The guerrilla war in Greece, with its accompanying border violations and disturbances along the northern frontier, is a problem which has been before the United Nations since 1946. Originally, this question was brought before the Security Council by the Government of Greece, but, owing to a Soviet veto, the Council reached no decision, and the item was removed from the Council's agenda on September 15, 1947. At the request of the United States the problem was then placed on the agenda of the Second Regular Session of the General Assembly in 1947. At that session the General Assembly established the United Nations Special Committee on the Balkans (UNSCOB) to assist Greece, on the one hand, and Albania, Bulgaria and Yugoslavia, on the other, to achieve a peaceful solution of their disputes. This Commission was composed of representatives of Australia, Brazil, China, France, Mexico, the Netherlands, Pakistan, the United Kingdom and the United States. Seats have always been held open for Poland and the Soviet Union, but these states, as well as the other members of the Soviet bloc, have consistently failed to recognize the legality of UNSCOB or to participate in its work. The Special Committee was instructed to observe relations between Greece and her northern neighbours and to make recommendations for the establishment of frontier conventions between them and for the settlement of refugee and minority problems. Observation teams were to proceed to Greek frontier areas to investigate complaints received from the Governments of Greece, Albania, Bulgaria and Yugoslavia.

At its 1948 session, the Assembly decided to continue UNSCOB for another year. At the same time Albania, Bulgaria and Yugoslavia were called upon to stop assisting the Greek guerrillas. The Assembly also passed resolutions in 1948 calling for the resumption of normal diplomatic relations between Albania and Bulgaria, on the one hand, and Greece, on the other; and recommending the repatriation through the national and international Red Cross organizations of Greek children who had been removed from Greece because of the civil war.

During its 1948 session the Assembly made another approach to the problem by setting up a Conciliation Committee consisting of the President of the Assembly (Dr. Evatt), the Chairman and Rapporteur of the Political Committee, and the Secretary-General. This body held many meetings in Paris during the Assembly and later in New York with a view to bringing about a peaceful settlement among the four governments. On May 19, 1949, however, the Chairman, Dr. Evatt, announced that, while considerable progress towards full accord had been made, no agreement had been reached on one point of substance which had led to a deadlock between the four governments. This was Greece's determination not to accede to Albania's demand that Greece should formally recognize the existing boundaries between the two states as being final and definitive. (Greece had refused to recognize this boundary as final because such a concession would have involved the renunciation of her claim to Northern Epirus.)

UNSCOB continued its work in Greece throughout 1949, and in August submitted its report to the General Assembly. It stated that Albania, Bulgaria, and Yugoslavia had refused to cooperate with the United Nations Commission, whereas Greece, on the other hand, had cooperated with it. Certain states such as Roumania, Bulgaria and, in particular, Albania, had