

the parties have and are carrying out the directions under Article 21, and the bulk of the exchanges have been completed, though the time schedule has not been maintained mainly due to administrative difficulties.

121. The two parties in the Joint Commission have on occasions been unable to arrive at mutually satisfactory arrangements to execute the Arrangements to execute the Agreement. On such occasions, the International Commission has been approached for intervention. The International Commission has consistently appealed to the parties to approach problems arising out of the Agreement in a practical spirit and not in a narrow formalistic manner. The Commission feels that a practical approach would be in the long run the most effective way of ensuring that the provisions of the Agreement are properly carried out and it is only in this spirit that the two parties can jointly fulfil the obligations which they have accepted at Geneva.

122. It is obvious from the review that there is room for improvement in the implementation by both parties of the Articles of the Agreement dealing with democratic freedoms-- Chapters V and VII of the Report. The Commission realises that in a climate of suspicion and fear engendered by eight years of strife and with administrative difficulties of some magnitude which the parties have had to face, effective implementation of the provisions of the Agreement dealing with democratic freedom is bound to be a difficult matter, but the Commission feels that, while difficulties exist, both sides have been sadly lacking in a sense of purpose and urgency in dealing with these matters.

123. The failure of the French High Command to ensure that effective and civil military administration was established in areas taken over by them in Central and South Viet-Nam and the practical denial of democratic freedoms involved in the number of incidents resulting in injury to life and property of the civil population which have occurred and still continue to occur show that not enough has been accomplished as yet to establish a stable administration which alone can guarantee effectively the exercise of democratic freedoms under Article 14(c).

124. Similarly, the High Command of the People's Army of Viet-Nam, while they did cooperate with the Commission and took measures to secure freedom of movement, in the case of about 8,000 PHAT DIEM refugees, have so far done little to develop adequate administrative arrangements, with the result that complaints continue to pour in. Restrictions on internal movements from province to province and a cumbersome system of permits can hardly assist in the effective exercise of the right of freedom of movement under Article 14(d).