varied, and regular attendance at the meetings of the Commission itself and of its eight Committees has imposed heavy duties on Sir Carl Berendsen (chief delegate), Mr. G. R. Powles (alternate), and other members of the Washington Legation. Sir Carl Berendsen has had the added responsibility of serving as Chairman of the Steering Committee.

The work of the Commission extends over most of the field covered in the Potsdam Declaration, and, in particular, it has been necessary to study the problem of Japanese disarmament, both military and economic, and the related problems of constitutional reform and the strengthening of democratic tendencies in Japan. Important decisions by the Commission established criteria for adoption of the new Japanese Constitution and required its eventual review. Further decisions have dealt with reparation and restitution questions, with food-supplies, with the establishment of an Inter-Allied Trade Board, and with principles for Japanese education and for Japanese trade-unions. In all, over thirty statements of policy passed by the Commission and incorporated in directives to the Supreme Commander represent a genuine, if modest, accomplishment.

At meetings of the Commission (which are held in private) the New Zealand delegates have on all issues borne steadily in mind the special interest of New Zealand in Pacific security. They have also championed those principles of democracy which the New Zealand Government consider fundamental to the future peaceful development of Japan. Where there has been a tendency for decisions to be made outside the Commission they have defended its jurisdiction and devoted their efforts to increasing its efficiency and expediting its business. On matters on which there has been a difference of opinion between the major powers they have sometimes been able to assist with suggestions whereby the gap might be bridged. On certain major political issues they have sometimes been able to make a substantial contribution.

### 3. ALLIED COUNCIL FOR JAPAN

On the Allied Council, which advises General MacArthur on the implementation of Allied policy, Mr. Macmahon Ball acts as the joint representative of the United Kingdom, Australia, India, and New Zealand. Owing to personnel difficulties it has not been found possible to attach a New Zealand adviser to Mr. Macmahon Ball, who has represented British Commonwealth interests with conspicuous ability. His reports are received through the Australian Ministry of External Affairs, and instructions to him are transmitted through the same channel.

### 4. JAPANESE AFFAIRS GENERALLY

Outside the Far Eastern Commission and the Allied Council there have been other developments in Japanese affairs which from time to time have required special attention.

The Department has been concerned with broad questions of policy concerning the British Commonwealth Occupation Force in Japan. It has also been responsible for arrangements connected with the appointment of Mr. Justice Northcroft as the New Zealand representative on the International Military Tribunal for the Far East and of Brigadier R. H. Quilliam as New Zealand Prosecutor.

In August, 1946, when it was reported that a Japanese whaling expedition would be sent to the Antarctic, the New Zealand Government felt obliged to make representations in Washington against the Japanese being given permission to resume Antarctic whaling. As a result, an assurance was obtained that the proposed expedition, which was of an emergency character, would be completely under Allied control, and that no

further expeditions would be approved without prior consultation with the countries concerned. As a result of certain aspects of the conduct of the emergency expedition the United States will be informed of New Zealand opposition to any Japanese expedition being permitted in the coming season.

In November, 1946, the United States Government communicated to the New Zealand Government the text of a strategic area trusteeship agreement for the Japanese mandated islands which the United States proposed to submit for approval to the Security Council of the United Nations. When in March, 1947, the draft trusteeship agreement was before the Council the New Zealand Government proposed that in accordance with Article 31 of the United Nations Charter, those members of the Far Eastern Commission not represented on the Security Council should be invited to participate in the discussions. Australia sponsored such a policy inside the Council, which unanimously agreed to invite representatives from New Zealand and the other countries concerned to take part in the proceedings. Before the Council Sir Carl Berendsen expounded the New Zealand Government's view that the disposition of the Japanese mandates was an essential part of any plan for control of Japan and of the peace settlement of the country, and therefore a matter of direct interest to all the active belligerents in the war against Japan. In the opinion of the New Zealand Government, the disposition of the islands could not be final until completion of the peace treaty in which Japan would renounce any rights in the islands which she might still consider herself to possess, but full support was given to the principle that the administration of the former Japanese mandates should be entrusted to the United States, and no objection was raised to the conclusion of a trusteeship agreement in advance of the peace treaty. The New Zealand representative also commented on the text of the trusteeship agreement comparing certain clauses with similar clauses of the trusteeship agreement for Western Samoa. Various amendments which were incorporated in the agreement before it was approved by the Security Council met most of the points raised by New Zealand.

The Department has prepared for publication some of the basic documents dealing with the surrender and present international control machinery for Japan. It is now engaged in preliminary study and work on the Japanese peace settlement.

## EUROPE

### 1. GENERAL

The shifts and balances amongst the powers in post-war Europe, the economic crises in many countries, and the profound changes in political and social conditions throughout Europe to-day may well have a direct influence upon New Zealand and an even more powerful indirect effect through their impact upon Great Britain and its people. The Ministry of External Affairs has had the responsibility of following and keeping the Government advised of political and general economic developments in all European countries. In addition, during 1946, a large amount of preparatory work was involved in preparing briefs for New Zealand delegations, of which the chief were those to the Paris Peace Conference, to the October Assembly of the United Nations, and to the Hearing of Views on Germany and Austria by the Deputies of the Foreign Ministers.

### 2. PEACE SETTLEMENTS WITH ITALY, ROUMANIA, BULGARIA, HUNGARY, AND FINLAND

New Zealand was one of the twenty-one States invited to the Paris Peace Conference, which lasted from 29th July to 15th October, 1946, and considered and made recommendations upon the draft peace treaties with Italy, Roumania, Bulgaria, Hungary, and Finland, prepared by the Council of Foreign Ministers. The New Zealand delegation, led by the Hon. H. G. R. Mason, was the smallest numerically at the Conference, though unusually large for New Zealand. The delegation's full report is being printed separately.

By setting the boundaries and moulding the economics of the ex-enemy States the peace treaties will set the framework within which the countries of south-east Europe must work out their future. The New Zealand Government, remembering that New Zealanders have been involved in two major wars originating in Europe, considered

that such questions as frontiers, disarmament, reparations, minority rights, and the destroying of Fascism were of direct concern to New Zealand, and of even more vital indirect concern through their reaction upon Britain. In addition, the settlement of the Italian colonies involved the security of the Mediterranean, an area of vital importance to the scattered members of the British Commonwealth.

Upon the instructions of the Government the New Zealand delegate urged upon the Conference that the United Nations Organization, which is primarily concerned with the maintenance of world peace, should be associated with 'the making of the peace settlement; that the principles of the Atlantic Charter providing for consultation of the inhabitants should be observed when territorial changes were in question, and that, in any case, territories should not change hands without full protection of the rights of the people involved; and that the Security Council of the United Nations should determine the level of armaments to be permitted to ex-enemy States.

The delegation opposed the tendency to deal with economic questions and frontier settlements in arbitrary fashion by emphasizing that living men and women with feelings and rights were involved in every decision, and that the attitude of those people had a direct effect on future peace. Moreover, since the peace must be enforced for many years it was necessary to make a peace which would not only be based on justice, but would also appear just to future generations.

The delegation welcomed, in certain instances, the establishment of international control of areas which involve the economy of more than one country, or of territories whose people would not otherwise be able to maintain their political or cultural independence. It was necessary to emphasize, however, that the Great Powers should not take the responsibility of advancing such solutions unless they were unitedly resolved to uphold them as permanent. It was also necessary to ask the Great Powers to give a clear guarantee that they regarded the compromise solutions, which the Conference had no choice but to accept, as being something more permanent than mere temporary reconciliations of their divergent interests and hopes.

New Zealand took the lead in advocating the association of the United Nations with the peace settlements, and urged especially that the United Nations was the body most competent to investigate and determine the future of the Italian colonies. The temper of the Conference was, however, not sympathetic to United Nations' solutions.

For reasons fully explained in its report, the delegation was not satisfied with the procedure of the Conference, which gave the seventeen smaller Allies little choice but to accept the peace settlement which the Big Powers had reached in private, and considered that the peace treaties which emerged from the Conference were inadequate and often unjust. Nevertheless, it was considered that the only reasonable conduct was to be loyal to the settlement finally reached and to guard against the world insecurity caused by "revisionism" by upholding it as permanent unless changed through legitimate United Nations' machinery. The draft peace treaties, as revised by the Council of Foreign Ministers in the light of the Conference, were signed on behalf of New Zealand by Mr. Jordan at Paris on 10th February, 1947. The question of ratification will be taken up by the Government following consideration of the treaties and the report of the New Zealand delegation by Parliament.

### 3. GERMAN AND AUSTRIAN PEACE SETTLEMENTS

As the New Zealand Government plays no part in the occupation and control of Germany, the Department's most obvious continuing function in German matters has been to co-ordinate instructions and information on New Zealand's reparations claims against Germany for the New Zealand representative on the Inter-allied Reparations Agency in Brussels. Basic long-term policy towards Germany has, however, been under study since hostilities ended, and has assumed particular importance since the decision of the Council of Foreign Ministers, in December, 1946, that Deputies should be appointed to hear the views of Allied belligerents against Germany, and to institute procedure for the preparation of the German peace treaty.

The Deputies began their meetings in London in January of this year, and on 4th February the Right Hon. W. J. Jordan, High Commissioner for New Zealand in London, appeared before them to present a statement embodying the following views of his Government on the German settlement :—

The peace-making Powers should, he said, endeavour to solve the problems of the existing economic distress in Germany in such a way as not to prejudice the attainment of the paramount aim of security against German aggression. Security could best be guaranteed if the settlement were one which the Allied Powers would be unitedly resolved to uphold and which the German people would accept without a disproportionate amount of constraint on the part of the Allies. While it was doubtful whether this latter condition would be satisfied if historically-German territory were detached from Germany, some such detachment might be the lesser evil if the only alternative was to allow Germany to resume her courses of aggression. The New Zealand Government, therefore, while giving no commitment to support any specific proposal for territorial revision, urged that careful study be given to the question of providing physical guarantees against a revival of German aggression by detaching and placing under international control certain areas vital to Germany's war potential. In any case, demilitarization should be completed and should be a continuing process reaching into the industrial and economic fields and keeping pace with the progress of invention.

The New Zealand Government considered that the Germany most likely to be a peaceful member of Europe would be constituted as a federation on a genuinely democratic basis, and recommended that conjointly with this political transformation there should be an alteration in the social fabric of Germany which would enable the German people to break the domination of those elements in their society which had been the chief supports of German militarism.

Before presenting these views Mr. Jordan also informed the Deputies of the New Zealand Government's opinion that, under the existing procedure, countries other than those represented on the Council of Foreign Ministers would be inadequately associated with the preparation of the German treaty. It now appears that, in deference to the dissatisfaction which the Governments of the Dominions and certain European countries have displayed over their limited participation, a procedure will be approved which, while not satisfying all New Zealand's requirements, will be substantially more liberal than that which prevailed at the Paris Conference.

The present position is that the Council of Foreign Ministers have agreed to consult all other Allied States through an Information and Consultation Conference, and have agreed that there should be special committees and sub-committees to study specific questions relating to the treaty.

Certain problems of substance will await solution, but should they be resolved before the next full meeting of the Council of Foreign Ministers in November the New Zealand Government will, probably, be under the obligation of providing representatives to participate in the work of the new subsidiary bodies.

On 5th February Mr. Jordan appeared again before the Deputies and gave the New Zealand Government's view that Austria, while made to bear just penalties for her share in the war, should be re-established as an independent State with the same boundaries as before the Anschluss of 1938. There should, he said, be a careful examination of necessary measures for Austrian economic rehabilitation and of the degree to which her need for development within a larger economic framework would be satisfied by the work of the Economic Commission for Europe, the formation of which was to be studied by the Economic and Social Council. Any action in the nature of an Anschluss between Germany and Austria should be considered as a threat to the peace, but the question of an explicit guarantee of Austria's independence and territorial integrity would be the concern primarily of Austria's neighbours and the principal Allied Powers.

It has been the New Zealand Government's consistent view that all effective belligerents should participate in framing a treaty with Austria and that all should be entitled to sign. Keen disappointment has therefore been expressed at the procedure agreed upon by the Council of Foreign Ministers whereby the treaty with Austria when concluded is to be signed by the Four Powers alone.

## NEW ZEALAND'S REPRESENTATION OVERSEAS

New Zealand has neither the resources nor the personnel to establish overseas representation on the same scale as that of the other members of the British Commonwealth, nor indeed is New Zealand's economy considered to be of the type which requires such a widespread network of representatives. The policy of the Government has therefore been to keep New Zealand's overseas representation to the minimum required for the effective protection of its economic and security interests, and it has consequently been necessary to decline the proposals of several non-Pacific countries who wished, by exchanging diplomatic representatives and thus establishing direct relations, to recognize New Zealand's contribution to the war effort of the United Nations, her independent status in world affairs, and her importance in certain fields of the international economy.

Up to the present New Zealand posts have been established only in British Commonwealth countries and in countries which are situated in, or have important territories in, the Pacific area—the United Kingdom, the United States of America, the Union of Soviet Socialist Republics, Australia, and Canada. Agreement in principle was given to the exchange of diplomatic representatives with three other Pacific Powers—France, the Netherlands, and China. It was necessary, however, to inform these three Governments that, while the New Zealand Government would welcome their representatives in this country, certain material circumstances, including the need to assemble and train properly qualified staff, would prevent New Zealand from following the normal practice of making the exchange immediately reciprocal. In pursuance of this understanding France completed her part of the exchange by establishing a Legation at Wellington, and the Netherlands will shortly do the same. There will then be four diplomatic missions in New Zealand—the Legations of France, the Netherlands, the U.S.S.R., and the United States of America. New Zealand has two overseas diplomatic missions—the New Zealand Legations in the U.S.S.R. and the United States of America.

To deal with detailed matters in the trade and tourist field New Zealand maintains a Consulate-General at New York; trade offices at London, Sydney, Melbourne, Montreal, and Bombay; and tourist offices at London, Sydney, and Melbourne.

The more active interest of certain foreign Governments in developing trade with New Zealand is shown by the steady replacement of honorary Consuls by Consuls who are permanent career officers. At the beginning of the year four countries—Belgium, China, Switzerland, and the United States—had career Consular representatives in New Zealand; to their number have now been added a Consul-General of Denmark and a Consul of Sweden. For a short time Brazil was represented at Wellington by a career Consul, but he has since left for Australia, and from there represents his Government in trade matters in both Australia and New Zealand.

A separate publication of the Department of External Affairs gives a full list of both career and honorary representatives of New Zealand overseas and of overseas representatives in New Zealand.

While the following reports on New Zealand's missions overseas cover only the activities of the past year they make clear the general nature of the duties of such missions, which are established primarily to further New Zealand's security and economic interests, and to interpret the policy and actions of the New Zealand Government to the Government to which they are accredited and to keep the New Zealand Government fully informed of the policy and actions of the other Government and the reasons which motivated them. A supplementary duty is to interpret the way of life and the outlook of the New Zealand people to the people among whom they are stationed. The emphasis naturally varies from mission to mission according to the nature of New Zealand's interest in the particular country. The size and nature of the staff likewise vary—at 31st March, 1947, the total personnel of all kinds at the London post was 164, at Washington 22, at Ottawa 10, at Moscow 9, at Canberra 7, and at New York 4. This is an increase of 2 since 31st March, 1946; a decrease of 1 at Moscow and an increase of 3 at New York. The great majority of the staff, especially at London, are locally recruited.

OFFICE OF THE HIGH COMMISSIONER FOR NEW ZEALAND.  
UNITED KINGDOM

The extensive economic and political relations between New Zealand and the United Kingdom are reflected in the scale of the Office of the New Zealand High Commissioner in the United Kingdom and in the extremely wide range of its activities. Moreover, since London, unlike Canberra or Ottawa, is not only the country's governmental centre, but its commercial and financial centre as well, almost all the New Zealand Government's activities are concentrated in the one city, and many Departments of the New Zealand Government find it necessary to be represented there; most have their offices in New Zealand House, and all come under the general policy supervision of the High Commissioner.

For many years the Office worked under the strain of rigorous wartime conditions and constant danger of enemy action. The termination of hostilities at last reduced this strain, at the same time as it altered the emphasis of the work and responsibilities of the Office which had been an important agent in carrying out New Zealand's joint war effort with the United Kingdom. The Office is now able to concentrate on the more normal, but equally multifarious, peace-time activities involved in its representation of New Zealand and New Zealand interests in the United Kingdom.

The continuous exchange of direct Government-to-Government information and consultation between New Zealand and the United Kingdom upon foreign and Commonwealth political and economic relations and upon defence matters naturally reduces the work of investigation and reporting, which normally is the major responsibility of an overseas post. The High Commissioner and the External Affairs Officer have, however, maintained close co-operation with the Foreign Office and the Dominions Office, and have submitted numerous and valuable supplementary reports to the New Zealand Government interpreting various aspects of United Kingdom policy. The High Commissioner is regularly in touch with United Kingdom Ministers, both informally and through the regular meetings of British Commonwealth High Commissioners, which discuss policy matters of common concern.

Considerable activity occurred as the result of visits from Ministers and officials from New Zealand for conference and other purposes and from the need for the High Commissioner's Office to make members of the staff available to attend the numerous international conferences of which London was the centre. Chief among these were the visit to London in April of the Right Hon. W. Nash and party for the Prime Minister's Conference, and New Zealand representation at the Paris Peace Conference from July to October. Other conferences attended by the High Commissioner or members of the staff included the Hearing of Views on Germany and Austria by Deputies of Foreign Ministers in February, 1947, the final session of the League of Nations at Geneva in April, 1946, and the Conference of UNESCO at Paris in November, 1946. The Special Committee on Refugees and Displaced Persons and the Sub-Commission for the Reconstruction of Devastated Areas both met in London, as, later in the year, did the Inter-governmental Committee on Refugees. Commonwealth discussions on trade were followed by the meeting of the Preparatory Committee of the United Nations Conference on Trade and Employment. Representatives from New Zealand House were also present at the fifth session of UNRRA Council, the War Crimes Commission, the United Maritime Consultative Committee, and the Inter-Allied Reparations Committee.

As a result of discussions with the Ministry of Transport and the Shipping Companies in connection with the sponsorship of passenger traffic, which under the wartime priority system had involved the Office in much work, it was agreed that the Government would not submit priorities after the end of September and that sponsorship would cease except in the case of those already on Government lists. Applications for sponsorship are now made direct to the Shipping Companies.

Questions of immigration were dealt with, as in pre-war years, by the High Commissioner's Office, and in September an Immigration Officer and Assistant Immigration Officer arrived from the National Employment Service to organize an Immigration Department. Their main task during the year was to recruit and select suitable persons for appointment as mental nurses in New Zealand hospitals. Many inquiries were received from individuals desiring to immigrate to New Zealand, and while they were made aware of shipping difficulties and the shortage of housing, they were given pictorial and statistical information and pamphlets on New Zealand.

The Finance Section was once again responsible for placing orders on behalf of the Reserve Bank of New Zealand for bank-notes and coins. Discussions were held with the Ministry of War Transport concerning New Zealand's liability for the cost of transport of service personnel in troopships, and also with other United Kingdom Departments regarding the settlement of outstanding war accounts.

The work of the Stores Indents and Shipping Section was facilitated generally by an improved shipping service between the United Kingdom and New Zealand. During the year this Section was required to negotiate a contract for the supply of electric rolling-stock and bulk telephone equipment.

The Supply Section was kept active in seeking New Zealand's essential requirements of steel, paper, building-boards, white lead, textiles, and other commodities. The expansion of industrial activity in New Zealand was reflected in the volume of inquiries reaching the High Commissioner's Office regarding the availability of manufacturing equipment. Requests for trade and commercial information covering an expanding range of products were also dealt with.

The Public Relations Section met a constant demand for information on New Zealand, both from organizations and individuals. Extracts from daily news cables were regularly circulated to every daily newspaper in the United Kingdom—153 in all—and special items were sent to these papers and to trade papers and journals. Copies of all news cables were supplied to the *New Zealand News*, *British Australasian*, and *Reuter*. The demand for films and lantern slides was maintained, while the demand for film strips increased as projectors came on to the market. Both the display windows were kept in full use, the larger one by the Marketing Division and the smaller by the Publicity Branch, and in the entrance-hall a new diorama depicting a sheep scene was erected. The first post-war exhibition held in the United Kingdom was the International Housing and Town Planning Exhibition at Hastings early in October, 1946. A display dealing with State housing, designed and set up by the High Commissioner's Office, proved to be very attractive. The only other exhibitions prepared by the High Commissioner's Office were those dealing with education and housing for the UNESCO Conference in Paris.

Close contact was maintained by the High Commissioner's Office with New Zealanders resident in or visiting the United Kingdom, and rehabilitation bursars and students in particular were given every assistance.

The work of the Service headquarters was considerably reduced during the past year with the departure of most of the New Zealand Service personnel from the United Kingdom. Heavy work for the staff and close liaison with the Admiralty and Commanding Officers were involved in the paying off of H.M.N.Z. ships "Gambia" and "Achilles" for reversion to the Royal Navy and the commissioning for service with the R.N.Z.N. of H.M.S. "Bellona." The New Zealand Contingent for the Victory March, which arrived in May, 1946, was administered by the New Zealand Military Headquarters.

Early in the year the High Commissioner, the Right Hon. W. J. Jordan, returned from leave in New Zealand. Dr. R. M. Campbell, who was Official Secretary throughout the war years, returned to New Zealand, and Major-General W. G. Stevens assumed the duties of this Office in September. Brigadier G. B. Parkinson succeeded Brigadier R. S. Park as Military Liaison Officer in December. Mr. S. R. Skinner, the Naval Affairs Officer, and Miss L. McPhee, Information Officer, made refresher visits to New Zealand during the year.

## OFFICE OF THE HIGH COMMISSIONER FOR NEW ZEALAND, OTTAWA

Throughout the year ended 31st March, 1947, the High Commissioner's Office was called upon to provide representation at international Conferences held both in Canada and the United States. This involved long periods of absence from Ottawa of the High Commissioner, and also, in many cases, of the Assistant Secretary and Office staff. During periods when the High Commissioner was outside Canada the Official Secretary, Mr. R. M. Firth, assumed charge of the Mission as Acting High Commissioner.

The High Commissioner, as a Member of the New Zealand delegation to the United Nations General Assembly, was in New York from 21st October to 19th December, 1946, and on 20th January, 1947, was appointed New Zealand delegate to the Social Commission of the Economic and Social Council of the United Nations. In March he was associated with the Right Hon. Walter Nash, New Zealand delegate on the Economic and Social Council, and on the departure of Mr. Nash for the United Kingdom remained in New York to assist with the New Zealand representation until near the close of the Council's deliberations. Mr Wilson also presented the report of the Social Commission of the Council. The High Commissioner also attended meetings in New York of the Executive Board of the International Children's Emergency Fund.

The Interim Council of the Provisional International Civil Aviation Organization in Montreal made further calls on the time of the staff of the High Commissioner's Office. In addition to the High Commissioner and the Assistant Secretary, the Air Attaché, Group Captain T. W. White, who had been associated with the work of PICAQ from its establishment in Montreal, attended conferences and reported to the Government upon the technical questions involved. Group Captain White also took part in the negotiation of air transport agreements with the Governments of the United States and Canada. The agreement with the United States was concluded in December, 1946, and it is expected that a formal agreement with Canada will be concluded in a few months' time. The Air Attaché then returned to New Zealand, via the United Kingdom, where he had discussions with the Air Ministry in connection with Pacific air services. The return of the Air Attaché marks the termination of what was for several years, in the days of the Empire Air Training Scheme, a large and important New Zealand organization in Canada.

The absence of any formal agreement with Canada has not prevented British Commonwealth Pacific Airlines, Ltd., the airline designated by the New Zealand Government to operate the services provided for under this agreement, from making applications for operating licenses, &c., to the Canadian Air Transport Authorities, and in this connection, Sir Leonard Isitt visited Ottawa. Meetings of the Permanent Migration Committee of ILO were held in Montreal and were attended by the High Commissioner and the Assistant Secretary, who also formed part of the delegation to the twenty-ninth International Labour Conference.

With the return to more normal conditions there was, in the course of the year, a large increase in the number of inquiries of a general nature, many coming from prospective settlers and tourists. Work was undertaken for the Department of Tourist and Health Resorts in anticipation of a resumption of tourist trade, and the Official Secretary (Mr. R. M. Firth), who attended the Annual Convention of Canadian Tourist Bureaus at Ottawa, reported on the development and planning of the tourist industry in Canada.

During the year, and consequent upon the Canadian citizenship legislation, the High Commissioner assumed responsibility for the issue and renewal of New Zealand passports.

There was a constant demand for information on New Zealand's social security and medical benefit schemes, education, the Maori people, rehabilitation, and trade and commerce. Articles on many of these and similar subjects were supplied for publication, and arrangements were made for films on New Zealand to be placed on circuit with the Canadian National Film Society. Reports were sent to the Department of External Affairs dealing with many aspects of Canadian affairs. Assistance and advice was given

to New Zealanders resident in Canada, Air Force dependants, and New Zealanders visiting Canada. The High Commissioner is responsible for the general supervision of the activities of all New Zealand Government officers stationed temporarily or permanently in Canada, including the New Zealand Trade Commissioner at Montreal (formerly the New Zealand Supply Mission at Ottawa).

Towards the end of the year the Hon. David Wilson indicated his desire to return to New Zealand on the expiry of his term of office, 7th April, 1947, and announcement was made of the appointment of Mr. James Thorn as his successor.

#### OFFICE OF THE HIGH COMMISSIONER FOR NEW ZEALAND, AUSTRALIA

Relations between Australia and New Zealand were further developed by the establishment, early in 1943, of a New Zealand High Commissioner's Office in Australia, and the appointment of Sir Carl Berendsen as High Commissioner. For some time it had been realized that better means must be provided for the mutual exchange of information and the frank discussion of defence and foreign policy and that such a development of intra-Commonwealth relations would strengthen the British Commonwealth relationship.

The Office played an important part in the success of the Australian-New Zealand Conference of January, 1944, and in the establishment of the Secretariat in accordance with the terms of the Australian-New Zealand Agreement, which resulted in even closer liaison and understanding between New Zealand and Australia. The work of the Secretariat is described under the section dealing with British Commonwealth affairs.

On 10th April, 1946, the Right Hon. P. Fraser and the Right Hon. W. Nash arrived in Canberra and devoted a few days as representatives of New Zealand at an inter-governmental Conference with the Australian Government. These discussions comprised a large range of topics of mutual interest to both countries including preparatory talks prior to the Consultations of Commonwealth Prime Ministers and Deputy Prime Ministers in London.

At the London talks the United Kingdom agreed to support the proposals made in the Australian-New Zealand Agreement for a Regional Advisory Commission in the South Pacific. Preparatory work in this connection was therefore commenced, the responsibility being undertaken jointly by the Australian and New Zealand Departments of External Affairs. Other matters of external policy which were the subject of consultation between the two Governments at this time included the arrangements for the Far Eastern Commission and the Allied Council for Japan; civil aviation, with particular reference to the formation of British Commonwealth Pacific Airlines; the Anzac Agency of the Imperial War Graves Commission; trusteeship agreements for mandated Territories; the attitude to American proposals regarding bases in the Pacific; and immigration proposals.

Later in the year many other questions were discussed with the Australian authorities. Exchanges of views took place on the issues raised by the United Nations General Assembly in New York, while other subjects included defence liaison; the international trade talks; claims in the Antarctic; BCOF in Japan; War Crimes; Japanese whaling; nationality of married women; and the Food and Agriculture Organization Conference in Copenhagen. Trans-Pacific civil aviation constituted one of the most important questions, and the Office was closely involved in the South Pacific Air Transport Council's first regular Conference, which was held in Canberra from 18th to 20th December.

Further preparatory work was carried out in connection with the Conference to be held for the purpose of establishing an Advisory Commission in the South Pacific. This Conference was held in Canberra from 28th January to 6th February, 1947, and comprised representatives of the United Kingdom, France, United States, Netherlands, New Zealand, and Australian Governments, under the sponsorship of the two latter Governments. The New Zealand delegation, which was led by the Right Hon. Walter Nash, included the High Commissioner, Mr. J. G. Barclay.

The routine Australian - New Zealand Secretariat contacts have recently been supplemented by regular direct contacts between the Australian Secretary of External Affairs and the Official Secretary of the Office.

Throughout the year information from Australian and New Zealand Departments has continued to be exchanged through the Office. Among the various matters dealt with have been information concerning immigration plans, material for the New Zealand National Employment Service, factory and other social legislation in New Zealand, data on New Zealand sales-tax exemptions, meat and dairy-produce prices, research into industrial conditions, trade training, &c. Day-to-day reports by the High Commissioner on Australian internal affairs also continued throughout the year.

The High Commissioner's Office in Canberra maintains continuous contact with the New Zealand Trade Commissioner's Offices and the New Zealand Travel Managers in Sydney and Melbourne in connection with travel and supply matters. The High Commissioner, who has responsibility for the supervision of all aspects of New Zealand Government policy in Australia, is kept fully informed by the Trade Commissioners of all developments concerning trade and supply. The High Commissioner directed negotiations on such important questions as the supply of wheat and timber from Australia, and intervened at the governmental level to assist the efforts of the New Zealand Supply Liaison Officers to secure supplies of timber, coal, gypsum, and pig-iron.

Contacts were maintained by the Office with the New Zealand Service Liaison Officers in Sydney and Melbourne in connection with returning servicemen and their dependants. Information on defence liaison matters was also regularly exchanged with these officers.

Regular distributions of films, publications, and photographs of New Zealand were made during the year. An extensive distribution took place during the International Week of the United Nations Association held throughout Tasmania in October, when the Assistant Secretary, representing the Office, spoke, in conjunction with other overseas representatives, at schools and public meetings throughout the State. A loan service of 16 mm. films supplied by New Zealand has continued to be popular with schools, service organizations, &c. The High Commissioner also used these to illustrate his talks to institutions.

That the arrangements made for the direct exchange of news paragraphs between the Australian and New Zealand broadcasting authorities are working well is evidenced by the inclusion in the Australian Broadcasting Commission's news broadcasts of numerous references to New Zealand topical affairs.

Many New Zealand visitors, official and unofficial, have been received and entertained by the High Commissioner and members of the staff during the year.

Mr. J. G. Barclay was reappointed High Commissioner for a further term as from 15th April, 1947.

## NEW ZEALAND LEGATION, UNION OF SOVIET SOCIALIST REPUBLICS

Since the establishment of the New Zealand Legation in the USSR in 1944 Moscow has been the centre of many events of international importance—meetings between Allied leaders during the closing stages of the war, negotiations between the Soviet Union and other countries, and deliberations between the representatives of the major Powers. The Legation was able to provide the New Zealand Government with direct information concerning the progress of these negotiations. At the recent session of the Council of Foreign Ministers the New Zealand Minister was in daily consultation, along with the heads of other British Commonwealth Missions at Moscow, with the United Kingdom Foreign Secretary on matters of policy affecting all members of the British Commonwealth of Nations.

It is a primary concern of the members of all diplomatic missions abroad to follow closely developments in the country to which they are assigned, and the position of the Soviet Union as one of the Great Powers, and a country with increasing territory and interest in the Pacific, makes it particularly desirable that its policy, both at home and in the international sphere, should be considered with New Zealand's attitude and interests in mind. In carrying out this task the Minister and his staff have supplied the Government with valuable reports dealing with many aspects of Soviet life and policy.

In the field of scientific liaison the Legation was instrumental in arranging the exchange of publications, both technical and otherwise, between organizations in New Zealand and the USSR. The Joint Press Reading Service, an Anglo-American organization of which New Zealand is a member, has provided translations of articles on such subjects as agriculture, transport, scientific research, forestry, and mining for distribution to the appropriate Government Departments in New Zealand.

As much as is possible is done to foster publicity about New Zealand by the distribution of books and pamphlets, films, photographs, and records. Articles concerning various aspects of the New Zealand scene have appeared in *British Ally*, the Russian language newspaper published in Moscow by the Press Section of the British Embassy, among the subjects dealt with being hydro-electric development, the dairy industry, the Country Library Service, and the social security scheme.

Conversations have been held with the Soviet authorities regarding the possibility of future trade between the two countries, and inquiries have been made into the range of products which might be available for export.

From July to October the Second Secretary, Mr. D. P. Costello, attended the Paris Peace Conference as an adviser, and Miss Ruth Macky, Third Secretary, was Assistant Secretary to the New Zealand delegation. During the year Mr. A. R. Perry, Second Secretary, returned to New Zealand, and in March the First Secretary, Mr. R. T. G. Patrick, left Moscow on his return journey to assume his new position as Secretary of Island Territories.

## NEW ZEALAND LEGATION, UNITED STATES OF AMERICA

The wide variety of subjects dealt with by the Legation has included diplomatic reporting on political and economic developments in the United States, external relations, and commercial policy and tariff questions. The Minister attended the regular Heads of Missions meetings with the other representatives of the British Commonwealth, when an opportunity is provided for discussion on matters of common concern.

During the year negotiations were carried on with the United States Government regarding a lend-lease settlement, and an agreement satisfactory to both parties was concluded in July, 1946. In December the New Zealand and United States Governments concluded an Air Transport Agreement, which was signed at Washington.

Discussions have been held with the United States authorities as to the best means of carrying out an exchange scholarship programme under the terms of the lend-lease agreement, and the matter was further examined by the Director of Education during his visit to Washington. The Legation has been instrumental in giving advice and assistance to visiting New Zealanders, including ex-servicemen studying on rehabilitation bursaries and the party of students who recently toured the United States, while the New Zealand wives of American ex-servicemen have been kept in touch with their country through the Legation's bulletin *News from New Zealand*.

In response to the wide interest shown in New Zealand throughout the United States of America books and pamphlets have been distributed, films made available to schools and other organizations, displays arranged, and articles and photographs supplied to newspapers and periodicals. The Minister and other members of the staff have been invited to give talks in many parts of the United States, on aspects of New Zealand life, special interest being shown in the social security scheme, agriculture, rehabilitation, education, and health.

With the establishment of the United Nations and other international organizations in the United States of America, and in the absence of a permanent New Zealand delegation to the United Nations, the staff of the New Zealand Legation was called upon on numerous occasions to undertake the important task of representing New Zealand in the international field or of assisting the delegates from New Zealand who attended meetings. The Minister was senior delegate to the session of the United Nations held at New York in October and November of last year, and recently had the responsibility of presenting the New Zealand trusteeship agreement for Western Samoa to the Trusteeship Council, of which he is the New Zealand member. Members of the Legation have taken an active part in the work of the United Nations Relief and Rehabilitation Administration, the Food and Agriculture Organization, the International Emergency Food Council, and the Far Eastern Commission and have reported to the New Zealand Government upon the progress of these meetings.

During the year Mr. T. R. Aickin, Second Secretary, returned to New Zealand and retired. Mr. R. B. Taylor, Third Secretary, was transferred from the Department to the Legation.

#### NEW ZEALAND CONSULATE-GENERAL, NEW YORK

In November, 1946, the status of the New Zealand Consulate at New York was raised to that of a Consulate-General, with Mr. T. O. W. Brebner, the previous Consul, still in charge. Mr. Brebner is also Official Representative in New York of the New Zealand Customs Department. The regular consular activities which he has carried out have included the protection and promotion of New Zealand trade, services to New Zealanders overseas, including help and advice on commercial and industrial matters, financial aid in cases of need, and notarial services, and the reception and entertainment of prominent New Zealanders and officials on Government business. A further aspect of the work of the Consulate has been to provide information on immigration regulations, employment prospects, and tourist attractions to prospective visitors and immigrants, and to answer inquiries from organizations and private persons on various aspects of New Zealand life.

The Consul-General has been frequently called upon to represent New Zealand at official functions and to address meetings of societies and other bodies anxious to become more familiar with the New Zealand country and people.

The meetings of the United Nations and other international organizations in New York have provided considerable extra work for the Consulate, which has made its facilities available to the visiting delegations and provided clerical assistance and office space. The office of the New Zealand representative on the Economic and Social Council of the United Nations is closely linked with the Consulate-General, and much of the office routine is thus combined.

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## APPENDIX 1

AGREEMENTS CONCLUDED BETWEEN NEW ZEALAND AND OTHER COUNTRIES,  
1ST APRIL, 1946—31ST MARCH, 1947

## I. MULTILATERAL AGREEMENTS

*Protocol* to prolong the International Sanitary Convention of 1944 modifying the International Sanitary Convention of 21st June, 1926. Signed at Washington, 23rd April, 1946.

*Protocol* to prolong the International Sanitary Convention for Aerial Navigation 1944 modifying the International Sanitary Convention for Aerial Navigation of 12th April, 1933. Signed at Washington, 23rd April, 1946.

*Amendment* of the Constitution of the International Labour Organization adopted at Paris, 5th November, 1945, and brought into force 26th September, 1946. New Zealand ratification deposited, 22nd May, 1946.

*Denunciation* by New Zealand of the Convention for the Regulation of Aerial Navigation signed at Paris, 13th October, 1919. Deposited with French Government, 28th June, 1946.

*Accession* by New Zealand to the Convention for the Protection of Industrial Property, signed at London, 2nd June, 1934. New Zealand acceded, 14th July, 1946. Accession included Western Samoa.

*Final Acts* of the International Health Conference, held in New York from 19th June to 22nd July, 1946. Done at New York, 22nd July, 1946, viz :—

(a) *Final Act* of the Conference.

(b) *Constitution* of the World Health Organization. (See below for note of New Zealand Acceptance.)

(c) \**Arrangement* concluded by the Governments represented at the Conference.

(d) *Protocol* concerning the *Office International d'Hygiène Publique*. (See below for note of New Zealand ratification.)

*Final Act* of the Conference of Representatives of certain Governments members of the Inter-Allied Reparations Agency to consider the question of the treatment of German-owned patents held in London, 15th to 27th July, 1946. Signed at London, 27th July, 1946.

\**Amendment* of the Constitution of the International Labour Organization. Adopted by the twenty-ninth International Labour Conference at Montreal, 9th October, 1946, subject to ratification by States members.

\**Convention* concerning medical examination for fitness for employment in industry of children and young persons. Adopted by the twenty-ninth International Labour Conference at Montreal, 9th October, 1946, subject to ratification by States members.

\**Convention* concerning medical examination of children and young persons for fitness for employment in non-industrial occupations. Adopted by the twenty-ninth International Labour Conference at Montreal, 9th October, 1946, subject to ratification by States members.

\**Convention* concerning restriction of night work of children and young persons in non-industrial occupations. Adopted by the twenty-ninth International Labour Conference at Montreal, 9th October, 1946, subject to ratification by States members.

\**Recommendation* concerning the medical examination for fitness for employment of children and young persons. Adopted by the twenty-ninth International Labour Conference at Montreal, 9th October, 1946, subject to endorsement by States members.

\**Recommendation* concerning the restriction of night work of children and young persons in non-industrial occupations. Adopted by the twenty-ninth International Labour Conference at Montreal, 9th October, 1946, subject to endorsement by States members.

*Ratification* by New Zealand of the Minimum Age (Sea) Convention, adopted by the International Labour Conference at Geneva, 24th October, 1936. New Zealand ratification deposited, 10th October, 1946.

*Accord* between certain Governments members of the Inter-Allied Reparations Agency on the treatment of German-owned patents, done at London on 27th July, 1946. Accepted by New Zealand, 22nd November, 1946. Acceptance includes Western Samoa.

*Extension* to the Cook Islands and Western Samoa of the Convention regarding the application of weekly rest in industrial undertakings. Signed at Geneva on 17th November, 1921. Notification to ILO dated 22nd November, 1946.

*Extension* to the Cook Islands and Western Samoa of the International Convention concerning forced or compulsory labour. Signed at Geneva on 28th June, 1930. Notification to ILO, 22nd November, 1946.

\**Protocol* for the Regulation of Whaling. Signed at Washington, 2nd December, 1946.

*Acceptance* by New Zealand of the Constitution of the World Health Organization. Deposited, 10th December, 1946.

*Ratification* by New Zealand of the Protocol concerning the Office International d'Hygiène Publique. Deposited, 10th December, 1946.

*Protocol* amending the Agreements, Conventions, and Protocols on Narcotic Drugs concluded at the Hague on 23rd January, 1912, at Geneva on 11th February, 1925, 19th February, 1925, and 13th July, 1931, at Bangkok on 27th November, 1931, and at Geneva on 26th June, 1936. Signed at Lake Success (N.Y.) on 11th December, 1946.

\* Not binding on New Zealand until further action taken (e.g., ratification or acceptance).

*Agreement* establishing the South Pacific Commission. Signed at Canberra on 6th February, 1947. Accepted by New Zealand, 21st February, 1947.

\**Treaty* of peace between the Allied and Associated Powers and Italy. Signed at Paris on 10th February, 1947.

\**Treaty* of peace between the Allied and Associated Powers and Roumania. Signed at Paris on 10th February, 1947.

\**Treaty* of peace between the Allied and Associated Powers and Bulgaria. Signed at Paris on 10th February, 1947.

\**Treaty* of peace between the Allied and Associated Powers and Hungary. Signed at Paris on 10th February, 1947.

\**Treaty* of peace between the Allied and Associated Powers and Finland. Signed at Paris on 10th February, 1947.

*Ratification* by New Zealand of the Convention on International Civil Aviation. Signed at Chicago on 7th December, 1944, and brought into force on 4th April, 1947. Deposited, 7th March, 1947.

*Supplementary Protocol*, bringing into force the Protocol of 26th November, 1945, amending the International Agreement for the Regulation of Whaling of 8th June, 1937, as amended by the Protocols of 24th June, 1938, and 7th February, 1944. Done at London on 3rd March, 1947, and signed by New Zealand on 12th March, 1947.

*Constitution* of the International Refugee Organization. Opened for signature at Flushing Meadows (N.Y.) on 15th December, 1946, and signed by New Zealand on 17th March, 1947.

\* Not binding on New Zealand until further action taken (*e.g.*, ratification or acceptance).

## II. BILATERAL AGREEMENTS

### *Canada*

*Exchange of Notes* constituting an Agreement regarding claims in respect of the British Commonwealth Air Training Plan. Signed at Ottawa on 2nd and 9th May, 1946.

### *Denmark*

*Exchange of Notes* constituting an Agreement regarding the reciprocal release of assets. Signed at Wellington on 22nd July and 18th September, 1946.

### *Fiji*

*Agreement* for the establishment of a South Pacific Health Service. Signed at Wellington and Suva on 7th September, 1946.

### *France*

*Agreement* for the reciprocal release of assets. Signed at Wellington on 20th September, 1946.

### *Norway*

*Exchange of Notes* constituting an Agreement for the reciprocal release of monetary assets. Signed at Wellington and Sydney on 22nd March and 23rd April, 1946.

### *United States of America*

*Agreement* on the settlement for lend-lease and reciprocal aid, surplus war property, and claims signed at Washington on 10th July, 1946.

*Air Transport Agreement*. Signed at Washington on 3rd December, 1946.

## APPENDIX 2

## IMPORTANT INTERNATIONAL CONFERENCES AT WHICH NEW ZEALAND WAS REPRESENTED (1st APRIL, 1946, TO 31st MARCH, 1947)

Part I.—Conferences under the Auspices of the United Nations.

Part II.—Peace Conferences and meetings concerning reparations and similar problems.

Part III.—British Commonwealth Conferences.

Part IV.—Miscellaneous Conferences.

## PART I.—CONFERENCES UNDER THE AUSPICES OF THE UNITED NATIONS

| —  | Title.                                                                                                          | Place.      | Date.    | Names of Representatives.                                                                                                                                        |
|----|-----------------------------------------------------------------------------------------------------------------|-------------|----------|------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| 1  | Special Committee of the Economic and Social Council on Refugees and Displaced Persons                          | London ..   | 8/4/46   | Mr. C. B. Burdekin.*<br>Miss L. McPhee.*                                                                                                                         |
| 2  | Food and Agriculture Organization—Special meeting on urgent food problems                                       | Washington  | 20/5/46  | Sir Carl Berendsen.*<br>Mr. R. W. Marshall.                                                                                                                      |
| 3  | Interim Assembly of the Provisional International Civil Aviation Organization (first meeting)                   | Montreal .. | 21/5/46  | Hon. D. Wilson.*<br>Group-Captain T. W. White.                                                                                                                   |
| 4  | International Labour Organization—(28th (maritime) session)                                                     | Seattle ..  | 6/6/46   | Mr. W. L. Middlemass.*<br>Mr. G. M. F. Jackson.<br>Mr. D. N. Lawrence.<br>Mr. S. Holm.<br>Mr. J. Herlihy.                                                        |
| 5  | International Health Conference ..                                                                              | New York .. | 19/6/46  | Dr. T. R. Ritchie.<br>Dr. H. B. Turbott.<br>Miss L. McPhee.*                                                                                                     |
| 6  | Preparatory Commission of the United Nations Educational, Scientific, and Cultural Organization                 | London ..   | 5/7/46   |                                                                                                                                                                  |
| 7  | Temporary Sub-Commission of the Economic and Social Council for the Economic Reconstruction of Devastated Areas | London ..   | 29/7/46  | Sir Cecil Day.*                                                                                                                                                  |
| 8  | Council of United Nations Relief and Rehabilitation Administration (fifth session)                              | Geneva ..   | 5/8/46   | Dr. R. M. Campbell.*<br>Mr. C. B. Burdekin.*                                                                                                                     |
| 9  | Food and Agriculture Organization Conference (second session)                                                   | Copenhagen  | 2/9/46   | Mr. E. J. Fawcett.<br>Mr. F. H. Taylor.<br>Mr. N. S. McClumpha.                                                                                                  |
| 10 | International Labour Conference—(29th session)                                                                  | Montreal .. | 19/9/46  | Hon. D. Wilson.*<br>Mr. R. T. Skyring.<br>Mr. H. G. Duncan.<br>Mr. H. E. Edgley.<br>Mr. J. H. Thomson.                                                           |
| 11 | Preparatory Commission of the United Nations Conference on Trade and Employment (first session)                 | London ..   | 15/10/46 | Mr. F. W. Lawrence.<br>Mr. J. P. D. Johnsen.<br>Mr. G. Laurence (Mr. G. W. Clinkard and Dr. R. M. Campbell* for part of proceedings only).                       |
| 12 | General Assembly of the United Nations (second part of first session)                                           | New York .. | 23/10/46 | Sir Carl Berendsen.*<br>Hon. D. Wilson.*<br>Mr. J. V. Wilson.*<br>Mrs. A. F. R. McIntosh.<br>Mr. T. O. W. Brebner.*<br>Mr. C. G. R. McKay.<br>Mr. G. R. Laking.* |
| 13 | General Conference of UNESCO (first session)                                                                    | Paris ..    | 19/11/46 | Dr. C. E. Beeby.<br>Mr. R. A. Falla.<br>Miss L. McPhee.*                                                                                                         |
| 14 | Council of United Nations Relief and Rehabilitation Administration (sixth session)                              | Washington  | 6/12/46  | Sir Carl Berendsen.*<br>Mr. J. S. Reid.*<br>Mr. G. R. Laking.*                                                                                                   |

| —  | Title.                                                                                                                         | Place.     | Date.    | Names of Representatives.                                                                                                                                                                                                                                                       |
|----|--------------------------------------------------------------------------------------------------------------------------------|------------|----------|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| 15 | Meeting of the United Nations Committee of Postal Experts                                                                      | New York.. | 10/12/46 | Mr. P. N. Cryer.<br>Mr. P. F. Stevens.                                                                                                                                                                                                                                          |
| 16 | International Children's Emergency Fund (first meeting of Executive Board)                                                     | New York.. | 19/12/46 | Mr. T. O. W. Brebner*<br>(observer).                                                                                                                                                                                                                                            |
| 17 | Social Commission of the Economic and Social Council                                                                           | New York.. | 20/1/47  | Hon. D. Wilson.*                                                                                                                                                                                                                                                                |
| 18 | ICAO South Pacific Regional Conference                                                                                         | Melbourne  | 4/2/47   | Mr. J. M. Buckeridge.<br>Mr. E. C. Smart.<br>Wing Commander L. F. P. Taylor.<br>Squadron Leader G. Goetz.<br>Wing Commander I. A. Scott.<br>Wing Commander C. A. Turner.<br>Flight Lieutenant D. F. Jenkins.<br>Dr. M. A. F. Barnett.<br>Mr. J. F. Gabites.<br>Mr. J. S. Scott. |
| 19 | FAO Conference on Forestry Statistics                                                                                          | Washington | 11/2/47  | Mr. J. S. Scott.                                                                                                                                                                                                                                                                |
| 20 | Sub-Commission of the Economic and Social Council on the Economic Reconstruction of Devastated Areas—Far Eastern Working Group | New York.. | 14/2/47  | Mr. J. S. Scott.                                                                                                                                                                                                                                                                |
| 21 | International Children's Emergency Fund (third meeting of Executive Board)                                                     | New York.. | 24/2/47  | Hon. D. Wilson.*                                                                                                                                                                                                                                                                |
| 22 | Economic and Social Council (fourth session)                                                                                   | New York.. | 28/2/47  | Rt. Hon. W. Nash.<br>Hon. D. Wilson.*<br>Mr. J. S. Reid.*<br>Mr. J. P. Lewin.<br>Miss H. N. Hampton.*<br>Sir Carl Berendsen.*                                                                                                                                                   |
| 23 | Trusteeship Council of the United Nations (first session)                                                                      | New York.. | 26/3/47  |                                                                                                                                                                                                                                                                                 |

\* Members of the staff of the External Affairs Department or a New Zealand overseas diplomatic mission.

## PART II.—PEACE CONFERENCES AND MEETINGS CONCERNING REPARATIONS AND SIMILAR PROBLEMS

| — | Title.                                                                                          | Place.      | Date.                 | Names of Representatives.                                                                                                                                                                                                   |
|---|-------------------------------------------------------------------------------------------------|-------------|-----------------------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| 1 | Far Eastern Commission .. ..                                                                    | Washington  | In continuous session | Sir Carl Berendsen.*<br>Mr. G. R. Powles.*<br>Mr. J. S. Reid.*                                                                                                                                                              |
| 2 | Assembly of the Inter-Allied Reparations Agency                                                 | Brussels .. | In continuous session | Mr. G. W. Clinkard.<br>Mr. J. W. Howarth.                                                                                                                                                                                   |
| 3 | Conference to examine draft peace treaties with Italy, Roumania, Bulgaria, Hungary, and Finland | Paris ..    | 29/7/46               | Hon. H. G. R. Mason.<br>Rt. Hon. W. J. Jordan.*<br>Mr. A. D. McIntosh.*<br>Dr. R. M. Campbell.*<br>Brigadier R. S. Park.<br>Professor A. G. B. Fisher.<br>Mr. D. P. Costello.*<br>Mr. F. H. Corner.*<br>Mr. R. W. Marshall. |
| 4 | Inter-Allied Trade Board for Japan..                                                            | Washington  | 23/10/46              | Rt. Hon. W. J. Jordan.*                                                                                                                                                                                                     |
| 5 | Hearing of Views on Germany and Austria by Deputies of Foreign Ministers                        | London ..   | 4/2/46                |                                                                                                                                                                                                                             |
| 6 | Council of Foreign Ministers ..                                                                 | Moscow ..   | 10/3/46               | (Mr. C. W. Boswell*<br>attended British<br>Commonwealth dis-<br>cussions.)                                                                                                                                                  |

\* Members of the staff of the External Affairs Department or a New Zealand overseas diplomatic mission.

## PART III.—BRITISH COMMONWEALTH CONFERENCES

| — | Title.                                                                                                                 | Place.      | Date.        | Names of Representatives.                                                                                                                                                                                                                                                                |
|---|------------------------------------------------------------------------------------------------------------------------|-------------|--------------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| 1 | Consultations of Commonwealth Prime Ministers                                                                          | London ..   | 23/4/46      | Rt. Hon. W. Nash.<br>Mr. F. Shanahan.*                                                                                                                                                                                                                                                   |
| 2 | Meeting of British Commonwealth Officials on Nationality                                                               | London ..   | 30/5/46      | Mr. F. H. Corner.*<br>Mr. F. Shanahan.*                                                                                                                                                                                                                                                  |
| 3 | British Commonwealth Scientific Official Conference (following on Royal Society Conference from 17th June to 8th July) | London ..   | 9/7/46       | Mr. C. C. Aikman.*<br>Sir Theodore Rigg.<br>Dr. E. Marsden.                                                                                                                                                                                                                              |
| 4 | Informal Commonwealth Conference on Defence Science                                                                    | London ..   | 3/6/46       | Professor C. E. Hercus.<br>Dr. E. Marsden.                                                                                                                                                                                                                                               |
| 5 | Conference of Chiefs of Staff ..                                                                                       | Camberley   | August, 1946 | Brigadier R. S. Park.<br>Mr. C. N. Watson Munro.<br>Major-General N. W. McD. Weir.<br>Air Vice-Marshal A. de T. Nevill.                                                                                                                                                                  |
| 6 | South Pacific Air Transport Council..                                                                                  | Canberra .. | 17/12/46     | Brigadier R. S. Park.<br>Hon. F. Jones.<br>Sir Leonard Isitt.<br>Mr. F. Shanahan.*<br>Mr. J. M. Buckeridge.<br>Mr. E. L. Greensmith.<br>Mr. G. Hope.                                                                                                                                     |
| 7 | Commonwealth Discussions on Nationality                                                                                | London ..   | 3/2/47       | Mr. J. A. Robertson.<br>Mr. H. D. C. Adams.<br>Mr. C. C. Aikman.*                                                                                                                                                                                                                        |
| 8 | Commonwealth Discussions on Trade and Employment                                                                       | London ..   | 11/3/47      | Rt. Hon. W. Nash.<br>Mr. J. P. D. Johnsen.<br>Mr. H. Davis.<br>Mr. F. W. Lawrence.<br>Mr. L. S. Nichol.<br>Mr. N. S. McClumpha.<br>Mr. T. P. Davin.*<br>Mr. J. E. Stokes.<br>Mr. J. P. Lewin.<br>Mr. K. L. Press.<br>Mr. S. N. Braithwaite.<br>Mr. I. G. Lythgoe.<br>Mr. D. E. McDonald. |

\* Members of the staff of the External Affairs Department or a New Zealand overseas diplomatic mission.

## PART IV.—MISCELLANEOUS CONFERENCES

| —  | Title.                                                                               | Place.      | Date.                 | Names of Representatives.                                                                                                                                                                                  |
|----|--------------------------------------------------------------------------------------|-------------|-----------------------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| 1  | United Nations War Crimes Commission                                                 | London ..   | In continuous session | Mr. C. B. Burdekin.*                                                                                                                                                                                       |
| 2  | League of Nations (21st (and final) assembly)                                        | Geneva ..   | 8/4/46                | Mr. C. A. Knowles.*<br>Mr. G. R. Laking* (Mr. Jordan unable to attend).                                                                                                                                    |
| 3  | Informal International Conference on Radar and other Radio Aids to Marine Navigation | London ..   | 7/5/46                | Dr. E. Marsden.<br>Captain W. Whitford.                                                                                                                                                                    |
| 4  | United Maritime Consultative Council (first session)                                 | Amsterdam   | 18/6/46               | Mr. A. G. Bogle.<br>Mr. H. Turner.                                                                                                                                                                         |
| 5  | International Emergency Food Council (first session)†                                | Washington  | 20/6/46               | Mr. R. W. Marshall.                                                                                                                                                                                        |
| 6  | International Emergency Food Council (second session)                                | Washington  | 14/10/46              | Mr. R. W. Marshall.                                                                                                                                                                                        |
| 7  | United Maritime Consultative Council (second session)                                | Washington  | 24/10/46              | Mr. R. W. Marshall.<br>Mr. J. S. Scott.                                                                                                                                                                    |
| 8  | International Wool Talks .. ..                                                       | London ..   | 11/11/46              | Mr. H. E. Davis.<br>Mr. W. D. Johnsen.                                                                                                                                                                     |
| 9  | International Whaling Conference ..                                                  | Washington  | 20/11/46              | Mr. G. R. Powles.*                                                                                                                                                                                         |
| 10 | Inter-governmental Committee on Refugees (IGCR), (sixth plenary session)             | London ..   | 16/12/46              | Mr. C. B. Burdekin.*                                                                                                                                                                                       |
| 11 | South Pacific Regional Conference ..                                                 | Canberra .. | 28/1/47               | Rt. Hon. W. Nash.<br>Mr. A. G. Osborne, M.P.<br>Mr. J. G. Barclay.*<br>Lieut.-Colonel F. W. Voelcker.<br>Mr. C. G. R. McKay.<br>Mr. W. Tailby.<br>Mr. G. R. Laking.*<br>Mr. C. A. Sharp.*<br>Mr. C. Craw.* |
| 12 | International Emergency Food Council (third session)                                 | Washington  | 30/1/47               | Mr. R. W. Marshall.                                                                                                                                                                                        |
| 13 | Conference on Protection of Industrial Property                                      | Neuchatel   | 5/2/47                | Sir Harold Saunders.                                                                                                                                                                                       |

\* Member of the staff of the External Affairs Department or a New Zealand overseas diplomatic mission.

† New Zealand was also represented by Mr. Marshall on several Commodity Committees of the Council in Washington, and by Mr. J. B. McGuire in London.

## APPENDIX 3

## PUBLICATIONS OF THE DEPARTMENT OF EXTERNAL AFFAIRS

|                                                                                                                                                                                                                                         | Publication<br>No. |
|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|--------------------|
| Australian - New Zealand Agreement made between His Majesty's Government in the Commonwealth of Australia and His Majesty's Government in the Dominion of New Zealand. Canberra, 21 January, 1944 .. .. .                               | 1                  |
| International Declarations on War Policy .. .. .                                                                                                                                                                                        | 2                  |
| Agreement for United Nations Relief and Rehabilitation Administration. Washington, 9 November, 1943 .. .. .                                                                                                                             | 3                  |
| International Monetary Fund. (Out of print) .. .. .                                                                                                                                                                                     | 4                  |
| List of Overseas Representatives in New Zealand and New Zealand Representatives Overseas. August, 1944 .. .. .                                                                                                                          | 5                  |
| Canadian - New Zealand Mutual Aid Agreement. (Out of print) .. .. .                                                                                                                                                                     | 6                  |
| The Dumbarton Oaks Proposals for the Establishment of a General International Organization; with the Covenant of the League of Nations and Suggestions from New Zealand for its Reform in 1936 .. .. .                                  | 7                  |
| List of Overseas Representatives in New Zealand and New Zealand Representatives Overseas. February, 1945. (Out of print) .. .. .                                                                                                        | 8                  |
| Agreement relating to Prisoners of War and (Civilians liberated by Forces operating under Soviet Command and Forces operating under British Command. Crimea, 11 February, 1945 .. .. .                                                  | 9                  |
| New Zealand and the San Francisco Conference: Amendments to the Dumbarton Oaks proposals for the establishment of a General International Organization advanced by the Prime Minister of New Zealand .. .. .                            | 10                 |
| United Nations Conference on International Organization: Report on the Conference held at San Francisco 25 April-26 June, 1945, by the Rt Hon. Peter Fraser, Chairman of the New Zealand Delegation .. .. .                             | 11                 |
| German Extermination Camps: Report from the New Zealand Legation at Moscow .. .. .                                                                                                                                                      | 12                 |
| Select Documents on International Affairs, 1945 .. .. .                                                                                                                                                                                 | 13                 |
| Proposals for an International Conference on Trade and Employment, Washington, 6 December, 1945 .. .. .                                                                                                                                 | 14                 |
| Financial Agreement between the Governments of the United States and the United Kingdom, 6 December 1945, together with a Joint Statement regarding Settlement for Lend-lease, Reciprocal Aid, Surplus War Property, and Claims .. .. . | 15                 |
| List of Overseas Representatives in New Zealand and New Zealand Representatives Overseas. April, 1946 .. .. .                                                                                                                           | 16                 |
| International Sanitary Convention for Aerial Navigation, 1944 .. .. .                                                                                                                                                                   | 17                 |
| The United Nations: Report of the New Zealand Delegation on the First Part of the First Regular Session of the General Assembly held at London, 10th January to 11th February, 1946 .. .. .                                             | 18                 |
| The League of Nations: Report of the New Zealand Delegation on the Adjourned Twentieth Session and the Twenty-first (Final) Session of the League of Nations held at Geneva, 8th to 18th April, 1946 .. .. .                            | 19                 |
| Lend-lease Settlement: Agreement between the Government of New Zealand and the Government of the United States of America on Settlement for Lend-lease and Reciprocal Aid, Surplus War Property, and Claims .. .. .                     | 20                 |
| British Commonwealth Telecommunications System: Proposed Transfer to Public Ownership .. .. .                                                                                                                                           | 21                 |
| The United Nations Monetary and Financial Conference held at Bretton Woods, New Hampshire, U.S.A., 1st to 22nd July, 1944: Report by New Zealand Delegation .. .. .                                                                     | 22                 |
| Air Transport Agreement between the Government of New Zealand and the Government of the United States of America .. .. .                                                                                                                | 23                 |
| International Sanitary Convention, 1944, modifying the International Sanitary Convention of 21st June, 1926 .. .. .                                                                                                                     | 24                 |