One of the tasks to be undertaken by the Washington unit is that of assisting the medical services of U.N.R.R.A. in the preparation of manuals on the health organisation and health situation of the various countries of Europe. For the compilation of these handbooks, which are intended for the use of the staff that will be sent to Europe by U.N.R.R.A. for its relief and reconstruction work, the Washington office of the Health Section has at its disposal a comprehensive collection of documentary material sent from Geneva.

In regard to manuals for the use of the staff of the relief organisations, mention should be made of the *Polyglot Glossary of Communicable Diseases* compiled by the staff of the Epidemiological Intelligence Service at the request of the Joint Relief Committee of the International Red Cross. The 350 pages of this *Glossary* contain the names of the various infectious diseases in twenty-five European languages. The index, of more than 70 pages, gives for some 6,000 names of diseases the number corresponding to each in the 1938 issue of the *International List of Diseases and Causes of Death*. This number makes it easy to find, in any one of the twenty-five languages of the *Glossary*, the equivalents of the terms the translation of which is desired.

(c) Health Information and Documentation.

The part played by the publications of the Health Section, and by the staff of that Section, in providing information for health authorities and relief organisations on questions relating to epidemics will be clear from what has already been said above. In point of fact, the information furnished is not confined to this one aspect of the health situation but has covered also other health problems and, in particular, that of nutrition. The collection, analysis and study of statistical and clinical data concerning nutrition in Europe and the communication of the results of those studies to the administrations concerned have constituted one of the fundamental tasks discharged by the Health Section, both in Geneva and at Washington. These studies on the influence of under-nutrition on health form a supplement and a corollary to the studies carried out by the
League of Nations Economic Intelligence Service both in Geneva and at Princeton regarding rationing and consumption.

The work of the Section as an information centre has not been confined to questions concerning contagious diseases and nutrition. During the year, it has replied to requests for documentary material, information and advice on some thirty subjects relating to public health. Of the 77 requests that were met, coming from fourteen different countries, 22 were received from international relief organisations, 13 from national authorities (Governments or their representatives, Ministries of Health, etc.), 18 from institutions for scientific research, 15 from national Red Cross organisations or other national relief organs, and 9 from other sources.

In order to facilitate the use by health administrations and research workers of the documentary material assembled during the past twenty-three years by the Health Organisation and its experts, a technical bibliography of that material has been prepared and will constitute a special number of the Bulletin of the Health Organisation—viz., Vol. XI, No. 1. This compilation comprises no less than 3,000 titles of studies and reports covering the various branches of public health.

2. CONTROL OF THE DRUG TRAFFIC

An account of the situation in regard to international collaboration in the field of narcotic drugs was given in the Report for 1942-1943 and included work connected with preparations for the post-war period. During the year under review, the work of the International Drug Administration, which forms the machinery instituted by the League of Nations and the drug conventions, has continued, on the whole, on the same lines. There have, however, been some important developments which should be mentioned here.

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(a) Abolition of Opium-smoking.

In the previous report, it was said, in connection with the preparations for the post-war period, "that the possibility of complete and immediate prohibition of opium-smoking everywhere should be studied with a view to full and final effect being given to the provisions of the Hague Convention, although prohibition could not be expected, of itself, to bring about the desired results unless it is combined with a limitation of raw-opium production". On November 10th, 1943, the Governments of the United Kingdom of Great Britain and Northern Ireland and the Netherlands announced publicly that they had decided to prohibit completely opium-smoking and abolish the Government Opium-smoking Monopolies in their Far-Eastern Territories now under Japanese occupation, on their re-occupation. These declarations have been received with the greatest satisfaction both by Governments and public opinion and mark a great step forward. With the abolition of opium-smoking in the British and Netherlands Far-Eastern territories, there are definite possibilities of the final solution of the problem of opium-smoking everywhere in the Far East. Thus, the time is now in sight when full effect will be given to Article 6 of the Hague Convention, which reads as follows:

"The Contracting Powers shall take measures for the gradual and effective suppression of the manufacture of, internal trade in, and use of, prepared opium, with due regard to the varying circumstances of each country concerned, unless regulations on the subject are already in existence."

The declarations by the two Governments are quoted below:

Declaration by the Government of the United Kingdom:

"By the Hague Convention, 1912, His Majesty's Government undertook to take measures for the gradual and effective suppression of opium-smoking. The Geneva Agreement, 1925, contained provisions supplementary to and designed to facilitate the execution of the obligations assumed under the Hague Convention and in particular provided that the importation, sale and distribution of opium and the making of prepared opium for sale shall be a monopoly of the Government. Under the system of Government monopoly, supplies of prepared opium were restricted to habitual smokers and as a result of the administrative measures and the general improvement
brought about in social conditions during the twenty years preceding the Japanese aggression much progress has been made towards the suppression of opium-smoking.

"His Majesty's Government in the United Kingdom have now decided to adopt the policy of total prohibition of opium-smoking in the British and British-protected territories in the Far East which are now in enemy occupation and, in accordance with this policy, the prepared-opium monopolies formerly in operation in these territories will not be re-established on their re-occupation. The success of the enforcement of prohibition will depend on the steps taken to limit and control the production of opium in other countries. His Majesty's Government will consult with the Governments of other countries concerned with a view to securing their effective co-operation in the solution of this problem."

Declaration by the Government of the Netherlands.

"The Royal Netherlands Government, having considered its attitude with regard to the opium-smoking habit in certain parts of the Netherlands Indies after the liberation of these parts from enemy occupation, has decided to take all necessary measures to ensure the discontinuance of that habit and the complete suppression of the use of opium for smoking in the whole area of the Netherlands Indies. These measures will include the abolition of the Opium Monopoly.

"This decision is based on the following considerations.

"In certain parts of the Netherlands Indies, smoking of opium was still authorised, in conformity with the rules laid down in the Agreement signed at Geneva on February 11th, 1925, the object of which was to bring about the gradual and effective suppression of the manufacture of, the internal trade in, and the use of prepared opium as provided for in Chapter II of the International Opium Convention concluded at The Hague on January 23rd, 1912. As a State signatory of the Protocol annexed to the Agreement of February 11th, 1925, the Netherlands undertook to strengthen the measures already taken in accordance with Article 6 of the Hague Opium Convention of 1912, and to take any further measures which might be necessary in order to reduce consumption of prepared opium in the territories under their authority, so that such use might be completely suppressed within a period of not more than fifteen years from the date on which a Commission to be appointed by the Council of the League of Nations would decide that the poppy-growing countries had ensured the effective execution of the necessary measures to prevent the exportation of raw opium from their territories from constituting a serious obstacle to the reduction of consumption in the countries where the use of prepared opium was still temporarily authorised."
"For many years past the Netherlands Indies Opium Monopoly has endeavoured to restrict the use of opium as much as possible in order to pave the way for total prohibition, as the ultimate aim of the Netherlands Government's opium policy. Encouraging results had been reached and the total consumption was steadily decreasing.

"When the Netherlands Indies have been liberated from enemy occupation, an entirely new situation will arise. The Royal Netherlands Government realises that, if total prohibition is to have the desired effect of stopping the habit of opium-smoking, international co-operation is indispensable. It feels fully confident that such co-operation will not be lacking. It does not doubt that all Governments concerned will appreciate its decision and collaborate fully in order to eliminate the conditions which constitute serious obstacles to the effective enforcement of total prohibition. At the outbreak of the war, preparations for an international convention for the limitation of the production of raw opium had advanced to a considerable extent; these preparations are now being continued by the Opium Section of the League of Nations Secretariat within such limits as present circumstances permit. The Netherlands Government trusts that, when normal communications are restored, effective measures on an international basis will ensure that the exportation of raw opium from the poppy-growing countries will not impede the complete suppression of the use of opium for smoking and that every effort will be made to prevent illicit opium from finding its way into the Netherlands Indies.

"In cases where the health of addicts would be endangered by sudden abstention from the use of prepared opium, the Netherlands Government is prepared to take the measures necessary to their recuperation—namely, by giving these addicts the opportunity of following a course of treatment with a view to weaning them from the opium habit."

Clear expression of the satisfaction felt at these declarations was given, inter alia, by the Governments of China and the United States of America. On November 24th, 1943, Dr. C. K. Wu, political Vice-Minister for Foreign Affairs of China, made the following statement at a Press conference at Chungking:

"The Chinese Government has noted with great satisfaction the statement of the British and the Netherlands Governments of November 10th announcing their decision that opium-smoking will be prohibited and opium monopolies will not be re-established in their territories to be freed from Japanese occupation. This announcement is most welcome, for it has been the constant policy of the Chinese Government to seek the eradication of the
abuse of opium, its derivatives and other dangerous drugs. A two-
year programme for the suppression of the illegal use of manu-
factured drugs and a six-year programme for the suppression
of opium-smoking have been strictly carried out in free China
since 1934, in spite of the Sino-Japanese war. Since 1940, opium-
smoking and poppy cultivation are absolutely prohibited in this
country and it is the firm intention of the Chinese Government to
enforce this prohibition also in all the areas which will be libe-
rated from the Japanese occupation and in which our enemy
has been deliberately spreading the use of narcotics in order
to weaken our resistance and demoralise our people.

"The Chinese Government has equally been concerned about
the problem of opium-smoking in the Far-Eastern territories
of certain Powers, where most of the victims were Chinese.
Although opium smokers in China were severely punished,
Chinese nationals who lived in those territories were allowed
freely to indulge in this vice. Moreover, the fact that opium-
smoking was legally allowed to exist impaired the success of
the policy of total prohibition of which China and the United
States were the principal advocates, and was inconsistent with
the letter and spirit of the Hague Convention of 1912. The
recent decision of the British and Netherlands Governments,
therefore, has filled a gap in the anti-opium front and augurs
well for the future co-operation of all the United Nations in
their common struggle against the scourge of drug addiction.

"With regard to the question of limitation and control of
opium production mentioned in the statements made by the
British and the Netherlands Governments, it goes without
saying that China strongly favours such limitation and control,
as testified by the fact that China has already prohibited the
cultivation of poppy since 1940. In view of the recent decision
of the British and the Netherlands Governments, a satisfactory
solution of the opium problem has surely been brought much
nearer than before."

The Acting Secretary of State of the United States released
on November 10th, 1943, at Washington, the following state-
ment:

"I have noted with satisfaction the decision announced
to-day by the British and Netherlands Governments to prohibit
the use of opium for smoking and to abolish opium monopolies
in their territories when those territories are freed from Japa-
nese occupation.

"For many years it has been the policy of the United States
Government, domestically and internationally, in co-operation
with other Governments, to seek the eradication of the abuse of
opium and its derivatives. To this end it initiated the move-
ment resulting in the calling of the International Opium Com-
mission at Shanghai in 1909. It participated in the Conference called at The Hague which resulted in the Hague Opium Convention of 1912. Article 6 of that Convention provided for the gradual suppression of the manufacture, the internal traffic in and the use of prepared opium. Subsequently, each of the Governments, parties to the Hague Opium Convention, having possessions in the Far East enacted legislation which it deemed to be appropriate for the fulfilment of this article. The United States Government met its obligations under the Hague Convention through legislation which effectively prohibited the manufacture, importation, or sale of smoking-opium both at home and in its possessions.

"In view of the measures which have been taken during the last twenty years to combat the abuse of narcotic drugs, among which was the coming into force of the Narcotics Limitation Convention of 1931, this Government feels that the problem of smoking-opium should now be susceptible of solution.

"With reference to the question of limitation and control of production, mentioned in the statements made by the British and Netherlands Governments, the United States Government has for many years taken every opportunity to urge that only by limiting the cultivation of the poppy for the production of opium and other narcotic drugs can clandestine manufacture be stopped and the illicit traffic be effectively combated. This Government will therefore be glad to continue its co-operation in international efforts to bring about a solution of this problem.

"On September 21st, 1943, the United States Government addressed aide-mémoire to the British, Netherlands and other interested Governments in regard to the suppression of the non-medical use of narcotic drugs in areas in the Far East now occupied by the Japanese forces, when such areas are reoccupied by the armed forces of the United Nations. It is a source of deep gratification that the action taken by the British and Netherlands Governments is so closely in accord with the policy of the United States Government in this regard."

The French Committee of National Liberation at Algiers (now the Provisional Government of the French Republic) has contemplated abolishing opium-smoking and the Government Opium Monopoly in the Union of Indo-China after the liberation of this territory from Japanese occupation. It is hoped that the Government of Portugal will, in the near future, announce its decision to abolish opium-smoking in Portuguese Macao. Authorised opium-smoking and Government Opium Monopolies also exist in Thailand and in two Japanese territories—namely, Formosa and Kwantung Leased Territory. The question of the abolition
of opium-smoking there will no doubt find its solution in connection with the settlements which will follow the end of the present world war. With the disappearance of the Government Opium Monopolies, the revenue obtained by Governments from the sale of prepared opium will also disappear.

In order to make abolition of opium-smoking a success, some special measures will have to be taken by the Governments concerned and by international action. The Netherlands Government, in its declaration, drew attention to the question of treatment of opium-smokers. An effective policy in regard to the curing of smokers should be adopted and put into operation. This involves both the development of satisfactory methods for weaning smokers from the habit and the provision of hospital facilities and medical attention. In view of the large number of authorised smokers which exist in some of the territories concerned, the question of curing the smokers of their habit presents a problem which can be solved only by decisive action according to carefully made plans. It will further be necessary to take effective steps to prevent smokers from turning from licit to illicit supplies. The solution of this problem is to be found in an intensified campaign against the illicit traffic, the success of which requires not only a strengthening of the personnel and funds of the preventive services but also close co-operation between the preventive services in all countries and particularly those in countries in Asia as a whole. Of paramount importance for the successful suppression of opium-smoking is, however, as pointed out by the Governments of the United Kingdom and the Netherlands, the taking of steps to limit and control the production of raw opium in other countries. The Governments of China and the United States, in the official statements quoted above, have both reiterated their interest in this question and their willingness to continue their co-operation in international efforts to bring about a solution of this problem.

(b) Limitation and Control of Raw-opium Production and of Other Raw Materials for the Extraction of Opium Alkaloids.

In view of the good prospects of the abolition of opium-smoking everywhere after the war, the problem of the limitation and control of the production of raw opium has acquired added
importance and urgency. As the two Governments concerned have pointed out, the success of the enforcement of prohibition will depend on steps taken to limit raw-opium production.

As long as opium is produced in quantities in excess of legitimate needs\(^1\), the surplus will always find its way into the illicit traffic, particularly in countries where large numbers of opium-smokers suddenly find themselves deprived of opium from legal sources. Apart from this, the suppression of opium-smoking will materially decrease the legitimate demands for raw opium and thus increase the excess available for the illicit traffic. The Opium-smoking Monopolies in all Far-Eastern countries and territories used on an average during the years 1935 to 1939 about 360 tons of raw opium per year for the manufacture of prepared opium\(^2\). This important market for raw opium will disappear with the abolition of opium-smoking. The quantities of raw opium required for the world’s medical and scientific needs during the years immediately preceding the present war may be estimated, in round figures, at 400 tons per annum. World production of raw opium, so far as it was reported to the League, amounted, in 1939, to a minimum of 1,200 tons and this figure does not include production in India, from which country no raw opium was then exported, or any quantities which may have been produced clandestinely on Chinese territory. The production in India, which is mostly used for internal consumption, was, in 1939, about 240 tons.

Parallel with this development, there are two other factors which tend to decrease the demand for raw opium for medical and scientific purposes. First, the method of extracting morphine direct from poppy straw seems to be gaining more and more ground. In 1943, one country alone manufactured more than 3,300 kilograms of morphine from raw morphine extracted from straw. Before the war, morphine was manufactured on a commercial scale from poppy straw in Germany, Poland and Hungary.

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\(^1\) The term "legitimate needs" is used here in preference to "medical and scientific needs" because the eating of opium remains authorised in certain parts of Asia. There is also authorised non-medical consumption of opium in Iran.

\(^2\) This quantity includes only the quantities used for licit manufacture and does not take into account such quantities as may have been illegally used in China and other countries and territories in the Far East for conversion into prepared opium for smoking.
Argentine and Australia have since the war begun developing the use of straw for the extraction of morphine and there are indications that the same development is taking place in France, the Netherlands, and Czechoslovakia (Slovakia). The amount of poppy straw which could be made available for the extraction of morphine cannot be stated because statistical information is lacking, but such figures as exist justify the supposition that in Europe alone poppy straw could be made available in sufficient quantities to extract enough morphine to meet the normal medical and scientific requirements of almost the whole world. It should be noted that continued supplies of poppy straw are not dependent on the cultivation of the opium poppy for the production of raw opium. The poppy is grown extensively for the production of seed in many European countries which have either never produced opium at all or have done so only in insignificant quantities. The second factor to be taken into account is the development of synthetic drugs which, on present knowledge, appear to be effective substitutes for morphine although not free from liability to induce addiction. Their use has been favoured by the increased need for narcotic drugs in wartime and by the necessity for conserving the supplies of morphine on account of the difficulty of obtaining raw opium during the war. The problem of synthetic drugs will be further dealt with below.

There is no reason to believe that the development of the method of extracting alkaloids from poppy straw and of the manufacture of synthetic substitutes for morphine will not continue after the war. National industries have been built up based on domestic raw materials.

The conclusion that legitimate demands for raw opium are rapidly diminishing and that the raw-opium market will face a serious crisis after the war is inevitable.

This reduction in demand can by no means be compensated by an increase in the medical use of opium alkaloids. Medical requirements will no doubt increase, but this is a slow development resulting from better medical and social care of the peoples. In this situation, the opium-producing countries have themselves the greatest interest in an international regulation of opium production. They do not want to be in the position of producing opium which is supplied to the illicit traffic. It would be no
exaggeration to state that in the near future the legitimate demand for opium will decrease to such an extent that the quantity which is needed will be so small that, if divided between several producing countries, opium production will not be worth while to them.

If opium is produced in quantities in excess of the world's legitimate requirements, the surplus will sooner or later, and in spite of all efforts by Governments to control it, find its way into the illicit traffic and will serve to maintain or even extend drug addiction. Conditions prevailing in many parts of the world are such as to make this a very real danger. Countless war-weary, tortured, under-nourished and, in general, suffering human beings constitute a formidable potential market for the illicit traffic.

All possible steps to prevent or stop such a development must be taken and, to this end, it is essential not only to maintain and, where necessary, re-establish domestic drug control and international co-operation in this field, but also to hasten the successful conclusion of an international convention for the limitation and control of raw-opium production and the control of other raw materials from which opium alkaloids may be extracted (poppy straw).

It will be remembered that, in 1939, the League circulated to Governments for their observations a draft prepared by the Opium Advisory Committee of the principal articles to be embodied in such a convention. No solution had then been found for three important aspects of the limitation scheme incorporated in this draft, namely: the questions (1) whether allocation of production of raw opium for export purposes should be made under a quota or a free order system, (2) whether the production of poppy straw as a raw material for extraction of morphine should be limited and by what methods it should be controlled, and (3) by what means a regulation of raw-opium prices could be ensured in connection with the future convention.

In order to make possible further advance in the preparation of the convention, the Advisory Committee on Traffic in Opium and Other Dangerous Drugs should meet as soon as convenient to consider the appropriate solutions for the above-mentioned three problems and, in general, to review the whole limitation scheme in the light of events since 1939. In the meantime,
the Secretariat continues its preparatory work on the draft convention in accordance with the instructions given to it by the Advisory Committee at its last session (May 1940). The Secretariat can naturally make suggestions for the solution of the outstanding problems, but no real progress can be made until the Advisory Committee—on which most of the Governments materially concerned are represented—has had an opportunity of meeting and agreeing on the solutions to be put before Governments and, later, before an international conference.

The importance attached to this problem is strongly emphasised by the resolution adopted by the Congress of the United States of America on June 22nd, 1944, requesting the President to approach the Governments of all opium-producing countries, urging them to take immediate steps to limit and control the growth of the opium poppy and the production of opium and its derivatives to the amount actually required for strictly medicinal and scientific purposes.

(c) Re-establishment of Control in Certain Countries in Europe and Asia.

One of the effects of the war has been to create a vacuum in the field of international co-operation concerning narcotic drugs. The vacuum affects a large number of countries. No information required by the international drug conventions has been forthcoming since 1939 or earlier from the Axis group of countries and from a number of countries and territories still or until recently under their domination or occupation. These countries and territories are: Germany, Italy, Japan and her territories, Bulgaria, Roumania, Thailand, Poland, Czechoslovakia, Estonia, Latvia, Lithuania, Yugoslavia, Greece, Luxemburg, Burma, British Malaya, Netherlands Indies, Hongkong, and French Indo-China. Among these countries and territories are both producers of raw materials and large manufacturers. They include also many of the territories in the Far East in which opium-smoking was authorised. There is an almost total absence of knowledge of what has taken place in regard to narcotic drugs in these vast areas during the last five years and it is obviously a matter of urgency that
they should, as soon as circumstances permit, again be brought within the orbit of international co-operation.

There is, however, another important aspect of the situation in these countries and territories. At the moment of the cessation of hostilities—and, before then, when they are liberated or occupied by other Powers—a very dangerous situation may arise unless proper measures are taken in time. The former military and civil administrations may collapse or cease to function. This is the moment traffickers have been waiting for in order to resume their lucrative business which has been seriously "hampered" by the war. If they succeed in laying their hands on available supplies, they will find any number of customers among the people who, as already mentioned, have, for several years, lived under physical and psychological conditions which will make many of them an easy prey to the temptation to seek the artificial escape from worries and sufferings that is offered by narcotic drugs and other stimulants. The responsibility for the situation which may arise, and which will arise unless effective measures are taken to re-establish domestic control at the earliest possible moment, will naturally have to be assumed by those who, as a result of military action, come into control of these countries and territories. During the last twelve months, the competent services of the Secretariat have directed their full attention to this problem and have used their best endeavours to point out to Governments the danger of the situation which is threatening. One Government—that of the United States of America—has itself approached the Acting Secretary-General on the subject and asked for his co-operation and this has been readily given. It is a matter for satisfaction to be able to report that the Governments concerned are alive to the seriousness of the problem. Effective measures are already being taken for the purpose of preventing the situation getting out of hand and for re-establishing, at the earliest possible moment, a satisfactory system of control. To facilitate the task of Governments, the Secretariat has undertaken studies of the drug situation and of the control systems in force in the various countries and territories in Europe and Asia where this problem arises. The studies are, as and when completed, put at the disposal of the authorities concerned. The competent officials of the Secretariat have received instruc-
tions to give any assistance or information which may required in this connection.

The armed forces, the civil administrations of liberated and occupied countries and the relief organisations will all carry with them narcotic drugs for their own use or for the use of the civilian populations. Careful supervision over these supplies and their use is called for in order to prevent them from escaping into the illicit traffic or from being employed improperly or in excess of medical requirements. In this connection it should be mentioned that the United Nations Relief and Rehabilitation Administration, which will, in its relief work, handle narcotic drugs, has approached the Secretariat for assistance and information and that a ready response has been given.

(d) New Developments in regard to Production and Manufacture.

In the report for 1942-1943, attention was drawn to the development of new production of raw materials and new manufacture on account of the difficulties and delays many countries have experienced in obtaining in war-time the supplies of drugs needed for medical use. These difficulties are due not only to interruption of international communications but also to a real scarcity of both raw materials and manufactured drugs. This development has continued and extended in two different directions, which have already been touched upon above. Such information as comes from European countries in the theatre of war indicates that some new countries have begun the extraction of morphine from poppy straw. There are countries in other parts of the world also which have, during the war, initiated the manufacture of morphine from straw. This involves not only new manufacturing industries, at least in some countries, but also new or extended cultivation of the poppy.

In addition, a synthetic substitute for morphine is finding somewhat extensive use. The drug is known in Continental Europe under the name "Dolantin", in the United Kingdom as "Pethidine", in the United States as "Demerol", and in Latin America as "Dolantina". It was first put on the market some time before the outbreak of war in Europe by a German
manufacturer and is now also manufactured in the United Kingdom and the United States. It has been mentioned above that, according to present knowledge of the effects of the drug, it appears to be a useful substitute for morphine but also that it is habit-forming—that is to say, dangerous. A number of countries have already taken steps to apply to the drug the control provisions of the narcotic drug legislation; other countries are taking such steps or are adopting other appropriate measures. The procedure for bringing the drug within the scope of the Geneva Convention of 1925 in virtue of its Article 10 has been initiated and a recommendation to all parties to the Convention to agree to apply its provisions to the synthetic drug may soon be expected.

(e) Possibility of a Meeting of the Advisory Committee on Traffic in Opium and Other Dangerous Drugs.

On account of the international situation it has not been found possible to call a meeting of the Advisory Committee during 1944. The Committee held its last session, the twenty-fifth, in May 1940. After consultations with a number of Governments, members of the Committee, it was found that they were, in general, convinced of the necessity for calling a meeting but thought that this should not be done earlier than in 1945. It would certainly be useful that the Committee, which has the task of supervising the application of the conventions and agreements and of proposing the future world policy as regards drug control, should meet as soon as possible after an interval now extending to five years, during which a new situation has developed in several respects. The Committee may be described as the general staff for the campaign against the drug evil. It follows from what has been said above that the most important tasks of the Committee should now be to review the situation as it is after more than five years of war, to discuss measures for re-establishing control in countries and territories where it may have broken down as a result of war, to continue its preparatory work for the limitation of raw-opium production, to discuss the question of the suppression of opium-smoking everywhere in the Far East and, in general, to prepare for the full resumption after the war of international
co-operation in this field. The main task of the Committee is the campaign against illicit traffic and addiction and all the problems now mentioned form part of this main task. There are other important aspects of the drug question which require the Committee's attention, but only those mentioned above, which seem to be the most urgent, could conveniently be dealt with at a session convened in present circumstances.

(f) Ratifications and Accessions to Conventions.

Since the outbreak of war in Europe in 1939 there have been a number of ratifications and accessions to the International Drug Conventions, namely:

The Hague Convention of 1912:
Paraguay, Afghanistan, Sa'udi Arabia and Egypt.
Number of parties in March 1945: 63

The Geneva Convention of 1925:
Paraguay.
Number of parties in March 1945: 54

The Limitation Convention of 1931:
Paraguay.
Number of parties in March 1945: 63

The 1936 Convention for the Suppression of the Illicit Traffic:
France, Colombia, Egypt.
Number of parties in March 1945: 13

There are only two countries in the world which are not parties to any of the four International Drug Conventions—namely, Argentine and Ethiopia.

(g) Future Organisation of International Drug Control.

The Secretariat has made studies of the place of international drug control in the world organisation. The principal result is that experience of the operation of the international drug
administration points to the desirability, not to say the necessity, of maintaining drug control as a separate unit with its own special organs within the world Organisation. International drug control has developed into a very technical subject, the successful handling of which requires expert knowledge and experience. Drug control is not even mainly a medical or health question. Based as it is on conventions and agreements, drug control is, in the first place, a Government business involving legislation, administration, public health, social welfare, justice and police. It furthermore extends over and affects a large range of human activities — for instance, agriculture, international trade, industry, commerce, distribution and medical practice. It has its own exclusive international law — the conventions and agreements — and would no doubt suffer both in progress and effectiveness if it were not, in the world Organisation, retained as a special organisation. The studies in this connection may also lead to certain proposals for a simplification of the international procedure, which some Governments feel is called for and which would facilitate the task of the national authorities in the application of the conventions in their international aspects.

(h) Administrative Arrangements.

The headquarters of the international drug administration have throughout the war remained in Geneva at the seat of the League. Branch offices of the secretariats of the Supervisory Body and the Permanent Central Board have from February 1941 functioned at Washington, D.C. From November 1943, the Chief of the Drug Control Service has been on mission in London, in order to be in close contact with the competent authorities of a number of Members of the League, particularly in regard to the re-establishment of control in various countries and territories and in regard to plans and preparations for the resumption of the full activities of the Advisory Committee on Traffic in Opium and Other Dangerous Drugs. He has also had the advantage of personal contact in London with the Chairmen of the Advisory Committee, the Supervisory Body and the Permanent Central Board.
Supervisory Body.

The function of the Supervisory Body is to examine and to publish in a collective statement the drug requirements for every country and territory in the ensuing year. It performs this task on the basis of estimates furnished by Governments. If a country, party or non-party to the Convention, does not furnish its estimates, the Supervisory Body is required by the Convention to frame estimates for that country, as far as possible; these estimates have legally the same binding force as estimates furnished by the Governments themselves.

The estimates are assembled in an "Annual Statement of Estimated World Requirements of Dangerous Drugs". This annual statement is the basis on which the whole machinery of international control of the manufacture of and the trade in dangerous drugs now rests. It indicates the limits within which States parties to the Convention are under an obligation to restrict their manufacture, exports, and imports of drugs during the year to which the statement refers. A comparison between the estimates and the statistics subsequently furnished by Governments of the amounts actually manufactured, imported and exported makes possible an effective control of manufacture and trade.

The Supervisory Body has been able, during the last five years, to carry out its duties, thanks to the collaboration and support of the great majority of the countries. The provisions of the 1931 Convention continue to be applied and, as is shown below, the number of countries and territories furnishing their estimates increased in 1943.

I. Application of the Estimate System in 1943.

At the time when the Supervisory Body's Statement of "Estimated World Requirements of Dangerous Drugs in 1943" was sent to the printers (December 1942), annual estimates for 1943 had been received in respect of 106 countries and territories. Estimates for 12 more countries and territories were received before the end of the year, making a total of 118, or 67% of all countries and territories—177 in number—of the world. Estimates framed by the Supervisory Body remained in force for 59 countries and territories.
The following table shows the situation at the end of the year 1943:

<table>
<thead>
<tr>
<th>Continent</th>
<th>Estimates furnished by Governments</th>
<th>established by the Supervisory Body</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Countries</td>
<td>Territories</td>
<td>Countries</td>
</tr>
<tr>
<td>Europe</td>
<td>19</td>
<td>2</td>
<td>13</td>
</tr>
<tr>
<td>America (North, Central, South)</td>
<td>23</td>
<td>18</td>
<td>—</td>
</tr>
<tr>
<td>Asia</td>
<td>6</td>
<td>8</td>
<td>2</td>
</tr>
<tr>
<td>Africa</td>
<td>5</td>
<td>29</td>
<td>1</td>
</tr>
<tr>
<td>Oceania</td>
<td>2</td>
<td>6</td>
<td>—</td>
</tr>
<tr>
<td>Total</td>
<td>55</td>
<td>63</td>
<td>16</td>
</tr>
</tbody>
</table>

In addition to the estimates mentioned above, 57 supplementary estimates for 1943 were received and dealt with by the Supervisory Body during the year.

Four Supplements to the Statement for 1943, containing late annual and supplementary estimates, were issued during the year.

The Supplements modified as follows the original world totals for the five principal drugs:

<table>
<thead>
<tr>
<th>Drug</th>
<th>World Totals of the Estimates</th>
<th>Net increase</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>as shown in the Statement for 1943</td>
<td>as modified by supplementary estimates</td>
</tr>
<tr>
<td>Morphine</td>
<td>49,625</td>
<td>56,634</td>
</tr>
<tr>
<td>Diacetylmorphine</td>
<td>814</td>
<td>1,023</td>
</tr>
<tr>
<td>Cocaine</td>
<td>5,188</td>
<td>6,240</td>
</tr>
<tr>
<td>Codeine</td>
<td>35,106</td>
<td>41,984</td>
</tr>
<tr>
<td>Dionine</td>
<td>3,381</td>
<td>4,075</td>
</tr>
</tbody>
</table>
II. Statement of "Estimated World Requirements of Dangerous Drugs in 1944".

For 1944, the position was even a little better than in regard to 1943. 133 annual estimates in respect of 53 countries and 80 territories were received in time to be included in the statement for 1944 and, up to June 15th, 1944, the total number of estimates furnished by Governments themselves reached 138, or 78% of all countries and territories.

The following table shows the situation as it was on June 15th, 1944:

<table>
<thead>
<tr>
<th>Continent</th>
<th>Estimates furnished by Governments</th>
<th>Estimates established by the Supervisory Body</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Countries</td>
<td>Territories</td>
<td>Countries</td>
</tr>
<tr>
<td>Europe .....................</td>
<td>17</td>
<td>2</td>
<td>15</td>
</tr>
<tr>
<td>America (North, Central, South) ...</td>
<td>23</td>
<td>22</td>
<td>—</td>
</tr>
<tr>
<td>Asia ........................</td>
<td>6</td>
<td>10</td>
<td>2</td>
</tr>
<tr>
<td>Africa .....................</td>
<td>6</td>
<td>41</td>
<td>—</td>
</tr>
<tr>
<td>Oceania ...................</td>
<td>2</td>
<td>9</td>
<td>—</td>
</tr>
<tr>
<td>Total  .....................</td>
<td>54</td>
<td>84</td>
<td>17</td>
</tr>
</tbody>
</table>

As was the case with the estimates for 1943, estimates for 1944 were furnished by all sovereign countries in the Western Hemisphere.

The effect of the war on the application of the estimate system can be judged from the following table:
**Abbreviations:**  
C. = countries.  
T. = territories.  
Furnished: Estimates furnished by Governments;  
Framed: Estimates established by the Supervisory Body.

<table>
<thead>
<tr>
<th>Year</th>
<th>EUROPE</th>
<th></th>
<th>AMERICA</th>
<th></th>
<th>ASIA</th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Furnished</td>
<td>Framed</td>
<td>Furnished</td>
<td>Framed</td>
<td>Furnished</td>
<td>Framed</td>
<td>Furnished</td>
</tr>
<tr>
<td>1940</td>
<td>C. T. 29</td>
<td>2</td>
<td>C. T. 30</td>
<td>23</td>
<td>22</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>1941</td>
<td>C. T. 22</td>
<td>2</td>
<td>C. T. 10</td>
<td>21</td>
<td>22</td>
<td>2</td>
<td>0</td>
</tr>
<tr>
<td>1942</td>
<td>C. T. 19</td>
<td>2</td>
<td>C. T. 13</td>
<td>23</td>
<td>16</td>
<td>0</td>
<td>6</td>
</tr>
<tr>
<td>1943</td>
<td>C. T. 19</td>
<td>2</td>
<td>C. T. 13</td>
<td>23</td>
<td>18</td>
<td>0</td>
<td>4</td>
</tr>
<tr>
<td>1944†</td>
<td>C. T. 17</td>
<td>2</td>
<td>C. T. 15</td>
<td>23</td>
<td>22</td>
<td>0</td>
<td>0</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Year</th>
<th>AFRICA</th>
<th></th>
<th>OCEANIA</th>
<th></th>
<th>TOTAL</th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Furnished</td>
<td>Framed</td>
<td>Furnished</td>
<td>Framed</td>
<td>Furnished</td>
<td>Framed</td>
<td>Furnished</td>
</tr>
<tr>
<td>1940</td>
<td>C. T. 5</td>
<td>41</td>
<td>C. T. 1</td>
<td>3</td>
<td>5</td>
<td>67</td>
<td>102</td>
</tr>
<tr>
<td>1941</td>
<td>C. T. 4</td>
<td>38</td>
<td>C. T. 2</td>
<td>6</td>
<td>2</td>
<td>56</td>
<td>98</td>
</tr>
<tr>
<td>1942</td>
<td>C. T. 4</td>
<td>30</td>
<td>C. T. 2</td>
<td>14</td>
<td>2</td>
<td>55</td>
<td>73</td>
</tr>
<tr>
<td>1943</td>
<td>C. T. 5</td>
<td>29</td>
<td>C. T. 1</td>
<td>15</td>
<td>2</td>
<td>55</td>
<td>63</td>
</tr>
<tr>
<td>1944†</td>
<td>C. T. 6</td>
<td>41</td>
<td>C. T. 0</td>
<td>3</td>
<td>2</td>
<td>54</td>
<td>84</td>
</tr>
</tbody>
</table>

**III. Estimates of Requirements in Liberated Europe.**

During the course of the year, application was made to the secretariat of the Supervisory Body by the United Nations Relief and Rehabilitation Administration (U.N.R.R.A.) for

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1 Figures as at June 15th, 1944.
assistance in estimating the amounts of drugs which may be required for relief purposes in the countries of Europe in which the services of U.N.R.R.A. may be called for. At the request of the Director-General of U.N.R.R.A., the secretariat of the Supervisory Body has compiled and furnished to U.N.R.R.A. a memorandum showing separately for each of the seventeen European countries concerned: (a) the actual average peace-time consumption (for the total population and per capita) of morphine, diacetylmorphine, cocaine, codeine, ethylmorphine (dionine) and opium, and (b) the estimated consumption for 1944. It was made clear in the memorandum that the data furnished were not in the nature of estimates of actual needs of the countries concerned during any period following their liberation, but rather elements for calculating and establishing adequate stocks of narcotic drugs to meet the first emergencies in these countries.

Permanent Central Opium Board.

Notwithstanding the difficulties resulting from the present situation, the Permanent Central Board has continued to discharge the task assigned to it by the International Conventions relating to narcotic drugs. Its duties consist in supervising —on the basis of the statistics furnished by Governments—the world trade in narcotic drugs and in ensuring that this trade is carried on within the limits determined by the estimates.

For the first time since the beginning of the war, the Board has been able to hold three sessions within a relatively short lapse of time—viz., from November 25th to December 20th, 1943, from April 27th to May 5th, and from July 24th to 27th, 1944.

At the first of these sessions, the Board reviewed the information furnished by the various countries and noted with satisfaction that the great majority of Governments are continuing to fulfil their obligations under the Conventions. National controls are alive and functioning in a very large majority of the countries of the world.

Out of the 66 metropolitan countries and the 99 colonies, dependencies, etc., which are covered by the Conventions, the Board received, in respect of the year 1942, full or partial
returns from 52 metropolitan and 51 other authorities. The volume of information received was considerably greater than that transmitted in respect of 1941 or any previous war year.

The Board thinks that this remarkable record may be regarded as proof of the soundness of the system of international control instituted by the Conventions and of the recognition by Governments of the necessity, in the national as well as in international interests, for maintaining it.

The Board emphasised particularly the improvement, which it had already noted in its previous report, in regard to the collaboration of the countries of Central and South America. Of the 200 returns due from this area from 20 Governments, no less than 189 were received in respect of the year 1942.

In the conclusion to its report, the Board stressed the importance of re-establishing, at the earliest possible moment, a complete control, on the lines laid down in the International Conventions. Unless this is done, there would be grave danger of a recrudescence of the illicit traffic in drugs and of the spread of addiction.

Large supplies of drugs will be required by the medical relief organisations in the devastated countries and the control and distribution of these drugs will be a matter of first importance. In the cases of countries which have been occupied by the Axis Powers, the restoration of the national administrations to full efficiency may take a considerable time. The Board accordingly suggested that arrangements should be concerted without delay with the military authorities who will in the first instance be in control.

The Board stated that it would gladly place at the disposal of the authorities all the information which it has accumulated as to manufacture, imports and exports and stocks of drugs in all countries.

At its forty-third session, held in the spring of 1944, the Board devoted its consideration to questions that will arise as soon as hostilities come to an end. As, since its previous meeting, there had been further progress in the military operations, the problem had become even more urgent. The Board accordingly formulated in its report a series of recommendations regarding the re-establishment, in the liberated countries, of complete control of narcotic drugs. This question had, moreover,
already received the attention of the military and civil authorities concerned.

The Board emphasised the importance of collaboration between the military authorities and civil officials experienced in the control of drugs.

It takes the view that, in some cases, there will be three stages for which provision may be necessary: (1) the period of military control; (2) the period of re-establishment of national administration, with Allied occupation and supervision; and (3) the initial period of full national control.

In regard to the first stage, the Board suggests, *inter alia*, the following measures:

All stocks of drugs in civilian hands should be notified to an authority designated for the purpose and should be placed under the control of that authority. No importation of drugs, whether by relief organisations or otherwise, for civilian use, should take place except under the licence and control of this authority.

Drugs for civilian requirements should not be supplied except on the prescription of a medical practitioner. Further, relief organisations and wholesale firms should draw up periodical returns of all their transactions and of the stocks which they hold. All factories manufacturing drugs should be under control and no new factory should be established except by special licence.

Imports of raw materials used for the manufacture of drugs—opium, poppy straw, crude morphine, coca leaves, crude cocaine and Indian hemp—should not be allowed except under licence. If any of these raw materials are produced in the country, they too must be under control.

During the second and third stages, the organisation of control should develop naturally out of the measures taken during the military occupation and should lead on to the restoration of the full system of control, both national and international, established under the Conventions of 1925 and 1931.

The Board recalls the fact that the only duty placed upon it by these Conventions is that of supervision exercised by the examination *ex post facto* of statistics and returns furnished by the authorities of the various countries. It neither has the
power, nor is it equipped, to exercise control itself, or to secure information, directly in any given country or area. Only the Powers concerned will, in the first instance, be in a position to ensure an effective control.

The Board points out that there are indications that illicit traffickers are already active. Many sufferers from the war will succumb if the temptation of narcotic drugs is presented to them, and traffickers will be quick to seize the opportunity.

It is therefore of great importance that, through the efforts of the international bodies and of the national authorities exercising control—when these are re-established—the situation should be taken in hand at the earliest possible moment.

At its forty-fourth session, the Board reviewed, inter alia, the measures of control over the trade in and manufacture of narcotic drugs that were under consideration by the competent authorities in liberated countries. It understands that the recommendations which it had made in this connection have received the attention of the military authorities in Western Europe and that decisions have been taken which, in substance, are in accordance with its recommendations and which will be carried into effect as occasion arises. The Board expressed the hope that decisions would be taken for the other theatres of war at an early date.

For the full exercise of the supervisory functions with which it is charged, the Board stated that it is important that it should be informed as to the steps progressively taken in the liberated areas for the establishment of national control.

3. Social Questions

Work relating to social questions has, as far as possible, been continued within the restricted limits mentioned in my previous report, circumstances still being such as to prevent any extension of that work.

Summaries of annual reports for 1941/42 and 1942/43 transmitted by Governments concerning the traffic in women and children were published (documents C.33.M.33.1943.IV and C.65.M.65.1944.IV).

For the same periods, a certain number of States sent reports concerning the circulation of and traffic in obscene publications. These reports were published in documents C.32.M.32.1943.IV and C.64.M.64.1944.IV.

In my report for 1942-1943, I mentioned the expediency of publishing, without further postponement, the last study prepared before the war by the Advisory Committee on Social Questions 1. The members of the Committee whom I was able to consult also thought that the publication of this work might, in present circumstances and with a view to social reconstruction after the war, be useful to Governments and voluntary organisations and to all who are concerned with the problem of prostitution. This study was accordingly published last year. It was prepared with the co-operation of the International Labour Office and of two experts who took part in the work of the Advisory Committee on Social Questions. It deals, inter alia, with the "physical and psychological causes of prostitution and the means of combating them", the "moral protection of young women workers", the "protection of young girls and women against immediate causes of prostitution", and the problem of the "reduction of demand".

Child Welfare.

The Secretariat has published a summary of the reports which Governments have transmitted to it in 1943 and 1944 concerning the measures they have adopted in regard to child welfare (document C.8.M.8.1945.IV).

With reference to the post-war period, the Australian Government transmitted to the Secretariat a series of resolutions adopted in 1943 by the Annual Conference of the Australian Association for Pre-school Child Development 2. The Secretariat communicated these resolutions to the members of the Advisory Committee on Social Questions.

The Australian Association reaffirms the five clauses of the declaration of the rights of the child, known as the "Declar-
tion of Geneva”, which the Assembly of the League of Nations endorsed at its 1924 session:

“\textbf{I.} The child must be given the means requisite for its normal development, both materially and spiritually;

“\textbf{II.} The child that is hungry must be fed; the child that is sick must be nursed; the child that is backward must be helped; the delinquent child must be reclaimed; and the orphan and the waif must be sheltered and succoured;

“\textbf{III.} The child must be the first to receive relief in times of distress;

“\textbf{IV.} The child must be put in a position to earn a livelihood and must be protected against every form of exploitation;

“\textbf{V.} The child must be brought up in the consciousness that its talents must be devoted to the service of its fellowmen.”

With a view to giving effect to these clauses, the Australian Association addresses itself, in particular, to the Child Welfare Committee of the League of Nations. It asks that the Committee should make an attempt to influence the formation of Peace Treaties so that provision can be made for the rehabilitation of blighted child lives. It asks further that the Child Welfare Committee should concern itself with all aspects of pre-school child welfare, including education for peace, the prevention of all abuses of the child mind, the preservation of children in time of famine, and hygiene.

4. INTERNATIONAL ASSISTANCE TO REFUGEES

The complex problems that arise in connection with international assistance to refugees were the subject, in 1943, of thorough study on the part of Governments, and the Anglo-American Conference held in Bermuda early in 1943 gave a new impetus to the work of relief. The annual report submitted by the League of Nations High Commissioner\(^1\) recalls the fact that one of the recommendations adopted by that Conference related to the reorganisation of the Intergovernmental Committee\(^2\). At its meeting held in London on August 4th,

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\(^1\) Document C.23.M.23.1944.XII.

\(^2\) The Intergovernmental Committee was set up at the Evian Conference in 1938, and was composed of the thirty-two States that took part in the Conference.
1943, this Committee adopted several important decisions:

A. The competence of the Committee was enlarged so as to include all those 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 liberties on account of their race, religion or political beliefs.

B. The functions of the Committee were enlarged to cover such measures as may be necessary to preserve, maintain and transport persons coming within its mandate.

C. The most important decision taken by the Committee relates to the financing of the whole of the work on behalf of refugees by the Governments of the United Kingdom and the United States of America jointly, other Governments being invited to contribute on a voluntary basis. This is an innovation of the greatest importance, for, in an undertaking involving the maintenance and transport of large masses of individuals, the fact that the contribution of the Governments, which is not subject to any limit, is to be added to the gifts made by private organisations constitutes the essential guarantee that the decisions adopted will be promptly carried out.

D. Lastly, the membership of the Committee was enlarged as a result of the decision to invite the Governments of the United Nations and of neutral countries that had not previously been members to join the Committee.

Thirty Governments sent delegates to the meeting held by the Committee in August 1944.

It is scarcely necessary to emphasise the far-reaching scope of the task falling upon the Intergovernmental Committee, with which Sir Herbert Emerson co-operates, in the capacity of Honorary Director. Though it is true that other organs have been created during the war for the purpose of giving valuable support to work on behalf of refugees, the chief organ that remains charged with the whole of the problem is the Intergovernmental Committee, with which the High Commissioner was expressly instructed to maintain relations by the Assembly
of 1938. It is, moreover, in virtue of the mandate conferred upon him by that Assembly that the High Commissioner keeps in constant and close touch with the Governments concerned and with competent bodies of an official character such as U.N.R.R.A. and the War Refugee Board, set up by the Government of the United States.

The report published by Sir Herbert Emerson contains essential information and gives useful particulars concerning the contribution made by U.N.R.R.A. and by the War Refugee Board with a view to solving the refugee problem, as it will present itself immediately after the war. The report deals also with the co-operation between the four organisations of a Governmental character concerned with various aspects of the refugee problem—viz., the League of Nations High Commission, the Intergovernmental Committee, U.N.R.R.A. and the War Refugee Board. The High Commissioner points out that, of these four organisations, the three last mentioned, "either by the terms of their constitution or by specific resolutions, have expressly adopted the principle of co-operation with the High Commission", and that active co-operation, in fact, does exist. Thus, on the reorganisation of the Intergovernmental Committee, Sir Herbert Emerson was confirmed in his office of Honorary Director of the Committee and Dr. G. G. Kullmann, Deputy High Commissioner, was invited to join the Committee as Honorary Assistant Director. During his visit to the United States, Sir Herbert Emerson attended a meeting of the Technical Committee of U.N.R.R.A. in his dual capacity—i.e., as League of Nations High Commissioner and as Honorary Director of the London Intergovernmental Committee.

Thus, it seems that adequate measures have been taken to ensure that means of action will not be lacking as was the case in 1920. It is true that the present refugee problem is of much greater magnitude than the one which had to be faced at the end of the first world war. Notwithstanding the assistance furnished both by charitable organisations and by Governments, particularly in Sweden and in Switzerland, the situation of the refugees remains one of great tragedy and

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1 The War Refugee Board was established in Washington early in 1944 for the purpose of furnishing immediate relief to the victims of oppression who were in imminent danger of death in the territories of the so-called Axis countries.
is even growing in horror every day, as is proved, for instance, by the treatment recently inflicted on the Jews in Hungary.

The development of events during the past twelve months has been so rapid that hostilities in Europe may be expected to end in the near future. The efforts that have been made will bring to millions of individuals, and in particular to the refugees, the end of the nightmare in which they are living. In the humanitarian work inaugurated by the League of Nations in 1921, under the impulse of Dr. Nansen, the first League of Nations High Commissioner for Refugees, distinguished persons—amongst others Dr. Max Huber, later President of the International Red Cross Committee—in turn co-operated, during the period between the two wars, as Directors of the Nansen Office. This work has not been interrupted by the second world war. Thanks to this continuity of the efforts made to maintain the system of international assistance to refugees, even in the most difficult circumstances, the League of Nations High Commissioner has been able to place at the disposal of the various States the results of the invaluable experience acquired over a period of more than twenty years.

* * *

In regard to the collaboration of States with the League of Nations High Commissioner for Refugees, it should be noted that the Provisional Government of the French Republic, having cancelled the decisions taken at Vichy in 1941 and 1942, is, since November 1944, applying the Agreement signed in Geneva on June 30th, 1928, concerning the functions of the representatives of the League of Nations High Commissioner for Refugees, and also all the Articles of the Convention of October 28th, 1933, relating to the International Status of Refugees.

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1 See document C.32.M.32.1944.XII.
III. QUESTIONS OF A LEGAL AND ADMINISTRATIVE CHARACTER

I. LEGAL QUESTIONS

(a) Registration and Publication of Treaties.

Difficulties in the way of communications led to great delays in the receipt of despatches. In September 1944, after the liberation of France, an important collection of treaties transmitted by the United Kingdom Government reached the Secretariat.

The publication of the actual texts of the treaties registered, with the English or French translation of treaties the original of which is not in one of these languages, has continued during 1943 and 1944.

Two volumes of the Treaty Series were issued in 1943 (Volumes CCII and CCIII, containing treaties Nos. 4732 to 4783). In 1944, a volume was published in August (Volume CCIV, containing treaties Nos. 4784 to 4822).

Communication of Ratifications and Accessions.

Governments have continued to communicate to the Secretariat ratifications and accessions in respect of treaties concluded under the auspices of the League of Nations, including Labour Conventions. These ratifications and accessions have, in each case, been notified to other Governments.


The Twentieth List was issued on August 28th, 1939.

The Twenty-first List, which differs somewhat from previous Lists, is so presented as to give a general view of the legislative work of the League of Nations since its foundation.
Certain general explanations are given in the Introduction which make clear, in particular, what is to be understood by the term “Agreements and Conventions concluded under the auspices of the League of Nations”.

The publication is divided into two Books, the first of which relates to agreements and conventions concluded under the auspices of the League of Nations, with the exception of Labour Conventions, whilst the second relates to Labour Conventions.

(i) Book I contains two Parts. Part I relates to agreements and conventions in respect of which signatures, ratifications and accessions may be received—i.e., agreements and conventions the situation in regard to which may undergo changes.

This Part itself is divided into two Headings. Heading I comprises a chronological table showing, for each agreement or convention, the number of ratifications, accessions and signatures, and also the changes that have occurred since the appearance of the preceding List. The progress effected may thus be seen at a glance. Reference to this table shows that, notwithstanding unfavourable circumstances, several Governments have given signatures, ratifications and accessions. As a result, in the case of twenty-three agreements and conventions, the number of parties has increased.

On the other hand, in the case of the Optional Clause of Article 36 of the Statute of the Permanent Court of International Justice, which provides for the compulsory jurisdiction of that Court, the number of States bound thereby has fallen from 38 to 31, owing to the fact that some undertakings have not been renewed on the expiration of the period for which they were assumed.

Under the second Heading are given, for each agreement or convention, a list of States which have ratified or acceded, and also lists of States which have signed and of States which may sign.

Part II relates to “Agreements and Conventions in respect of which, in principle, signatures, ratifications and accessions may no longer be received”. This Part, which did not appear in earlier editions, is chiefly of historic interest.

1 The States which have not renewed the undertaking in question are: Albania, Belgium, France, Lithuania, Monaco, Peru, Roumania.
(ii) Book II relates to Labour Conventions.

This Book, also, comprises two Headings. Heading I consists of a chronological table showing the number of accessions obtained for each convention and also the changes that have occurred since the appearance of the preceding List.

This table shows that, since August 1939, twenty-eight ratifications have been deposited in regard to nineteen conventions. During the same period, six Labour Conventions have come into force.

Heading II gives, for each convention, a list of States which have acceded.

(b) General Studies.

General studies have been pursued concerning the League of Nations and the organisations of the League, etc.

One of these studies was published during the second half of 1944. It deals with the "Powers and Duties attributed to the League of Nations by International Treaties".

It is generally realised that the creation of the League filled a gap in international organisation by providing, for the first time, a central institution through which the regulation, by binding international agreements, of any matter of international concern could be initiated, discussed and effected, and the performance of the resulting agreements could be supervised and promoted. For the latter purpose, the League, in its twofold capacity as a political institution and as an organ of international co-operation, has expressly or tacitly undertaken to perform a number of tasks conferred on it by international treaties and agreements in addition to its obligations under the Covenant, the Constitution of the International Labour Organisation, and the Statute of the Permanent Court of International Justice.

With a view to post-war reconstruction, it has accordingly seemed advisable to indicate in a brief publication which of these tasks will or may still have to be performed after the present war if these treaties and agreements are to remain

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1 Document C.3.M.3.1944.V. This document was prepared by a former member and sometime Acting Director of the Legal Section of the Secretariat, Mr. Hugh McKinnon Wood.
effective. The publication does not claim to cover the whole field of international co-operation by treaty under the auspices of the League during a quarter-of-a-century. Its object is strictly limited and practical: it seeks to call attention to the cases in which the disappearance of the League would leave without any organ competent to perform them functions which relate to or form part of the operation of international treaties and agreements.

A distinction has been made between what may be called "secretarial or ministerial" functions which relate to the instrument itself—e.g., its custody, etc., and functions which form part of its operation, since functions of the first kind are essentially the same, whatever be the instrument out of which they arise, whereas those of the latter kind are usually specific to the particular instrument.

2. Mandates

The Secretariat has, so far as possible, continued to keep up to date the documentary material concerning mandated territories transmitted from both official and unofficial sources. It has received official gazettes, the text of legislative measures and reports on various aspects of the administration of these territories. A number of documents sent by mandatory Powers have been communicated to members of the Mandates Commission.

Furthermore, since the question is one which may come up for consideration in the near future, and since the experience gained in this domain over a period of some twenty years may prove useful, the Secretariat has prepared a study in which the principles and functioning of the mandates system and some of the results achieved are examined. This study, which will be published in April 1945, contains the following chapters:

Origin of the mandates system;
The principles of the mandates system;
The control of the mandatory administration by the League of Nations;
The moral, social and material welfare of the natives;
The population of the mandated territories (vital statistics, health statistics, etc.).
3. The League Budget

The total League budget, which includes the budgets of the Secretariat, of the International Labour Organisation and of the Permanent Court of International Justice, amounted in 1939 to 32,234,012 Swiss francs. It fell in the following years, reaching its lowest level, 9,647,462 Swiss francs, in 1942. From that year on it shows a marked upward movement, the figure for 1945 being 14,868,409 Swiss francs, an increase of over 54%, as compared with 1942. (See Table A.)

Considered separately, the various component parts do not show the same movement. Only the International Labour Organisation budget follows closely the movement of the total League budget and in fact the development of the latter is due to the extension of the activities of the International Labour Organisation. Whereas, in 1939, the share of the International Labour Organisation represented only 26.04% of the total League budget, it amounts, in the 1945 budget, to 52.80%, the Secretariat share having fallen from 50.22% in 1939 to 21.03% in 1945 (see Table B).

If absolute figures are considered, the International Labour Organisation budget, which in 1939 amounted to 8,394,243 Swiss francs, and which in 1942 reached its lowest figure of 3,169,302 Swiss francs, amounts to 7,851,519 Swiss francs for 1945, or about only half-a-million Swiss francs less than before the war. The Secretariat budget, on the other hand, still shows a downward movement, amounting in 1945 to 3,126,817 Swiss francs, as compared with 3,446,385 Swiss francs in 1942 and 16,188,063 Swiss francs in 1939. It has been reduced to less than one-fifth of what it was in 1939.

4. The Staff of the Secretariat

During the first years of the war, the staff of the Secretariat was reduced to the extreme limit. During the past two years, the work already undertaken by certain Governments with a view to post-war reconstruction and by organs, such as U.N.R.R.A., created to co-operate in that work has led them to have recourse with increasing frequency to the experience and collaboration of the services of the Secretariat.
<table>
<thead>
<tr>
<th></th>
<th>1939</th>
<th>1940</th>
<th>1941</th>
<th>1942</th>
<th>1943</th>
<th>1944</th>
<th>1945</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Table A.</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>(Swiss francs)</td>
<td></td>
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<td></td>
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<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>2. International Labour Organisation</td>
<td>8,394,243</td>
<td>6,351,600</td>
<td>3,253,000</td>
<td>3,169,302</td>
<td>3,835,026</td>
<td>3,725,534</td>
<td>7,851,517</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>753,161^1</td>
<td></td>
<td></td>
</tr>
<tr>
<td>3. Permanent Court of International Justice</td>
<td>2,839,689</td>
<td>2,383,635</td>
<td>500,000</td>
<td>500,000</td>
<td>456,608</td>
<td>471,465</td>
<td>471,226</td>
</tr>
<tr>
<td>4. Pensions Fund</td>
<td>1,710,118</td>
<td>1,563,476</td>
<td>1,500,000</td>
<td>1,427,059</td>
<td>1,409,272</td>
<td>1,345,436</td>
<td>1,365,550</td>
</tr>
<tr>
<td>5. Other special organisations</td>
<td>3,101,899</td>
<td>380,737</td>
<td>250,476</td>
<td>207,732</td>
<td>219,618</td>
<td>220,365</td>
<td>236,589</td>
</tr>
<tr>
<td>6. Restoration of deficits for previous years</td>
<td>—</td>
<td>—</td>
<td>1,426,933</td>
<td>896,984</td>
<td>1,280,432</td>
<td>1,198,772</td>
<td>1,155,211</td>
</tr>
<tr>
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<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td>32,234,012</td>
<td>21,451,408</td>
<td>10,659,711</td>
<td>9,647,462</td>
<td>11,388,376</td>
<td>10,089,049</td>
<td>14,868,409</td>
</tr>
</tbody>
</table>

1 This amount was provided for the restoration of the special advance granted to the International Labour Organisation in 1942 from League funds.

2 This amount has been provided for the restoration of the special advance granted to the International Labour Organisation in 1944 from League funds.
<table>
<thead>
<tr>
<th>Year</th>
<th>Secretariat</th>
<th>International Labour Organisation</th>
<th>Permanent Court of International Justice</th>
<th>Pensions Fund</th>
<th>Other special organisations</th>
<th>Restoration of deficits for previous years</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>1939</td>
<td>50.22</td>
<td>26.04</td>
<td>8.81</td>
<td>5.30</td>
<td>9.63</td>
<td>—</td>
<td>100</td>
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<tr>
<td>1940</td>
<td>50.21</td>
<td>29.61</td>
<td>11.11</td>
<td>7.29</td>
<td>1.78</td>
<td>—</td>
<td>100</td>
</tr>
<tr>
<td>1941</td>
<td>34.99</td>
<td>30.52</td>
<td>4.69</td>
<td>14.07</td>
<td>2.34</td>
<td>13.39</td>
<td>100</td>
</tr>
<tr>
<td>1942</td>
<td>35.73</td>
<td>32.85</td>
<td>5.18</td>
<td>14.79</td>
<td>2.15</td>
<td>9.30</td>
<td>100</td>
</tr>
<tr>
<td>1943</td>
<td>30.15</td>
<td>33.67</td>
<td>4.00</td>
<td>12.37</td>
<td>1.96</td>
<td>11.24</td>
<td>100</td>
</tr>
<tr>
<td>1944</td>
<td>31.00</td>
<td>36.92</td>
<td>4.67</td>
<td>13.34</td>
<td>2.19</td>
<td>11.88</td>
<td>100</td>
</tr>
<tr>
<td>1945</td>
<td>21.03</td>
<td>52.80</td>
<td>3.17</td>
<td>9.19</td>
<td>1.59</td>
<td>7.77</td>
<td>100</td>
</tr>
</tbody>
</table>

(Percentage of the Budget)

1. Secretariat
2. International Labour Organisation
3. Permanent Court of International Justice
4. Pensions Fund
5. Other special organisations
6. Restoration of deficits for previous years

Total: 100%

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1 See footnote 1 to preceding table.
2 See footnote 2 to preceding table.
and this has resulted in a very appreciable expansion of its activities. In order to meet these demands, it became necessary to strengthen the staff of certain services, more particularly those of the Health Section and of the Economic, Financial and Transit Department.
IV. LIBRARY

At the end of 1943, the Library possessed about 323,800 volumes (318,200 at the end of 1942). Notwithstanding the decline in the number of publications issued in many countries and the difficulties in the way of communications, it has been possible to maintain the rate of growth by utilising the communications still available. Special attention has been given to the matter of securing reproductions of works issued in a very small number of copies and published in Switzerland or in neighbouring countries, and also to that of procuring microfilm copies of rare collections.

I. Collections.

Books and pamphlets: The collections were increased in 1943 by the addition of 2,600 new volumes, 2,008 of which represented exchanges or gifts. The Library has regularly received 714 periodicals.

Official documents: 1,589 volumes were added to the collections in 1943. The Library has regularly received 215 periodical Government publications and 45 official gazettes.

These figures do not include the publications which are continually being added to the deposits constituted by the Library outside Switzerland, those which are being reserved for it by institutions with which it has exchange arrangements in a certain number of countries (e.g., Australia, Canada, United States, Italy, Soviet Union) or the important collection of official documents which has been assembled by the League of Nations mission at Princeton, New Jersey, since 1940.

The series of daily newspapers from twenty-eight different countries which have been preserved in the Library, more particularly since 1939, have been listed and added to the
collection which already comprised a number of important daily papers. The Library thus possesses a vast amount of documentary material much of which would otherwise not be readily accessible and which is of special interest as a source of contemporary information.

As during previous years, the duplicates of publications received in several copies, as gifts or by way of exchange, have been incorporated in the collection of duplicates available in the Library, and which is now of considerable size. In view of the fact that some of these collections are very rare, as a result of restrictions in the number of copies issued or of the destruction that has occurred, this specialised material may be of great value to other institutions, more particularly in the case of works published since the outbreak of the war.

2. Consultations and Publications.

Having regard to the reduction in its staff, the Library has, as far as possible, continued to comply with requests for consultation, priority being given to requests from official institutions. As a great number of foreigners have come to Switzerland and as, in many cases, the League of Nations Library alone possesses the publications of their countries which they may require, requests have become much more numerous.

Five issues of the Monthly List of Selected Articles were published in 1943 and four in 1944. With its 3,196 references resulting from the indexing of the principal periodical publications appearing in forty-eight countries, this List continues to reflect the universal character of its documentary material which the Library is endeavouring to maintain.

From January 1st, 1943, to July 1st, 1944, the photostatic service executed some 2,000 orders for reproductions of publications which are rare or out of print. A large proportion of these reproductions were made for the League of Nations mission at Princeton.

Work in preparation for a progressive return to normal conditions has been pursued. This work has comprised, in particular, the bringing up to date, by subjects, of the public