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PART I

1. Commission A of the Preparatory Committee at its 28th meeting held on 8 July 1947 appointed a Sub-Committee on which were to be represented the Delegations of Australia, Canada, Cuba, Czechoslovakia, France, the United Kingdom and the United States. This Sub-Committee, called the Sub-Committee on Articles 26, 28 and 29, was instructed to elaborate a text of Articles 26, 28 and 29 in the light of the amendments proposed for these Articles, as set out in document E/PC/T/W.223, and of the observations expressed in the course of the meeting of Commission A.

The Chairman of Commission A, in appointing the Sub-Committee, indicated that the meetings of the Sub-Committee might be attended by observers of other Delegations, not members of the Sub-Committee, and that such observers might present their views on specific points of interest to them.

The Chairman of Commission A also instructed the Sub-Committee to keep in contact with the representatives of the International Monetary Fund and the International Bank for Reconstruction and Development.

2. The Sub-Committee, upon the motion of the Delegations of France and Canada, elected unanimously Mr. J.G. PHILLIPS (Australia) as its Chairman.

The Sub-Committee held 19 meetings, in which it considered in great detail all the amendments and observations which had been referred to it by Commission A.

3. In addition to the amendments to Articles 26, 28 and 29, as collated in E/PC/T/W.223, the Sub-Committee also considered the following further amendments which had been directly referred to it:
(a) The Australian proposal for a secrecy clause to be inserted as a new paragraph 3(f) of Article 26 (Document E/PC/T/W.231);
(b) An amendment by the Belgium-Luxemburg Delegation to Article 26, paragraph 1 of the New York version;
(c) An amendment by the Belgium-Luxemburg Delegation to Article 26, paragraph 3(c) of the new Sub-Committee version.

4. In the course of its work, the Sub-Committee had the benefit of very intensive collaboration with the representatives of the International Monetary Fund and the International Bank as well as with other Delegations who were not members of the Sub-Committee.

5. Part II of this Report contains the new text of Articles 26, 28 and 29 as elaborated by the Sub-Committee. In addition, Part II contains reservations which have been expressly recorded and notes of a character eliminating the need for specific reservations.

The Sub-Committee reached agreement regarding the new text of Articles 26 and 29. With regard to Article 28, the Members of the Sub-Committee drafted a new text for submission to their Governments. Pending further instructions from their respective Governments, the Members of the Sub-Committee consider the new text of Article 28 as of a tentative nature.
6. Part III of this Report contains the comments and observations of the Sub-Committee with regard to certain changes from the New York text. The Sub-Committee recommends to Commission A consideration and adoption of this Report.
PART II.

1) Text of Articles 26, 28 and 29

ARTICLE 26

Restrictions to Safeguard the Balance of Payments

1. Notwithstanding the provisions of paragraph 1 of Article 25, any Member, in order to safeguard its external financial position and balance of payments, may restrict the quantity or value of merchandise permitted to be imported, subject to the provisions of the following paragraphs of this Article.

2. (a) No Member shall institute, maintain or intensify import restrictions under this Article except to the extent necessary (i) to forestall the imminent threat of, or to stop, a serious decline in its monetary reserves, or (ii) in the case of a Member with very low monetary reserves, to achieve a reasonable rate of increase in its reserves; due regard being paid in either case to any special factors which may be affecting the Member's reserves or need for reserves, including, where special external credits or other resources are available to it, the need to provide for the appropriate use of such credits or resources.

(b) Members applying restrictions under the preceding sub-paragraph shall progressively relax them as such conditions improve, maintaining them only to the extent that the conditions specified in that sub-paragraph still justify their application.
They shall eliminate the restrictions when conditions would no longer justify their institution or maintenance under subparagraph (a). (1)

3. (a) Members recognize that in the early years of the Organization all of them will be confronted in varying degrees with problems of economic adjustment resulting from the war. During this period the Organization shall, when required to take decisions under this Article or under Article 28, take full account of the difficulties of post-war adjustment and of the need which a Member may have to use import restrictions as a step towards the restoration of equilibrium in its balance of payments on a sound and lasting basis.

(b) Members recognize that, as a result of domestic policies directed toward the fulfilment of a Member's obligations under Article 4 relating to the achievement and maintenance of full and productive employment and large and steadily growing demand or its obligations under Article 10 relating to the reconstruction or development of industrial and other economic resources and to the raising of standards of productivity, such a Member may experience a high level of demand for imports. Accordingly:

(i) No Member shall be required to withdraw or modify restrictions on the ground that a change in such policies would render unnecessary the restrictions which it is applying under this Article, and

(ii) a Member applying import restrictions under this Article may determine the incidence of the restrictions on imports of different products or classes of products in such a
way as to give priority to the importation of those products which are more essential in the light of such policies.

(c) Members undertake, in carrying out their domestic policies:

(i) to pay due regard to the need for restoring equilibrium in their balances of payments on a sound and lasting basis and to the desirability of assuring an economic employment of productive resources,

(ii) to avoid the application of restrictions which would unnecessarily prevent the importation of any description of goods in minimum commercial quantities, the exclusion of which would impair regular channels of trade, or of restrictions which would prevent the importation of commercial samples, or prevent compliance with patent, trademark, copyright, or similar procedures, and

(iii) to apply restrictions under this Article in such a way as to avoid unnecessary damage to the commercial or economic interests of any other Member.

4. (a) Any Member which is not applying restrictions under this Article, but is considering the need to do so, shall, before instituting such restrictions (or, in circumstances in which prior consultation is impracticable, immediately after doing so), consult with the Organization as to the nature of its balance of payments difficulties, alternative corrective measures which may be available, and the possible effect of such measures on the
economies of other Members. No Member shall be required in the course of consultations under this sub-paragraph to indicate in advance the choice or timing of any particular measure which it may ultimately determine to adopt.

(b) The Organization may at any time invite any Member which is applying import restrictions under this Article to enter into such consultations with it, and shall invite a Member substantially intensifying such restrictions to consult within thirty days. A Member thus invited shall participate in such discussions. The Organization may invite any other Member to take part in these discussions. Not later than two years from the day on which this Charter enters into force, the Organization shall review all restrictions existing on that day and still applied under this Article at the time of the review.

(c) Any Member may consult with the Organization with a view to obtaining the prior approval of the Organization for restrictions which the Member proposes under this Article to maintain, intensify or institute, or for the maintenance, intensification or institution of restrictions under specified future conditions. As a result of such consultations, the Organization may approve in advance the maintenance, intensification or institution of restrictions by the Member in question insofar as the general extent, degree and duration of the restrictions are concerned. To the extent to which such approval has been given, the requirements of sub-paragraph (a) of this paragraph shall be deemed to have been fulfilled, and the action of the Member applying restrictions shall not be open to challenge under sub-paragraph (d) on the ground that such action is inconsistent with the provisions of paragraph 2 of this Article.
(d) Any Member which considers that another Member
is applying restrictions under this Article inconsistently
with the provisions of paragraphs 2 or 3 of this Article or
of Article 27 (subject to the provisions of Article 28) may
bring the matter for discussion to the Organization; and
the Member applying the restrictions shall participate in
the discussion. The Organization, if it is satisfied that
there is a prima facie case that the trade of the Member
initiating the procedure is adversely affected, shall
submit its views to the parties with the aim of achieving
a settlement of the matter in question which is satisfactory
to the parties and to the Organization. If no such settle­
ment is reached and if the Organization determines that the
restrictions are being applied inconsistently with the pro­
visions of paragraphs 2 or 3 of this Article or of Article 27
(subject to the provisions of Article 28), the Organization
shall recommend the withdrawal or modification of the
restrictions. If the restrictions are not withdrawn or
modified in accordance with the recommendation of the Organi­
zation within sixty days, the Organization may release any
Member from specified obligations under this Charter towards
the Member applying the restrictions.

(e) It is recognised that premature disclosure of the
prospective imposition, withdrawal or modification of any
restrictions under this Article might stimulate speculative
trade and financial movements which would tend to defeat the
purposes of this Article. Accordingly the Organization shall
make provision for the observance of the utmost secrecy in
the conduct of any consultations.
5. If there is a persistent and widespread application of import restrictions under this Article, indicating the existence of a general disequilibrium which is restricting international trade, the Organization shall initiate discussions to consider whether other measures might be taken, either by those Members whose balances of payments are under pressure or by those Members whose balances of payments are tending to be exceptionally favourable, or by any appropriate inter-governmental organization, to remove the underlying causes of the disequilibrium. On the invitation of the Organization, Members shall participate in such discussions.
ARTICLE 28 (3)

Exceptions to the Rule of Non-Discrimination

1. (a) The Members recognize that when a substantial and widespread disequilibrium prevails in international trade and payments a Member applying restrictions under Article 26 may be able to increase its imports from certain sources without unduly depleting its monetary reserves, if permitted to depart from the provisions of Article 27. The Members also recognize the need for close limitation of such departures to prevent the development or maintenance of bilateral trade patterns as an enduring feature of world trade.

(b) Accordingly, when a substantial and widespread disequilibrium prevails in international trade and payments a Member applying import restrictions under Article 26 may relax such restrictions in a manner which departs from the provisions of Article 27 to the extent necessary to obtain from countries limiting imports because of balance of payments difficulties additional imports above the maximum total of imports which it could afford in the light of the requirements of paragraph 2 of Article 26 if its restrictions were fully consistent with Article 27, provided that

(i) levels of delivered prices for products so imported are not established substantially higher than those ruling for comparable goods regularly available from other Members, and that any excess of such price levels for products so imported is progressively reduced over a reasonable period;

(ii) the Member taking such action does not do so as part of any arrangement by which its export receipts in convertible currencies from other Members not party to the arrangement are appreciably reduced below the level they could otherwise have been reasonably expected to attain;¹ and
(iii) such action does not cause unnecessary damage to the commercial or economic interests of any other Member.

(c) A Member taking action under this paragraph shall observe the principles of sub-paragraph (b) in making arrangements for such action. A Member shall desist from transactions which prove to be inconsistent with sub-paragraph (b), but the Member shall not be required to satisfy itself, when it is not practicable to do so, that the requirements of sub-paragraph (b) are fulfilled in respect of individual transactions.

(d) Members undertake in framing and carrying out any programmes for additional imports under this paragraph to pay due regard to the need to facilitate the termination of any exchange arrangements which deviate from the obligations of Sections 2, 3 and 4 of Article VIII of the Articles of Agreement of the International Monetary Fund and to the need to restore equilibrium in their balances of payments on a sound and lasting basis.

2. A Member taking action under paragraph 1 of this Article shall keep the Organization regularly informed regarding such action and shall provide such available relevant information as the Organization may request.

3. (a) Not later than March 1st, 1952 (five years after the date on which the International Monetary Fund began operations) and in each year thereafter any Member maintaining or proposing to institute action under paragraph 1 of this Article shall seek the approval of the Organization. The Organization shall thereupon determine whether the circumstances of the Member justify the maintenance or institution of action by it under paragraph 1 of this Article. After March 1st 1952 no Member shall maintain or institute such action without determination
by the Organization that the Member's circumstances justify the
maintenance or institution of such action, as the case may be,
and the subsequent maintenance or institution of such action
by the Member shall be subject to any limitations which the
Organization may specify, 5)

(b) If the Organization finds, at any time, that import
restrictions or exchange restrictions on payments and transfers
in connection with imports are being applied by a Member in
a discriminatory manner inconsistent with the exceptions provided
under paragraph 1 of this Article, the Member shall, within sixty
days, remove the discrimination or modify it as specified by
the Organization. Provided that any action under paragraph 1 of
this Article, to the extent that it has been approved by the
Organization under sub-paragraph (a) of this paragraph or to the
extent that it has been approved by the Organization at the
request of a Member under a procedure analogous to that of sub-
paragraph 4 (c) of Article 26, shall not be open to challenge
under this sub-paragraph or under sub-paragraph 4 (d) of Article
26 on the ground that it is inconsistent with Article 27.

(c) Not later than three years after the date on which the
International Monetary Fund began operations, and in each year
thereafter so long as any Members are taking action under
paragraph 1 of this Article, the Organization shall report on
the action still taken by Members under that paragraph.
Not later than five years after the date on which the International
Monetary Fund began operations, and in each year thereafter so
long as any Members are taking action under paragraph 1 of this
Article, and at such times thereafter as the Organization may
decide, the Organization shall review the question of whether
there then exists such a substantial and widespread disequilibrium
in international trade and payments as to justify resort to paragraph 1 of this Article by Members. If, as a result of any such review, the Organization determines that no such disequilibrium exists, the provisions of paragraph 1 of this Article shall be suspended, and all actions authorized thereunder shall cease six months after such determination. 6)

4. The provisions of Article 27 shall not preclude restrictions in accordance with Article 26 which either

(a) are applied against imports from other countries, but not as among themselves, by a group of territories having a common quota in the International Monetary Fund, Provided that such restrictions are in all other respects consistent with Article 27, or

(b) assist, in the period until 31 December 1951, by measures not involving substantial departure from the provisions of Article 27, another country whose economy has been disrupted by war.

5. The provisions of this Section shall not preclude:

(a) restrictions with equivalent effect to exchange restrictions authorized under Section 3 (b) of Article VII of the Articles of Agreement of the International Monetary Fund; or

(b) restrictions under the preferential arrangements provided for in Annex A of this Charter, subject to the conditions set forth therein.
ARTICLE 29
Exchange Arrangements

1. The Organization shall seek co-operation with the International Monetary Fund to the end that the Organization and the Fund may pursue a co-ordinated policy with regard to exchange questions within the jurisdiction of the Fund and questions of quantitative restrictions and other trade measures within the jurisdiction of the Organization.

2. In all cases in which the Organization is called upon to consider or deal with problems concerning monetary reserves, balance of payments or foreign exchange arrangements, the Organization shall consult fully with the International Monetary Fund. In such consultation, the Organization shall accept all findings of statistical and other facts presented by the International Monetary Fund relating to foreign exchange arrangements, monetary reserves and balances of payments, and shall accept the determination of the International Monetary Fund as to whether action by a Member in exchange matters is in accordance with the Articles of Agreement of the International Monetary Fund, or with the terms of a special exchange agreement between that Member and the Organization. The Organization, in reaching its final decision in cases involving the criteria set forth in sub-paragraph 2(a) of Article 26 shall accept the determination \(^{(7)}\) of the International Monetary Fund as to what constitutes a serious decline in the Member's monetary reserves, a very low level of its monetary reserves or a reasonable rate of increase in its monetary reserves, and as to the financial aspects of other matters covered in consultation in such cases.
3. The Organization shall seek agreement with the International Monetary Fund regarding procedures for consultation under paragraph 2 above. Any such agreement, other than informal arrangements of a temporary or administrative character, shall be subject to confirmation by the Conference.

4. Members shall not, by exchange action, frustrate the intent of the provisions of this Section, nor by trade action the intent of the provisions of the Articles of Agreement of the International Monetary Fund.

5. Any Member of the Organization which is not a member of the International Monetary Fund shall, within a time to be determined by the Organization after consultation with the International Monetary Fund, become a member of the International Monetary Fund or, failing that, enter into a special exchange agreement with the Organization. A Member of the Organization which ceases to be a member of the International Monetary Fund shall forthwith enter into a special exchange agreement with the Organization. Any special exchange agreement entered into by a Member under this paragraph shall thereupon become part of its obligations under this Charter.

6. (a) A special exchange agreement between a Member and the Organization under paragraph 5 of this Article shall provide to the satisfaction of the Organization that the objectives of this Charter will not be frustrated as a result of action in exchange matters by the Member in question.

(b) The terms of any such agreement shall not impose obligations on the Member in exchange matters generally more restrictive than those imposed by the Articles of Agreement of the International Monetary Fund on members of the Fund.
7. A Member which is not a member of the International Monetary Fund shall furnish such information, within the general scope of Section 5 of Article VIII of the Articles of Agreement of the International Monetary Fund, as the Organization may require in order to carry out its functions under this Charter.

8. Subject to paragraph 4 of this Article, nothing in this Section shall preclude

(i) the use by a Member of exchange controls or exchange restrictions in accordance with the Articles of Agreement of the International Monetary Fund or with that Member's special exchange agreement with the Organization, or

(ii) the use by a Member of restrictions or controls on imports or exports, the sole effect of which, additional to the effects permitted under Articles 25, 26, 27 and 28, is to make effective such exchange controls or exchange restrictions.
2. RESERVATIONS AND NOTES.

(1) Australian reservation to Article 26, par. 2(b):

The Australian Delegation has recorded a reservation against the text of Article 26, par. 2(b).

(2) United Kingdom reservation to Article 26, par. 3(c)(ii):

The United Kingdom Delegation recorded a reservation against this text because it could not accept the word "Unnecessarily" and felt that a proviso clause for the transition period, such as drafted in the United Kingdom amendment (document E/PC/T/W.211), was required.

3. CZECHOSLOVAK RESERVATION TO THE NEW TEXT OF ARTICLE 28:

"Czechoslovakia agrees to the principles of non-discrimination and multilateral trade and for these reasons did not make any objections to the D.C. text of Article 28 which was flexible enough to permit the Organization to proceed according to concrete circumstances. Czechoslovakia will not be able to define her attitude to Article 28 in its present form until after the International Conference on Trade and Employment when it will be apparent to what extent Czechoslovakia's foreign trade will be covered by Article 28, which states are going to join I.T.O. and are going to apply Article 28 themselves and which states are going to have convertible currencies. If countries representing a substantial part of Czechoslovakia's foreign trade are going to be Members of I.T.O, there should arise no difficulty in applying Article 28 in its present form. If it however should become apparent that none of these conditions has been fulfilled, Czechoslovakia would feel herself compelled to seek such arrangements which would correspond to her national conditions and to her
endeavour to expand trade in the spirit of the objectives of the Charter. The nature of these arrangements cannot be known, however, at the present moment, because future developments are unforeseeable. Czechoslovakia wishes to emphasize that in very exceptional circumstances even bilateral arrangements can contribute to the expansion of trade generally.

4. FRENCH RESERVATION TO ARTICLE 28, par. 3 (a):

The French Delegation reserved its position on this subparagraph on the ground that the existing text involved possible discrimination against countries with inconvertible currencies in that it would permit a bilateral arrangement between two countries which resulted in the diversion of exports away from a third country with inconvertible currency. Some members of the Sub-Committee wished to give further consideration to the implications of this point before reaching a final decision.

5. FRENCH RESERVATION TO ARTICLE 28, par. 3 (a):

The French Delegation proposed to insert the word "general" between the words "any" and "limitations" in the 2nd to last line of this paragraph. This proposal was not adopted and the French Delegation reserved its position.

6. NOTE TO ARTICLE 28, par. 3:

The Sub-Committee considered the question of whether it was necessary to make express reference in paragraph 3 of Article 28 to the need of the Organization to consult with the International Monetary Fund. The Sub-Committee concluded that no such reference was necessary since such consultation in all appropriate cases was already required by virtue of the provisions of par. 2 of Article 29.
7. **AUSTRALIAN RESERVATION TO ARTICLE 29, par. 2:**

The Australian Delegation has recorded a reservation against this text, proposing the following formulation of the last sentence: "The Organization, in reaching its final decision in cases involving the criteria set forth in paragraphs 2(a) of Article 26 shall give special weight to the opinions of the International Monetary Fund as to what constitutes ............ in consultation in such cases", on the main ground that since the Organization has the responsibility for action under Article 26, it should also retain the right of final decision as to whether the criteria of par.2 (a) have been met.

8. **NOTE TO ARTICLE 29, paragraphs 4 and 8:**

In paragraph 4 of Article 29 the word "frustrate" is intended to indicate, for example, that infringements by exchange action of the letter of any Article of this Charter shall not be regarded as offending against that Article if in practice there is no appreciable departure from the intent of the Article. Thus a Member who, as part of its Exchange Control operated in accordance with the Articles of Agreement of the International Monetary Fund, required payment to be received for its exports in its own currency or in the currency of one or more Members of the International Monetary Fund would not thereby be deemed to be offending against Article 25 or 27.
PART III

Comments of the Sub-Committee

1. In elaborating the new text for Articles 26, 28 and 29, the Sub-Committee found that the arrangement of the text within these Articles, as drafted in New York, was not fully satisfactory and therefore decided to re-arrange the text in what it regarded as a more logical sequence. The inter-relation between the New York text and the draft of the Sub-Committee is shown in Annexure A to this Report.

2. (Comment to Article 26:3)

The Sub-Committee has decided to assemble in the new paragraph 3 all those provisions which refer to domestic economic policies of Members and in making this re-arrangement has slightly expanded the previous text. Paragraph 3 therefore now covers the following parts of the New York text: part of par.1, par.2(c), 3(e), 4 and 6.

3. (Comment to Article 26:4(e))

The substance of the Australian proposal to add a Secrecy Clause was adopted.

4. The Sub-Committee considered that paragraph 7 of Article 26 in the New York version would be more appropriately placed in Article 25, inasmuch as it is applicable to all the provisions on quantitative restrictions. The Sub-Committee on Articles 25 and 27 to which this suggestion was referred agreed to the views of the Sub-Committee and inserted the former paragraph 7 as a new paragraph 3 in Article 25.

5. (Comment to Article 28:1(b))

The words "from countries limiting their imports because of balance-of-payments' difficulties" in Article 28, par.1(b) may need an amendment in the light of the final decision which is taken about relations with non-Members in Article 36. If it is desired to confine discrimination to discrimination in favour
of imports from Member-countries, the amendment should be such as to confine it to Members applying import restrictions under Article 26 or limiting imports by means of exchange restrictions. If it is decided that such discrimination is permissible also in the case of imports from non-Members, the question will arise whether such discrimination should be confined to non-Members who are limiting imports because of balance-of-payments' difficulties or should be extended to all countries limiting imports for any reason. The first alternative would mean that the import restrictions could only favour a non-Member exporting country which was in fact in balance-of-payments' difficulties. It might be open to the objection that there would be no means open to the Organization to determine whether the country was in fact in balance-of-payments' difficulties.

6. (Comment to Article 28:5(b))

The Sub-Committee received a communication from the Tariffs Working Party advising it that the Tariff Working Party determined that an explanation should be included in the Charter permitting such preferential agreements as are dealt with in Annex A, despite the provisions of Articles 25 and 27. The Sub-Committee, without re-examining the substance of the matter determined that such an explanation could appropriately be included as par.5(b) of Article 25.

7. Comment to Article 29, par.2: The provision in paragraph 2 of Article 29 concerning the responsibility of the Fund in respect of statistical data relating to balances of payment or monetary reserves for the purpose of that Article is independent of any arrangement to be made between the Fund and the United Nations concerning the collection and appreciation of statistical data on balances of payments for other purposes.

8. The Sub-Committee received the following communication from the Sub-Committee on Articles 25 and 27: "In the course
of the discussion of sub-paragraph (d) (now sub-paragraph (c) of paragraph 2 of Article 27) the Czechoslovak Delegate raised the question whether a Member was permitted to require an import licence or permit to be utilised for the importation of a product from a particular country or source, for balance-of-payments reasons.

The Sub-Committee on Articles 25 and 27 considered that provisions for such an exception should not appear in Article 27, but might be made in Articles 26 or 28. The Czechoslovak Delegate has reserved his position on this matter, which the Sub-Committee on Articles 25 and 27 is herewith bringing to the attention of the Sub-Committee dealing with Articles 26, 28 and 29 with a view to taking appropriate measures if that Sub-Committee considers this desirable.

The Sub-Committee considered this communication and felt that the text of Article 29, paragraph 8 (ii) in its present form took due account of the problems raised by the communication from the Sub-Committee on Articles 25 and 27.
ANNEXURE A.
To the Report of the Sub-Committee on
Articles 26, 28 and 29.

## ARTICLE 26

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