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Preliminary Draft Outline
of a
Proposal for a United and Associated Nations
Stabilization Fund

Preamble

- l. There is a growing recognition that progress toward establishment of a functioning democratic world in the post-war period will depend on the ability of free peoples to work together in solving their economic problems. Not the least of these is the problem of how to prevent a wide-spread breakdown of currencies with resultant international economic disorder. We must assure a troubled world that the free countries will solve these perplexing problems, and that they will not resort to competitive exchange depreciation, multiple currency practices, discriminatory bilateral clearing, or other destructive foreign exchange devices.
- 2. These are not transitory problems of the immediate post-war period. Nor can countries adopt an attitude of indifference in the expectation that these problems will not touch them. There must be a general realization that world prosperity, like world peace, is indivisible. Nations must act together to restore multilateral international trade and to provide orderly procedure for the maintenance of balanced economic growth. Only through international cooperation will it be possible for countries successfully to apply measures directed toward attaining and maintaining a high level of employment and income which must be the primary objective of economic policy.
- 3. The International Stabilization Fund of the United and Associated Nations is proposed as a permanent institution for international monetary cooperation. The resources of this Fund would be available under adequate safeguards to maintain currency stability, while giving member countries time to correct maladjustments in their balance of payments without resorting to extreme measures destructive of international prosperity. The resources of the Fund would not be used to prolong a basically unbalanced international payments position. On the contrary, the Fund would be influential in inducing countries to pursue policies making for an orderly return to equilibrium.
- 4. The Fund would deal only with member governments and their fiscal agents and would not intrude in the customary channels for conducting international commerce and finance. The Fund is intended to provide supplemental facilities for the successful functioning of the established foreign exchange institutions and to free international commerce from harmful restrictions.
- 5. The success of the Fund must ultimately depend upon the willingness of nations to act together on their common problems. International monetary cooperation should not be regarded as a matter of generosity. All countries have a vital interest in the maintenance of international monetary stability and in the balanced growth of multilateral international trade.

- 2 -I. Purposes of the Fund The United Nations and the countries associated with them recognize, as declared in the Atlantic Charter, the need for the fullest cooperation among nations with the object of securing economic advancement and rising standards of living for all. They believe that attainment of these objectives will be facilitated by international monetary cooperation. Therefore, it is proposed that there be established an International Stabilization Fund with the following purposes: To stabilize the foreign exchange rates of the currencies of the United Nations and the countries associated with them. To shorten the periods and lessen the degree of disequilibrium in the international balance of payments of member countries. To help create conditions under which the smooth 3. flow of foreign trade and of productive capital among the member countries will be fostered. To facilitate the effective utilization of the 4. blocked foreign balances accumulating in some countries as a consequence of the war situation. To reduce the use of such foreign exchange restrictions, bilateral exchange clearing arrangements, multiple currency devices, and discriminatory foreign exchange practices as hamper world trade and the international flow of productive capital. II. Composition of the Fund The Fund shall consist of gold and the currencies and securities of member governments. Each of the member countries shall subscribe a specified amount to be called its quota. The aggregate of quotas of the member countries shall be the equivalent of at least \$5 billion. Each member country shall meet its quota contribution in full on or before the date set by the Board of Directors for the Fund's operations to begin. a. A country shall pay in gold an amount determined as follows. If its gold and free foreign exchange holdings are: In excess of three times its quota, it shall pay in gold 50 percent of its quota. More than two but less than three times its quota, it shall pay in gold 40 percent of its quota plus 10 percent of its gold holdings in excess of twice its quota.

- 3 iii. More than its quota but less than twice its quota, it shall pay in gold 30 per-cent of its quota plus 10 percent of its gold holdings in excess of its quota. iv. Less than its quota, it shall pay in gold 30 percent of its gold holdings. . The gold payment required of a member country, substantial parts of whose home areas have been wholly or partly occupied by the enemy, shall be only three-fourths of the above. (For other gold provisions, see V-2(a) and V-6, 7.) It shall pay the remainder of its quota in local currency, except that a member country may substitute government securities (redeemable at par) for local currency up to 50 percent of its quota. A quota for each member country shall be computed by an agreed upon formula which gives due weight to the important relevant factors, e.g., a country's holdings of gold and foreign exchange, the magnitude and the fluctuations of its balance of international payments, its national income, etc. Before computing individual quotas on the basis of the agreed upon formula, there shall be reserved an amount equal to 10 percent of aggregate quotas to be used as a special allotment for the equitable adjustment of quotas. Where the initial quota of a member country as computed by the formula is clearly inequitable, the quota may be increased from this special allotment. 5. Quotas shall be adjusted on the basis of the most recent data three years after the establishment of the Fund, and at intervals of five years there-after, in accordance with the agreed upon formula. In the period between adjustment of quotas, the Fund may increase the quota of a country, where it is clearly inequitable, out of the special allotment reserved for the equitable adjustment of quotas. 6. Any changes in the formula by which the quotas of member countries are determined shall be made only with the approval of four-fifths vote of the Board. 7. No increase shall be made in the quota of a member country under II-5 or 6 without the consent of the representative of the country concerned.

- 4 -III. Monetary Unit of the Fund The monetary unit of the Fund shall be the Unitas (UN) equal in value to 137 1/7 grains of fine gold (equivalent to \$10 U.S.). No change in the gold value of the Unitas shall be made except with the approval of 85 percent of the member votes. When such change is made the gain or loss sustained by the Fund on its holdings of gold shall be distributed equitably among the members of the Fund. The accounts of the Fund shall be kept and published in terms of Unitas. The value of the currency of each member country shall be established in terms of Unitas and may not be altered except as provided in IV-5, below. (See IV-1, 2, below.) No member country shall purchase or acquire gold, directly or indirectly, at a price in terms of its national currency in excess of the parity which corresponds to the value of its currency in terms of Unitas and to the value of Unitas in terms of gold; nor shall any member country sell or dispose of gold, directly or indirectly, at a price in terms of its national currency below the parity which corresponds to the value of its currency in terms of Unitas and to the value of Unitas in terms of gold. (See also VII-1.) 3. No change in the value of the currencies of member countries shall be permitted to alter the value in Unitas of the assets of the Fund. Whenever the currency of a member country has depreciated to a significant extent, that country must deliver to the Fund when requested an amount of its local currency equal to the decrease in value of that currency held by the Fund. Likewise, if the currency of a particular country should appreciate, the Fund must return to that country an amount (in the currency of that country) equal to the resulting increase in the Unitas value of the Fund's holdings. The same provisions shall also apply to the government securities of member countries held by the Fund. IV. Exchange Rates The Fund shall purchase for local currency or needed foreign exchange any member currency in good standing acquired by another member country, where such currency cannot be disposed of in the foreign exchange markets within the spread established by the Fund. The rates at which the Fund will buy and sell one member currency for another and at which the Fund will buy and sell gold for local currency shall be established in accordance with the provisions below. (See also III-2 and V-2.) The initial rates of exchange for member countries! currencies shall be determined as follows:

- 5 a. For any country which becomes a member prior to the date on which the Fund's operations begin, the rates initially used by the Fund shall be based upon the value of the currency in terms of U.S. dollars which prevailed on July 1, 1943. If, in the judgment of either the member country or the Fund, the above rate is clearly inappropriate, the initial rate shall be determined by consultation between the member country and the Fund. No operations in such currency shall be undertaken by the Fund until a rate has been established which has the approval of the Fund and of the member country in question. For any country which has been occupied by the enemy, the Fund shall use the exchange value fixed by the government of the liberated country (in consultation with the Fund). Fund shall undertake no operations in such currency until the liberated country has fixed a rate acceptable to the Fund. For any country which becomes a member subsequent to the date on which the Fund's operations begin, the exchange value of its currency shall be determined in accordance with the appropriate provisions under IV-2(a) or (b), above. The Fund shall not come into operation until agreement has been reached on the exchange rates for currencies of countries representing a majority of the aggregate quotas. The Fund shall determine the range within which the rates of exchange of member currencies shall be permitted to fluctuate. (See also VII-1). Changes in the exchange value of the currency of a member country shall be considered only when essential to the correction of fundamental disequilibrium in its balance of payments, and shall be made only with the approval of three-fourths of the member votes and of the representative of the country concerned. Because of the extreme uncertainties of the immediate post-war period, the following exceptional provisions may be used during the first three years of the Fund's operations: When the existing rate of exchange of a member country is clearly inconsistent with the maintenance of a balanced international payments position for that country, changes from the established rate may be made at the special request of that country and with the approval of a majority of the member votes.

- 6 -A member country may change the established rate for its currency by not more than 10 percent provided that the member country shall notify the Fund of its intention and shall consult with the Fund on the advisability of its action. Powers and Operations The Fund shall have the following powers: To buy, sell and hold gold, currencies, bills of exchange, and government securities of member countries; to earmark and transfer gold; to issue its own obligations, and to offer them for discount or sale in member countries. 2. To sell to the Treasury of any member country (or stabilization fund or central bank acting as its agent) at the accepted rate of exchange, currency of any member country which the Fund holds, provided that: (See IV-1, above). The foreign exchange demanded from the Fund is required to meet an adverse balance of payments predominantly on current account with any member country. (See V-3 for capital transfers). When the gold and free foreign exchange holdings of a member country exceed 50 percent of its quota, the Fund in selling foreign exchange to such member country shall require that one-half of such exchange shall be paid for with gold or foreign exchange acceptable to the Fund. (See also V-6, 7; on gold collateral see V-2(c)). The Fund's total holdings of the currency and securities of any member country shall not exceed the quota of such country by more than 50 percent during the first year of operation of the Fund, and thereafter shall not exceed such quota by more than 100 percent (except as otherwise provided below). The total holdings thus permitted are termed the permissible quota of a country. When the Fund's holdings of local currency and securities are equal to the permissible quota of a country, the Fund may sell foreign exchange for such additional local currency only with the specific approval of the Board of Directors and provided that at least one of the following two conditions is met:

- 8 -When the Fund's holdings of the currency and securities of a member country become excessively small in relation to prospective acquisitions and needs for that currency, the Fund shall render a report to that country. The report shall embody an analysis of the causes of the depletion of the Fund's holdings of that currency, a forecast of the prospective balance of payments in the absence of special measures, and finally, recommendations designed to increase the Fund's holdings of that currency. The representative of the country in question shall be a member of the Fund committee appointed to draft the report. This report shall be sent to all member countries and, if deemed desirable, be made public. Member countries agree that they will give immediate and careful attention to recommendations made by the Fund. 5. Whenever it becomes evident to the Board of Directors that the anticipated demand for any particular currency may soon exhaust the Fund's holdings of that currency, the Fund shall inform the member countries of the probable supply of the currency and of a proposed method for its equitable distribution, together with suggestions for helping to equate the anticipated demand for and supply of that currency. The Fund shall make every effort to increase the supply of the scarce currency by acquiring that currency from the foreign balances of member countries. The Fund may make special arrange-ments with any member country for the purpose of providing an emergency supply under appropriate conditions which are acceptable to both the Fund and the member country. To facilitate appropriate adjustment in the balance of payments position of member countries, and to help correct the distortions in the pattern of trade balances, the Fund shall apportion its sales of such scarce currency. In such apportionment, it shall be guided by the principle of satisfying the most urgent needs from the point of view of the general international economic situation. It shall also consider the special needs and resources of the particular countries making the request for the scarce currency. The right of any member country to acquire an amount of other currencies equal to its permissible quota shall be limited by the necessity of assuring an appropriate distribution among the various members of any currency the supply of which is scarce.

- 9 -In order to promote the most effective use of the available and accumulating supply of foreign exchange resources of member countries, each member country agrees that it will offer to sell to the Fund, for its local currency or for foreign currencies which the member country needs, one-half of the foreign exchange resources and gold it acquires in excess of 25 percent of its quota. For the purpose of this provision, including computations, only free and liquid foreign exchange resources and gold shall be considered. The Fund may accept or reject the offer. (See also II-3(a), V-2(a), and V-7. To help achieve this objective each member country agrees to discourage the excessive accumulation of foreign exchange resources and gold by its nationals. The Fund shall inform any member country when, in its opinion, any further growth of privately held foreign exchange resources and gold appears unwarwanted. 7. When the Fund's holdings of the local currency and securities of a member country exceed the quota of that country, the Fund shall, upon request of the member country, resell to the member country the Fund's excess holdings of the currency of that country for gold or acceptable foreign exchange. (See V-14, for charges on holdings in excess of quota.) 8. To buy from the governments of member countries, blocked foreign balances held in other member countries, provided all the following conditions are met: a. The blocked balances are held in member countries and are reported as such (for the purpose of this provision) by the member governments and are verified by the Fund. The member country selling the blocked balances to the Fund agrees to transfer these balances to the Fund and to repurchase from the Fund 40 percent of them (at the same price) with gold or such free currencies as the Fund may wish to accept, at the rate of 2 percent of the transferred balances each year for 20 years beginning not later than 3 years after the date of transfer. The country in which the blocked balances are held agrees to transfer to the Fund the balances described in (b) above, and to repurchase from the Fund 40 percent of them (at the same price) with gold or such free currencies as the Fund may wish to accept, at the rate of 2 percent of the transferred balances each year for 20 years beginning not later than 3 years after the date of transfer.

- 10 -A charge of one percent on the amount of blocked balances sold to the Fund, payable in gold, shall be levied against the country selling its blocked balances and against the country in which the balances are held. In addition a charge of not less than one percent, payable in gold, shall be levied annually against each country on the amount of such balances remaining to be repurchased by it. If the country selling blocked balances to the Fund asks for foreign exchange rather than local currency, the request will not be granted unless the country needs the foreign exchange for the purpose of meeting an adverse balance of payments not arising from the acquisition of gold, the accumulation of foreign balances, or other capital transactions. Either country may, at its option, increase the amount it repurchases annually. But, in the case of the country selling blocked balances to the Fund, not more than 2 percent per annum of the original sum taken over by the Fund shall become free, and only after 3 years shall have elapsed since the sale of the balances to the Fund. The Fund has the privilege of disposing of any of its holdings of blocked balances as free funds after the 23-year period is passed, or sooner under the following conditions: its holdings of the free funds of the country in which the balances are held fall below 15 percent of its quota; or ii. the approval is obtained of the country in which the balances are held. The country in which the blocked balances are held agrees not to impose any restrictions on the use of the installments of the 40 percent portion gradually repurchased by the country which sold the balances to the Fund. The Fund agrees not to sell the blocked balances acquired under the above authority, except with the permission or at the request of the country in which the balances are being held. The Fund

- 11 may invest these balances in the ordinary or special government securities of that country. The Fund shall be free to sell such securities in any country under the provisions of V-11, below. j. The Fund shall determine from time to time the maximum proportion of the blocked balances it will purchase under this provision, provided, however, that during the first two years of its operation, blocked balances purchased by the Fund shall not exceed in the aggregate 10 percent of the quotas of all member countries. At the end of two years of operation, the Fund shall propose a plan for the gradual further liquidation of blocked balances still outstanding indicating the proportion of the blocked balances which the Board considers the Fund can appropriately purchase. Blocked balances acquired under this provision shall not be included either in computing the amount of foreign exchange available to member countries under their quotas (V-2, 3), or in computing charges on balances of local currency in excess of the quotas (V-14).To buy and sell currencies of non-member countries but shall not acquire more than \$10 million of the currency of any one non-member country nor hold such currencies beyond 60 days after date of purchase except with the approval of the Fund. 10. To borrow the currency of any member country provided the additional amount is needed by the Fund and provided the representative of that country approves. To sell member country obligations owned by the Fund provided that the representatives of the country issuing the securities and of the country in which the securities are to be sold approve, except that the approval of the representative of the issuing country shall not be necessary if the obligations are to be sold in its own market. To use its holdings to obtain rediscounts or advances from the central bank of any country whose currency the Fund needs.

- 12 -To invest any of its currency holdings in government securities of the country of that currency provided that the representative of the country approves. 13. To lond to any member country its local currency from the Fund for one year or less up to 75 percent of the currency of that country held by the Fund. To make a service charge on all gold and 14. exchange transactions. To lovy a charge uniform to all countries, at a rate not less than one percent per annum, payable in gold against any country on the amount of its currency held by the Fund in excess of the quota of that country. An additional charge, payable in gold, shall be levied by the Fund against any member country on the Fund's holdings of its currency in excess of the permissible quota of that country. In case the Fund finds it necessary to borrow currency to meet the demands of its members, an additional charge, payable in gold, shall be made by the Fund sufficient to cover the cost of the borrowing. 15. To levy upon member countries a pro rata share of the expenses of operating the Fund, payable in local currency, not to exceed 1/10 percent per annum of the quota of each country. The levy may be made only to the extent that the earnings of the Fund are inadequate to meet its current expenses. The Fund shall deal only with or through 16. The treasuries, stabilization funds, or central banks acting as fiscal agents of member governments; Any international banks owned predominantly by member governments. The Fund may, nevertheless, with the approval of the representative of the government of the country concerned, sell its own securities, or securities it holds, directly to the public or to institutions of member countries.

- 13 -VI. Management The administration of the Fund shall be vested in a Board of Directors. Each government shall appoint a director and an alternate, in a manner determined by it, who shall serve for a period of five years subject to the pleasure of their government. Directors and alternates may be reappointed. 2. In all voting by the Board, the director or alternate of each member country shall be entitled to cast an agreed upon number of votes. The distribution of basic voting power shall be closely related to the quotas of member countries, although not in precise proportion to the quotas. An appropriate distribution of basic voting power would seem to be the following: Each country shall have 100 votes plus 1 vote for the equivalent of each 100,000 Unitas (\$1 million of its quota.) No country shall be entitled to cast more than onefifth of the aggregate basic votes regardless of its quota. All voting shall be according to basic votes except as follows: In voting on proposals to authorize the sale of foreign exchange, each country shall cast a number of votes modified from its basic vote: i. by the addition of one vote for each \$2 million of net sales of its currency by the Fund (adjusted for its net transactions in gold), and by the subtraction of one vote for each ii. \$2 million of its net purchases of foreign exchange from the Fund (adjusted for its net transactions in gold). In voting on proposals to suspend or restore membership each member country shall cast one vote as provided in VI-11, below. All decisions, except where specifically provided otherwise, shall be made by a majority of the member votes. The Board of Directors shall select a Managing Director of the Fund and one or more assistants. The Managing Director shall become an ex officio member of the Board and shall be chief of the operating staff of the Fund. The operating staff shall be selected in accordance with regulations established by the Board of Directors. The Board of Directors shall appoint from among its members an Executive Committee of not less than eleven members. The Chairman of the Board shall be Chairman of the Executive Committee, and the Managing Director of the Fund shall be an ex officio member of the Executive Committee.

- 14 -The Executive Committee shall be continuously available at the head office of the Fund and shall exercise the authority delegated to it by the Board. In the absence of any member of the Executive Committee, his alternate shall act in his place. Members of the Executive Committee shall receive appropriate remuneration. The Board of Directors may appoint such other committees as it finds necessary for the work of the Fund. It may also appoint advisory committees chosen wholly or partially from persons not employed by the Fund. 8. The Board of Directors may at any meeting authorize any officers or committees of the Fund to exercise any specified powers of the Board not requiring more than a majority vote. The Board may delegate any authority to the Executive Committee, provided that the delegation of powers requiring more than a majority of the member votes can be authorized only by a majority (of the Board) of the same size as specified, and can be exercised by the Executive Committee only by like majority. Delegated powers shall be exercised only until the next meeting of the Board, and in a manner consistent with the general policies and practices of the Board. 9. The Board of Directors may establish procedural regulations governing the operations of the Fund. The officers and committees of the Fund shall be bound by such regulations. The Board of Directors shall hold an annual meeting 10. and such other meetings as it may be desirable to convene. The annual meeting shall be held in places designated by the Executive Committee, but not more than one annual meeting in any five-year period shall be held within the same member country. On request of member countries casting one-fourth of the votes, the Chairman shall call a meeting of the Board for the purpose of considering any matters placed before it. A country failing to meet its obligations to the Fund may be suspended provided a majority of the member countries so decides. While under suspension, the country shall be denied the privileges of membership but shall be subject to the same obligations as any other member of the Fund. At the end of two years the country shall be automatically dropped from membership unless it has been restored to good standing by a majority of the member countries.

- 15 -Any country may withdraw from the Fund by giving notice, and its withdrawal will take effect one year from the date of such notice. During the interval between notice of withdrawal and the taking effect of the notice, such country shall be subject to the same obligations as any other member of the Fund. A country which is dropped or which withdraws from the Fund shall have returned to it an amount in its own currency equal to its contributed quota, plus other obligations of the Fund to the country, and minus any sum owed by that country to the Fund. Any losses of the Fund may be deducted pro rata from the contributed quota to be returned to the country that has been dropped or has withdrawn from membership. Local currency holdings of the Fund in excess of the above shall be repurchased by that country with gold or foreign exchange acceptable to the Fund. When any country is dropped or withdraws from membership, the rights of the Fund shall be fully safeguarded. The Fund shall have five years within which to liquidate its obligation to such country. 12. Net profits earned by the Fund shall be distributed in the following manner: 50 percent to reserves until the reserves are equal to 10 percent of the aggregate quotas of the Fund. b. 50 percent to be divided each year among the members in proportion to their quotas. Dividends distributed to each country shall be paid in its own currency or in gold at the discretion of the Fund. VII. Policies of Member Countries Each member country of the Fund undertakes the following: To maintain by appropriate action exchange rates established by the Fund on the currencies of other countries, and not to alter exchange rates except as provided in IV-5, above. Exchange rates of member countries may be permitted to fluctuate within the specified range fixed by the Fund.

- 16 -To abandon, as soon as the member country decides that conditions permit, all restrictions (other than those involving capital transfers) over foreign exchange transactions with other member countries, and not to impose any additional restrictions (except upon capital transfers) with the approval of the Fund. The Fund may make representations to member countries that conditions are favorable for the abandonment of restrictions over foreign exchange transactions, and each member country shall give consideration to such representations. All member countries agree that all of the local currency holdings of the Fund shall be free from any restrictions as to their use. This provision does not apply to blocked foreign balances acquired by the Fund in accordance with the provisions of V-8, above. 3. To cooperate effectively with other member countries when such countries, with the approval of the Fund, adopt or continue controls for the purpose of regulating international movements of capital. Cooperation shall include, upon recommendation by the Fund, measures that can appropriately be taken, such as: Not to accept or permit acquisition of deposits, securities, or investments by nationals of any member country imposing restrictions on the export of capital except with the permission of the Government of that country and the Fund; To make available to the Fund or to the Government of any member country such information as the Fund considers necessary on property in the form of deposits, securities and investments of the nationals of the member country imposing the restrictions. Not to enter upon any new bilateral foreign exchange 4. clearing arrangements, nor engage in multiple currency practices, which in the judgment of the Fund would retard the growth of world trade or the international flow of productive capital. 5. To give consideration to the views of the Fund on any existing or proposed monetary or economic policy, the effect of which would be to bring about sooner or later a serious disequilibrium in the balance of payments of other countries.

- 17 -6. To furnish the Fund with all information it needs for its operations and to furnish such reports as the Fund may require in the form and at the times requested by the Fund. To adopt appropriate legislation or decrees to carry out its undertakings to the Fund. 7.